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ROYAL COMMISSION ON THE POOR LAWS AND RELIEF OF DISTRESS.

APPENDIX VOLUME VI.

MINUTES OF EVIDENCE

(95TH TO 110TH DAYS AND 139TH AND 149TH DAYS)

WITH

APPENDIX.

[This Volume contains the Oral and Written Evidence of Witnesses from Scotland. The Evidence relating to Unemployment will be found in Appendix Volume IX.]

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10161

ROYAL COMMISSION ON THE POOR LAWS AND RELIEF OF DISTRESS.

ALPHABETICAL LIST OF ORAL WITNESSES.

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ROYAL COMMISSION ON THE POOR LAWS AND RELIEF OF DISTRESS.

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MINUTES OF EVIDENCE

TAKEN BEFORE

THE ROYAL COMMISSION

ON THE

POOR LAWS AND RELIEF OF DISTRESS.

NINETY-FIFTH DAY.

Monday, 6th May 1907.

AT THE FOREIGN OFFICE, DOWNING STREET, S.W.

PRESENT:

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I., etc., etc., etc. (*Chairman*).
The Right Hon. CHARLES BOOTH, F.R.S.
Mr F. H. BENTHAM.
The Rev. T. GAGE GARDINER.
Mr GEORGE LANSBURY.
Mr J. PATTEN-MACDOUGALL, C.B.
Mr T. HANCOCK NUNN.
The Rev. L. R. PHELPS.
Professor WILLIAM SMART.
Mrs BERNARD BOSANQUET.
Mrs SIDNEY WEBB.
Miss OCTAVIA HILL.
Mr FRANCIS CHANDLER.

Mr R. H. A. G. DUFF (*Secretary*).
Mr J. JEFFREY (*Assistant Secretary*).

Mr EWAN MACPHERSON, called and examined.

Mr. Ewan Macpherson.

6 May 1907.

53068. (*Chairman.*) You have been good enough to put in writing a very full and succinct statement of the legal side of the Poor Law as at present existing in Scotland, which we will treat as your evidence in chief if you will kindly hand it in.—Certainly.

(*The witness handed in the following statement.*)

1. I am the legal member of the Local Government Board of Scotland.

2. I propose to give a general account of the Scottish Poor Law and to deal with the subject under the following heads:—(1) The Central Authority; (2) the Local Authorities; (3) the Area of Administration; (4) Relief in general, including the history of the older Poor Law; (5) Persons now entitled to Relief; (6) Nature of Relief given, outdoor and indoor; (7) Pauper Lunatics; (8) Recourse against relatives, etc.; (9) Settlement; (10) Removal; (11) Finance; and (12) Miscellaneous points not previously treated.

(1) THE CENTRAL AUTHORITY.

Supervision of poor relief prior to 1845.

3. Prior to the passing of the Poor Law (Scotland) Act, 1845, 8 & 9 Vict., cap. 83, there was no properly constituted central authority having the duty of supervising the administration of poor relief in Scotland. There had, however, been a number of attempts made under old Acts to establish some supervision over poor relief. Thus we find that by the Act 1579, c. 74, the Commissioners of Excise were empowered to take a quarterly account of the performance of each parish in respect of poor relief, and in case of failure or neglect on the part of local bodies or officials, to appoint other persons for the purpose. The execution of the Act was committed to the Privy Council, and the Commissioners had to make periodical returns to that body. Again, by the Acts 1649, c. 161; 1695, c. 74; 1696, c. 29; 1698, c. 40, further power was given to the Privy Council, and in virtue thereof proclamations of the nature of regulations were issued from time to time, the last being issued in 1698. But the control of the Privy Council could not have amounted to very much, and in the Report of the Poor Law Inquiry Commission for Scotland of 1844 it was pointed out that there was great need for some supervision of the administration of parochial managers, and in particular "for bringing it annually under public notice," in order to apply "a moral force arising from public opinion to the correction of abuses." The Commission accordingly made the following proposal:—

> "That a Board of Supervision, all the members of 'which should be unpaid, shall be established for a 'limited period, to which Board Reports shall be made 'at least twice in the year, from the Parochial Boards, 'stating specially the numbers and condition of the 'poor in each parish, and the amount of relief, in 'such form as shall be prescribed by the Board of 'Supervision; that complaints may be made to such 'Board, and that such Board shall have the fullest 'power of inquiry and remonstrance. That the Board 'of Supervision shall make a Report annually to the 'Secretary of State on the condition and management 'of the Poor Law throughout Scotland."

(*a*) BOARD OF SUPERVISION.

Establishment and constitution of Board of Supervision.

4. This recommendation was carried out by the Poor Law Act of 1845, the second section of which established for the purposes of the Act "The Board of Supervision 'for Relief of the Poor in Scotland." The Board, as originally established, consisted of the following *ex officio* members:—The Lord Provosts of Edinburgh and Glasgow, the Solicitor-General, the three Sheriffs of Perth, Renfrew, and Ross and Cromarty, and of three members appointed by the Crown, one of whom was the Chairman of the Board.

5. Sir William Walker, the then Chairman of the Board,

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in giving evidence before the Scotch Office Enquiries Commission (the Camperdown Commission) of 1870, points out that the three Sheriffs were appointed as representing agricultural, mining and manufacturing, and north Highland counties respectively.

6. Section 5 of the Act provided that one of the appointed members was to be paid, and that in addition to attending the meetings of the Board he was "to give regular attendance for the purpose of conducting the business of the 'said Board"; that there was to be a paid secretary, and that the Sheriffs were to receive the sum of £100 (increased in 1867 to £150), in addition to their salaries, as long as they remained members of the Board.

Power to appoint Commissioners for special inquiries.

7. By section 10 the Board were empowered to appoint one of their number to conduct special inquiries, by section 11 to appoint Commissioners for conducting special inquiries, and by section 14 to appoint such clerks and officers as they might deem necessary.

Appointment of general superintendents of the poor.

8. The only other Act to which I need refer in connection with the Board of Supervison is that of 1856 (19 & 20 Vict., c. 117), under which the Board were empowered to appoint two general superintendents of the poor to assist in the execution of the Poor Law Act, and to assign to them the superintendence of districts and the execution of such duties under the Act as they might think fit. These have now, by arrangement with the Treasury, been increased to four.

(*b*) The Local Government Board.

Abolition of Board of Supervision; establishment of Local Government Board, and constitution thereof.

9. In 1894 the Local Government (Scotland) Act, 1894, was passed, which abolished the Board of Supervision and transferred their functions, with important additions, to the Local Government Board (sec. 2).

10. The Board consists of three *ex officio* members, viz., A president, being the Secretary for Scotland, the Solicitor-General for Scotland, and the Under-Secretary for Scotland, together with three salaried members appointed by the Crown, viz., A vice-president, a legal member, and a medical member (sec. 3). I do not propose at this stage to go at length into the duties formerly performed by the Board of Supervision and now by the Local Government Board, as it will, I think, probably be more convenient that these should be narrated at length by those witnesses who will appear to give an account of our system of administration.

Annual Report of Board's proceedings.

11. I may, without going into detail, state generally that the Board are required, in terms of Section 8 of the Poor Law Act, 1845, as amended by the Secretary for Scotland Act, 1885, to submit every year to the Secretary for Scotland a general Report of their proceedings, with a statement as to condition and management of the poor throughout Scotland and the funds raised for their relief. Every such Report must be laid before both Houses of Parliament within six weeks after its receipt by the Secretary for Scotland, or if Parliament be not then sitting, within six weeks after the next sitting of Parliament.

Issue of rules, minutes, etc. for guidance of Parish Councils.

12. The Board, while they have no power to issue Orders similar to that which I understand is exercised by the English and Irish Local Government Boards, are in the habit of issuing general regulations, rules and minutes for the guidance of Parish Councils (the local authorities who now administer the Poor Law). These — which are printed from time to time in book form, and are supplied to all Inspectors and Parish Councils—are, for the most part, in the nature of recommendations, expressions of opinion, and records of decisions given by the Board. They may inquire into the management of the poor in every parish, hold inquiries, examine witnesses on oath, and appoint commissioners. The Board have power to combine parishes for Poor Law purposes and to dissolve such combinations, but this power can only be exercised after a resolution in favour of combination or dissolution has been passed by the parish councils affected (1845 Act, sec. 16; 1861 Act, 24 Vict. c. 18, sec. 4). They further exercise certain controlling powers in regard to the erection of poorhouses, their maintenance, management, and discipline (1845 Act, secs. 60–4). They consider complaints of inadequate relief (the name given to a complaint made by an individual pauper, that the relief offered him by a Parish Council is insufficient), and in the event of their being satisfied on inquiry that the complaint is well founded, and of the Parish Council refusing to increase the relief, give facilities to the pauper for raising an action in the Court of Session. (It should be noted, however, that Parish Councils almost invariably carry out the Board's recommendations.) During the dependency of any such action the Board may order interim aliment to be paid to the pauper. No action relative to the amount of relief granted is competent without an Order by the Board (1845 Acts, secs. 74–5). Where Parish Councils fail to carry out their duty under the Poor Law Acts, the Board compel them to do it by applying by summary petition to the Court of Session (sec. 87). The Board to a large extent control inspectors of poor and regulate the administration of their duties (1845 Act, sec. 55). These officials can only be dismissed with the sanction of the Board, and may be suspended or dismissed by the Board if "they fail or neglect or refuse to discharge the duties of their office, or shall, in the opinion of the Board, be unfit or incompetent to discharge these duties" (1845 Act, sec. 56).

Board's powers as to:—Poor Law inquiries; combining parishes;

Poorhouses;

Complaints of inadequate relief;

Defaulting Parish Councils;

Inspectors of poor;

13. The Board determine cases of disputed settlement of poor persons referred to them in terms of the Poor Law (Scotland) Act of 1898 (61 & 62 Vict. c. 21, sec. 2). They receive and dispose of appeals against removal of paupers from one parish to another in Scotland, and from Scotland to England and Ireland (61 & 62 Vict. secs. 3–5). They assist Parish Councils with their advice in cases of difficulty. Members of the Board or their officials have power to attend meetings of Parish Councils and take part in the discussions, but not to vote (1845 Act, sec. 15).

Disputed settlements;

Removal of paupers;

Attending Parish Council meetings;

14. The Board examine the claims of Parish Councils to participate in the grants from the Local Taxation (Scotland) Account on account of medical relief and the maintenance of pauper lunatics, and certify to the Secretary for Scotland the amount to be paid to each Parish Council. See sections 19, 22 (4) of the Local Government (Scotland) Act, 1889 (52 and 53 Vict., cap. 50), which stereotype the conditions of participation. I may say in passing that this stereotype has proved most inconvenient in practice, and it formed the subject of a Departmental Inquiry in 1904, as to which my colleague, Dr. Mackenzie, will give evidence.

Local Taxation contributions;

15. The Board appoint auditors of Parish Council accounts and control their fees; they prescribe the forms of accounts, make rules as to payments, and decide all questions of surcharge (1894 Act, Sec. 36). They possess certain powers in connection with borrowing by Parish Councils (1845 Act, Sec. 63; 1886 Act, 49 & 50 Vict. c. 5, Sec. 3; 1894 Act, Sec. 38 (1); 1845 Act, Sec. 53), and with the management of parochial trusts (1894 Act, Sec. 30).

Audit of Parish Council accounts;

Borrowing by Parish Councils; and

Management of Parish Trusts.

16. This sketch of the duties of the Board is, as I have pointed out, in no way exhaustive, but is intended to give merely an outline thereof.

(2) THE LOCAL AUTHORITIES.

Early Poor Law authorities and their duties.

17. We find that by the Acts of 1574 and of 1579, c. 7, which have been said to have laid the basis of our present parochial system, certain duties were laid upon the magistrates of the burghs and the justices in rural parishes. I need not go into these duties here, beyond saying that the Act provided for the keeping of a list of paupers, for the appointment of overseers and collectors and for a compulsory assessment upon the whole inhabitants of a parish, this assessment being in supplement of church and other voluntary collections. There thus was a clearly defined local authority with definite powers and duties.

18. The Acts 1592, c. 67, and 1600, c. 25, transferred the power of executing the last-mentioned Act in landward parishes to the kirk session—*i.e.* the ministers and elders of the parish. The Act 1672, c. 18, associated the heritors or landowners of the parish with the kirk session in landward parishes. No further change was made in the administrative bodies by the various Acts and Royal Proclamations made after this last date up to 1845. Accordingly, at the time when the Act of 1845 was passed the bodies in charge of the administration of relief to the poor varied in accordance with the nature of the parishes. In burghal parishes—*i.e.* parishes wholly within a Royal or Parliamentary burgh—the duty of providing funds as well as of administering relief was imposed upon the magistrates of the burgh. In practice the ordinary management of the poor was devolved on a committee of managers chosen according to the customary usage of each burgh.

19. In rural or landward parishes the body invested with the duty was composed of the kirk session (the ministers and elders of the parish church), and of the heritors or landowners in the parish.

20. In parishes partly burghal and partly landward the

administrative body was composed also of the kirk session and heritors, the magistrates of the burgh forming part of the body in their capacity as heritors.

Establishment of Parochial Boards.

21. Following upon the recommendations of the Poor Law Inquiry Commission of 1844, the 1845 Act provided for the establishment of a new body for the management of the poor, called the Parochial Board. It was provided by sections 17 and 22 of the Act that, "The whole administration of the laws for the 'relief of the poor shall be under the direction and 'control of such Parochial Board, on whom shall 'devolve all the powers and authorities," hitherto exercised by any bodies administering these laws. In burghal parishes or in a combination of parishes the Board consisted of a number of managers not exceeding thirty, as fixed by the Board of Supervision, possessing certain property qualifications and elected by the ratepayers, of four persons nominated by the magistrates of the burgh, and of four nominated by the kirk-session. The number of managers fixed by the Board varied from four in the case of Anstruther Easter to twenty-five in the cases of Edinburgh and Glasgow.

Constitution of Parochial Boards.

22. In all other parishes the Board consisted of all owners of lands and heritages of the value of £20 and upwards, of the provost and bailies of any Royal burgh, if any, in such parish, of six members of the kirk-session and of a certain number of members, as fixed by the Board of Supervision, elected by such ratepayers as were not members of the Board (1845 Act, sec. 22).

23. It may be noted that in the case of both burghal and other parishes an elector might in respect of his property qualification have as many as six votes.

Parochial Boards only established in parishes having a compulsory poor rate.

Poor Law authorities in "unassessed" parishes.

24. While I have made this general statement as to the establishment of parochial boards, it is right to point out that they were only established in such parishes as had resolved to raise the funds requisite for the relief of the poor by assessment. In all others the old authorities were still to remain in force. In 1845 there were no less than 650 of these unassessed parishes which raised funds for relief of the poor by voluntary contributions, but their number was diminished by over 200 in that year, and gradually went down till in 1894, when parochial boards were abolished, there were only thirty-four unassessed parishes. There are still four.

Unwieldy size of Parochial Boards in non-burghal parishes.

25. It is obvious from the above sketch of the constitution of parochial boards that the number of members in parishes other than burghal must in many cases have been far too large for the efficient transaction of business.

Recommendations of Select Committee of 1871.

26. From a Return issued in 1879 it appears that the number in very many parishes exceeded 100, in three or four exceeded 1,000, while in one, that of Old Machar in Aberdeenshire, it reached the astounding total of 2,190. A Select Committee of the House of Commons in 1871, the Crawford Committee, reported (p. vii.) that the constitution of parochial boards was "not such as to secure any 'effective check generally on the increase of expenditure. 'Again, in parishes which are partly burghal and partly 'rural, the Boards are so unwieldy in size that the management falls practically into the hands of the chairman 'by means of the present system of mandates." The committee accordingly recommended that the property qualification in rural parishes should be raised, that members of the kirk-session should not be members of parochial boards *ex officio*, and that the constitution of the Boards should be the same in burghal and in partly burghal and partly rural parishes.

Parochial Boards, etc. superseded by Parish Councils.

27. Notwithstanding these recommendations, and the introduction of many Bills upon the subject, no change was made till 1894, when by the Local Government (Scotland) Act of that year the existing Parish Councils were substituted for parochial boards.

Numbers of Parish Councillors and how fixed, etc.

28. Section 8 of that Act provides for the establishment of a Parish Council in every parish. This includes the smaller number of unassessed parishes still existing. The number of councillors in any parish must be not fewer than five and not more than thirty-one (1894 Act, sec. 9). The numbers have been fixed in accordance with the provisions of the Statute by the county councils and municipal authorities within whose jurisdiction the respective parishes lay, subject to the approval of the Local Government Board.

29. The same authorities may from time to time revise the numbers, subject to the same approval.

30. After the passing of the Act a circular was issued by the Board suggesting the ratio upon which the numbers of councillors were to be fixed, from which I give the following extract:—

Mr. Ewan Macpherson.

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Board's suggested basis for fixing numbers of Parish Councillors.

"In fixing the number of parish councillors 'and the proportion for the landward and burghal 'parts respectively, regard is to be had to the powers 'and duties of the Parish Council, and to the population and special wants and circumstances of the 'parish, and to the division of the parish into wards 'if so divided.

'It appears to the Board that in determining in 'each case the number of councillors, regard must be 'had in the first instance to the population of the 'parish. The number of the inhabitants is not the 'exclusive factor: it will fall to be modified by the 'other circumstances referred to in the section (9); 'but, generally speaking, it may be taken as the common basis on which the determination is to proceed.

'The Education (Scotland) Act, 1872, provided 'that a School Board should consist of not less than 'five nor of more than fifteen members; and the 'Education Board, proceeding apparently on the basis 'of population only, fixed the number of members 'in each case as follows:—

Population under	No. of Members.
5,000	5
15,000	7
40,000	9
70,000	11
100,000	13
over 100,000	15

'Proceeding on somewhat similar lines, and 'classifying the parishes according to population 'only, the number of parish councillors in the case of 'each parish would be somewhat as follows:—

Population under	No. of Councillors.
3,000	5 to 8
7,000	8 to 11
15,000	11 to 15
30,000	15 to 21
50,000	21 to 25
100,000	25 to 29
over 100,000	31

'According to this scale there will be 658 parishes 'with 5 to 8 councillors; 133 with 8 to 11; 61 with '11 to 15; 16 with 15 to 21; 7 with 21 to 25; 5 with '25 to 29; and 5 with 31."

General adoption of suggested basis.

31. It may be stated that the recommendations of the Board were given effect to practically throughout Scotland, with the exception that in the smaller parishes the number of councillors is generally rather larger than is suggested, one or two more members having been added. Approximately, however, the figures given in the circular may be said to represent the number of councillors in parishes at the present day.

Parish Council electors, their qualifications and disqualifications.

32. The Parish Council is elected by the parish electors, viz., the persons registered on the Parish Council register (1894 Act, sec. 10). The electoral qualification is the same as in the case of county council and municipal elections, the Parish Council register being merely that portion of the county council or municipal register which is applicable to the parish, provision being made for the insertion of the names of those who have the requisite qualification in more than one parish in the same county or town. In other words the electors are the Parliamentary electors with certain additions, such as peers and women who hold the necessary qualification to be registered as Parliamentary electors. In addition, however, to the disqualifications which prevent registration as town and county council electors, such as bankruptcy, receipt of parochial relief (including medical relief, which as regards this purpose is excluded from the provisions of the Medical Relief Disqualification Removal Act, 1885, 48 & 49 Vict., cap. 46), non-payment of poor rate, county consolidated rates, or burgh rates, it is to be noted that any registered parish elector who fails to pay the special parish rate authorised by the Act within a year of service of the demand note for payment, is disqualified from voting at an election (1894 Act, sec. 10 (1)). Each elector in parishes not divided into wards has as many votes as there are candidates, but he may not give more than one vote to each candidate (sec. 10 (2)). Where a parish is divided into wards no person is entitled to vote in more than one ward, though he may be registered in more than one, and he is only entitled to vote for the number of councillors assigned to that ward.

Method of voting at Parish Council elections.

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Parish electoral wards.

33. Parishes may be divided into electoral wards. In parishes partly burghal and partly landward the burghal and landward areas must each form a separate ward or wards (sec. 13 (1)). A police burgh or any part thereof within a parish must form a separate ward or wards (sec. 13 (2)). A county electoral division must be treated in the same way (sec. 13 (3)). In addition to the wards thus constituted, the county council in a county, and the town council in burghs, may further sub-divide parochial areas into parish wards, and in practice the parish wards are for convenience made to coincide with the municipal wards (sec. 13 (4) (5)).

Triennial election of Parish Councillors.

Method of filling casual vacancies.

34. The elections take place every third year simultaneously with the county council or municipal elections, as the case may be, and are conducted by the same returning officers. The expenses of the election are a charge upon the poor rate. All the members of the Parish Council go out of office every third year (1894 Act, secs. 14 and 15). Casual vacancies, *i.e.* those caused by death, resignation, or disqualification, or absence from meetings of the Parish Council "for more 'than six months consecutively, except in the case of illness 'or for some reason approved by the Parish Council," are filled up by the Parish Council (secs. 19 and 41).

Qualifications and disqualifications of Parish Councillors.

35. All councillors must be elected from among the parish electors (sec. 20). No person is disqualified by sex or marriage for being elected or being a member of a Parish Council, provided he or she be on the electoral roll. I think it right to quote the section which deals with disqualifications, and which is in the following terms:—

"(1). A person shall be disqualified for being 'elected, and for being a member of a Parish Council, 'if and while he—

'(*a*) holds any office or place of profit under 'the Parish Council or any committee thereof; or

'(*b*) has directly or indirectly, by himself or 'his partner, any share or interest in any contract 'or employment with, by, or on behalf of, the 'Parish Council, or any committee thereof.

'(2) But a person shall not be disqualified, or be 'deemed to have any share or interest in such a con-'tract or employment, by reason only of his having 'any share or interest in—

'(*a*) any lease, sale, or purchase of land, or 'water, or right of water supply, or any agreement 'for the same; or

'(*b*) any agreement for the loan of money, or 'any security for the payment of money only; or

'(*c*) any newspaper in which any advertise-'ment relating to the affairs of the Parish Council 'or any committee thereof is inserted; or

'(*d*) any company which contracts with the 'Parish Council, or any committee thereof, for 'lighting or supplying with water, or insuring 'against fire, any property of the Parish Council; 'or

'(*e*) any contract with the council for the 'supply from land, of which he is owner or 'occupier, of stone, gravel, or other materials for 'making or repairing highways or bridges, or for 'the transport of materials for the repair of roads 'or bridges in his own immediate neighbourhood; 'or

'(*f*) any railway company incorporated by Act 'of Parliament or Royal Charter, or under the 'Companies Acts, 1862 to 1890:

'Provided that no parish councillor shall vote or 'act in any matter in which he has a pecuniary interest.

'(3) No person shall be disqualified by sex or 'marriage for being elected, or being a member of a 'Parish Council, or for being appointed a represen-'tative of that council on a district committee of 'a county council, or on a county council where a 'county is not divided into districts."

36. There are also other statutory disqualifications, *e.g.* in terms of the Bankruptcy, Frauds, and Disabilities (Scotland) Act, 1884 (47 & 48 Vict., cap. 16), section 5 of which provides that a person adjudged bankrupt shall be disqualified from being elected to or holding or exercising the office of member of a parochial board (now Parish Council) and that, if a person is adjudged bankrupt while holding such office, his office shall therefrom become vacant. The disqualification lasts as long as the bankruptcy.

37. The office of member of a Parish Council is also a "corporate office" in terms of the Elections (Scotland) Corrupt and Illegal Practices Act, 1890 (53 & 54 Vict., cap. 55), and, accordingly, conviction of corrupt or illegal practice carries with it an incapacity, temporary or permanent, according to the nature of the offence, to be elected to or to hold the office. A parish councillor incurring a disqualification *ipso facto* ceases to hold the office and a casual vacancy is constituted thereby, which is filled up in the manner already described (1894 Act, sec. 19 (4)).

Statutory meetings of Parish Councils and provision for altering dates of certain meetings.

Ordinary meetings of Parish Councils.

38. Every Parish Council must meet annually within ten days after the first Tuesday in December, this being the statutory meeting (sec. 19 (6)). There must also be a meeting in July for framing the parish budget for the year (sec. 37), and on the first Tuesday of February and August for revising and adjusting the roll of paupers and their allowances (Poor Law Act, 1845, sec. 30), under which, however, the Board have power to approve of other stated times for these meetings. In practice, when requested so to approve, they recommend May and November. The number of ordinary meetings varies largely, according to the size and character of the parish. Thus in a county parish there may be quarterly meetings, while in the town parishes they may be monthly, and in some of the large ones fortnightly. This does not, however, include meetings of committees, and in particular of relief committees, to which I shall refer hereafter.

Parish Council standing orders.

Annual election of chairman, his status, etc.

39. Each Parish Council makes its own regulations as to the summoning time, place, and management of its meetings, or of the meetings of its committees, and, generally, with respect to the conduct of its business (1894 Act, sec. 19 (2)). The chairman is elected by the council annually at the December statutory meeting—he has a casting as well as a deliberative vote (sec. 19 (5)). He is *ex officio* a justice of the peace (sec. 40), unless a woman or personally disqualified by any Act, *e.g.* of a solicitor practising in any inferior Court (Small Debts Act, 1825, 6 Geo. 12, c. 48, sec. 27, as modified by the Justices Act, 1856, 19–20 Vict., c. 48, sec. 4).

Parish Council committees and their powers.

Relief committees: their functions and frequency of meetings.

Poorhouse committees.

40. A Parish Council can delegate any of its functions to committees (or join with other local authorities in doing so), with the exception of any power of raising money by rate or loan (1894 Act, secs. 33–4). Probably the most important committee, at any rate in the larger parishes, is the relief committee, whose duty it is to consider and deal with applications for relief, and to revise the Roll of Poor. Their meetings in some of the large town parishes are held weekly, and, in Glasgow, as often as five days a week. (An account of the work of these committees in the large towns will be found on pp. 18–24 of the Report of the Departmental Committee on the methods of administering Poor Relief in certain large town parishes—published as a Blue-book 1905). In those parishes that own poorhouses the council appoint a committee to manage them, and the responsibility for such management and maintenance rests upon the committee. Where a poorhouse belongs to a combination of parishes, the committee is composed of representatives from the various councils.

Insufficient powers as to acquisition of buildings for Parish Council offices.

41. The Parish Council provides the necessary offices, furniture, books, etc., required for the conduct of its business (1894 Act, sec. 24). But the powers conferred by the Act for the acquisition of buildings for offices extend only to landward parishes, the idea of the framers of the Act having been that in burghal parishes an arrangement could be made for use of the municipal buildings. This, however, has hardly ever worked satisfactorily.

Appointment of officials.

42. A Parish Council may appoint a clerk at a reasonable salary (1894 Act, sec. 19 (2)), and also must appoint an inspector of poor (1845 Act, sec. 32), while in the populous parishes they may appoint assistant inspectors (1845 Act, sec. 55). In practice the offices of inspector and clerk are very often held by the same man.

Medical relief.

43. They are bound to provide medical attendance for the sick poor, whether in poorhouses or otherwise, and may for this purpose appoint a medical officer (1845 Act, secs. 66 & 69).

Parish rates and exemption therefrom on the ground of poverty.

44. The duties discharged by the Parish Council in the administration of the Poor Law generally will fully appear in the general sketch of poor relief which I propose to give hereafter, but I may add at this point that it is their duty to make up the assessment roll and appoint a collector (who may be the inspector of poor) (1845 Act, sec. 38); to fix annually the amount of assessment, and make up the roll of ratepayers (sec. 40). They have power to exempt from payment of rates on the ground of poverty, and in certain cases to levy from tenants the assessment on owners (sec. 42). The poor rate is an *ad hoc* rate, and there are special modes of imposing the assessment (secs. 34–7), into the details of which I do not wish to go at this stage.

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(3) THE AREA OF ADMINISTRATION.

The Parish the Poor Law area.

Early powers of altering parishes.

45. The area of administration is, and always has been, the parish. The division of Scotland into parishes is ecclesiastical in origin, but the date of its introduction is somewhat obscure, though it seems probable that at the period of the Reformation Scotland was parochially divided throughout. Prior to that period the bishops exercised a power of dividing old parishes and erecting new ones within their dioceses. The Act of 1581, c. 100, which forbade pluralities, and appropriated to each church "a sufficient and competent district as a parish," resulted in the alteration of existing parochial boundaries by the erection, when necessary, of new parishes. Special Acts of Parliament were thereafter from time to time passed, altering parish areas by uniting small parishes, dividing large ones, and erecting new ones. Up till 1707 these changes were for the most part effected by decrees of Parliamentary Commissioners, whose powers and functions in these matters were, by the Act 1707, c. 9, transferred to the Court of Session. The leading object of these changes was to provide for the spiritual wants of the parishioners and to secure a fitting stipend for the clergy.

The New Parishes Act 1844.

46. The New Parishes Act of 1844 (7 and 8 Vict. c. 44), which is known as Graham's Act, contained more precise ample provisions for effecting these parochial alterations, and as regards ecclesiastical parishes it is still the ruling enactment.

Civil and ecclesiastical parishes and their boundaries.

47. The civil parish was originally simply the ecclesiastical parish, *i.e.* the district attached to the parish church, the heritors or landowners of which are bound to provide what is necessary for the ministration of religion. For a long time, however, the boundaries of the civil and ecclesiastical parish have in very many cases not been the same. This is due in great measure to the creation of new areas known as *quoad sacra* parishes. The process may shortly be stated to consist in the disjunction of a district from the parish to which it formerly belonged, on condition that a church has been built and endowed, or that there is an undertaking to build and endow such church, which thereafter becomes the parish church of the new district. This process in no way affects the original parish for Poor Law purposes, and, as at the present date there are some 458 *quoad sacra* parishes, it will be seen how much the areas of the civil and of the ecclesiastical parish may vary. In addition to this fact, the alteration in the boundaries made under the Local Government Acts of 1889 and 1894, to which I shall refer shortly, in no way affects ecclesiastical parishes, so that in very many cases the boundaries of the two are not the same.

"Parish" not defined by Poor Law Act, 1845.

48.—The Poor Law Act of 1845 contains no definition of "parish," the areas being taken just as they stood at the passing of the Act. The Act, however, contained the following section (sec. 16) providing for the combination of parishes:—

Power of Board to combine parishes for Poor Law purposes.

"In every case in which it may appear to the 'Board of Supervision, on application by the Parochial 'Boards of any one or more adjoining parishes, or from 'a regard to the relative situation of two or more such 'parishes, or from any other circumstances, that the 'administration of the affairs of the poor therein 'might be carried on with greater advantage to the 'said parishes, and to the poor therein, by the said 'parishes being combined for the purposes of this Act, 'then the Parochial Boards of such parishes shall meet, 'on requisition to that effect by the Board of Supervision, for the purpose of considering the proposed 'combination, and in every case where the Parochial 'Boards of two or more such parishes shall resolve 'that it is expedient and proper that such parishes 'shall be combined for all purposes connected with 'the management of the poor and the administration 'of the laws relating to their relief, and for the purposes of raising the necessary funds for the relief 'and support of the poor, and also for the purposes 'of settlement, and where it shall be established 'to the satisfaction of the Board of Supervision that 'it is expedient and proper that such parishes shall 'be so combined, it shall be lawful for the said Boards 'of Supervision to resolve and declare that such parishes 'shall thenceforward be combined for the purposes 'aforesaid, and shall be considered as one parish 'so far as regards the support and management of 'the poor, and all matters connected therewith; and 'all expenditure in respect to the poor belonging to 'such combination of parishes shall be deemed and 'held to be the common expenditure of such combination of parishes, and be charged upon and be paid out 'of the common and general fund to be raised for the 'relief of the poor over the whole of such parishes: 'Provided always that, upon application by the 'Parochial Board of any parish adjacent to any such 'combination, it shall be lawful for the said Board of 'Supervision, if they see fit, due regard being had 'to the circumstances of the case, to resolve and 'declare that such parish shall be for the purposes 'of this Act added to such combination from and 'after a date to be signified in the resolution of the 'said Board of Supervision, and such parish shall, 'from and after such date, be held in law to be a 'part of such combination in all matters relative to 'the relief of the poor, and subject in every respect 'to the provisions and regulations hereby made and 'provided in relation to combinations of parishes; 'and such resolutions shall be forthwith published in 'such manner as the said Board of Supervision shall 'direct."

Instances of parish combinations.

The power given by this section has been exercised in four cases only, the four combinations being St Cuthbert's, Canongate (now Edinburgh), Dundee, Liff and Benvie, Govan and Gorbals, and Islay combination.

Power to dissolve "combined" parishes.

49. The Poor Law (Scotland) No. 1 Act, 1861 (24 Vict. c. 18), provided for the dissolution of combinations of parishes as to the management of the poor, on an application being made by the Parochial Board of a combination to the Board of Supervision. This power has been exercised in the case of Islay combination, which has been dissolved.

These provisions have never been repealed, but in practice they have been superseded by the later enactments dealing with this subject.

Temporary appointment of Boundary Commissioners in 1889 to adjust boundaries of parishes, etc.

50. The first of these is found in the Local Government (Scotland) Act, 1889. By the 45th section of that Act, Boundary Commissioners were appointed for the purpose, *inter alia*, of "so far as expedient, regulating 'the boundaries of counties, and making the boundaries of 'burghs and parishes coincide with those of counties, and 'for dealing with detached parts of counties or parishes."

51. By section 49 the Commissioners were required to frame orders for dealing with "counties, burghs, parishes, 'and detached parts, so that each burgh and parish, if the 'Commissioners shall in the whole circumstances of the 'case deem it necessary or expedient, may be within a 'single county, and that no part of a county or parish be 'detached therefrom." The effect of any alteration was to be "for all purposes, whether county council, justices, 'sheriff, militia, parochial board, school board, local 'authority or other, save as hereinafter provided" (the exceptions being parliamentary and ecclesiastical arrangements—sections 95–6).

52. The Commissioners were not to make orders without communication and consultation with the authorities concerned; and if the orders were unopposed, they took effect if confirmed by H.M. in Council, while, if opposed, they must be confirmed by Parliament.

Powers of Secretary for Scotland as to boundaries of parishes, etc.

53. The powers of the Commissioners expired at the end of two years from the first election of County Councils under the Act, which took place in February 1890, and the Act provided (section 51) that thereafter the Secretary for Scotland might at any time by order provide—

"(*a*) For altering the boundaries of any burgh 'or of any parish situate or partly situate in the 'county.

'For uniting several parishes or parts of parishes 'into one parish, or annexing one or more of such 'parish or parishes or parts of parishes to a larger 'parish; and any parish so formed by a union of 'parishes or parts of parishes, or enlarged by 'annexation, shall for all purposes be deemed to 'be one parish;

'For dividing any parish in the county which 'by reason of its inconvenient extent, or by 'reason of its forming part of, or having within 'its boundaries, or lying partly within or partly 'without a burgh, or a police burgh, it seems 'expedient to divide, and for uniting all or any 'of such subdivisions of the parish with other 'parishes;

'For the proper adjustment and distribution 'of the powers, properties, liabilities, debts, 'officers, and servants of any local authority, 'consequential on any consolidation, alteration of 'boundaries, or other act done in pursuance of 'this section; and

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'(*b*) If an order under this section alters the 'boundaries or contents of any county, burgh or 'parish, it shall be provisional only, and shall not 'have effect unless confirmed by Parliament."

Powers of Secretary for Scotland as to boundaries of parishes, etc.

54. As it was found that the expense of alteration by provisional order requiring the confirmation of Parliament was in cases of opposed orders apt to be heavy, the Local Government Act of 1894 dispensed with the necessity of such order, and section 46 of that Act provides:—

"An order of the Secretary for Scotland, under 'section 51 of the principal Act, for altering the 'boundaries of any parish, or for uniting several 'parishes or parts of parishes into one parish by the 'creation of a new parish or otherwise, or annexing 'one or more of such parishes or parts of parishes to a 'larger parish, or for dividing any parish, or for uniting 'any subdivision of a parish with any other parish, 'shall have effect for all purposes, whether county 'council, justice, sheriff, militia, parochial board, 'parish council, school board, local authority or 'other, save as hereinafter provided. Before making 'any such order, the Secretary for Scotland shall 'consult with the authorities concerned, and, upon 'the application of any one or more of such authorities, 'shall cause a local inquiry in terms of the principal 'Act to be held, and shall cause the proposed order 'to be published in the *Edinburgh Gazette*, and in 'such other manner as to make the same known to 'all persons interested, and shall consider all objec-'tions and representations respecting such order, 'and may, after the expiry of not less than forty days 'from the date of the publication of the proposed 'order in the *Edinburgh Gazette*, finally make the 'order and cause the same to be forthwith published 'in the *Edinburgh Gazette*, and such order shall 'thereafter have effect as if enacted by Parliament 'unless or until revoked or modified by subsequent 'order in terms of this section. In addition to this 'provision of the principal Act, any such order may 'be made on the representation of a parochial board 'or parish council, or the commissioners of a police 'borough, or a school board."

Number of changes in parish boundaries since 1889.

55. A very large number of changes in parish boundaries were made by the Boundary Commissioners, some 324 parishes having been affected by their orders. Further changes have been made from time to time under the later provisions. The Secretary for Scotland has issued forty-five orders thereunder. Of these, twenty-four involved merely the transference of portions of certain parishes to other parishes, and twenty-one the creation of new parishes.

Number of parishes in Scotland.

56. There are at present 874 parishes in Scotland. Tables have been prepared showing the area, population, valuation, etc. of all parishes, giving full particulars as to the average parish, and examples illustrating the character of some of the larger and smaller parishes. These tables will be submitted and explained by an official of the Board, who will attend to give evidence upon this and other subjects.

(4) RELIEF IN GENERAL.

57. I now propose to deal with the general question of relief, looked at rather from the legal than from the administrative side, *i.e.* as to the right of paupers to relief, either under statute or in accordance with the decisions of the court. While this will of course involve my touching to some extent upon methods of present-day administration, I shall as far as possible refrain from going into details, leaving these to be explained by the officials who are in close and constant contact with that administration. It will be necessary, in order to understand the present system, for me to give a brief account of the early history of relief.

(*a*) The Older Poor Law.

Early Poor Law legislation.

58. I find, on referring to the General Index of the Acts of the Parliament of Scotland, that the first Act which contains any provision for the relief of the poor is 1424, c. 21, which provides that none between fourteen and seventy years of age may beg, unless they cannot otherwise gain their living, those begging without tokens to be branded and punished. Various other Acts for the same purpose were passed in that century, and the Act 1503, c. 13, confirmed the former ones and provided that sheriffs, baillies, and provosts were to allow none to beg except "crukit folk, blind folk, impotent folk, and waik folk." It is most interesting and important to see that our present system of not granting relief to the able-bodied was in vogue so many centuries ago, and I would like here to emphasise the fact that that principle has never been departed from, but is asserted in statutes again and again, and that it is the essential principle of our system.

No relief to the able-bodied the essential principle of the Scottish Poor Law.

Early Poor Law legislation:—

Origin of "birth-settlement."

59. The next Act I call attention to is 1535, c. 29, which appears to me to contain perhaps the first traces of our present system of birth-settlement. It enacted that no one was to beg except in the parish in which he was born, or without a token from the headman of the parish. This provision was re-enacted by Acts of 1551, c. 16, and 1567, c. 18, to which I need not refer more particularly. There is a reference in c. 67 of the same year to grants to burghs by the regent and queen for sustentation of the poor. It is clear that voluntary contributions were not sufficient for the adequate relief of the poor, and accordingly there was passed the Act of 1574, which, along with the better-known ratifying Act of 1579, c. 12, is of the greatest importance. As the provisions of the two are with some exceptions almost identical, I give a brief summary of the later one. After reciting the provisions of "sundrie 'lovabil Actis of Parliament" for "stanching of maisterfull 'ydil beggaris, sik as make themselves fules, and air bairds 'or other sik like runners about" and, who have no "guidis 'of their awin to leif on" by having their "earis nalit to 'the trone or to any other tree and their earis cuttit of and 'baneist the cuntre" and being "hangit," if they return, and enacting similar punishments in the case of those between fourteen and seventy, the Act goes on to provide that the Lord Chancellor is to inquire into the position of all charitable hospitals with a view to their best serving their original purpose of relieving the poor and needy. The provost and baillies in burghs, and justices in landward parishes are to prepare yearly a roll of the aged poor and impotent persons who were born or had their common resort for seven years in the parish; and to apportion the needful weekly sustentation for them among the inhabitants, who may, for this purpose, be "taxt and stent" according to their substance, a roll being made yearly for that purpose; and overseers and collectors, appointed to collect the tax and deliver their weekly portions to the poor. The authorities are required to send the poor to their own parishes; and where money or victuals cannot be collected in a parish, may grant licences to the poor to ask alms of the parishioners at their own houses. Where poor persons refuse to remain where they are appointed or to work if they are able, they are to be punished by "scurge-'ing, putting in the stokkis, imprisonment and birning throw 'the ears as vagaboundis and strang beggaris." Beggars' bairns between five and fourteen years of age may be taken into service, males until twenty-four years of age, and females until eighteen. The Act expands the definition of "strang and ydle beggaris and vagabundis" at greater length than I can give here, but I may mention that it includes jugglers, fortune-tellers, minstrels, landless and masterless men and vagabond scholars of the universities who have no licence to beg. I may note in passing that we have in these statutes, which are generally referred to as being the origin of our Poor Law system, provision for a compulsory assessment and the first trace of a residential settlement. They established a regular and elaborate system of relief for the infirm and deserving poor, and provided drastic punishment for the idle and vagrant able-bodied.

Royal grants for support of the poor in burghs.

Sturdy beggars, etc.

Charitable hospitals.

Yearly roll of aged and impotent poor.

Residential settlement.

Compulsory poor rate.

Removal.

Begging licences.

Punishment for refusal to work, etc.

"Beggars' bairns."

Origin of Scottish Poor Law system.

Punishment of sturdy beggars.

60. By the Acts of 1592, c. 69, the kirk session were ordained to appoint justices or commissioners for punishment of masterful beggars and relief of the poor in the event of its being neglected by the sheriffs or other ordinary judges, and we find that five years later, 1597, c. 39, the execution of these duties in landward parishes was committed to the kirk session itself, while by 1600, c. 28, owing to the neglect of the persons appointed for the execution of these Acts, the kirk sessions are bound to enforce them under a penalty of £20, and they are to be supervised by the presbyteries. [I may explain that the latter body is composed of the ministers of all the parishes comprised within its limits and of a lay elder from each.]

Training and apprenticeship of children.

61. In 1617 two important Acts were passed, one, c. 8, conferring large powers upon justices and their constables for punishing beggars, etc., and the other, c. 10, providing for the training of poor children and apprenticing them to masters.

Winnings at cards, etc. applied to poor relief purposes.

62. I must pass over a number of Acts which deal with the execution of the system of relief thus instituted, and which, while of great antiquarian interest, did not make any material change in the system. I would, however, in passing, like to call attention to an ingenious method of taxation imposed by the Act of 1621, c. 14, which

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Early Poor Law legislation :—

provided that anyone who won at cards, racing or dicing, more than 100 marks in one day was to pay the surplus to the kirk session for support of the poor.

Faulty administration of early Poor Laws.

63. It is clear that notwithstanding the elaborate system of relief which had been set up by the statutes to which I have referred above, the administration must have been very faulty, for we find that the Act of 1649, c. 161, recites that "there is a great number of 'indigent and distressed 'persons' in the kingdom who are exposed to great misery 'through the want of a general and orderly way of enter-'tainment to the reproach of our christian profession." It then proceeds to re-enact various of the provisions which I have quoted above, with certain differences which may be noted. Thus the roll of poor is to be made up half yearly instead of yearly, and intimation is to be given to the parish at the same time as to a "voluntarie and 'charitable contribution in everie paroche for the inter-'taynment of these poor people, into the number of which 'there shall be no persouns received who are sloathful and 'able by the labour of their hands to win their own livings." (Note as to the exclusion of the able-bodied.) If the common good and voluntary contributions are insufficient, power is given to the Privy Council to appoint Commissioners to impose an assessment on the parish. (This points to a fact to which I shall have to advert again, viz.: that the power to impose assessments conferred by the older Acts had not been taken advantage of.) The amount to be paid by each heritor was to be fixed by the elders and deacons of the parish, the greatest burden being fixed on those who dealt rigorously with their tenants. No one is to be allowed to beg from house to house.

Half-yearly roll of poor, and exclusion of able-bodied therefrom.

Further powers as to compulsory poor rate.

Prohibition of begging.

64. The Act 1661, c. 338, which deals with the duties of justices of the peace, provides that they are to make up the roll of poor and "to the effect these poore may no 'longer be necessitate to seik their liveing with such hard-'ship and difficultie by scandalous vaging (wandering) as 'hitherto they have been in use of," the justices are to appoint overseers in every parish to inquire into the condition of "such poor, aged, sick, lame and impotent 'inhabitants, who of themselves have not to maintain 'them," and to provide them with a convenient house for their dwelling, either apart or together, and with necessary maintenance. The overseers are to receive the collections from the parishes and disburse them. Neither the presbytery nor kirk session are mentioned in the Act, so it would appear that their powers had fallen into disuse. I should add that it is doubtful whether the justices ever exercised these powers of appointing overseers.

Appointment of overseers of the poor, their functions, etc.

65. In the Act 1663, c. 62, there is a curious provision that manufacturers may impress vagabonds and employ them in their works, receiving from the parish of settlement of such persons a contribution of 2s. Scots (*i.e.* 2d.) per diem for the first year of employment and 1s. Scots per diem for the next three years, and giving only clothes and food to the "vagabonds."

Employment of "vagabonds."

66. The Act 1672, c. 42, enacts that the magistrates of certain burghs are to provide correction-houses for beggars, vagabonds and idle persons, and to appoint masters thereof, that parishes thus relieved of their poor are to pay so much a day (2s. Scots for the first and 1s. for the next three years) for each poor person sent to these houses. A list of the poor is to be made up by the kirk session, the heritors being entitled to be present and to see that the list is properly made up. The list is to contain particulars of the age and inability to work of the poor persons "by reason of age, infirmity, or disease," and where they were "borne, and in what paroches they have most 'haunted during the last three yeirs." (The period of residential settlement is thus changed from seven to three years.) A parish is assigned to them, and if the contributions at the parish kirks are not sufficient for their support they are to be given badges to ask for alms within their parish. The heritors and possessors of land are to bear the burden of the maintenance of their poor and along with the kirk sessions are to appoint them "places where-'in to abide," and to be supported as above. Such poor as can work are to be offered to the inhabitants of the parish as apprentices till they are thirty years old. The rest are to be sent to the correction houses and maintained by contributions at the parish kirk. The masters of these houses may enforce discipline by "wheeping or 'otherwayes (excepting torture)." There is a reference made to the enforcement by these masters, and by the collectors, of the liability to pay "the said allowance for 'the poor," but none to any tax or assessment such as is imposed by previous Acts. We find that the kirk sessions were again established as dispensers of relief conjointly with the heritors in landward parishes. The duty in burghal parishes was carried out by the magistrates, and this system continued till 1845.

"Correction houses" for beggars, etc.

Preparation of lists of poor persons.

Residential settlement.

Licensed begging.

Houses for the poor.

Apprenticeship of poor persons.

Correction houses: their discipline, etc.

Local Poor Law authorities.

67. Following these statutes there were three Proclamations of the Privy Council, dated 1692, 1693, and 1694. The first of these provided for the making up of the lists of poor by the heritors and kirk sessions and for the applications of the interests of any "mortifications" (our name for charitable bequests) for behoof of the poor. The second provided that where the parish was vacant and had no elders the heritors themselves might make the assessment, and that one-half of the church collections were to be handed over to the heritors for the maintenance of the poor. The third conferred power on sheriffs, justices, and magistrates to fine any who failed to obey and give effect to the poor laws. Both this and the first-named imposed penalties on burghs failing to erect correction houses.

Privy Council Proclamations as to poor funds, etc.

68. The old Acts were confirmed and re-enacted by Acts of 1695, c. 74, and 1696, c. 29, and finally the Act of 1698, c. 40, re-enacted in detail all the various statutes and proclamations to which I have referred. (I should say that the index of the Acts of the Parliaments of Scotland, *voce* "Poor," contains a full digest of all the Acts mentioned by me and of a number of others, while an excellent account of them may be found in Sir George Nicholl's *History of the Scotch Poor Law*, in Dunlop's *Poor Law of Scotland* (1854), and in Duncan's *Parochial Ecclesiastical Law of Scotland*, 2nd edition, p. 654 *et seq.*)

69. After the union there were no enactments dealing with Scottish Poor Relief till the Poor Law Act of 1845. I have given the history of the early code at some length, because I think it is important as showing that there was a statutory and elaborate system of poor relief existing even in those early times, which embraced many of the characteristics of our present system, a local authority for administration, a compulsory assessment where necessary, a law of settlement, and, finally, the all-important principle that no able-bodied are entitled to relief. It is quite clear, however, if we read between the lines, that, though on paper the system was in many respects excellent, in practice it was wholly unsuccessful, and that mainly for the reason that the statutes were never carried out. The preamble of each one recites that the law has not been carried out "through the iniquity of the times 'by past" or for similar reasons, and expresses the hope that "certain execution and good order may follow 'thereon," but the result always appears to be unfortunately *nil*. Fletcher of Saltoun, writing in 1698, says: "There are at this day in Scotland (besides a great many 'families very meanly provided for by the church boxes, 'with others, who by living upon bad food fall into various 'diseases) two hundred thousand people begging from 'door to door; and though the number of them be perhaps 'double to what it was formerly, by reason of the 'present great distress, yet in all times there have been 'about one hundred thousand of these vagabonds who have 'lived without any regard or subjection either to the 'laws of the land or even those of God and nature." At that time the entire population of Scotland is said to have been probably under a million. Fletcher's figures, if even approximately correct, are rather startling. It appears from the Proclamations of 1672 and 1698 above referred to that few if any of the correction houses so elaborately provided for were ever erected; so it is unnecessary to conjecture whether they would have produced the good results which were expected of them.

Chief characteristics of Scottish Poor Law system contained in the enactments prior to 1845.

Results of early Poor Laws unsuccessful owing to faulty administration.

Fletcher of Saltoun's discourse on the poor in 1698.

Provisions as to correction houses inoperative.

70. As regards the power of assessment for providing relief which was originally given by the Acts of 1574 and 1579, the story is very much the same. The power of assessment was very rarely exercised till a comparatively recent date, the funds for the support of the poor being raised by contributions at the parish churches together with the produce of charitable bequests. In a report upon the management of the poor made by a Committee of the General Assembly in 1839, it is stated that "The characteristic distinction of that part of the 'system, the object of which is to provide the necessary 'supplies for the poor, is that it places its main reliance 'on the voluntary contributions of the public, and never 'imposes a compulsory assessment so long as hopes can be 'reasonably entertained of procuring it without the need-'ful assistance. It is true that a compulsory assessment 'for the support of the impotent poor was at a very early 'period permitted in Scotland; but no assessment was im-'posed for upwards of a century afterwards, and when at

Infrequency of compulsory assessments and reliance on voluntary contributions.

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'length this measure became necessary in certain parishes 'the use of it was confined to those parishes, the rule in 'practice which was acted upon having been that an assess- 'ment is not to be laid on in any parish, while a sufficiency 'of funds for the maintenance of the poor therein is volun- 'tarily contributed."

Opposition to compulsory assessment.

71. I do not propose to go at length into the question of assessment, details as to which will be given by a subsequent witness, but may say generally that down to the beginning of the nineteenth century assessment for relief of the poor was the exception rather than the rule in Scotland. There was a strong feeling of opposition to it, and the clergy in general strenuously exerted their influence to prevent recourse being had to any compulsory mode of raising the necessary funds. The evidence given by Dr. Chalmers to the Commission of 1843, as to the plan by which the poor were supported in the parish of St. John's in Glasgow without any aid from an assessment, furnishes a most interesting illustration of the practical working of the system. (I would like to refer to Sir Henry Craik's *Century of Scottish History*, volume ii., pp. 315–39, for a very interesting study of Dr. Chalmers' point of view on this point.) The Report of the Poor Law Commission of 1843, copies of which have, I understand, been supplied to the members of the Commission, deals at length with the question (I. section iii.).

Dr Chalmers' system of relief in St. John's parish, Glasgow.

Report of Committee of General Assembly, 1839.

72. I should add that an extract from the report by the Committee of the General Assembly in 1839, to which I have referred above, is printed as a supplement to the Report of the Poor Law Inquiry Commission of 1843. It is an extremely important document as it contains a concise account of the system existing in Scotland at that date and of the principle of relief, an account which is accepted as correct and amplified in the main body of the Report. I cannot summarise better the conclusions which I have been endeavouring to set out in this somewhat lengthy account of our old Poor Law than by quoting some of the statements of this Committee as to the class of poor entitled to relief, and the amount and nature of the relief to be bestowed. "It is no doubt true," says their Report, section ii., "that the Scottish system of 'Poor Law introduced by the Act 1579 appears to 'have been borrowed, in its general frame and struc- 'ture, from the English statute of Queen Elizabeth. 'But a very material variation betweeen the two systems 'occurs in the particular now to be attended to. In 'England provision was made by statute, not only in 'favour of the impotent poor, but also of those who 'are able to work and are destitute of employment. 'This recognition of a legal right in the able-bodied 'poor, though guarded at first, and limited in its 'nature, led, at a subsequent period, to most of the evils 'to which the English system has given birth. In Scotland, 'on the contrary, a legal right in the able-bodied poor 'was never acknowledged. The claims of this class of 'persons, as shall immediately be seen, were put on a 'totally different footing. The Act 1579 did not admit 'of such claims; and hence those evils, so oppressive to 'the rich, and so destructive to the poorer orders them- 'selves, which prevailed in England, have in this part 'of the island been avoided. The system also of poor- 'houses and correction houses never took place as a 'general measure in Scotland. Such establishments have 'been formed in one or two of the principal cities; but 'with these exceptions, the relief given to paupers is 'entirely what is termed 'outdoor' relief

Origin of the general principles of the Scottish Poor Law system.

Outstanding differences between early English and Scottish Poor Law legislation.

No relief to the able-bodied in Scotland.

Absence of general system of poorhouses and "correction houses."

'The particular means by which these important varia- 'tions from the English law were brought about do not 'appear to be anywhere recorded. But the whole tendency 'and structure of the Scottish rules, as administered in 'practice, naturally, and indeed necessarily, led to them. 'If the poor were to be provided for by the spontaneous 'contributions of individuals, and chiefly by the collections 'made at the churches, it was impossible that this fund 'could supply work for the industrious poor, and defray 'the expense of workhouses and of other necessary arrange- 'ments for the purpose. It seems not improbable, then, 'that such considerations as these aided the other argu- 'ments for limiting the right of relief to the impotent 'poor, and that thus political and moral reasons concurred 'together in establishing the distinction between these two 'classes of persons.

'Be this as it may, the only notice taken in the Act '1579 of an intention to set the poor to work, is a provision 'contained in the statute, that the aged and *impotent* 'poor, who may not be 'so diseased, lamed, or impotent, 'but that they may work *in some manner of work*,' shall 'be made to labour at such kinds of work as they are 'capable of accomplishing, and if they refuse, shall be 'treated as vagrants; a provision confirmatory of the 'assertion that every idea of providing work for the able- 'bodied poor was sedulously omitted in the statute, and 'of set purpose excluded from its enactments.

Report of Committee of General Assembly, 1839:—

'At the same time it was obvious that the situation 'of such people, destitute of employment, was not to be 'overlooked, and that many cases might occur in which 'men of this class ought to obtain temporary relief, in 'times of occasional sickness or unusual calamity although 'not as a matter of right. With this view it appeared 'reasonable that a certain proportion of the church collec- 'tions should be placed at the disposal of the kirk sessions, 'in order that they, at their discretion, might be enabled 'to afford assistance for a time to such industrious persons 'within their bounds as should happen, owing to tem- 'porary sickness, or to a casual failure of work, to be in 'difficulty and straits. This arrangement was introduced, 'and, for a length of time, established, by usage only; 'and at last it appears to have been sanctioned by a 'proclamation of the Privy Council of 29th August 1693, 'afterwards ratified by Parliament, by which one-half of 'the church collections was left to the disposal of the kirk 'sessions, for the purpose in part, as has since been held, 'of being so applied.

Distinction between "ordinary" and "occasional" poor.

'Such are the rules of the law of Scotland on this sub- 'ject—such the origin and foundation of the distinction 'between those who are called the '*ordinary*,' and those 'who are denominated the '*occasional*' poor. The latter 'receive temporary assistance only from the charity of 'the parish, bestowed at the discretion of the kirk session 'during the pressure of want. Of the former a roll is 'made up, in terms of the Act 1579 and subsequent 'statutes, and altered at stated periods, according to 'circumstances, by the kirk session in each parish, and 'such of the heritors as may act with them. The poor 'whose names are thus enrolled are entitled to periodical 'allowances, permanently, and as a matter of legal right.

'2. The circumstances which entitle the *impotent* poor 'to demand parochial relief from a particular parish are, 'that the claimant has had his residence or common 'resort' within this parish during the last three years 'immediately before he fell into a state of poverty and 'inability to support himself, and that, if he has 'removed from this parish, he has not, since his 'removal, acquired a legal settlement in any other. If 'he has funds of his own, or relations, who are bound in 'law and able to maintain him, the parish will be relieved. 'There is not, and never existed, by the law of Scotland, 'a power of *removal* of persons likely to become chargeable 'on the parish, such as was established in England by 'the 13 and 14 Car. II., c. 12, and gave rise to so much 'litigation and oppression. In this particular, as in others, 'the two systems have been, both in their regulations 'and in the practical effects of them, widely distinguished 'from each other.

No power of removal of prospective paupers.

'III. The amount of the allowances to the parochial 'poor in Scotland exhibits another and striking peculiarity 'in the system. In all cases remarkably moderate, it varies 'according to the circumstances and situation of the parties who are to be assisted. The principle on which the amount of allowances to paupers is fixed is, that, except in very rare instances of total and absolute destitution, the aliment to be provided by the parish is not to be 'such as would render the pauper independent of all 'other resources; that, in the general cases, poor persons 'are not so entirely destitute as not to be capable of 'procuring a part of their sustenance by their own labour, 'or by the assistance of relatives, or the benevolence 'of neighbours and others; and that it is only what 'may be necessary for their support, in addition to these 'separate means, that the parish ought to supply.

Scottish principle of out-relief in supplement of earnings.

'This principle is distinctly acknowledged in the stat- 'utes. Accordingly, as already remarked, although the Act '1579 contains no provision for supply work to unemployed 'labourers, yet it declares that the impotent poor, who 'were, in terms of the statute, to be relieved, should be 'made to work for a part of their allowances, at such labour 'as they are able for. In the same manner, the amount 'of their claims on relations, or the sums which they 'receive from the benevolence of others, are taken into 'account in ascertaining the rate of aliment which the 'parish must afford.

'From such an arrangement as this, many and great 'benefits result. The poor are led to be industrious and 'provident; their relatives and neighbours are encouraged 'to assist them; a spirit of independence is cherished; 'an unwillingness arises to come on the parish for the 'pittance which it yields; the burden to the industrious 'part of the community of the ordinary poor is lessened; 'a compulsory assessment is avoided; and the church

'collections prove in general sufficient to provide the 'necessary fund."

Statistics as to poor relief prior to 1845.

73. It is perhaps worthy of notice that the amounts raised by assessment and from other sources is stated in a Parliamentary Return issued in 1820 to have been as follows:—

Average for years 1807–16.

By assessment	£49,718	10	$5\frac{1}{4}$
By collections, voluntary contributions, etc. . . .	64,477	7	$3\frac{3}{4}$
	£114,195	17	9

equal to an average of 1s. 3d. per head of the population.

74. In 1839 the amounts were practically equal, being—

Average for years 1835–6–7.

By assessment . . .	£77,239	19	0
By collections, etc. . . .	77,881	13	2
	£155,121	12	2

equal to an average of 1s. 4d. per head.

In 1820 the total number of persons in receipt of relief was 44,199, or $2\frac{1}{2}$ per cent. of the population, and in 1839, 79,429, equal to about 3 per cent. of the population.

A comparison of Scotland with England for nearly the same periods gives these figures:—

	Population.	Number relieved.	Amount of relief.	Per cent. proportion to population.	Rate per head on population.
			£		s. d.
England, 1840 . . .	15,562,000	1,199,529	4,576,965	$7\frac{3}{4}$	5 $10\frac{1}{2}$
Scotland . . .	2,500,000	79,429	155,121	$3\frac{1}{6}$	1 3

Poor relief prior to 1845 supplemented by charity and begging.

These figures, which I take from Sir George Nicholls, pp. 107–8, are certainly very interesting, though it may well be that the explanation which he suggests, viz., that the deficiency in the relief granted in Scotland was supplemented by the aid of charitable persons and by begging, is the correct one rather than that relief was better administered here than in England.

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Report of Poor Law Inquiry Commission, 1843:—

Provision of poorhouses in towns.

75. I pass to the report of the 1843 Commission, the conclusions of which as to the existing system appear to me, as I have said, to be based in great part upon the document from which I have just quoted. I would like to draw special attention to paragraph 12, which contains an account of the gradual provision of poorhouses, "in 'some of the larger towns where the number of aged and 'helpless individuals whose friends are either unable or 'unwilling to take the charge of them is always consider-'able." The report, after making the emphatic statement that "The Scottish system is essentially one of outdoor 'relief," proceeds to describe briefly, but very clearly, the system of outdoor relief then in vogue. I cannot attempt to go through in detail the various parts of the Report, or the recommendations which formed the basis of the Act of 1845, and will pass from it, but, before doing so, would call attention to the conclusion that the funds raised for relief of the poor were insufficient. I would also like to refer specially to the very instructive paragraphs dealing with the problem of the able-bodied, and to the decision of the Commission that there was no call for any change in the existing law upon that question. I may also note that the Commission dismissed the arguments advanced in favour of a national poor assessment.

Scottish Poor Law system essentially one of outdoor relief.

Insufficiency of poor funds.

No need for further provision as to able-bodied.

76. The above exhausts what I have to say on the Poor Law previous to the Act of 1845, which, as amended by later Acts and interpreted by the Courts, is the basis of our present system.

77. In dealing with that system I think the most convenient course is to take separately the various heads into which the subject naturally divides itself and bring them down to the present day.

(5) PERSONS NOW ENTITLED TO RELIEF.

Classes of persons entitled to relief in Scotland.

78. The description of persons receiving relief at the date of the 1843 Commission is given in the first paragraph of their Report in these words: "The persons entitled 'to parochial relief are those who are either wholly or 'partly disabled on account of age or infirmity so as to 'be incapable of working and earning for themselves a 'sufficient maintenance, 'cruiked folk; impotent folk 'and weak folk' in the terms of the Act 1503, c. 70, or ''aged, pure, impotent and decayed persons' according 'to the Act 1579, c. 74—all persons in fact who do not 'come under the denomination of able-bodied. We find 'accordingly that those who are broken down or disabled 'by old age, those who are afflicted with any disease of a 'permanent nature which incapacitates them from work, 'such as blindness, lameness, paralysis, or the like; those 'also who are either insane or fatuous, and children on 'account of their tender years, whether they be orphans, 'foundlings or deserted by their parents, or deprived of 'support from their father by his death, transportation or 'imprisonment, are all considered proper objects of relief." . . . "Besides the classes of persons already enumerated, 'and who are sometimes termed regular or permanent 'poor from being placed on the regular parish roll, there 'is another class falling under the denomination of occa-'sional poor, who, being at other times able-bodied, receive 'occasional or temporary supply when unable to work 'from sickness or other causes, during such time as their 'inability to work continues" (Report of 1843, I., sec. 1).

78*a*. That description, slightly modified in the light of judicial interpretations and of modern feeling, gives a very accurate picture of the class of persons who are at this day entitled to relief.

The expression "poor" not defined by Act of 1845.

79. The Act of 1845 contains no general definition of the expression "poor," and accordingly the question who are legally entitled to relief must be determined by a consideration of the then existing practice and of judicial decisions. It is probable that the framers of the statute advisedly did not attempt to make any hard and fast rules on this point, but intended that the methods of relief created by them were to be applied to the same class of persons as had been in the receipt of relief under the old system.

80. Accordingly we find that section 70 of the Act provides that in every case where a poor person in any parish applies for parochial relief, the parish is bound to relieve him in the first instance, "notwithstanding such poor 'person may not have a settlement in the parish or com-'bination if he be in other respects *legally entitled to parochial* '*relief*," and to continue such *interim* relief till the question

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of his settlement is decided. This of course throws no light upon the question as to what qualifications such person must possess in order to be legally entitled.

Classes of persons for whom poorhouses to be erected.

81. The only section which contains any sort of attempt to classify such persons is the 60th, which makes provision for the erection of poorhouses. The preamble is in the following terms:—

> "And whereas for more effectually administering 'to the wants of the aged and other friendless impotent poor, and also for providing for those poor 'persons who from weakness or facility of mind, or 'by reason of dissipated and improvident habits, 'are unable or unfit to take charge of their own affairs, 'it is expedient that poorhouses should be erected in 'populous parishes."

It has been argued that this section applied only to the certain classes of poor specially enumerated, and that it was intended that these poorhouses could be used for these classes only, but it was held in the case of *Forsyth* v. *Nicholl*, 1687, 5 M. 293, that the words "aged and 'other friendless impotent poor" applied to all "poor 'persons entitled to the relief which law provides." "Im-'potent," says Lord Neaves, "means impotent so that 'they cannot maintain themselves, and friendless means 'that there are no other persons able and willing to support 'them." It will be noticed that the words of this preamble are taken almost *verbatim* from the older statutes (see specially 1579, c. 74), so that there is clearly no intention of altering or extending the class. This is very clearly pointed out by Lord Brougham in the case of *M'William* v. *Adams*, 1852, 1 Macq. 120 (one of the famous "able-bodied" cases).

Meaning of expressions "friendless" and "impotent."

Provision to be made for "occasional" as well as for "permanent" poor.

82. I would refer also to a very important section (68), which is in these terms:—

> "All assessments imposed and levied for the 'relief of the poor shall extend and be applicable to 'the relief of occasional as well as permanent poor: 'Provided always that nothing herein contained shall 'be held to confer a right to demand relief on able-'bodied persons out of employment."

The distinction between occasional and permanent poor has already been explained in the extract from the Commission's Report given above. The only object of the first part of the section would seem to be to remove any doubt as to whether any but the permanent poor were entitled to relief. The practice had been conflicting, and while the Commission gave their opinion that such persons were entitled to relief, this section confirms that opinion. Perhaps the most important part of the section is the proviso excluding the able-bodied, but the consideration of it may be reserved till I deal with that question.

No relief to the able-bodied.

83. I have nothing further to say as to the bearing of the 1845 Act on this question, nor do any subsequent Acts cast any light upon it. Accordingly, as I have already stated, the existing law is enunciated by the Commission of 1843, with some slight modifications as the result of judicial decisions and modern feeling and practice.

Classes of persons entitled to relief under existing law.

84. Before referring to these decisions I may briefly bring up to date the description which I have quoted by stating what classes of persons would now be held to be legally entitled to relief. These would include all persons disabled by age or by mental or bodily infirmity from gaining a livelihood by working and having no means of subsistence; widows or deserted wives burdened with children whom they are bound to support even though they may be able-bodied; and orphan pupil children (*i.e.* girls under twelve and boys under fourteen years of age). Those who, though wholly destitute themselves and otherwise proper objects of relief, have relations legally liable for their support, and in a position to maintain them, are not entitled to be placed upon the permanent roll of poor, but have a right to temporary support, for which the parish may reimburse themselves from such relatives.

Judicial decisions as to relief of:—

85. An able-bodied man is not entitled to relief either for himself or for those whom he is bound to support. I have already referred to the views expressed by the 1843 Commission upon this point and to the confirmation of those views implied by the proviso to section 68 of the 1845 Act, and it may be well to refer briefly to the cases decided subsequent to that date, which have removed all doubt as to the point.

Able-bodied men.

86. In *M'William* v. *Adams*, 1852, 1 Macq. 120, it was decided by the House of Lords that "an able-bodied man 'has no right to parochial relief for himself though unable 'to find employment and destitute of the means of sub-'sistence." The judgment was based upon the construction of the older statutes—in particular of 1579, c. 74—on the fact that no provision had ever been made for setting the able-bodied poor to work, or for any regulation to provide for the due administration of relief in such cases so as to prevent them being supported in idleness; and also on the proviso in section 68 of the 1845 Act, "as indicating the jealousy of the legislature to guard 'against relief to able-bodied persons when out of employ-'ment."

Judicial decisions as to relief of:—

87. At the same date it was decided in the case of *Lindsay* v. *M'Tear*, 1 Macq. 155, that an able-bodied man is not entitled to claim relief on behalf of his children living in family with him. It was there argued that, the children at least being of tender age, were "poor, impotent 'persons, and as such entitled to be relieved out of the 'rates."

Children of able-bodied men.

The Court, however, held that the Poor Law does not recognise children as distinct from their parents when they are all living in family together, and that the children can only claim through their parent, who represents them and to whose control they are subject.

88. In *Petrie* v. *Meek*, 1859, 21 D. 614, the principle laid down in these cases was re-affirmed, and was explained as meaning (1) that "an able-bodied man has under no 'circumstances whatever a legal right to parochial relief 'either for himself or his family, and (2) that by an able-'bodied man is meant one who suffers under no personal 'inability, bodily or mental, to work." It was further deduced as a necessary corollary that "the parochial 'board and the inspector of a parish are not entitled to 'employ any part of the funds raised by assessment for 'the support of the poor to the relief or assistance of able-'bodied persons, under any circumstances—or in other 'words to raise funds by assessment for such purposes."—(L. J. C. Inglis at p. 621.)

Meaning of "able-bodied."

89. Again, in *Jack* v. *Thom*, 1860, 23 D. 173, it was held that a man who though in bad health was able to earn wages was not a proper object of relief. Lord J. C. Inglis said, "The expression able-bodied is a comparative term. 'What the statute means is a man not labouring under any 'disability (bodily or mental) to work so as to earn his 'subsistence."

90. Even subsequently to this decision, however, advantage was occasionally taken of a construction put upon section 68 to the effect that though an able-bodied man was not entitled to demand relief, yet it might be given to him when out of employment as an "occasional" pauper. The point was finally settled in the case of *Isdale* v. *Jack*, 1866, 4 M. (H.L.), p. 1. There it was decided that "As the 'Poor Law Act only authorises a parochial board to raise 'by assessment the funds requisite for the relief of the poor 'persons entitled to relief, it is *ultra vires* of the Board to 'expend any part thereof in relieving able-bodied poor, 'these not being entitled to demand relief." The House of Lords were of opinion that "The right to give and receive 'relief was correlative, and if there were no right to 'demand relief there was none to give relief."

House of Lords decision as to right of able-bodied to receive relief.

91. That is the law upon the question at the present day.

92. As regards the meaning of the expression "able-bodied," I would refer to the expression of opinion by Lord Justice Clerk Inglis in the case of *Jack* which I have quoted above. It is obvious that in many cases it must be difficult to draw the line and to decide whether a person really is able-bodied or not. The policy of the Board as to dealing with such cases, which I may say is generally followed in practice, may be best indicated by the following quotation from a circular issued by the Board of Supervision in 1878:—

Difficulty of defining able-bodied, and policy of Central Authority regarding the matter.

> "It must be kept in view that parochial boards have 'no power to expend any of their funds in the relief 'of persons who are not both destitute and (wholly 'or partially) disabled. In considering the question 'of disability, however, in the case of a person really 'destitute, the inspector should not carry the letter 'of the law to an extreme, and cause delay in a 'doubtful case by the necessity of an appeal to the 'sheriff. Moreover, it is obvious that if a person is '*really destitute*, no long period would elapse before 'he also became *disabled* from want of food. It 'would probably be a safe rule of practice in such 'cases to afford immediate relief, if the inspector is of 'opinion that the sheriff on appeal would order it."

93. There must necessarily be many distressing cases where, owing to an able-bodied man being out of employment his dependants suffer want, but, as has been pointed

out, it is not legal to treat such a man as being entitled to relief out of the poor rates, and he can only be assisted by private benevolence or under the recent Unemployed Act. The Board have been asked from time to time whether it is legal to admit to a poorhouse hospital the dependants of an able-bodied man, and though they believe that there are cases where the strict letter of the law is evaded, and such persons are admitted, they are bound when the question is put to them to answer it in the negative.

Strict letter of the law occasionally evaded by Parish Councils.

Legality of relieving lunatic wife of an able-bodied man.

94. There is, however, an exception to this general rule, in the case of the family of an able-bodied man who is in prison, and also when a member of his family is a lunatic. Under the provisions of the Lunacy Acts it may be necessary to confine such member in an asylum. Where, in such a case, the husband, though able-bodied, is unable to bear the expense of his wife's maintenance, she is maintained as a pauper lunatic at the expense of the parish, but as he is not entitled to parochial relief either for himself or for his family, he is held not to be the recipient of any relief and not to be a pauper. This was laid down in the case of *Palmer* v. *Russell*, 1871, 10 M. 185, and the principle has been affirmed in the subsequent cases of *Milne* v. *Henderson*, 1879, 7 R. 317, where it was held that relief given to an able-bodied father on behalf of his imbecile son living with him did not pauperise the father, and *Farquharson* v. *Liddell*, 1894, 21 R. 583, another case of a dependant confined in an asylum.

Widows and deserted wives with children entitled to relief.

95. As regards the case of able-bodied women, widows or deserted wives, who are burdened with young children, it was decided in the case of *Hay* v. *Doonan*, 1851, 13 D. 1223, that a deserted wife left destitute with young children was entitled to parochial relief, the ground of the decision being that a woman, even though able-bodied, was not in a position to be able to maintain herself and children. As was pointed out by Lord President M'Neill in the case of *Mackay* v. *Baillie*, 1853, 15 D. 971 et 974: "In the case 'of an able-bodied father there is a presumption *juris et* 'de jure that he is able to gain his livelihood so as to support 'himself and family, but there is no such presumption in 'the case of a mother. It depends altogether upon circum-'stances whether a woman is capable of supporting herself 'and child. She is not held to have the same strength of 'body as the father. . . . It is not a question whether 'she is able-bodied, but whether she is able-bodied to the 'effect of being able to support herself and family."

Able-bodied women without children not entitled to relief.

96. On the other hand, an able-bodied woman without children is no more entitled to relief than an able-bodied man. Thus it was decided in the case of *Scott* v. *Beattie*, 1880, 7 R. 1047, that "the wife of a pauper lunatic con-'fined in an asylum is not necessarily an object of parochial 'relief, and where she is able-bodied and without children 'she is not entitled to it." "It is well settled," said Lord President Inglis, "that such persons as a deserted wife 'or widow, able-bodied and without encumbrance, are not 'proper objects for parochial relief."

Non-able-bodied deserted wives entitled to relief.

97. A married woman whose husband lived in an adjoining parish, but refused to live with her, being in a poor state of health, was held in a recent case to be a proper object of relief, though her husband was an able-bodied man (*Rattray Parish Council* v. *Coupar Angus Parish Council*, 1903). It may be laid down as a general rule that deserted wives who are not able-bodied are entitled to relief, even though they have no children to support, being regarded simply as ordinary persons who are disabled by infirmity from gaining a livelihood.

Question as to when children become "able-bodied."

98. As regards children under puberty, the presumption is that they are not capable of supporting themselves, and accordingly if orphans, and having no near relatives bound to maintain them, they are proper objects of relief. Whether they cease to be so, and become "able-bodied" immediately on attaining puberty, is a question which must necessarily depend on circumstances. Thus in *Beattie* v. *McCulloch*, 1880, 7 R. 907, it was held that "a 'lad sixteen years of age, who had for a period of three 'months been employed in a bottle-work, and in receipt of '6s. a week of wages, but who had lost his situation owing 'to a strike, and had been six months without getting other 'employment, and whose only surviving parent, his 'mother, was in receipt of relief, was, in the circumstances 'and for the time, entitled to relief." Lord President Inglis said: "While it is not every boy of sixteen who 'can be termed, in the sense of being able to look after 'and maintain himself, an able-bodied man, there are 'undoubtedly many of that age who are in that position. 'When a lad above the age of pupillarity has fairly 'embarked in a trade, and is in receipt of regular wages, 'he has attained the position of an able-bodied man, 'whatever his age may be." But mere casual employment for a short time in the case of a boy just emerging from pupillarity would not make him an able-bodied man.

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(6) NATURE OF RELIEF GIVEN, OUTDOOR AND INDOOR.

Policy of Central Authority as to relief.

99. As has already been pointed out, the system of relief in Scotland is primarily an outdoor one.

100. The policy of this Board with regard to its administration, which is loyally carried out throughout the country, and which, I think I am right in saying, commends itself to certainly the great majority of Parish Councils, is so clearly embodied in circulars which have been issued from time to time that I think I cannot do better than quote these as giving the fullest possible explanation of our views upon the point. In a circular issued by the Board of Supervision in 1883, there is the following pronouncement:—

Classes of persons to whom poorhouse relief should be offered.

"The Board think it right to repeat their circular 'letter of January 28th, 1878, in order that the atten-'tion of the Parochial Board may again be called 'to the subject.

'In the Board's circular letter, dated February '2nd, 1850, it is pointed out that the proper subjects 'for admission into a poorhouse form two separate 'classes easily distinguishable from other classes of 'paupers, and from one another:—

"'The first of these two classes of paupers, for whom relief in a poorhouse is preferable to out-'door relief, comprises all destitute persons who are 'incapacitated by youth or old age, or by disease, 'whether mental or physical, from contributing in 'any way to their own support, and who, at the same 'time, from being friendless, or from requiring more 'than ordinary attendance, cannot be adequately 'maintained and cared for by means of outdoor relief.

"'The other class of paupers for whom relief 'in a poorhouse is preferable to outdoor relief, and 'to whom it is peculiarly applicable, either as a test 'or as affording the means of needful restraint, con-'sists of applicants for, or recipients of, relief of 'every kind, whose claims are doubtful, such as per-'sons who are suspected of concealing or of mis-'representing the extent of their means and re-'sources, whether arising from their own exertions 'and earnings or from the aid afforded by friends or 'relatives: or persons who, though not able-bodied, 'are yet not so disabled as, in the opinion of the 'Parochial Board, to render them incapable of main-'taining themselves and their dependants, if any, 'without relief from the parish; but more especially 'all persons of idle, immoral or dissipated habits, 'who, if admitted to outdoor relief, would squander 'their allowances in drunkenness and debauchery, or 'otherwise misapply them. Poor persons may not 'be allowed to starve because they or their parents 'are vicious, but the law leaves to the bodies to 'whom its administration is entrusted a choice as 'to the manner of affording relief, and if parochial 'boards desire to discourage indolence, to detect im-'posture, to check extravagance, and to reform or 'control vice, they must make *work*, *confinement*, and '*discipline* the conditions upon which paupers of this 'class are relieved.'

"The experience which those charged with the 'administration of the poor law have acquired since '1850 has established that it is hurtful in practice 'to grant relief otherwise than in the poorhouse to the 'following classes:—(1) Mothers of illegitimate 'children, including widows with legitimate families 'who may fall into immoral habits; (2) deserted 'wives; (3) persons having grown-up families settled 'either in this country or abroad; (4) persons having 'collateral relatives in comfortable circumstances; '(5) wives of persons sentenced to terms of im-'prisonment or penal servitude; (6) generally, all 'persons of idle, immoral, or dissipated habits.

"The results which have been obtained from the 'revision of the registers of poor suggested by the 'reports of the Board's officers during the past five 'years are so striking that the Board desire to call 'the special attention of the Parochial Board to the 'information which they have thus obtained.

Effect of poorhouse test.

"That information clearly establishes, first, that 'a judicious but firm and vigilant use of the poor-'house test has a marked effect in diminishing 'pauperism; secondly, that it is not attended with

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'any evil consequences, such as the increase of crime 'or vagrancy; thirdly, that the great majority of the 'paupers by whom the offer of the poorhouse has 'been refused become self-supporting or are supported 'by their relatives."

Again, in a circular issued by this Board in 1895 we find the following:—

The Relief of the Adult Poor.

"The treatment of the adult poor involves questions regarding which there has been much controversy, but on which it is unnecessary at present 'to enter.

Need for poorhouse test and classes of persons to whom poorhouse relief should be offered.

'For the necessity of a *test*, in certain cases at 'least, is now generally acknowledged, and the only 'practically effective *test* that can be applied is the 'offer of indoor relief. While outdoor relief is and has 'been the rule in Scotland, prolonged experience 'satisfied the bodies to whom the administration of 'the poor law was entrusted that, without the right 'to use a poorhouse, they were powerless to check 'the growth of pauperism. It is now admitted on all 'hands that it is hurtful in practice (as tending to 'encourage imposture and immorality) to grant 'relief otherwise than in the poorhouse to the following classes:—Mothers of illegitimate children, 'including widows with legitimate families who 'may fall into immoral habits; deserted wives; 'wives of persons sentenced to penal servitude or any 'considerable term of imprisonment; generally, all 'persons of idle, immoral, or dissipated habits."

(*a*) Outdoor Relief.

Practice as to amount of outdoor allowances.

101. The amount of outdoor relief given is in the discretion of the Parish Council, and necessarily varies with the circumstances of the applicant, according as he is absolutely destitute and incapable of doing anything for his support or is able to earn a little for himself or is in receipt of some little assistance from relatives. It would be quite misleading if I were to attempt to give any general statement as to the amount which it is usual to give. Such amount necessarily varies also in accordance with the standard of living in the locality, and in a remote Highland parish less may suffice to keep body and soul together than in a large city. No doubt the outdoor officials of this Board and inspectors of parishes will be able to supply valuable information as to the rates of allowances usually given in their district. It is sufficient for me to say that we aim at giving the pauper an allowance sufficient to maintain himself, without putting him in a position better than that of those in his own class who support themselves.

102. Should the pauper be dissatisfied with the amount given him or with the nature of the relief offered, he has the right of appealing to this Board in terms of section 74 of the Act of 1845. That section provides:—

Inadequate relief:—Pauper's appeal to Central Authority and procedure thereasto.

"In every case in which any poor person shall 'consider the relief granted him to be inadequate, 'such poor person shall lodge, or cause to be lodged, 'a complaint with the Board of Supervision, which 'Board shall, and is hereby required, without delay, 'to investigate the nature and grounds of the complaint; and if, upon inquiry, it shall appear that the 'grounds of such complaint are well-founded, and 'if the same shall not be removed, then the said 'Board shall by a minute declare that in the opinion 'of the Board such poor person has a just cause of 'action against the parish or combination from which 'he claims relief, and a copy of such minute, certified 'and signed by the Secretary, shall, if required, be 'delivered to such poor person, and upon the production or exhibition of such minute or certified 'copy thereof such poor person shall forthwith, and 'without any further proceedings, be entitled to the 'benefit of the poor's roll in the Court of Session; 'and it shall be lawful for the Board of Supervision, 'after any action has actually been commenced by or 'on behalf of such poor person, to award him such 'interim aliment as to the said Board shall seem just 'during the dependency of such action, which award 'the parochial board of every such parish or combination shall be bound to obey."

The form of petition presented to the Board in such cases is given in Rules, etc., p. 217.* When an application is made the Board inquires into it, very often sending one of their general superintendents to visit the pauper and the Parish Councils concerned, and if satisfied that there is no good ground for complaint, dismisses the appeal. If, on the other hand, it seems that there is good ground, the Board recommends the Parish Council to increase the allowance or to substitute an offer of outdoor relief for one of indoor relief, as the case may be. It is to be noted that while the statute does not in so many words provide an appeal against an offer of indoor relief, the expression "inadequate" in the section quoted is interpreted as applying to the nature as well as the amount of the relief offered. The Board's recommendations are almost invariably followed, but in the event of the Parish Council declining to do so the Board may issue the declaration that the pauper has a good cause of action.

The term "inadequate" applied to the nature as well as the amount of the relief offered.

103. No action as to the amount of relief granted will lie unless the Board have declared that there is a just cause of action (1845 Act, sec. 75). I may say that it has not been necessary during the whole of my time as a member of the Board to issue any such declaration.

104. In the event of relief being refused altogether the poor person may apply to the sheriff. The procedure is regulated by section 73 of the Act, which provides:—

Pauper's appeal to sheriff against refusal of relief and procedure thereasto.

"If relief shall be refused to any poor person who 'shall have made application for relief, it shall and 'may be lawful for such poor person to apply to the 'sheriff of the county in which the parish or combination is situate, and the said sheriff shall forthwith, 'if he be of opinion that such poor person is, upon 'the facts stated, legally entitled to relief, make an 'order upon the inspector of poor, or other officer of 'such parish or combination, directing him to afford 'relief to such poor person in the meantime until such 'inspector or other officer shall on or before a day to 'be appointed by the said sheriff, and to be intimated 'in the same order, give in a statement in writing showing the reasons why the application of such poor 'person for relief was refused, which statement the 'said sheriff shall afterwards appoint to be answered, 'and shall, if required, nominate an agent to appear 'and answer on behalf of such poor person, and shall 'further, if necessary, direct a record to be made up 'and a proof to be led by both parties; and it shall 'be lawful for the sheriff, if he shall see fit, to direct 'the interim support to such poor person to be continued until a final judgment shall have been pronounced on the merits of the case; provided always, 'that nothing herein contained shall be constructed to 'enable the said sheriff to determine on the adequacy 'of the relief which may be afforded, or to interfere 'in respect of the amount of relief to be given in any 'individual case."

105. A regulation issued by the Board in 1885 states that "the Board do not wish to interfere with the *times* at which 'paupers shall be paid—weekly payments, however desirable, being in some cases impracticable—but they 'must insist upon all outdoor allowances being in future 'allotted and fixed by the week." This was of course intended to check the practice of fixing allowances by the calendar month, on the ground that the months are not of equal length.

Outdoor allowances to be fixed by the week.

(*b*) Indoor Relief.

106. Section 60 of the 1845 Act makes the following provision as to the erection of poorhouses:—

Provision as to erection of poorhouses.

"That in every case in which a parish or combination of parishes contains more than five thousand 'inhabitants, according to the enumeration of the 'population then last published by authority of 'Parliament, it shall be lawful for the parochial 'board of any such parish or combination to take 'into consideration the propriety of erecting a poorhouse for such parish or combination, or of altering 'or enlarging any existing poorhouse; and if after 'full time and opportunity given for deliberate consideration the said parochial board shall be satisfied 'of the propriety of erecting a poorhouse, or of enlarging any existing poorhouse, and shall come 'to a resolution to that effect, such resolution shall 'be forthwith reported to the Board of Supervision, 'and if approved of by the Board of Supervision, 'the same shall be carried into execution by the said 'parochial board."

107. Section 61 provides that with the concurrence of the Board two or more "contiguous parishes" may agree to build a common poorhouse, and that the expense shall be borne by the parishes in such proportion as may be agreed upon. Where such agreement has been effected no parish may withdraw without the consent of the Board.

Erection of joint poorhouse by two or more contiguous parishes.

* Rules, Instructions, and Recommendations to Parochial Authorities, issued by the Local Government Board of Scotland, 1897.

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Power to borrow money for erection, etc., of poorhouses: repayment of loans.

108. Parishes are authorised by sec. 63 to borrow for the purpose of erecting new poorhouses and for "enlarging, 'altering, or repairing any existing poorhouse" on the security of future poor assessments, "provided always that 'the principal sum so borrowed shall in no case exceed three 'times the amount of the assessment raised for the relief 'of the poor during the year immediately preceding that 'in which the money is borrowed; and that any loan of 'money borrowed for the purposes aforesaid shall be 'repaid by annual instalments of not less in any one year 'than *one-tenth* (now one thirtieth, in terms of Poor Law 'Act, 1856, sec. 3) of the sum borrowed, exclusive of 'the payment of the interest on the same. Provided also 'that no further or other sum shall be borrowed or charge-'able on the poor assessment for the purposes aforesaid 'until the whole of the money last borrowed, with in-'terest on the same, shall have been paid off." The last-named proviso is repealed by section 2 of the Poor Law Act, 1886, "in so far as relates to parishes or com-'binations having a population exceeding one hundred 'thousand," and further provisions are made by that Act for borrowing for the purposes of this section.

Approval by central authority of poorhouse plans.

109. No new poorhouse may be built nor any existing poorhouse enlarged or altered, unless the plan has been submitted to and approved by the Board (1845 Act, sec. 63).

Rules for management of poorhouses and their approval by central authority.

110. The Parish Councils are bound to "frame rules and 'regulations for the management of such poorhouse and 'for the discipline and treatment of the inmates thereof, 'and for the admission of any known minister of the reli-'gious persuasion of any inmate of such poorhouse at all 'reasonable times, on the request of such inmate, for the 'purpose of affording religious assistance to such inmate" (sec. 4). They must submit these rules to the Board for approval, none being effectual or to be acted upon without such approval. I produce a copy of model rules.* These are, however, at present under consideration, and it is proposed to amend them largely. (*See* Report of Departmental Committee on Poor Law Medical Relief, I., pages 103–129.) †

Power of poorhouse to receive boarders from outside parishes.

111. A parish or combination may receive in their poorhouse poor persons belonging to any other parish, and may charge such rates for their maintenance as are approved by the Board (sec. 65).

The offer of relief in a distant poorhouse.

112. It has been held that an offer of admission to a poorhouse twenty-five miles away was a sufficient offer of relief (*Watson* v. *Welsh*, 1853, 15 D. 971). It might, however, be a question to be decided by the Board whether an offer to a very distant poorhouse should be held to be a sufficient offer of relief (*Forsyth* v. *Nicholl*, 5 M. 293). We have also used this power as a lever to make Parish Councils improve the condition of their poorhouse, by saying that if it is not improved we shall not consider an offer of admission thereto as a sufficient offer of relief.

Never used by Board to compel a parish Council to improve its poorhouse.

Arrangements for medical relief.

113. The Parish Council must provide medical attendance for the inmates of a poorhouse, and may appoint and pay a doctor to attend. Such doctor may be suspended or removed by the Board if it appears to them "that he is 'unfit or incompetent or neglects his duty" (sec. 66).

114. There is a somewhat similar provision for the provision of outdoor medical relief (sec. 69), but as this whole question is to be dealt with by my colleague, Dr. Leslie Mackenzie, I do no more than refer to the sections.

The boarding out of pauper children, success of system, and measures necessary to insure success.

115. The only other point to which I have to refer to in dealing with the nature of relief given is the boarding-out of pauper children. That is a very essential part of our system; it has, in our opinion, been carried out most successfully, and it produces results of which we are proud. I do not propose to attempt any elaborate defence of the system, which is, I understand, not without its enemies. I think that any details of the system will be more profitably elicited from our general superintendents and inspectors of poor. I merely wish to quote from a circular of the Board, dated 1895:—

"The Board are of opinion that orphan and de-'serted children who become chargeable to the rates 'should be retained in the poorhouse for as brief a 'period as is practicable.

'The system of 'boarding-out' pauper children 'with respectable guardians in country districts has 'been long in operation in Scotland, and, as repeated 'inquiries have proved, has been attended with the 'most beneficial results. But these inquiries have 'demonstrated at the same time that the continued 'success of the system depends (*a*) upon the care and 'judgment with which the selection of guardians is 'made, (*b*) upon the thoroughness of the inspection 'and supervision, (*c*) upon the limitation of the num-'ber of children boarded out in each dwelling, or with 'each guardian, and (*d*) upon the limitation of the 'number of children boarded out in each parish.

'Complaints have occasionally been made to the 'Board that the children of Roman Catholic parents 'have been boarded out with Protestant guardians. 'It is obvious that friction will be avoided if the 'guardian to whose care an orphan or deserted child 'is entrusted by the Parish Council belongs to the 'religious denomination in which the child is regis-'tered; and this is the course which the Board recom-'mend, and which is commonly followed. Any 'attempt at proselytism by Poor Law authorities 'tends to impair public confidence in the impartial 'administration of the law."

Inquiries into results of boarding-out system.

I would also refer to a report made by Mr. Skelton to the Board in 1875. It is too long to quote here, but is to be found at page 64 *et seq.* of the Board's Rules, etc., and is a most valuable explanation of the system. Last year the reports of the general superintendents on the cases which they had visited during the year were collected and published in the Board's Report, Appendix A, No. 12, and with hardly any exceptions the details given show how well the system is working.

(7) PAUPER LUNATICS.

Definition of pauper lunatic.

116. This subject is clearly one for the Lunacy Board and not for my Board, and I do not propose to go into any details, but merely to give a very slight sketch, as no evidence on the Poor Law would be complete without some reference to this branch. A pauper lunatic is defined by sec. 1 of the Lunacy (Scotland) Act, 1862, as being "any lunatic towards the expense of whose maintenance 'any allowance is given or made by any" Parish Council.

Provision as to removal, etc. of pauper lunatics.

117. The Poor Law Act, 1845, sec. 59, provides that when any poor person chargeable to a parish shall be "insane or fatuous," the Parish Council must, within fourteen days of the date on which he is declared to be so, provide for his being conveyed to and lodged in an asylum or establishment legally authorised to receive lunatic patients.

118. The inspector of poor must, under a penalty of £10, within seven days after becoming aware of the presence of a lunatic pauper in his parish, notify to the chairman of the Parish Council and to the secretary of the Board of Lunacy, the name and residence of the lunatic and the steps that have been taken for his custody (Lunacy (Scotland) Act, 1857, sec. 112).

119. If the Parish Council, within twenty-one days after such intimation, and after requisition by the Lunacy Board, fail to provide for the removal of the lunatic, that Board may take such measures as are necessary for his removal to an asylum, or lunatic ward of a poorhouse, and the expenses thereof, and his subsequent maintenance, may be recovered from the Parish Council, subject to the latter's right of relief against the settlement parish, if it happens that the lunatic has no settlement in the parish in which he was found (Lunacy (Scotland) Act, 1862 (25 and 26 Vict. c. 54), sec. 18).

Powers of Lunacy Board as to "lunacy districts" and asylums, etc.

120. The Lunacy Board have power to divide Scotland into districts "with a view to the erection of asylums 'for the reception and care of pauper lunatics," and to require asylums to be provided to meet the needs of each district (Lunacy Act, 1857, secs. 49–55; Prisons (Scotland) Act, 1877, secs. 61–2; Lunacy Districts (Scotland) Act, 1887).

121. The Act provides that pauper lunatics will be sent to the asylum for the district in which the parish of his settlement is situated, but that in special circumstances the Lunacy Board may sanction his being provided for elsewhere subject to such regulations as they may make (1857 Act, sec. 95).

Harmless lunatics in licensed wards of poorhouses and in private dwellings.

122. Where lunatic paupers are not dangerous, and do not require curative treatment, they may be detained in lunatic wards of a poorhouse which have been licensed by the Lunacy Board, subject to such rules as they may prescribe (1862, secs. 3 and 4).

123. The Board may also sanction the keeping of pauper lunatics in private houses specially licensed for receiving not more than four; or singly in unlicensed private houses, due regard in each case being given to inspection and visitation (1862 Act, sec. 5; 1866 Act, secs. 13 and 14).

* Rules and Regulations for the Management of Poorhouses, 1892. A copy of the rules is printed in the Report of the Departmental Committee on Medical Relief.

† Col. 2008–1904.

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Liberation of lunatics on probation.

124. On the application of the inspector of poor of the parish liable for the maintenance of a pauper lunatic the Lunacy Board may authorise his removal or liberation on probation under such regulations as they consider necessary (1862 Act, sec. 16), but such lunatic remains subject to inspection by the Lunacy Board during the period of probation (1866 Act, sec. 8).

Discharge of pauper lunatics.

125. A Parish Council may authorise the discharge of any pauper lunatic (not being a dangerous lunatic) chargeable to them, unless the superintendent of the asylum represents that he is unfit to be discharged, in which case the Lunacy Board, after investigation, may prohibit the discharge (1866 Act, sec. 9).

Settlement as applied to lunatics.

126. Under the Lunacy (Scotland) Act 1857, secs. 75 and 76, the parish of the pauper lunatic's settlement at the time of the order for his reception into an asylum is liable for the expenses of his maintenance, and also for the expenses of his removal to the asylum. His settlement cannot change as long as he is detained (*Palmer* v. *Russell*, 1871, 10 M. 185.)

127. If the parish of settlement cannot be ascertained, the parish "in and from which" the pauper lunatic "was taken and sent" is liable in the first instance for these expenses, the amount being certified by the sheriff (1857 Act, sec. 78). Such parish has recourse against the parish of settlement, on sending written notice, for expenses incurred subsequent to that notice and during the previous year. Some difficulties have arisen as to the meaning of the words "the parish in and from which," etc. A man who was apprehended at Rothesay was tried in Selkirk for frauds committed in that country. A plea of insanity was accepted, and he was sent to Perth prison. He was thereafter sent to Roxburgh District Asylum. In an action raised by the authorities against Selkirk Parish Council for the lunatic's maintenance, on the ground that that parish was the one "in and from which" the lunatic had been taken, it was held that Selkirk was not liable, its only connection with the lunatic being that he was sent for trial there. (*Roxburgh, etc., Board of Lunacy* v. *Selkirk*, 1902, 4 F. 468.)

Recovery of pauper lunatic's maintenance.

128. If a lunatic pauper subsequently acquires money, the Parish Council is not entitled to repayment of money expended on his maintenance prior to his becoming possessed of such money. (*Campbell* v. *Macfarlane*, 1885, 12 R. 713.)

Parish Council's power to borrow for pauper lunatic buildings.

129. A Parish Council may borrow for erecting, extending, and maintaining buildings for the treatment of such pauper lunatics as they are authorised to receive (1866 Act, sec. 27). This will apply to lunatic wards of poorhouses licensed in terms of section 3 of the 1862 Act.

(8) RECOURSE AGAINST RELATIVES, ETC.

(*a*) Recourse against Pauper's Estate.

Recovery of maintenance from a pauper's estate.

130. If a pauper has apparently no means, the parish where he is found must relieve him, but if he is found to have means, the parish may recoup itself for the money expended. "A pauper who receives parochial relief is 'not bound to pay for such relief out of funds subsequently 'acquired by him. But if anyone receives parochial 'relief who is possessed of means at the time such relief 'is obtained, and is therefore not a pauper nor entitled to 'relief, he must repay the relief so obtained." (Lord Trayner in *Forfar Parish Council* v. *Davidson*, 1898, 1 F. 238.) A Parish Council must give relief unconditionally, and it is not entitled to exact from a pauper a disposition of all property which he may afterwards acquire. The principle was explained by the Court in *Inspector of Poor of Kilmartin* v. *Macfarlane*, 1885, 12 R. 713, as being that "the relation of debtor and creditor never exists between 'these people and the parish which relieves them. This 'money is expended, and presumably properly expended, 'and no claim arises thereout. . . . There is no claim of 'debt for maintenance at the instance of a parish against 'a pauper on the pauper emerging from poverty either by 'succeeding to or earning money. . . . If the pauper has 'estate, though not immediately realisable, he is not a 'pauper. . . . If the pauper has an estate, it is liable. 'If he has relatives bound or willing to support him, they 'shall or may defray the cost of his maintenance."

Provision as to recovery of maintenance of paupers who are members of friendly societies.

131. There is a special provision to prohibit Parish Councils from having recourse against money received from a friendly society by a pauper with dependants. Section 4 of the Poor Law Loans and Relief Act, 1886, provides:—

"Any power exercised or claimed by parochial 'boards to take possession of any property of anyone 'to whom they have given relief shall not apply to any 'moneys which a pauper or pauper lunatic, having a 'wife or other relative dependent upon him for main-'tenance, may be entitled to receive as a member of 'any friendly or benefit society, but such moneys 'shall, subject to any deductions for keeping up his 'membership required by the rules of such society, 'or any branch thereof, from which such pauper or 'pauper lunatic is entitled to receive such moneys, 'be paid or applied by the trustees, committee, or 'other officers of such society or branch to or for the 'maintenance of such wife or relative."

(*b*) Recourse against Relatives.

Recovery of maintenance from persons legally liable.

132. Section 71 of the 1845 Act provides that, "Where 'in any case relief shall be afforded to a poor person found 'destitute in a parish or combination, it shall be lawful 'for the parochial board of such parish or combination to 'recover the moneys expended in behalf of such poor 'person from any parish or combination within Scotland to 'which he may ultimately be found to belong, or from his 'parents or other persons who may be legally bound to 'maintain him." A Parish Council is entitled to recover only the sum which has been actually expended upon the maintenance of the pauper, and is not entitled to decree for a continuing payment for the "amount which may in 'future be expended in aliment." (*Dery* v. *Lumsden*, 1891, 19 R. 77.) The question as to the ability of the relatives to maintain or contribute towards the maintenance of the pauper is, of course, one of fact, and depends upon the circumstances of each case.

Persons legally liable for maintenance.

133. The rule as to what relatives are liable for the support of paupers was clearly laid down in the case of *Hoseason* v. *Hoseason*, 1870, 9 M. 37, where it was stated that "as 'a general rule legal claims for aliment arise only where 'the parties stand in the relation of husband and wife, 'or of parent and child or grandchild, and where the eldest 'son of a family having largely benefited by the father's 'succession, has been found liable on the ground of repre-'sentation to support a brother or sister for whom no 'provision has been made; that is merely an application 'of the same principle—the eldest son being bound to 'fulfil the obligation of the parent to whose estate he has 'succeeded."

134. It may be stated generally that the order in which the relatives are bound to maintain a pauper, and in which, therefore, a parish has recourse against them, is as follows:—

1. A husband is bound to aliment his wife and his children till they are in a position to maintain themselves. It is a question whether a married woman with independent estate is bound to aliment her husband, and an opinion has been expressed to the contrary.

A father is bound to aliment his illegitimate child till able to support itself, and it is a question of circumstances whether his obligation is discharged by an offer to take it to live in his own family (*Corrie* v. *Adair*, 1860, 22 D. 897; *Millar* v. *Melville*, 1898, 1 F. 367).

2. Children in a position to do so must support their parents. In order, however, to be liable it is necessary that "the children should have a superfluity after providing for the maintenance of themselves and their own families." (*Hamilton* v. *Hamilton*, 1877, 4 R. 688.)

3. Grandchildren are next liable.

4. Failing descendants, ascendants in their order, father, mother, paternal grandparents, and maternal grandparents, are liable.

5. Collateral relatives, *i.e.* brothers and sisters, have no direct liability, but are only bound to aliment the pauper so far as representing someone who was bound to support him; in other words, so as they have profited by succeeding to the estate of such a one.

135. There are a number of cases which do not fall exactly within the above general rules, and which I think it is right to state very briefly, with a reference to the authority deciding them. A woman is not liable to aliment her stepson (*Macdonald* v. *Macdonald*, 1846, 8 D. 830); nor a father to aliment the widow or deserted wife of his son (*Hoseason* v. *Hoseason*, 1870, 9 M. 37; *Mackay* v. *Mackay's Trustees*, 1904, 41 S.L.R. 296). A man married before the passing of the Married Women's Property Act, 1877, must aliment his wife's indigent parents, if their circumstances are such as to entitle them to aliment from their children (*Foulis* v. *Fairbairn*, 1887, 14 R. 1088). If, however, married after the date of the Act, he is not so bound, unless and to the extent he profits by the marriage (*Macallan* v. *Alexander*, 1888, 15 R. 863). An illegitimate child is not bound to

sons ally liable maintenance.

aliment his parents, though the latter are liable to support him (*Clarke* v. *Carfin*, 1891, 18 R. (H.L.) 63). Where a grandfather had in his lifetime recognised the obligation to aliment a lunatic grandchild, it was held that the obligation transmitted against his representatives to the extent of his estate left in his hands (*Leslie Parish Council* v. *Gibson's Trustees*, 1899, 1 F. 601). It is doubtful whether a claim would have lain against his estate if it had not been admitted by him during his lifetime.

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136. In concluding my evidence as to the liability of relatives, it is right to point out that in addition to the right of the Parish Council under section 71 to recover from the relatives of a pauper, they have power under section 80 to prosecute criminally "every husband or father who shall desert or neglect to maintain his wife or children, being able to do so, and every mother and every putative father of an illegitimate child, after the paternity has been admitted or otherwise established, who shall refuse or neglect to maintain such child, being able so to do, whereby such wife or children or child shall become chargeable to any parish or combination." Anyone convicted of such an offence is punishable by fine not exceeding £10, or imprisonment not exceeding sixty days.

epayment Parish ouncil outys on behalf (1) Army nd Navy ensioners nd their milies; (2) milies of amen absent n a voyage; nd (3) destiute Lascars.

137. There are special provisions contained in the Army Act, 1881, section 145, and Army (Annual) Act, 1904, as to the liability of a soldier to maintain his wife and children. He is not liable to criminal prosecution for deserting them, but when a decree is obtained against him for relief, a deduction may be made from his pay, if a sergeant to the amount of "in respect of a wife or children one shiling, and in respect of a bastard child sixpence," and if below that rank to the amount of sixpence and threepence respectively.

138. In the case of Army or Navy pensioners in receipt of relief for themselves or their families, provision is made under the Army Pay Warrant, 1900 (Art. 1215), and Order in Council, 15th March 1893, for repayment of the War Office and Admiralty to the Parish Council out of the pension of the amount expended in relief. Where the relief has been administered to the wife or child of the pensioner, the amount to be deducted from the pension is not to exceed one-half or two-thirds, as the case may be, according to the number relieved.

139. In the case of seamen absent on a voyage, a parish may be reimbursed for relief given to their families out of wages earned by him during the voyage to the extent of one-half of the wages if one member is relieved, and two-thirds if two or more are relieved (Merchant Shipping Act, 1894 (57 & 58 Vict. c. 60), secs. 182–5). Notice must be given to the owners of the ship stating the amount for which it is intended to make a claim, and requiring the owners to retain such amount for twenty-one days after the seaman's return, and to notify such return to the Parish Council. As soon as he has returned an application is made to a Court of Summary Jurisdiction for an order to pay the amount claimed. By section 185 of the same Act it is provided that where destitute Lascars have been relieved the Parish Council may be reimbursed by the Secretary of State for India.

(c) Recourse against other Parishes.

Recovery of advances on behalf of non-settled poor.

140. I have already quoted the first part of section 71, which deals with the recovery of expenditure generally. There is a proviso which specially deals with recovery from parishes and which is in the following terms:—

Notice of chargeability.

"Provided always, that in all cases in which relief 'shall be afforded by one parish or combination to a 'poor person having a settlement in another parish 'or combination, written notice of such poor person 'having become chargeable shall be given to the in-'spector of the poor of the parish or combination to 'which such poor person belongs; and the parish 'or combination affording relief shall not be entitled 'to recover for any charges or expenses incurred in 'respect of such poor person, except from and after 'the date of such notice."

If under the circumstances of the case the relieving parish is justified in treating a person as a pauper and giving him relief, it is not a good answer to a claim for reimbursement for the parish of settlement to say that he has funds sufficient for that purpose. The latter parish must reimburse the former, and thereafter may proceed to make the pauper's fund available (*Dinwoodie* v. *Graham*, 1870, 8 M. 436). The *onus* of proving that another parish is liable for the support of a pauper lies upon the relieving parish.

The *onus* of proving settlement.

"It will not do to call two adjoining parishes and to say 'either one or other of you two is liable as the parish of 'birth, and then leave the question to be fought out between 'them. The relieving parish must make out its case against 'some parish. It is different where the relieving parish 'has discovered the undoubted parish of birth, and also calls 'the parish of an alleged residential settlement; in that 'case the pursuer may retire from the field" (Lord Cowan in *Anderson* v. *Mackenzie and Jack*, 1864, 3 M. 253). In such a case the *onus* will lie upon the birth parish to show that its liability has been lost by the acquisition of a residential settlement.

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Difficulties as to settlement arising out of statutory notices of chargeability.

141. Most of the difficulties in this class of cases arise in connection with the statutory notice, either as to its sufficiency or as to delay in sending it. A circular of the Board issued in 1887 lays down as regarding the duty of inspectors that, "When giving notice to the parish which they have 'reasonable ground to hold is the parish of settlement that a 'poor person has become chargeable, it is their duty to com-'ply with the Board's rule, and to furnish such particulars 'as may enable the inspector of that parish to make inquiry 'into the circumstances of the case, and to submit the claim 'for decision to the next meeting of his parochial board. 'The inconvenience of sending notices without any state-'ment of particulars to a large number of parishes, simply 'to preserve the right of recourse against one of them, 'is obvious; and the Board do not think that such a mode 'of procedure can have been contemplated by Parliament. 'The Board are consequently of opinion that before notice 'is sent, inquiry must be made by the inspector of the 'relieving parish with the view of ascertaining to what 'parish, in the words of the Statute (section 71), 'such 'poor person belongs.'" It was held, however, in a recent case that these rules are merely administrative, and that while it was competent for the Board to issue them to inspectors, an inspector's failure to comply with the direction did not invalidate the notice. It would, however, be competent for the parish sued to prove that it had been prejudiced by failure to send these particulars (*Cathcart Parish Council* v. *Houston Parish Council*, 1899, 2 F. 335). The question as to whether a relieving parish is barred by delay in making its claim must be one of circumstances, and really depends upon whether the other parish has been prejudiced by the delay. In one case a lapse of six and a half years was not held to bar recovery (*Beattie* v. *Wood*, 1866, 4 M. 427). If a pauper ceases to be chargeable—is rehabilitated, as we say—and again becomes chargeable, it is a question of circumstances whether a new notice must be sent. "If a person has for a considerable time 'ceased to be a proper object of relief and has become self-'supporting, if he should again be admitted to the roll of 'paupers he is in the position of a poor person having 'become chargeable within the meaning of the section," and therefore a new notice is required, but, on the other hand, it does not follow that "every short break in the 'continuity of the aliment requires a new notice" (Lord Justice Clerk Inglis in *Beattie* v. *Wood*, *supra*).

142. When a parish receives this notice the inspector must make inquiries into the case and admit or repudiate liability. When a parish has once admitted liability it is not competent for it to repudiate it on the ground that it was made in error either of fact or of law, or is erroneous owing to a subsequent decision of the Court (*Beith* v. *Kilbirnie*, 1904, P.L.M. 112). Nor is it competent even if that error was induced by innocent misrepresentation on the part of the parish truly liable. "To effect such a result *mala* '*fides* would have to be clearly averred and proved" (*Beattie* v. *Arbuckle*, 1875, 2 R. 330). But, on the other hand, a parish which admits its liability for the maintenance of a pauper in a question with one parish is not thereby barred from afterwards disputing its liability in a question with another parish (*Beattie and Muir* v. *Brown*, 1883, 11 R. 250). As a new notice may be required in the case of rehabilitation, it follows that an admission of liability may not be binding with regard to a new period of chargeability (*West Calder Parish Council* v. *Shotts Parish Council*, 1905, 43 S.L.R. 68).

(9) SETTLEMENT.

143. The poor entitled to relief are chargeable only on the parish in which they have a settlement, and this depends upon birth, parentage, marriage or residence.

Settlement by Birth.

Law as to settlement by birth.

144. The primary settlement of any person is the parish within the geographical boundaries of which he was

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Law as to settlement by birth.

actually born. That settlement may be superseded by the acquisition of another settlement in any of the manners indicated above, but on the loss of that derived from his parents, or through marriage, or of one acquired by residence, he reverts to his settlement of birth, and accordingly his birth parish may be described as the parish primarily and ultimately liable for his maintenance. Even though the mother's presence in a parish at the time of his birth was but temporary and accidental, her presence there constitutes that parish as the parish of birth settlement (*Craig* v. *M'Lennan*, 1867, P.L.M. 161). The same rule applies where a woman has left her own parish and gone to another for the purpose of giving birth to a child. Again, it has been held that where a child is born in a poorhouse, his settlement of birth is in the parish where the poorhouse is situated, though the mother had been sent there by another parish which had erected and was maintaining the poorhouse (*Russell* v. *Greig*, 1881, 8 R. 440). It should be noted, however, that section 5 of the Poor Law Loans and Relief Act, 1886, expressly provides that "a child born in a 'combination poorhouse (*i.e.* a poorhouse provided by 'two or more contiguous parishes in terms of section 61 'of the 1845 Act, quoted *supra*) shall so far as regards any 'question of liability for maintenance be deemed and 'held to have been born within the parish by which the 'mother of the said child was sent." There seems to be no reason, however, why this exception should apply to the case of such a poorhouse taking in boarders from parishes not being members of the combination where, if a boarder gives birth to a child, the ordinary rule will apply. The *onus* of proving birth in a particular parish lies upon the parish trying to impose liability upon it, and the amount of evidence necessary to establish the case is obviously a jury question to be determined in each case, as to which no general rule can be laid down (*Lemon* v. *Wallace*, 1887, 15 R. 92).

(*b*) Settlement by Parentage.

Law as to settlement by parentage.

145. (*a*) Legitimate pupil children have their settlement in the parish of their father's settlement as long as he is alive, however that settlement has been acquired, whether by origin or residence (*Adamson* v. *Barbour*, 1842, 1 Macq. 376). In this—the leading case upon the question—it was pointed out that the policy of the law is to prevent as far as possible the dispersion of the family. It is assumed that "the children must 'remain with their father; and that any settlement 'gained by him was gained not for himself alone, but for all 'his family." The rule applies even in the case of children deserted by their father (*Hunter* v. *Henderson*, 1895, 22 R. 331; *Rutherglen* v. *Glasgow*, 1902, 4 F. (H.L.) 10).

146. After the death of the father, pupil children, who are not already chargeable at that date, follow the settlement of their mother. This, as long as she remains a widow, or till she acquires a new residential settlement, or loses it by non-residence, is necessarily that of her deceased husband. If, however, she marries again, thereby acquiring the settlement of her second husband, the parish of his settlement will be liable for the relief of the pupil children also. I have advisedly stated the case in this manner, because the Courts, while admitting this liability, have hesitated to say in absolute terms that the widow by marrying again acquired a new settlement for her pupil children. They explain the liability on the ground that as the mother was the pauper, the parish of her second husband's settlement was liable to maintain her, and incidentally her pupil children, but that the latter did not really lose altogether the settlement derived from their father. Accordingly on the death of the mother the settlement derived from their father will revive. (*Beattie* v. *Mackenna*, 1875, 5 R. 737; *Hendry* v. *Mackison*, 1880, 7 R. 458; *Shotts Parish Council* v. *Bothwell Parish Council*, 1896, 24 R. 169.) It follows from what has been said that if a father dies without leaving any settlement in Scotland, his pupil children take the settlement of their mother (*Gibson* v. *Murray*, 1854, 16 D. 928; *Carmichael* v. *Adamson*, 1863, 1 M. 452).

Forisfamiliation of children.

147. When a child attains puberty, or minority as it is called (*i.e.* twelve years in the case of a girl and fourteen in the case of a boy), and is "forisfamiliated," he retains the settlement he has derived from his father if that settlement was a residential one (*St. Cuthbert's* v. *Cramond*, 1873, 1 R. 174). If, however, the father has died without a residential settlement, and the mother has acquired one since his death, then on attaining minority the children start with the residential settlement of their mother. Failing her having acquired one, they will start with their own birth settlement (and this is not affected by the mother having acquired another settlement by marrying again). (*Shott's Parish Council, supra*).

Forisfamiliation of children.

148. I have assumed that the child on attaining puberty is emancipated or forisfamiliated, as we call it, *i.e.* that is, ceases to be a member of his father's family, and that brings me to the very difficult question involved in the consideration of this point, "What constitutes forisfamiliation?" Forisfamiliation has been defined to be "the act by which a child ceases to be a member 'of his father's family and takes up an independent 'position for himself." Or to put the question conversely, "The true question in such cases as the present 'seems to be, is the child still a member of the father's 'family so that the person of the child is sunk in 'the father's as regards residence?" (Lord Neaves in *Fraser* v. *Robertson*, 1867, 5 M. 819). The question is really one not so much of law as of fact. The mere attainment of puberty is not in itself enough to affect forisfamiliation unless both the parents of the child are dead. "Forisfamiliation," says Lord Moncrieff, in *Glasgow Parish Council* v. *Kilmalcolm Parish Council*, 1904, 6 F. 457, "depends on various circumstances, in particular on the age of the child and the 'existence or absence of control or maintenance by the 'parent." It has also been said that there are three conditions which are very material in considering the question: "Is the person in minority? Has he ceased to reside in 'his father's house? Has he been supporting himself? 'It is not necessary for all these conditions to concur, and 'none of them is absolutely essential, but they are all considerations which, if affirmed, would lead to the view that 'the child has been forisfamiliated" (*Elgin* v. *Kinloss*, 1893, 20 R. 763). So far as it is possible to deduce general rules from the decisions, it may be said that as long as a minor resides with his father and is supported by him he is not forisfamiliated. If he leaves that house and supports himself he is forisfamiliated. But he may become so even though living in his father's house if he is self-supporting. The question of supporting himself is a accordingly more important element than that of residence. Thus a girl of seventeen who resided with her father and worked as a pupil teacher at £10 a year, her father being under obligation to the school to support her, was not forisfamiliated (*Elgin Parish Council* v. *Kinloss, supra*). But, on the other hand, a girl of twenty-two who resided with her father, but was in domestic service and self-supporting, was forisfamiliated (*Dempster* v. *M'Whannel*, 1879, 7 R. 276). If a child is weak-minded and unable therefore to maintain itself, and goes on living with his father, he is not forisfamiliated even on attaining majority (*Lees* v. *Kemp*, 1891, 19 R. 6). (*Mackay* v. *Munro*, 1892, 19 R. 396.) The question whether a child who after the death of his father goes on living with his mother and is supported by her after attaining minority, is forisfamiliated, is not free from doubt, but the latest opinion is to the effect that the same rule applies as in the case where the father is alive, and that he is not forisfamiliated (*M'Lennan* v. *Waite*, 1872, 10 M. 908; *Rutherglen* v. *Dalziel*, 1896, P.L.M. 75). Where a child was sent from home at the age of six to a charitable institution, and was kept there till she was twenty without support from or communication with her parent, it was held that she had been forisfamiliated (*Glasgow P. C.* v. *Kilmalcolm P. C.*, 1904, 6 F. 457).

149. (*b*) I have been dealing hitherto with the settlement by parentage of legitimate children. An illegitimate pupil child takes the settlement of its mother, however acquired, whether by birth, residence, or marriage. It is immaterial that there is no connection, natural or legal, between the child and the husband from whom the mother has acquired her settlement (*Hay* v. *Thomson*, 1856, 18 D. 510; *Primrose* v. *Milne*, 1890, 17 R. S. 12). On the child attaining puberty and becoming forisfamiliated, where the mother has acquired a settlement by her own residence, that settlement continues to be the child's until lost by non-residence (*Wallace* v. *Caldwell*, 1894, 22 R. 43). Where, on the other hand, the mother's settlement has been acquired by her marriage, the child's settlement, on attaining puberty is no longer that of its mother, but is the parish of its birth (*Shotts Parish Council* v. *Bothwell and Rutherglen Parish Councils*, 1896, 24 R. 169). The principle for the distinction seems to be that it was not fair to saddle the parish of the mother's settlement, which she derived from her husband, who had no connection whatever with the son, with liability for the latter after he emerged from pupillarity.

Forisfamiliation of children.

150. As regards forisfamiliation, it is clear that an illegitimate child, if living apart from its mother, is forisfamiliated on the attainment of puberty (*Greig* v. *Ross*, 1877, 4 R. 465). It used to be thought that even if living with and dependent upon its mother it was necessarily forisfamiliated on attaining puberty. We have however recently decided in an arbitration case which was before us in 1905 (*King Edward Parish Council* v. *Inverkeithing Parish Council*) that where the child continues to live with and be supported by its mother, it is not forisfamiliated and retains her settlement. Our decision, which for Poor Law purposes places a mother in the same relation to her illegitimate child as is a father to his legitimate one, was based chiefly on inferences drawn from *dicta* of the judges in *Glasgow Parish Council* v. *Kilmalcolm Parish Council*, 1904, 6 F. 457, and *Greenock Parish Council* v. *Govan Parish Council*, 1905, 7 F. 884. It appears also to me to be only equitable that where the child is wholly dependent upon its mother she should be in the same position towards it as the father of a legitimate child.

(*c*) Settlement by Marriage.

Law as to settlement by marriage.

151. A woman by marriage acquires the settlement of her husband, and retains it (her own being suspended) during the marriage. She cannot have any settlement apart from her husband (*Macrorie* v. *Cowan*, 1862, 24 D. 723). It has been held recently in the case of *Rutherglen Parish Council* v. *Glasgow Parish Council*, 1902, 4 F. (H.L.) 19, that even where her husband has deserted her his settlement continues to be hers, and she cannot acquire a residential settlement for herself. The desertion of a wife by her husband is not, as was formerly thought, equivalent for this purpose to his death, and as long as the marriage subsists she is incapable of acquiring a settlement apart from his.

152. The one exception where a woman may have a different settlement from her husband is the case where a wife becomes chargeable as a pauper lunatic, and the husband subsequently acquires a settlement in a different parish, her support as a lunatic continuing to be incumbent on the parish of settlement at the time relief was first given (*Palmer* v. *Russell*, 1871, 10 M. 185). This, however, is a statutory provision in terms of section 75 of the Lunacy Act, 1857.

153. On the death of her husband a widow starts with the settlement which he had at the time of his death. This is the case even if this were his birth settlement and not acquired by residence (*Hay* v. *Thomson*, 1854, 16 D. 994). If it were a birth settlement she may acquire a new residential settlement. In the event of its being a residential settlement she may lose it by non-residence for the statutory period, and in such case she reverts not to the settlement of her husband's birth, but to that of her own (*Hay* v. *Wait*, 1860, 22 D. 872). If she marries again she entirely loses the settlement derived from her first husband and cannot revert to it on the dissolution of her second marriage, even though her second husband has had no settlement in this country (*Kirkwood* v. *Manson*, 1871, 9 M. 693). She will therefore in such an event revert to her own birth settlement.

(*d*) Settlement by Residence.

Law as to settlement by residence.

154. I have already referred to the provisions as to residential settlement contained in the old statutes (*see* Act 1579, c. 12, which refers to a residence of seven years).

155. The 1845 Act, sec. 76, imposed a qualifying period of five years, but that section was repealed, and the existing law is regulated by the first section of the Poor Law (Scotland) Act, 1898, which is in the following terms :—

"From and after the commencement of this Act no 'person shall be held to have acquired a settlement in 'any parish in Scotland by residence therein unless 'such person shall, either before or after, or partly 'before and partly after, the commencement of this 'Act, have resided for three years continuously in such 'parish, and shall have maintained himself without 'having recourse to common begging, either by himself 'or his family, and without having received or applied 'for parochial relief; and no person who shall have 'acquired a settlement by residence in any such parish, 'shall be held to have retained such settlement if 'during any subsequent period of four years he shall 'not have resided in such parish continuously for at 'least one year and a day: Provided always, that 'nothing herein contained shall, until the expiration of 'four years from the commencement of this Act, be 'held to affect any persons who, at the commencement 'of this Act, are chargeable to any parish in Scotland."

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Law as to settlement by residence.

The section is undoubtedly somewhat obscure, and the words "before or after . . . the commencement of this 'Act," and the last proviso, have caused a good deal of trouble as to the true meaning of the section; but as owing to the lapse of time since the passing of the Act it is hardly possible that any cases should arise at this date in connection with them, I do not propose to consider the questions raised thereby. I propose to deal with the material portions of the section in detail and to explain how the requisites for a residential settlement prescribed therein have been interpreted by the Court; but I should explain that most of the cases refer to the section of the 1845 Act, but that, as the language of the two sections is identical except as to the periods, they apply equally to the existing laws.

156. The first requisite is that the person must have resided in the parish "for three years continuously." The period must be complete, and accordingly three years minus a fortnight at the beginning would not be sufficient (*Crieff* v. *Fowlis Wester*, 1842, 4 D. 1538). It has been held, however, *dies inceptus pro completo habetur*, and accordingly that residence which begins at any hour on the 2nd of a month and continues to any hour on the 1st of the same month three years later is sufficient for the acquisition of a settlement (*Cochrane* v. *Kyd*, 1871, 9 M. 836).

157. The residence must be "continuous," *i.e.* uninterrupted. This rule is, however, subject to a number of exceptions, and the word "continuous" must be read in a reasonable manner according to the ordinary use of language, and in connection with the circumstances of each case. An occasional absence "incidental to the 'residence" will not break the continuity, and it is the nature and character rather than the duration of the absence that is of importance (*Allan*, 1875, 2 R. 463).

158. It is not essential that there should have been personal residence in the parish during the whole period, as the doctrine of "constructive residence" has been extended by the courts a very long way. In deciding the question as to the continuity of residence a great deal depends on whether or no the person is married. In the case of unmarried persons it has been decided that a woman in domestic service who lived with her master's family for the then statutory period of five years in one parish, but was absent for three periods of five or six months in attendance on the family, who went to different places, had acquired a residential settlement (*Welsh* v. *Lowden*, 1894, 22 R. 7). Again, in *Dempster* v. *M'Whannel*, 1879, 7 R. 276, it was held that where a girl who resided in her father's house and went out as a domestic servant had left the parish with her father for a period of five months and returned, the continuity of her residence was not broken by this absence, which was looked upon as purely temporary. It has also been held that absence for a period of six months due to imprisonment did not break the continuity (*Roger* v. *Maconochie*, 1854, 16 D. 1005). In the case of married persons, the doctrine of constructive residence has been carried even further. The criterion which has been laid down for determining whether a man who is not personally present in a parish may be said to be constructively resident there, is, "Where 'is his home with which he has connected himself and 'to which, when his temporary absence is over, he may 'be expected to return?" In certain cases it has been held that "the place where a man is maintaining his wife 'and family is held to be the place of his true residence" (Lord President in *West Calder Parish Council* v. *Bo'ness Parish Council*, 1905, 43 S.L.R. 68). In other words, it is to be looked upon as his home, and even if he is absent in the course of his employment, he is held to be constructively resident in the parish where his home is, "A married man resides where he establishes his wife 'and family, and where he lives as much as the ties of work 'or business allow." The principle has been applied of a sailor who established his wife in a parish, and resided there between the voyages (*Wallace* v. *Beattie*, 1881, 8 R. 345); of a soldier abroad for ten years (*Mason* v. *Greig*, 1865, 3 M. 707); of a miner who, while employed in one parish, kept his family in another and visited every week-end (*Kilmarnock* v. *Leith*, 1898, 1 F. 103); of a mason under similar circumstances as in the last-mentioned case (*Beattie* v. *Smith*, 1876, 4 R. 19); of a fisherman absent during the fishing season (*Moncrieff* v. *Ross*, 1869, 7 M. 331); and of an emigrant who, having been absent in Australia for six years, was held to have been constructively resident during all that period in the parish where he had left his wife and family (*Deas* v. *Nixon*, 1884, 11 R. 945). Indeed, the doctrine has been extended so far that it has been stated that the whole of

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Law as to settlement by residence.

the residence necessary for acquiring a settlement may be constructive (*Beattie* v. *Stark*, 1879, 6 R. 956). The view, however, that a man's home is necessarily where his wife and family are, has been somewhat modified in the latest case—*West Calder Parish Council* v. *Bo'ness Parish Council*, 1905, 8 F. 57, where Lord President Dunedin, after stating, as quoted *supra*, that in certain cases the above may be the right view, goes on to say that "there is no such general proposition as this, that wherever 'a man's wife and family are there he must be held to be. 'On the contrary, the real question is where he himself is, 'and the position of his wife and family is just one of the 'items of evidence which may go strongly to solve that ques-'tion." The question must therefore be determined by the circumstances of each case, and it will be for the court to decide whether the man has *de facto* abandoned the parish with the intention of making his home elsewhere, or whether his absence is due to his employment or other causes, but he has in no sense ceased to look upon his old parish as his home and residence where are all his family ties, and to which he returns when he can.

159. The person must, during his residence, "have 'maintained himself without having recourse to common 'begging either by himself or his family, and without having 'received or applied for relief." The words "maintained himself" do not imply that he must necessarily have done so by his own industry or from his own resources; it is sufficient that "the party should not have been a 'burden on the parish, whether he may have been sup-'ported by his own funds now exhausted or assistance 'from friends or other means" (*Thomson* v. *Gibson*, 1851, 13 D. 683). These "other means" have been very widely interpreted. Thus a blind woman, supported chiefly by charity, but who had not resorted to common "begging," was held to have acquired a residential settlement (*Hay* v. *Ferguson*, 1852, 14 D. 352). Again, admission to an infirmary of a person suffering from an infectious disease, though she would have probably been entitled to parochial relief had she asked for it, did not prevent the acquisition of a settlement (*Dempster* v. *M'Whannel*, 1879, 7 R. 276). Residence in a charitable institution at the expense of the charity does not bar the acquisition of a settlement (*Kirkintilloch* v. *Eastwood*, 1902, 5 F. 274; *Glasgow* v. *Kilmalcolm*, 1904, 6 F. 457, H.L. 1906, 43 S.L.R. 637). "Incapacity 'to earn a livelihood, even when coupled with the fact of 'dependence on the charity of others, does not prevent the 'acquisition of a settlement by residence; so long as the 'pauper does not himself resort to common begging and 'does not apply for parochial relief it is immaterial from 'what source he or she obtains the means of support" (Lord Moncrieff). What is meant by "common begging" is a question of fact. It was held that a woman who had begged on the road and at houses for help for some months in summer was barred, even though she had the house of a relative to which she could go, and was therefore under no necessity to beg (*Blantyre Parish Council* v. *Rutherglen Parish Council*, 1897, 24 R. 695). In order that relief applied for or given should prevent the acquisition of a settlement, the applicant must have been a proper object of relief, and accordingly where an able-bodied man had been given relief it was held this did not prevent his acquisition of a settlement (*Petrie* v. *Meek*, 21 D. 614). The true meaning of the section is that, "if, being entitled to relief, a person received relief, 'or, having applied for it, was improperly refused, the 'receipt of or application for it would in such circumstances 'prevent the application of a settlement" (*Jack* v. *Thom*, 1860, 23 D. 173). This would apply, however small the amount given, *e.g.* where medicines to the value of 2s. 6d. were given (*Wallace* v. *Dempster*, 1880, 8 R. 27). There are, however, cases where relief given to the dependants of a man does not prevent his acquisition of a settlement, he not being a proper object of relief. These are where a husband has deserted or is living apart from his family (*Wallace* v. *Turnbull*, 1872, 10 M. 675; *Anderson* v. *Paterson*, 1878, 5 R. 904). In such cases the dependant is regarded as the actual pauper, since the father is not entitled to relief in his own right. We have applied the same principle to the case of relief given to the dependants of a man in prison (*Denny* v. *Muiravonside*, P.L.M. 1903, 626). As has been already pointed out, the fact that the dependants of an able-bodied man are sent to a lunatic asylum does not pauperise him, and accordingly it does not interfere with the acquisition by him of a settlement (*Milne* v. *Henderson*, 1879, 7 R. 317).

160. A lunatic cannot acquire a settlement (*Watt* v. *Hannah*, 1857, 20 D. 342). This is the case even if he has not been formerly certified, if he was actually insane and certifiable during the period.

Law as to settlement by residence.

161. A much more difficult question arises as to whether one who, though not a lunatic, is suffering from mental or physical incapacity. The cases are so conflicting that it is impossible to deduce any accurate general rule, but it would appear from the latest decisions on the point (*Kirkintilloch* v. *Eastwood*, 1902, 5 F. 274; *Glasgow* v. *Kilmalcolm*, 1904, 6 F. 457, H.L. 1906, 43 S.L.R. 639), that, however great may be his mental or physical incapacity, though they may render him absolutely incapable of earning his living, yet if a person is not certified, or at least certifiable, as a lunatic he is capable of acquiring a settlement (*Cathcart Parish Council* v. *Glasgow Parish Council*, 1906, 43 S.L.R. 653). It must, however, be borne in mind that this extreme view must be modified in the case of one who has surviving parents, as in that case it might be held that he had never been forisfamiliated, and was on that ground incapable of acquiring a separate settlement.

(*e*) Retention and Loss of Residential Settlement.

162. Turning to the next paragraph of the section, it will be seen that no person is "held to have retained such 'settlement if during any subsequent period of four years 'he shall not have resided in such parish continuously for 'at least one year and a day."

163. The period necessary for retention must be "con-'tinuous," like that necessary for acquisition, "the resi-'dence in the one case and the other must be of precisely 'the same kind" (*Beattie* v. *Stark*, 1876, 6 R. 956). Accordingly the principles which I have explained with regard to acquisition apply in this respect equally to retention, and several of the cases which I have quoted upon constructive residence, etc., in discussing the former were decided really upon the latter. I need not therefore go into details on this point.

164. There is, however, an important distinction in the latter part of the section. The words as to maintaining himself without having recourse, etc., which appear in the part dealing with acquisition, are omitted in that dealing with retention of settlement. It has been decided, however, that where relief is actually received from the residential parish and the applicant placed upon the roll of paupers for that parish, then the loss of his settlement is prevented. Mere application for relief, if not granted, will not have the same effect (*Turnbull* v. *Kemp*, 1858, 20 D. 703). Again, where relief is given by another parish and liability is admitted by the parish of residence and the expenditure repaid thereby, the effect is the same in preventing the loss of residence (*Johnston* v. *Black*, 1859, 21 D. 1293; *Kerr* v. *M'Kie*, 1895, P.L.M. 657). The mere fact, however, that a person has received relief in one parish is not sufficient to prevent the loss of a residential settlement previously acquired in another. Liability during the statutory period must be admitted by the parish of settlement to effect this result (*Campbell* v. *Deas*, 1892, 21 R. 64). It will thus be seen that the bar is not so strong as in the case of acquisition of settlement, which is prevented by a mere application for relief if made by a proper object.

165. The observations made above as to how the period of three years will be estimated apply equally to the year and a day. As soon as three years have elapsed, if the person has not fulfilled the statutory condition and is absent from the parish, it is clear that he has lost the settlement, as he cannot fulfil the statutory condition (*Hay* v. *Morrine*, 1851, 13 D. 628).

166. It has been held that in calculating whether a minor who starts life with her father's residential settlement has lost it by absence, it is competent to add the years which her father had been absent to her own, and these taken together were sufficient for her to lose the settlement (*Allen* v. *Higgins*, 1864, 3 M.). The same principle has been applied in adding the absence of a widow to that of her husband (*Caldwell* v. *Glass*, 1887, 15 R. 166).

167. The only other point to which I need refer is that while a lunatic cannot acquire a residential settlement he may, in certain circumstances, lose one. Thus a lunatic who was never forisfamiliated had at the date of her father's death his residential settlement. She was absent from the parish for upwards of four years, during which time she was supported by relatives in an asylum. Having then become chargeable, it was held that she had lost her residential settlement, and that her birth parish was liable (*Keith Parish Council* v. *Kirkmichael Parish Council*, 1901, 4 F. 66). Of course had she been detained

Law as to settlement by residence.

as a *pauper* lunatic her settlement would have been unchanged (Lunacy Act, 1875, section 75).

168. Questions have arisen as to the effect upon settlement and liability of parishes of the alteration of boundaries of parishes under the provisions of the Local Government (Scotland) Acts, 1889 and 1894, which I have referred to earlier. It was decided in the case of *Galashiels* v. *Melrose*, 1892, 19 R. 758, that the transference by the Boundary Commissioners of part of one parish to another has no effect on settlements acquired prior to the transference, either by birth or residence in the part transferred, and that a pauper who has a settlement in such part continues to have his settlement in his original parish. In pursuance of this decision the Boundary Commissioners issued an award under section 50 (2) of the Local Government Act, 1889, by which they ordained the new parish to relieve the original parish of advances made on behalf of paupers in the transferred area, in return for which they were to receive annual payments from the original parish. This award was declared by the court in a subsequent case to be competent, and not inconsistent with the decision in the first case (*Galashiels* v. *Melrose*, 1894, 21 R. 391).

169. Since the decision in this case the Boundary Commissioners, and afterwards the Secretary for Scotland, have provided in their Orders that the parish to which any area is annexed shall be liable for any persons having a settlement therein at the date of the annexation.

170. Where a parish ceased to exist, parts of it being transferred to different parishes, it was held that its liabilities were to be regarded as apportioned among the divided parts, each part being regarded for settlement purposes as a distinct parish. Accordingly the liabilities of each part would accrue to the parish to which it was annexed. It is, of course, easy to determine in what part of a parish the birth settlement of the transferred pauper was, and also in many cases where his residential settlement had been acquired. But difficulties arise if the necessary residence had been partly in one part of the divided parish and partly in another, and these do not appear to be provided for (*Edinburgh* v. *Gladsmuir*, 1901, 3 F. 753). In the same case it was held that, for the purpose of acquiring a residential settlement, residence in the transferred area may be added to residence in the new parish.

171. But, on the other hand, where the whole of a parish has not been transferred, and a man with a residential settlement in the transferred area continued to live on there for four years after its transference to a new parish, it has been held that, by his absence from the old parish, he had lost his settlement therein, and reverted to his birth parish (*Dunblane* v. *Logie*, 1901, 3 F. 764). (See also *Galashiels* v. *Melrose*, *supra*.)

(10) REMOVAL.

(*a*) To other Parishes in Scotland.

Removal of paupers from one parish to another in Scotland.

172. Section 72 of the 1845 Act provides that when relief has been afforded to a poor person found in a parish, and due notice has been sent to the inspector of his settlement parish:—

> "If within a reasonable time after notice the 'parish or combination to which such poor persons 'shall as aforesaid have been ascertained to belong 'shall not remove such poor person, or shall not make 'provision to the satisfaction of the parish or combination which has given the notice for the constant 'weekly subsistence of such poor person, it shall 'be lawful for the parish or combination which has 'given the notice to cause such poor persons to be 'removed to the parish or combination to which he 'belongs, at the expense of such last-mentioned 'parish or combination, unless such poor person 'shall, owing to sickness or infirmity, be incapable 'of being removed, in which case the parish or 'combination in which he is shall be bound to relieve 'him, and shall be entitled to recover from the 'parish or combination to which he belongs the 'amount so expended, provided that such amount 'does not exceed the rate expended for relief of 'other poor persons in the parish, so relieving such 'poor person."

173. Section 3 of the Act of 1898 provides that if the poor person has resided continuously in the parish "for not 'less than one year before the date of application for 'relief (her deceased husband's residence, if necessary, 'being reckoned as part of her residence in the case of a 'widow), may, within ten days after intimation of such 'order, and of the right to appeal in this section mentioned, 'appeal to the Local Government Board, which Board 'shall, without delay, investigate the grounds of such 'appeal, and determine whether it is reasonable and 'proper that such poor person shall be so removed." The inspector is bound to intimate to the poor person the receipt of the order to remove him, and his right of appeal, and no order is to be carried out till the expiry of the ten days, or, if an appeal is taken, till it has been disposed of by the Board. If the Board think that, having regard to the circumstances of the case, the removal is reasonable and proper, they dismiss the case and the order is carried out. If they think the removal should not be carried out they determine accordingly, and may, if they think fit, fix the period during which their determination is to have effect. In such case the parish in which the poor person is, is bound to relieve him, and may recover from the parish to which he belongs the amount so expended, provided that such amount has been approved by the Board. I produce a form of appeal against removal.*

Mr. Ewan Macpherson.

6 May 1907.

Appeal to Local Government Board by pauper against removal to another parish.

174. The parish of settlement is not bound to remove the pauper from the parish where he is living, but the relieving parish may remove him if satisfactory provision is not made for his maintenance. The opinion has been expressed, however, that this power should not be exercised in an arbitrary manner, but "is limited to those cases 'in which the parish of settlement refuses or fails to give 'proper security for the weekly subsistence of the pauper 'allowed by the parish of settlement. . . . We further 'think that the Court in construing the power of removal 'given by the Statute to the parish of residence would 'not lose sight of the wishes of the pauper himself to 'continue in the parish of residence" (Rules, Instructions, etc., p. 202).† The Board also prescribe in their Instructions to Inspectors that:—

> "In all cases where a poor person is removable 'from one parish to another in Scotland, if the poor 'person himself is, or alleges that he or any member 'of his family is, from sickness or infirmity, incapable 'of being removed, the inspector shall not remove 'him without having previously obtained a medical 'certificate stating that such poor person and his 'family may be removed to the parish to which he 'belongs without prejudice to his or their health" (Rules, Instructions, etc., p. 10).†

(*b*) Removal to England and Ireland.

Removal of paupers to England and Ireland.

175. Section 77 of the Act of 1845 provides, "If any poor 'person born in England, Ireland, or the Isle of Man, 'and not having acquired a settlement in any parish or 'combination in Scotland, shall be in the course of receiving 'parochial relief in any parish or combination in Scotland, 'then and in such case it shall be lawful for the sheriff '(or any two justices of the peace) of the county in which such 'parish or any portion thereof is situate, ... to cause 'such poor person, his wife, and such of his children as may 'not have gained a settlement in Scotland, to be removed 'by sea or land, by and at the expense of the complaining 'parish, to England or Ireland or the Isle of Man respectively, 'according as such poor person shall belong to England, 'Ireland, or the Isle of Man. . . . Provided that nothing 'herein contained shall prevent any parochial board or 'their inspector from making arrangements for the due and 'proper removal of such poor persons either by land or 'water, provided the arrangements be made with the consent of such poor persons themselves."

176. This section was repealed with the exception of the words which I have quoted, and the ruling Statute now is the Poor Removal Act, 1862 (secs. 1 & 2), as modified by section 4 of the 1898 Act. An application for warrant of removal must be presented to the sheriff by the inspector of poor of the parish where the poor person becomes chargeable. The sheriff must see the pauper personally and must be satisfied that he is in such a state of health as not to suffer bodily or mental injury by the removal. The usual practice is for the inspector to bring a medical certificate to the sheriff along with the pauper, and the latter makes a deposition as to where he was born or last resided for three years in England or Ireland. This is generally accepted as sufficient, but the sheriff may, if not satisfied, call upon the inspector to produce further evidence. The warrant of removal must contain "the name 'and reputed age of every person ordered to be removed by 'virtue of the same, and the name of the place in . . . . 'England or Ireland (as the case may be) where the sheriff

* For form of appeal, *vide* Fourth Annual Report of Local Government Board for Scotland, 1898, App. A, No. 8.

† Rules, Instructions, and Recommendations to Parochial Authorities, issued by the Local Government Board for Scotland, 1897.

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6 May 1907.

Removal of paupers to England and Ireland.

'shall find such person to have been born or to have last 'resided for the space of three years." It must also contain a statement that an examination had been made into the state of health of the person ordered to be removed. The warrant is addressed to the applicant and to the guardians of the union to which the person is to be removed, and a copy is to be given to the head of the family about to be removed.

If the place of birth or residence cannot be ascertained from the evidence, the sheriff must order the pauper to be removed "to the port or union or parish, which shall 'in his judgment under the circumstances of the case be 'most expedient" (1862 Act, sec. 2). The warrant orders the removal of the person and his family to the place named therein, by the persons charged with the execution thereof. A copy of the warrant is to be sent by the person obtaining it, at least twelve hours before the removal to the clerk of the Board of Guardians of the union or parish to which the pauper is to be sent (1862 Act, sec. 3). The master of the workhouse of the union or parish is bound to receive the pauper under penalty of £10 (1862 Act, sec. 5). If the removing inspector does not convey the pauper to the place of ultimate destination, this may be done by the guardians, and they are entitled to be reimbursed by the removing parish (1862 Act, sec. 6). The Act contains also a provision against removing women and children as deck passengers in winter (1862 Act, sec. 7). Any person executing a removal order has the powers of a constable (1845 Act, sec. 78).

177. The Poor Law Act 1898 (sec. 4) provides that, "Where an English born or Irish born poor person has 'resided continuously in Scotland for not less than five 'years (of which not less than one year shall have been con-'tinuously in the parish in which he applies for parochial 'relief), and shall have maintained himself without having 'recourse to common begging, either by himself or his 'family, and without having received parochial relief, he 'shall, on thereafter becoming chargeable to any parish in 'Scotland, be irremovable from Scotland, and shall be main-'tained by the parish to which he has so become charge-'able. Provided that nothing in this section contained 'shall prevent such poor person from ceasing to be charge-'able to such parish, if, as it shall be competent for him 'to do, he shall have acquired a settlement by residence in 'any other parish in Scotland in pursuance of section 1 'of this Act."

Appeal to Local Government Board against removal of a pauper to England or Ireland.

178. Section 5 of the same Act gives a right of appeal against removal to the Board, to any such person who has not acquired a settlement by residence in Scotland, and to whom the preceding section does not apply, if he has resided continuously in the parish for a year before the date of the application for relief. The appeal must be lodged within fourteen days after intimation of the granting of the order. A similar right of appeal is given to the guardians of the union or parish. Intimation of the Order, and right of appeal, is sent to the poor persons, and the Order is not carried out till the fourteen days have expired or the appeal has been disposed of. In deciding whether the removal is right or proper the Board must have regard *inter alia* to—

(*a*) The length and character of the residence in Scotland.

(*b*) The causes why a settlement has not been acquired, or, if acquired, has not been retained; and

(*c*) Any circumstances tending to show that the exercise of the power of removal would unduly injure the interests of the poor person on account of the industrial employment of his children or otherwise. The decision of the Board is binding, and not subject to appeal. If they sustain the appeal the Board may determine after due inquiry which parish or parishes shall be liable for the expenses of the maintenance of the poor person, and if they think fit, in what proportion and for what period, "regard 'being had to the length and character of the poor 'person's residence in one or more of such parishes." I produce a Form of Appeal. There is not a corresponding right of appeal against removal to Scotland from England or Ireland.

No corresponding appeal against removal from England or Ireland to Scotland.

179. If a pauper who has been removed returns to the parish which has removed him and applies for relief, he is liable to be imprisoned for a period not exceeding two months (1845 Act, sec. 79).

Rules as to appeals against removal.

180. Rules as to appeals have been issued by the Board in virtue of power given them under section 6 of the 1898 Act. (I produce copy.*)

* For copy of rules as to appeals, *vide* Fourth Annual Report of Local Government Board for Scotland, 1898, App. A, No. 8.

181. It has been held that the above provisions apply only to a person born in England, Ireland or the Isle of Man, or to the wife or children of a person who is being removed there, and accordingly an Order for removal to England of a woman born in France who had a husband living in England with a settlement there is incompetent (*Alston*, 1903, 5 F. 922).

Removal of lunatic to England without his wife and children.

182. It is not incompetent to remove a lunatic to England, but there is no power to remove the wife and children of the lunatic there, as they are not identified with him as in the case of an ordinary lunatic, and accordingly an Order for their removal along with him was reduced (*Watson* v. *Butchart*, 1895, 32 S.L.R. 436).

(11) FINANCE.

(*a*) Funds applicable to the Relief of the Poor.

Poor Law Funds.

183. These are derived from three sources, viz.:—Voluntary contributions, such as mortifications, etc. (*i.e.* charitable trusts); assessments; and Government grants. There is also power to borrow money on the security of the assessment.

Law and practice as to church collections.

184. Before, however, dealing with these I would refer to what was originally the only source, viz., church collections. As has been pointed out, in the earliest of our Poor Law Statutes, reference is made to the "voluntarie 'and charitable contribution in everie paroche" for the relief of the poor (Act of 1649 c. 101). In the Privy Council Proclamation of 1693 it was provided that one-half of the collections at the parish church were to be handed over to the heritors for the relief of the poor. It is true that these old statutes gave power of assessment for supplementing this source of funds, but this power was hardly ever exercised till after the passing of the Poor Law Act of 1845. I have already referred to Dr. Chalmers' evidence on that point.

185. Section 54 of that Act provided that "In all parishes 'in which it has been agreed that an assessment should 'be levied for the relief of the poor, all moneys arising from 'the ordinary church collections shall, from and after the 'date on which such assessment shall have been imposed, 'belong to and be at the disposal of the kirk session of 'each parish: Provided always that nothing herein con-'tained shall be held to authorise the kirk session of any 'parish to apply the proceeds of such church collections 'to purposes other than those to which the same are now 'in whole or in part legally applicable, or to deprive the 'heritors of their right to examine the accounts of the 'kirk session, and to inquire into the manner in which 'the funds have been applied: Provided also that the 'session clerk or other officer to be appointed by the kirk 'session shall be bound to report annually, or oftener if 'required, to the Board of Supervision, as to the applica-'tion of the moneys arising from church collections, and 'if such session clerk or other officer shall refuse to make 'such report when required, he shall be liable to a penalty 'not exceeding five pounds." The meaning of this section is rather obscure, but it would appear to be that the half of the collections, which had formerly been appropriated for the support of the "legal" poor, *i.e.* the poor legally entitled to relief, may now be used by the kirk session for the same purposes as the other half. What these purposes were under the old law it cannot now be determined, but there is no doubt that after necessary church expenditure had been met they included contributions to the relief of the casual or general as distinguished from the "legal" poor. In *Petrie* v. *Meek*, 1859, 21 D. 614—the celebrated "able-bodied" case—Lord Justice Clerk Inglis said, "The 'Court must not be understood as suggesting any doubt 'as to the power of the kirk sessions to dispense the funds 'in their own hands according to rules and guided by 'considerations which are quite inapplicable to the proper 'parish funds and their administrators. The church 'collections may be employed by the kirk session so as to 'afford assistance to persons who are in no true sense 'proper objects of parochial relief, including able-bodied 'persons destitute from want of employment." (*See* also *Jack* v. *Isdale*, 1866, 4 M. 1, at page 4.) Accordingly these are no longer appropriated to the legal poor, and the Parish Council has no claim on them, but in practice they have been almost wholly diverted from the general poor. We find from the latest report of the Board that out of £51,024 collected for the year ending 15th May 1905, only £6147 were spent on relief of the poor. Whether this diversion of these collections from what was one of their original primary purposes is wholly legitimate I am not prepared to say. I may point out, however, that under section 54 any heritor would appear

Law and practice as to church collections.

to have the right to raise the question whether the funds are being properly applied. I understand that the kirk session always had considerable latitude in their application of the collections. There are expressions of opinion upon this point in the cases of *Kirk Session of Crieff* v. *Inspector of Poor of Crieff*, 1854, 16 D. 511, and *Hardie* v. *Kirk Session of Linlithgow*, 1855, 18 D. 37. It has been customary, apparently, both before and since 1845, to use these funds to defray the necessary church expenses, which are not otherwise provided for. As regards *quoad sacra* parishes (as to which see Par. 47, *supra*), sec. 9 of the New Parishes (Scotland) Act, 1844 (7 & 8 Vict. c. 44) expressly provides for the application of collections to any purpose in connection with church expenditure.

(i) *Mortifications.*

Mortifications for the benefit of the poor.

186. *Mortification* is the term applied to property or funds gifted for charitable or public purposes. Many of these gifts are of very ancient origin; in some cases the date is unknown, several date from the seventeenth century, and many from the early part of the eighteenth.

187. Section 52 of the Poor Law Act, 1845, provides:—

"Where any property whatsoever, whether heritable or moveable, or any revenues, shall at the time of the passing of this Act belong to or be vested in the heritors and kirk session of any parish, or the magistrates, or magistrates and town council of any burgh, or commissioners, trustees or other persons on behalf of the said heritors and kirk session, or magistrates, or magistrates and town council, under any Act of Parliament, or under any law of usage, or in virtue of gift, grant, bequest, or otherwise, for the use or benefit of the poor of such parish, or burgh, it shall, from and after a time to be fixed by the Board of Supervision, be lawful for the parochial board of each such parish, or of the combination in which such parish or burgh may be respectively, to receive and administer such property and revenues, and the right thereto shall be vested in such parochial board; and the said heritors and kirk session, magistrates, town council, commissioners, trustees, or other persons, are hereby authorised and required either to continue to hold all such property and revenues for the behalf of such parochial board, or to make, grant, subscribe, and deliver such dispositions, assignations, and conveyances of all such property and revenues as may be necessary to enable such parochial board to administer the same for behoof of the poor of such parish or combination."

It has been held that the Parish Council have right only to property left for the benefit of the "legal poor," and if it is clear from the terms of the grant that the gift was for behoof of the general poor, it does not fall to the Parish Council, under Section 52. (*Hardie* v. *Linlithgow Kirk Session*, 1855, 18 D. 37; *Liddle* v. *Bathgate Kirk Session*, 1854, 16 D. 1075.) Where the terms of the disposition do not show whether the trust was for legal or general poor, it is admissible to explain them by an inquiry into the origin of the fund, its investment, its administration and its distribution. (*Flockart* v. *Aberdour Kirk Session*, 1869, 8 M. 176; *Pencaitland Kirk Session* v. *Wood*, 1893, 21 R. 213.)

188. Section 53 of the Act provides that all sums which had been or might in the future be given, mortified, or bequeathed for the use of the poor and become vested in parochial boards (Parish Councils) "shall, if not specially directed to be otherwise invested, be without delay either lodged in a chartered bank or placed at interest on Government or heritable security, or in the stock of one or more of the chartered banks in Edinburgh."

(ii.) *Assessment.*

Power to raise poor funds by local rate.

189. Section 33 of the 1845 Act gave power to the parochial boards to resolve that the funds for poor relief should be raised by assessment. This assessment is commonly known as the poor rate. There are at present only four parishes which have not availed themselves of this power.

The Valuation Roll.

190. The Valuation Roll is the basis of the assessment. It is prepared annually by the valuation assessors appointed by the valuation authorities (county councils and town councils), subject to appeals to the valuation committee of the council and to the Lands Valuation Appeal Court. A copy of the Roll, or as much as is applicable to the parish, is sent by the county or town clerk to the Parish Council.

Mr. Ewan Macpherson.

6 May 1907.

The Assessment Roll.

191. It is the duty of the Parish Council to fix yearly the amount of assessment and make up a roll of the ratepayers and of the sums leviable from each (1845 Act, sec. 40). This is usually imposed about Martinmas and is for the year ending the following Whitsunday. The Assessment Roll is prepared from the Valuation Roll, subject to certain modifications which I shall deal with in considering the Incidence of Assessment.

Power to impose additional rates to meet deficiency.

192. The collector intimates to each person the sum to be levied from him and the time when it is payable.

193. If the assessment imposed for the year is insufficient, the Parish Council may meet and impose additional assessments (sec. 41).

Recovery of assessment by summary process, etc.

194. Assessments may be recovered summarily at the instance of the collector, and in the case of bankruptcy receive preference over all debts of a private nature. Triennial prescription does not apply to them (1845 Act, sec. 88. Taxes Management Act, 1880 (43 & 44 Vict. c. 19), sec. 97). (*Munro* v. *Graham*, 1857, 20 D. 72.)

(I.) Incidence of Assessment.

Incidence of the poor rate.

195. One-half of the assessment is raised from owners, and one-half from tenants or occupiers rateable according to annual value. It is imposed over the whole area of the parish (1845 Act, sec. 34. Poor Law (Scotland) (No. 2) Act, 1861, 24 & 25 Vict. c. 37).

Classification of occupiers for rating purposes.

196. Section 36 of the 1845 Act gives power to parochial boards, subject to the concurrence of the Board of Supervision, to distinguish lands and heritages into two or more classes according to the purposes for which they are used and occupied, and to fix the rate of assessment upon the tenant or occupant as might seem just and equitable. The main object of this was to adjust the burden of rates upon subjects of trade, such as shops, quarries, manufactories and farms, and grant proportionate relief to those classes of occupiers whose rents may be considered higher than usual in relation to income. Thus shops might be rated at one half and lands at one third or one fourth of the rate upon houses. But classification under this section was only adopted in 158 parishes and accordingly the Agricultural Rates Act, 1896, sec. 1, provided that occupants of agricultural subjects should be rated only upon three-eighths of the agricultural value. During the continuance of that Act (it is, of course, a temporary one, having been extended to March, 1910, by the Continuance Act of 1905) only these classifications remain in force which are certified by the Secretary for Scotland as treating the occupiers of land at least as favourably as they are treated under the Act. There are at present seventy-one such certified parishes.

Rates levied on net rental after deductions from gross rental.

197. Section 37 of the 1845 Act provides that rates are to be levied not on the gross rental appearing on the Valuation Roll, but only on a net rental after "deduction of the probable annual average cost of the repairs, insurance and other expenses, if any, necessary to maintain such lands and heritages in their actual state, and all rates, taxes and public charges payable in respect of the same." Each Parish Council fixes the amount of deductions to be allowed in its own area. For convenience it is usual to allow deductions according to a scale of percentages, but any ratepayer is entitled to deductions of the annual average cost of repairs, insurance, etc, to ascertain the subject in its actual lettable state, and also of the actual amount of rates, taxes, and public charges payable for the year. The deductions are limited to the owners' outlays, and property tax and feu duty do not form part of the deductions. (*Burghead Harbour Company* v. *George*, 1905, S.L.T., p. 685.) Where a uniform percentage of deductions is allowed in a parish where there are properties differing from each other in the cost of maintenance and amount of public burdens, or where no deductions are allowed, the proceeding is irregular and may be reduced in court.

(II). Exemptions from Assessment.

Power of Parish Councils to exempt poor persons from payment of rates.

198. Generally speaking, the owners and occupiers of subjects entered in the Valuation Roll must be assessed for local rates in respect of the same; there are, however, certain exceptions. Parish Councils have power to exempt from payment of the assessment or any part thereof as they may think fit "any persons or class of persons on the ground of inability to pay" (1845 Act, sec. 42). Appeals for relief being made, each individual case or class of cases must be determined on its merits. Amount of rent is no test of inability to pay poor rates, and a resolution to exempt therefrom all tenants under £4 per

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annum was held incompetent. (*Douglas* v. *Dickie*, P.L.M. 1867–8, 365; *Walkinshaw* v. *Adams*, 1850, 13 D. 198.)

Subjects exempt from rates.

199. Parish ministers are exempt in respect of their manse and glebe, but not in respect of their stipends (1845 Act, sec. 49). (*Forbes* v. *Gibson*, 1850, 13 D. 341.) Among other subjects exempt is Government property —including barracks, volunteer storehouses, post-offices, police stations and prisons. It is, however, the practice for the Treasury to pay an annual contribution in lieu of and equivalent to the local rates. "Churches, chapels, 'meeting-houses and premises exclusively appropriated to 'public religious purposes" and "ground exclusively 'appropriated as burial ground" are also exempt, even though the building or part thereof may be used for Sunday or infant schools (*Rating Exemption Act*, 1874 (37 & 38 *Vict. c.* 20)).

Scientific societies "instituted for the purposes of 'science, literature, or the fine arts," are exempt from all local rates, provided they are supported wholly or in part by annual voluntary contributions, and that they do not, and by their laws may not, make a division of money among their members, and that they obtain a certificate of exemption from the Lord Advocate (Scientific Societies Act, 1843 (6 & 7 Vict. c. 36)). Sunday and ragged schools may be exempted from the occupier's share of the rates, in the option of the assessing body (Sunday and Ragged Schools Act, 1869, 32 & 33 Vict. c. 40, sec. 1). Lighthouses are exempt in terms of the Merchant Shipping Act, 1894 (57 & 58 Vict. c. 60, sec. 731). Mines and quarries which have not been worked during some part of the year to which the assessment applies, are exempt (Lands Valuation (Scotland) Act, 1854, 17 & 18 Vict. c. 91, sec. 42). There are also special provisions applicable to the rating or partial rating of telegraphs and telephones.

200. Where a subject is exempt under statute, and no distinction is made in the Act between owner and occupier, the exemption applies to both even though the owner may be receiving a rent for the subject. (*M'Isaac* v. *Mackenzie*, 1869, 7 M. 598.)

Unoccupied property.

201. Where property is unoccupied no occupancy rate can be levied, but the owner is lable in respect of ownership rates, the only exception being unlet mines and quarries, which, as stated above, are wholly exempt.

(iii.) *Government Grants.*

Local taxation contributions to poor funds:—

Medical relief.

202. By the Local Government (Scotland) Act, 1889 (sec. 22 (4)) payments are to be made to Parish Councils to the amount of £20,000 "as a contribution towards the cost of 'poor law medical relief and trained sick nursing in poor-'houses, in like manner and according to the like scale and 'regulation as nearly as may be in the financial year ending 'the 31st day of March 1889." I may remark in passing that the stereotype fixed by the last paragraph has caused endless difficulties, and goes far to discount the value of the grant. There is a further contribution of £90,500 (increase in 1892 to £115,500) "to the cost of maintenance 'of pauper lunatics" chargeable to Parish Councils (1889 Act, sec. 22 (5). Education and Local Taxation Account (Scotland) Act, 1892, 55 & 56 Vict. c. 51, sec. 2). The last cited Act also provides for the annual payment of £50,000 to Parish Councils in relief of rates.

Pauper lunacy.

Relief of rates.

203. The medical relief and lunacy grants are paid by the Secretary for Scotland upon the certificate of the Board under the stereotyped regulations framed by the Board with his approval. The grant in relief of rates is distributed by the Secretary for Scotland on the basis of population and valuation, being apportioned half and half. It is usually applied in relief of poor rate, but may be used by the Parish Council in the relief of any rate.

Agricultural rates.

204. Finally, there is the agricultural rates grant, which provides an equivalent for the relief granted to agricultural occupiers, who by the same Act were relieved to the extent of five-eighths of their rates (*Agricultural Rates, etc., Relief (Scotland) Act*, 1896. *Agricultural Rates, etc., Continuance Act*, 1905, 5 Ed. VII. c. 8).

205. I have already referred to the annual contributions made by the Treasury on account of property occupied by the Government and consequently exempt from rates.

Borrowing powers for Poor Law purposes:—

(iv) *Borrowing Powers.*

Loans to meet temporary deficiency of income.

206. Section 89 of the 1845 Act provides that in order to meet a temporary deficiency in annual income a parish council may borrow money "on the security of such 'part of the assessment as is still due and unreceived, but 'not to an amount greater than one-half of such part of 'such assessment; and when any money has been so 'borrowed as aforesaid, on the security of assessments, it 'shall not be competent to borrow on the security of any 'future assessment until the money borrowed as aforesaid 'shall have been paid off."

Borrowing powers for Poor Law purposes:—

Loans for erection, etc. of poorhouses.

207. The only other borrowing power under the 1845 Act (sec. 62) is for "the purpose of erecting new poorhouses, or 'enlarging, altering, or repairing any existing poorhouse," in which case money may be borrowed on the security of the poor assessment. In this case the amount of the sum borrowed is limited to three times the amount of the poor assessment raised during the year immediately preceding that in which the money is borrowed, and it must be repaid in annual instalments of not less than one-thirtieth, exclusive of interest. Where a loan has been raised no further sum can be borrowed till it has been paid off (Poor Law Act, 1856, sec. 3).

Limits of borrowing powers and provisions as to repayment of loans.

208. In parishes or combinations having a population exceeding 100,000, further debt may be incurred on a certificate from the Board that the Parish Council has made provision for charging the poor assessment with the proper proportion of any former sum borrowed (*Poor Law Loans and Relief Act*, 1886 (49 & 50 Vict. c. 51), secs. 1–3). There is a further provision (1894 Act, sec. 38) limiting the total debt (for all Parish Council purposes) to one-fifth of the Poor Law assessable rental, and no further loan other than Bank Overdrafts under section 89 of the 1845 Act can be raised without the consent of the Board.

209. Parish Councils may borrow "for the administration, 'maintenance, erection, or extension of" buildings for the treatment of pauper lunatics, this debt being also repaid by annual instalments of not less than one-thirtieth of the sum originally borrowed, exclusive of interest (Lunacy (Scotland) Act, 1866 (29 & 30 Vict. c. 51), sec. 27). This would apply chiefly to lunatic wards of poorhouses where Parish Councils may be authorised to receive and detain lunatics.

(*b*) Expenditure of Funds.

Expenses chargeable to poor funds.

210. The primary purpose for which the funds are to be expended is in the relief of such poor as are legally entitled to it, either by way of outdoor aliment or by defraying the expense of their maintenance in poorhouses, etc. Outdoor aliment is allotted and fixed by the week, and is paid in advance, either weekly, fortnightly, or monthly, as the case may be. A Parish Council is also bound to provide medical attendance and medicines for the poor, and may provide a trained nurse (1845 Act, secs. 66 and 69). They are also entitled "for the benefit of the poor" to "contribute annually or otherwise such sums of money as 'to them may seem reasonable and expedient . . . . to any 'public infirmary, dispensary, or lying-in hospital, or to 'any lunatic asylum, or asylum for the deaf and dumb" (1845 Act, sec. 67). In order to justify a subscription it must be shown that paupers are benefited by the institution. Administrative charges, being the cost of the inspector's, clerk's, and collector's department, are of course a proper charge on the funds. The inspector has no claim to additional emoluments unless in special circumstances and in cases not falling within the ordinary scope of his duty. He is bound to visit and inspect personally all the poor persons chargeable to the parish and residing within five miles of any part thereof at least twice in the year, or oftener if required by the Parish Council or the Board, without making a charge for travelling expenses (1845 Act, sec. 55). But he is entitled to charge when called upon to travel for obtaining information as to causes of disputed settlement. A parish councillor may not charge for travelling expenses incurred in attending meetings within the parish, but when a councillor is bound to travel outside the parish on duty which is not necessarily involved in his acceptance of the office of parish councillor, his outlay for reasonable travelling expenses may be allowed, provided the service or duty is necessary for efficient administration (Rules, etc., pp. 145 and 168). This would include visiting a poorhouse outside the parish, or visiting lunatics and boarded-out children (Rules, etc., p. 139). The expenditure must not be excessive, and the Board have recently issued a circular giving their opinion that two or three councillors would suffice for this purpose, and that any additional expenditure would not be allowed. It is also held that the reasonable expenses of attending a conference for the purpose of obtaining assistance in the discharge of the duties of councillors was legitimate. Election expenses are defrayed in the first instance by the town or county council, and are refunded so far as accruing to the parish election by the Parish Council out of the poor rate.

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xpenditure t of poor nds on non-oor Law urposes.

211. There are certain statutory payments not directly connected with poor relief which are, however, met out of the poor rate, such as maintenance and management of old churchyards which have been transferred to the Parish Council under section 30 (6) of the Local Government (Scotland) Act, 1894; collection of school and special parish rates; and expenses under the Vaccination Act, 1863, the Industrial Schools Act, 1866, and the Infant Life Protection Act, 1897.

(c) Illegal Payments.

ayments hich have een declared be illegal.

212. Any payments out of the poor rate for purposes not expressly authorised by or implied from the statutes are illegal and may be surcharged in the manner described hereafter.

213. It would be impossible to describe in detail all the payments which have been declared to be illegal, but I may mention briefly some of the more important ones. Entertainments, and the indiscriminate granting of extra aliment to the poor, on New Year's Day or other holidays, being "expenditure in excess of necessary maintenance," are illegal. Refreshments at meetings of parish councillors, travelling expenses other than those referred to above as legitimate, payments to members for goods supplied or work done—the last-named in accordance with the Common Law rule that a trustee must not derive benefit from the trust—are equally illegal. Subscriptions to institutions which do not benefit the paupers of the parish, donations to the widow of an official of the council, these and many other payments which are not authorised by the statutes have from time to time been declared to be *ultra vires* of the Parish Council.

(d) Method of Payment.

igning of heques.

214. All cheques for payment of money must be signed by two members of the council and countersigned by the clerk (1894 Act, sec. 53).

(e) Audit.

rovision for udit of arish Council accounts.

215. The provisions for the audit of Parish Council accounts are contained in sections 68–70 of the Local Government (Scotland) Act, 1889, as incorporated subject to certain conditions by section 36 of the Local Government (Scotland) Act, 1894.

216. The Board are the central audit authority. They appoint and remove auditors to audit the accounts of each council and prescribe a table of fees for their remuneration (1894 Act, sec. 36 (1), (3)). They prescribe the form in which the accounts are to be made up and balanced and rules as to the time and place of audit. They decide all questions raised by an *interim* report of an auditor, determine as to the legality of the payments reported on, and disallow and surcharge such as are illegal, or if they are of opinion that "although a disallowance or 'surcharge might be lawfully made, the subject matter 'thereof was incurred under such circumstances as to make 'it fair and equitable that the disallowance or surcharge 'should not be made, they may abstain from making the 'same" (1889 Act, secs. 70 (5) and (6)). Intimation of the proposed surcharge is made to the persons affected, who have an opportunity of defending themselves. The persons surcharged are those "making" the illegal payment, and this has been interpreted as meaning those who signed the cheque by which such illegal payment was made, and in the case of cash payments the clerk, inspector, treasurer, or other persons responsible for making them. This interpretation has been upheld by the Court in *Auditor of Lanark* v. *Lambie*, 1905, 7 F. 1049. Every sum so surcharged must be paid within fourteen days, and if it is not paid it is the auditor's duty to recover it at the expense of the Parish Council (1889 Act, sec. 70 (7)).

217. There are various provisions as to the transmission of the accounts, etc., to the auditor; deposit of abstract of accounts for inspection by ratepayers; power of auditors to require production of all books, etc.; lodging of objections by ratepayers; and the completion of the audit followed by the publication of the abstract of accounts (1894 Act, sec. 36 (4); 1889 Act, sec. 70 (2), (3); sec. 70 (4); sec. 70 (8).

218. The Board have divided the country into about 100 audit districts, and there are at present over ninety parish auditors.

(12) MISCELLANEOUS.

(a) Inspectors of Poor.

Appointment of inspector of poor, etc.

219. Parish Councils are bound to appoint a fit and qualified person to be inspector of poor, and to fix the amount of salary to be given him, and report his name and address and the amount of salary to the Board (1845 Act, sec. 32). It is not competent to appoint two inspectors, unless the parish is divided into districts, with one for each, but sub-inspectors may be appointed (*Board of Supervision* v. *Glasgow*, 1850, 12 D. 627).

Tenure of inspectors of poor.

220. It is provided that if any inspector of the poor shall fail or neglect to refuse to perform the duties of his office, or shall, in the opinion of the Board of Supervision, be unfit or incompetent to discharge the duties of his office, then it shall and may be lawful for the said Board of Supervision, by a Minute or Order, to suspend or dismiss such inspector (1845 Act, sec. 56); and the parochial board of the parish or combination for which such person is inspector shall forthwith proceed to appoint another person to perform the duties of inspector of the poor in the room of the inspector so suspended or dismissed. It has been held that the Parish Council have no such power of dismissal (*Board of Supervision* v. *Doll*, 1855, 17 D. 827; *Seaton* v. *Arbroath*, 1896, 23 R. 763). This, however, does not apply to sub-inspectors, who may be dismissed by the Parish Council at any time on reasonable notice (*Macpherson* v. *Adamson*, 1858, P.L.M. 29).

Salary of inspector of poor.

221. The Parish Council fix the salary of the inspector with the approval of the Board, and it has not been definitely decided whether in all cases they are unable to reduce it, but it was held in the case of *Board of Supervision* v. *Old Monkland*, 1880, 7 R. 469, they were not entitled in the circumstances of that case to reduce the salary in opposition to the directions of the Board, and it is probable that this case would be followed wherever a reduction is proposed in opposition to the instruction of the Board. There is no statutory authority by which the inspector can be given a superannuation or retiring allowance.

Duties of inspector of poor.

222. The duties of inspectors are clearly defined by section 55, which provides that—

"55. The inspector of the poor in each parish or 'division of a parish for which he may be appointed 'shall have the custody of and be responsible for all 'books, writings, accounts, and other documents 'whatsoever relating to the management or relief 'of the poor in such parish or division of a parish, and 'it shall be the duty of the said inspector to inquire 'into and make himself acquainted with the particular 'circumstances of the case of each individual poor 'person receiving relief from the poor funds, and to 'keep a register of all such persons and of the sums 'paid to them, and of all persons who have applied 'for and been refused relief, and the grounds of refusal, 'and to visit and inspect personally, at least twice in 'the year, or oftener if required by the parochial 'board or Board of Supervision, at their places of 'residence, all the poor persons belonging to the 'parish or division of the parish in the receipt of 'parochial relief, provided that such poor persons be 'resident within five miles of any part of such parish 'or division of a parish, and to report to the parochial 'board and to the Board of Supervision upon all 'matters connected with the management of the poor, 'in conformity with the instructions which he may 'receive from the said Boards respectively, and to 'perform such other duties as the said Boards may 'direct: Provided always, that in populous and extensive parishes or divisions of parishes the duties 'of inspecting and visiting the poor may be performed 'by assistant inspectors or other competent persons, 'to be appointed and paid by the parochial board 'for these duties, and for whose conduct and accuracy 'the inspector of the poor shall be responsible to the 'Board of Supervision."

Appointment of assistant inspectors in populous and extensive parishes.

Procedure as to applications for relief.

Inspectors are bound to deal with all applications for relief, even if the applicant has not a settlement in the parish; they must, if he is otherwise legally entitled to relief, furnish him with sufficient means of subsistence till the next meeting of the Parish Council (sec. 70). Thereafter the pauper must have this interim relief continued till his parish of settlement is ascertained, and his claim upon such parish admitted or otherwise determined, or until he is removed. The inspector must give an answer to an application for relief within twenty-four hours, but if he affords interim relief he may delay the final answer for any period necessary to

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prosecute inquiries. The pauper is bound to supply all information required for the purpose of ascertaining his settlement. It is further the duty of the inspector to send written notice of the chargeability of a pauper to the parish of settlement (sec. 71). As to the form of notice required, see Rules, etc., pp. 10 and 32–5.* The Board also issue instructions to inspectors as to the discharge of their duties, and prescribes the method of keeping the books, etc (Rules, etc., pp. 1–26).*

Inspector of poor may pursue and defend actions in court.

223. An inspector may pursue and defend actions on behalf of his Parish Council, and pending actions are transferred to his successor (1845 Act, secs. 57–8).

Inspector of poor as collector of rates.

224. It is competent to appoint an inspector collector, in which case he will discharge the duties of collecting and recovering the assessments (1845 Act, sec. 38). A collector, as such, may be dismissed by the Parish Council (*Shaw* v. *Beattie*, 1862, 24 D. 609; *Turnbull* v. *Kilmarnock*, 1897, P.L.M. 317).

(*b*) Arbitrations by Board.

Local Government Board as arbiters in certain cases of disputed settlement and movement in favour of extending Board's powers thereasto.

225. Section 2 of the Poor Law (Scotland) Act, 1898, provides that—

"In any case where the Parish Councils of two 'or more parishes in Scotland have differed as to 'the settlement of a poor person, but are agreed as to 'the facts on which such settlement depends, it shall 'be lawful for such Parish Councils to refer the case 'for determination by the Local Government Board, 'whose determination shall be final." This power has been largely taken advantage of. The Board has conducted 151 statutory arbitrations since the Act came into force—an average of about twenty-two a year. I find that in 1905 there were twenty-six decided in terms of this section, while there were ten other cases in which the Board consented to act, though they did not fall under the section. The Board do not make any award of expenses in these arbitrations. Indeed, the expenses must be infinitesimal, as there is never a hearing of parties, the case being decided on their written pleadings. There has recently been a movement started to have all settlement cases compulsorily referred to the Board, whether the parties are agreed upon the facts or not. A circular was sent by the Parish Council of Cathcart to all the other Parish Councils in Scotland, and with very few exceptions they were in favour of the proposal. An application was made to the Board asking that they should further legislation for carrying this into effect, and a favourable answer was given by them.

226. I should like in conclusion to refer to certain cases of administrative difficulties which have from time to time been brought under the notice of the Board, to meet which they consider that some amendment of the existing law is very desirable. I understand that all of the points will be developed by subsequent witnesses, and accordingly I do not propose to do more than simply indicate them.

Need for power to modify Medical Relief Grant rules.

227. The Board have for some time past felt themselves severely handicapped in dealing with questions affecting medical relief (especially poorhouse nursing) by the fact that the rules of the Medical Relief Grant have been stereotyped by the Local Government Act of 1889. It is by means of the Grant the Board are able to bring about necessary administrative reforms, and unless its regulations be reasonably flexible, their power in dealing with parish councils and house committees is greatly restricted. The Board wish a general power to frame and adjust these rules from time to time. The fact that while the boundaries and assessable areas of many parishes have been changed, the minimum expenditure qualifying for a share in the grant has necessarily remained the same, has caused great anomalies.

Need for power to remove certain cases to the poorhouse.

228. Cases occur very frequently in every parish in which aged and bedridden paupers ought in their own interest to be removed to the poorhouse in order that they may be properly cared for. Unfortunately, in the minds of many of these old people there exists an unconquerable prejudice against the poorhouse, and they cannot be persuaded to leave their homes, however unfitted for habitation these may be. It is usually difficult, if not impossible, to get nurses to attend such cases, and the expense is great. The Board wish parish councils to be empowered to apply to the sheriff for a warrant to remove such persons to the poorhouse—in every case proof would be led as to the expediency of removal.

229. There is a vagrant and erratic class of poorhouse inmates in the larger towns known as "ins-and-outs." It is desired to apply reformatory treatment to this class with a view to making them decent industrial members of society. At present they frustrate all efforts at discipline by simply demanding their dismissal from the poorhouse whenever they feel the life to be the least bit irksome. In order to enable such inmates to be treated according to any system likely to reform them, there should be legislative power to detain them for periods of from six months to a year under a warrant of the sheriff. A warrant could be granted in a case in which an inmate had been in and out of the poorhouse, say, six times in one year. A Bill has on more than one occasion (1901 and 1903) been introduced to effect this object.

Need for power to detain ins-and-outs.

Proposed adoption by Parish Councils of children of dissolute parents.

230. Scottish parish councils wish to have power to appropriate the children of dissolute and drunken parents and to train them to be decent citizens. It is felt that at present the children of such persons form the class from which pauperism is largely recruited. Under the Poor Law Act, 1899, 62 and 63 Vict. c. 37, English boards of guardians have this power which is now asked for Scotland.

Lunacy should be a county charge.

231. It is felt that the parish is too small an area for the cost of pauper lunatics, and that local administration is in no way rendered more economical by the fact that the rate has to be raised locally. In some parishes the cost of the pauper lunatics almost swamps local administration. If the rate were spread over a greater area, say a county, this grievance would be greatly lessened, if not removed.

Need for higher type of inspector of poor and proposed diploma as a condition of appointment.

232. The Board would be glad to see it generally recognised that a certain standard of education and professional knowledge is necessary on the part of inspectors of poor. In many parishes, the inspector is ill-educated and incapable of dealing efficiently with the legal questions brought under his notice. This might be remedied if the diploma of, say, a general Inspector's Society were a necessary condition of receiving the appointment of inspector of poor.

Need for security of tenure for certain Poor Law officials.

233. Governors of poorhouses, medical officers of parishes, and clerks of parish councils should be removable from office only by the Local Government Board, as inspectors of poor and medical officers of poorhouses at present are. This is necessary to secure that these officials shall act independently of local interests and prejudices.

Proposed transfer of vaccination duties to sanitary authorities.

234. The administration of the Vaccination Act, being a public health measure, should be transferred from parish councils to the local authorities. The present position is a relic of the time when the parish was the unit of public health administration.

Bequests "for behoof of the poor" and proposal to extend their benefits to the non-legal poor.

235. Power should be given to parish councils to use bequests administered by them "for behoof of the poor" for others than the "legal" poor, *i.e.* those legally entitled to relief out of the poor rate, to assist those who are on the verge of becoming chargeable from crossing the verge.

236. In no less than 134 parishes money thus bequeathed has simply been slumped into the parish funds for the ordinary aliment of the poor and used *pro tanto* to relieve the rates. The result of this is that the intention of the benefactor to benefit the poor who originally might but for his charity not have been adequately supported is now defeated, and the only persons who benefit—and that to an infinitesimal extent—are the ratepayers, because the poor would be none the less relieved out of the rates if there were no such fund in existence.

237. It has been held that all such bequests—at anyrate those prior to 1845—can be used only for the legal poor (*Pencaitland Kirk Session*, 1893, 21 R. 214).

238. There is more doubt as to bequests "for behoof of the poor" subsequent to 1845, and the Board have expressed the view that these may, and indeed ought to, be used for the benefit of others than the legal poor, founding upon *dicta* of the judges in the case of *White* v. *Kinglassie Kirk Session*, 1867, 5 M. 869. The point, however, has never been directly determined by the court, and it is known that in thirty-two parishes such bequests have been applied to the general purposes of the poor rate.

239. It is perhaps right to add that the distinction between the *ante* and *post* 1845 bequests lies in the fact that prior to 1845 the heritors and kirk-session were the custodians of the legal poor, and that—there being no assessments—funds such as these were an important part of the revenue used in the ordinary aliment of the poor, and were meant as such by the donors. It was therefore natural that these funds should be committed to the charge of the successors of the heritors and kirk-session, and perhaps not unnatural that they should be slumped with the other funds now raised by assessment, though, as I have already

* Rules, Instructions, and Recommendations to Parochial Authorities, issued by the Local Government Board for Scotland, 1897.

pointed out, this was not the intention of the donors. In the case of *post* 1845 bequests, on the other hand, the case is *a fortiori* for holding that such funds should never be intermingled with the poor funds and used for the same purpose, for the donors knew that there were already funds available for relieving the legal poor, and it is perfectly obvious that they did not intend their bequest to be used for the same purpose.*

Return of parish trusts in Scotland.

240. I would only add that we have recently obtained a very valuable return of all parish trusts in Scotland, and that it has been issued as a Parliamentary Blue-book.

53069. (*Chairman.*) I do not propose to examine you other than on the points where the Scottish Poor Law differs from the English Poor Law, or where, from your experience, you have various suggestions to make. Taking your paper in the order in which you present it, I understand that the origin of the Central Authority was the Act of 1845?—Yes. There was practically no Central Authority prior to then. We have in the old Scottish Acts references to a Central Authority, but practically, I think, it did not do any work.

The Central Authority.

53070. The Act of 1845 was modified in 1856, and since then the Local Government Act of 1894 has put the Central Authority of the Poor Law in quite a different position?—Yes.

53071. Therefore, dealing now with the Central Authority as constituted by the Act of 1894, in many ways the powers of the Board resemble those of the Poor Law Board in England; but you have no power to issue Orders similar to that which is exercised by the English and the Irish Local Government Boards?—No, we have no such power.

No power to issue General Poor Law Orders.

53072. Are the Regulations, Rules, and Minutes which you issue purely advisory?—In most cases advisory. I perhaps ought to modify my statement that we have no power to issue Orders. Under section 7 of the Poor Law (Scotland) Act, 1898, we have power to make regulations for the execution of that Act with respect to arbitrations and appeals against removal. We have a certain control over inspectors of poor, and we can issue to them general Orders as to how they are to carry out their duties; and, of course, there are certain rules which were made, in connection with medical relief in particular, which were stereotyped by the Act to which I refer later, and they were in the nature of Orders; they have the force of Statute, but, as a general rule, it is merely in the nature of recommendations to Parish Councils that we issue them.

53073. Then I understand there is a certain class of subject on which you can issue Orders?—Yes; but it is not what I take to be the formal Order issued by the English Local Government Board. We can issue Orders, in the popular sense of the word, to inspectors telling them what to do, but not formal Orders, except for the very limited purposes indicated above.

53074. The fact is that your power of issuing Orders is really limited by the powers of the Statute?—That is so.

Power to combine parishes for Poor Law purposes.

53075. You apparently have the power of combining parishes for Poor Law purposes, and of dissolving such combinations. Can you do that on your own authority?—No; the Board can only exercise this power of combination on a resolution being passed by the Parish Councils affected. They may take the initiative so far as to suggest to Parish Councils that there is good reason for combining, but they cannot carry it out without a resolution of the Parish Councils.

53076. Have they to get the assent of the Parish Council before they can dissolve a combination?—Yes. I find there, too, that the Parish Council must take the initiative.

Complaints by paupers of inadequate relief.

53077. They consider complaints of inadequate relief. Has the power of complaint from the individual pauper always been part of the Scottish Law, do you know?—Only since 1845. That is the first trace of it.

53078. It was in the Act?—It was in the Act of 1845, Sections 74 and 75.

Appeals by paupers against refusal of relief.

53079. You revert to it later on; but the persons have the right of complaint if the relief they receive is in their judgment inadequate. And there is a further power, is there not, to appeal if relief is refused?—Yes; in that case they have to appeal to the Sheriff.

Board's power over contumacious Parish Councils.

53080. Following up the question of issuing Regulations, have you any power of punishing or compelling a Parish Council to comply with your Orders or Regulations?—We can only do so by bringing an action against them and taking them into Court on the ground that they are obstructing the execution of the Poor Law.

* See note to Q. 53344.

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53081. Have you any power of dissolving a Parish Council, so far as the Poor Law is concerned?—No power of that kind whatever.

Adjudication by Board upon cases of disputed settlement.

53082. In paragraph 13 you say you have the power to determine—is it not rather to adjudicate upon—cases of disputed settlement?—Yes, that is perhaps more correct. Our decision is final upon that.

53083. That is a power which is not unfrequently exercised?—Very frequently, indeed.

Early Poor Law authorities.

53084. Coming back to the history of the Local Authorities: originally, I see, they were magistrates?—Yes, they were originally magistrates, and justices in rural parishes.

53085. Then they were the Kirk Sessions?—Yes.

53086. And, later on, heritors and landowners were associated with these Kirk Sessions?—That is so.

Meaning of "heritor."

53087. Would you just explain what a heritor is?—I think you may shortly define him as a landowner.

53088. He is a limited landowner, is he?—Any owner of heritage, I should say, of land.

53089. The words are "heritors or landowners."—I should have said "that is, landowners."

53090. (*Mr Patten-MacDougall.*) It is those liable to ecclesiastical assessments?—Yes.

Meaning of "landward" parish.

53091. (*Chairman.*) What is a landward parish?—A landward parish is one no part of which is within a Royal or Parliamentary Burgh. It is rural.

Parochial Boards.

53092. Then the Act of 1845 converted the Poor Law authority into a Parochial Board, and the mode of election was through plural voting?—Yes.

Voluntary assessments and contributions for Poor Law purposes.

53093. Then there was a system which seems peculiar to Scotland, that the assessment of parishes for Poor Law purposes was apparently to some extent voluntary?—That is so. In fact, though the old Statutes said that an assessment was to be imposed, it was imposed in very few parishes indeed prior to 1845. It was almost wholly voluntary.

53094. Were the funds which were necessary subscribed by charity or voluntary contributions?—To a great extent they were church collections. There were voluntary subscriptions in addition.

53095. You say that in 1894 there were still thirty-four unassessed parishes, and there are now four?—Yes.

53096. Those four parishes, I suppose, are very small?—Yes.

53097. But they would carry out any Orders that the Local Government Board might make upon them for the purpose of the Poor Law, by voluntary subscriptions or church collections?—That is so. I believe that the pauperism in them is so very small that the heritors—the landowners—practically bear the whole expense of it.

Number of members on Parochial Boards and Parish Councils.

53098. Under this old system, some of the Parochial Boards attained an enormous size?—Yes.

53099. I assume they represented something like what was known in England as an open vestry?—I am afraid I am not acquainted with that.

53100. In the Bill of 1894 you limited the size of the Parish Councils so that the members of any Parish Council must not be fewer than five, and not more than thirty-one?—That is so.

53101. The parishes with very few exceptions are not very populous? I suppose the largest parish is Glasgow?—Glasgow is the largest.

53102. Is the number of Parish Councillors limited to thirty-one there?—It is. I should say we have had representations from Glasgow occasionally that they wished to increase the number, but I do not think we should view it with very great favour at present; we do not see any reason why the business should not be carried out by the thirty-one. I might say that details are given by Mr Maxwell of our office, and by Mr Murray also, of the number of parishes; they are very interesting statistics which they give.

Division of parishes into electoral wards.

53103. Perhaps it would be convenient now to ask how do you divide the parishes? Would you divide a very populous parish into different districts or wards?—The dividing into wards for the purposes of election is done by the County Council.

53104. And they, therefore, having got by Statute a

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limitation upon the number that can be returned to the Board, I assume adjust their division of the parish accordingly?—Yes.

53105. (*Mr Patten-MacDougall.*) It is done by the County Councils in counties, and by the Town Councils in burghs?—Yes.

53106. (*Chairman.*) Is there a similar limitation as regards the number of town councillors, do you know?—There is a statutory limitation, but it is not the same as that applicable to Parish Councils.

Qualification for parish electors.

53107. The qualification to be an elector for Poor Law purposes is practically the same as for Parliament?—With certain additions.

Overlapping of county and parish areas.

53108. Do parishes in Scotland in many cases overlap the county area?—There are only five. The Boundary Commissioners tried to adjust the boundaries as far as possible so as to prevent it.

Powers of Secretary for Scotland to alter parish boundaries.

53109. The Local Government Board have no power of detaching a certain portion of a parish that is outside the county area and allocating it to another county for the purposes of the Poor Law?—No, we have no such power. I ought to say that the Secretary of Scotland (I refer to this in paragraph 54) has powers for uniting several parishes or annexing one to another.

53110. To follow that up, this power of the Secretary of Scotland, I suppose, is a power independent of the Poor Law; or is it exercised only in connection with the Poor Law?—It is for all purposes whatever, with one or two exceptions: he has no power to alter the boundary for parliamentary and ecclesiastical purposes, but has for all other purposes, whether county council, justice, sheriff, militia, parochial board, parish council, school board or public health local authority.

53111. Can the Secretary of Scotland issue this order whether the Parish Councils agree or not?—Yes; he can do so on the representation of a town or county council, but must consult the authorities interested, and if so desired hold a local enquiry.

53112. So that really the Secretary of State has a power quite independent of the Local Government Board to alter boundaries, and the alteration of boundaries would affect the area of Poor Law administration?—Yes.

Frequency of meetings of relief committees.

53113. Passing on to the period of meeting, in certain large town parishes it is the practice of the relief committees to meet weekly, and in Glasgow they meet as often as five days in the week?—I believe that is so.

Functions of inspector of poor and poorhouse governor, etc.

53114. The inspector of the poor corresponds in some sense to the officer known in England as a relieving officer, but he has authority, I understand, also over the poorhouse as well as over out-relief?—No, I think yon can hardly say that. He has the authority to the extent that of course he sends the pauper there to begin with, after the pauper has been medically examined and pronounced a fit object of relief, and the council have decided what form the relief is to take. The inspector would be the hand that sent him there, and also it would be the duty of the inspector, if he was satisfied that certain inmates of the poorhouse were no longer fit objects of relief, to report upon that; but he has no authority apart from that.

53115. He would have no authority with regard to the management of the poorhouse?—None whatever.

53116. Very often the post of clerk is combined with that of inspector?—That is so.

53117. The clerk, I assume, would have authority over the poorhouse?—No, the governor of the poorhouse is directly responsible to the poorhouse committee of management.

53118. In the small poorhouses in the rural districts, is there always a governor?—Yes.

53119. In practice does the inspector of poor, when he combines with that office the office of clerk, exercise what you may call general control over the whole administration of the Poor Law in the small parishes?—No; I think you could hardly go as far as that. Subject to the Parish Council, he would have the general administration of the outdoor relief given over to him, but he would have nothing to do with the poorhouse.

53120. And, as far as you interpret the acts of Parliament, it was not the intention that he should have?—I think not.

Civil and ecclesiastical parishes.

53121. Coming to the area of administration, it is and always has been the parish, and in a subsequent paragraph you define the different kinds of parishes. There is an ecclesiastical parish, the *quoad sacra*, and the civil. Does that exhaust the definition of parishes?—Yes; but I ought perhaps to explain that the *quoad sacra* parishes are merely a branch of the ecclesiastical; they are a new creation.

53122. They are a slice off them?—Yes, for ecclesiastical purposes.

53123. The Poor Law Act, 1845, contains no definition of "parish," and the areas were taken as they stood at the passing of the Act—that is to say, in some the area was ecclesiastical or *quoad sacra* and in other cases it was civil?—I think that the *quoad sacra* parishes are mostly subsequent to the New Parishes (Scotland) Act, 1844; I would not like to say off-hand that is so, but my impression is that, before 1845, the boundaries, ecclesiastical and civil, were as a general rule co-extensive.

Extent of use of power to combine parishes.

53124. Passing on, you allude to the power of combination. The power of combination has apparently only been exercised in four cases?—That is so, the four I mention. I should say that that power, I think we may say, has been superseded by the general power given by the 1889 Act, to the Secretary of Scotland.

53125. So that this would not in any way describe the full extent to which the power of combination had been exercised?—In no way.

Exclusion of able-bodied from right to relief.

53126. Coming on to relief, I notice that the earliest acts practically excluded the able-bodied from relief?—Yes, all through our legislation they are excluded.

53127. Therefore I may say that practically from the beginning to the end of the Poor Law legislation in Scotland the intention was to exclude able-bodied persons?—That is so.

53128. And that principle, so far as phraseology is concerned, has never varied?—No.

Licensed begging.

53129. A person was only allowed to beg in his own parish, and severe punishments were inflicted upon those who tried to beg, or obtain relief, in parishes outside their own?—Yes.

Receipts from gambling.

53130. Then I notice that (whether to encourage or prohibit gambling, I do not know) all money over 100 marks that was won in any one day was appropriated to the support of the poor?—That is so.

53131. Is there any record of its having been enforced?—Nothing is said about when a man lost more than 100 marks.

Opposition to compulsory poor rate.

53132. Coming on to assessment, in the early stages of the Poor Law, assessment was rarely enforced?—Very rarely indeed, I think.

53133. There seems to have been, in Scotland, a strong feeling of opposition to having a compulsory Poor Rate?—Yes, there was a strong opposition.

Dr Chalmers' system of relief.

53134. And Dr Chalmers was rather the exponent of the idea that it should exist on charity?—Yes, he carried out his system very successfully in his own parish; for a very small sum he used to manage the poor of his own parish—£200 or £300 a year, I think.

Exclusion of able-bodied from right to relief and distinction between ordinary and occasional poor.

53135. In paragraph 72 you point out that there was a continuation by the legislature of the refusal to recognise the right of the able-bodied to relief?—Yes.

53136. You go into the origin of the distinction between the poor who were known as ordinary poor, and those who are denominated as occasional poor?—Yes, we call now the ordinary poor the legal poor—that is, those who are legally entitled to relief.

53137. And the practice seems to have arisen, possibly in consequence of the rigid exclusion of all able-bodied to draw a distinction between those who were entitled to relief, and those who were not entitled to relief, but whose conditions seemed hard?—I think so, and I think that the way that it was intended they should be provided for was different; they were to be left solely to the charity of the church from collections.

History of early Poor Laws contained in report of Committee of General Assembly, 1839.

53138. Where did you get the passage in inverted commas which follows paragraph 72?—That is from the report by the Committee of the General Assembly in 1839, printed as a supplement to the report of the Poor Law Commission of 1843. I think, if I may say so, that probably that report represents in a very short and readable space, in a better way than I can find it anywhere else, the whole history of our old Poor Law and of the theory and principle of it.

53139. I see it is stated there that "the principle upon 'which the amount of allowances to paupers is fixed is, that, 'except in very rare instances of total and absolute destitution,

Scottish principle of out-relief a supplement of earnings.

'the aliment to be provided by the parish is not to be such 'as would render the pauper independent of all other 'resources; that, in the general cases, poor persons are not 'so entirely destitute as not to be capable of procuring 'a part of their sustenance by their own labour, or by the 'assistance of relatives, or the benevolence of neighbours and 'others; and that it is only what may be necessary for their 'support, in addition to these separate means, that the parish 'ought to supply." Therefore it seems to me that the practice prevailed of giving what is called only partial relief?—Yes, I think I may say that is a very common practice still, that in fact, much of the outdoor relief that is given is not sufficient in itself to keep body and soul together, but it is supplemented in some way.

53140. And the assumption is that that increase might be obtained by work?—Sometimes by a very small degree of work, when they are able to do a little light work; also sometimes they may have relatives who can, and are willing to, help them to a little extent, but who are not able to maintain them wholly.

Comparison of poor relief expenditure in England and Scotland in 1840.

53141. In paragraph 73 you draw a comparison between England and Scotland, and you show that the rate per head on the population in England in 1840 was 5s. 10½d., and in Scotland 1s. 3d. That represents the total amount raised both by collections and assessment for Poor Law purposes in Scotland?—For Poor Law purposes; but I point out, as Sir George Nicholls suggests, that the discrepancy is probably due to the fact that the deficiency of relief granted in Scotland is supplemented by the aid of private charity, and by begging.

Scottish Poor Law system essentially one of out-relief.

53142. Passing on to the Commission of 1843, which was the foundation of the modern Poor Law in Scotland, I see that the Commission state that the Scottish system is essentially one of outdoor relief?—Yes.

53143. But that the Commission came to the conclusion that there was no call for any change in the existing law upon that question?—Yes.

53144. Was Sir George Nicholls on that Commission, or was it a Scottish Commission?—It was a Scottish Commission, but Sir George Nicholls wrote a history of the Scottish Poor Law which is a very interesting work.

53145. May I ask, did Sir George Nicholls agree with that decision?—I am not sure.

Persons entitled to relief before and after 1845.

53146. Now we come to the persons who are entitled to relief. The term occasional poor, to which we have alluded, appears in the report of the Commission of 1843?—Yes.

53147. And the Act of 1845 contains no general definition of the expression "poor"?—No. I think it just leaves it where it was before 1845.

53148. And practically the relief under the Act of 1845 was carried on to those who before were in receipt of it?—Exactly the same.

53149. Whatever change there may apparently have been made in the phraseology, or in the law, the practice continued much the same?—Just the same on that point as to the persons relieved.

Persons entitled to relief, and exclusion of able-bodied therefrom.

53150. Then there were various decisions as to who were eligible for relief, and in 1881, Lord Neaves laid down that "Impotent means impotent, so that they cannot 'maintain themselves, and friendless means that there are 'no other persons able or willing to support them." Has that definition been generally accepted in Scotland?—Yes, I think so. I think it describes it quite well at the moment. That definition was specially referable to the poorhouse clause in the Poor Law Act. You observe "the aged and other friendless impotent poor" are referred to.

53151. You would contend that those words were confined to that class?—No, I think it includes all the poor who are legally entitled to relief.

53152. Because it does seem to open the door to the able-bodied to come in; if they were so impotent as to be unable to maintain themselves; or do you think that impotent there refers to physical condition?—I think impotent really means not able-bodied.

53153. So that this, in your judgment, does not affect the general law as regards the able-bodied not being entitled to relief?—No, I think not at all.

53154. Then we pass on to a number of decisions which you quote, all of which seem to support and maintain the theory that the able-bodied were not entitled to relief?—Yes.

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53155. And the idea was extended so that relief should not be given to the children of an able-bodied man?—Yes, that was the latest decision.

Practical interpretation of term "able-bodied."

53156. In 1878 the Board of Supervision, which was then the Central Poor Law authority, issued a circular, which to some extent modified the practice as regards able-bodied?—Yes; or rather, perhaps, it gave the existing practice sanction. I think it set the sanction of the Central Authority on what I may call the rational interpretation of the able-bodied principle, that it must not be carried to absolute extremities in all cases.

Impossibility of literally carrying out law as to able-bodied.

53157. But, looking at it from a strictly legal point of view, may it not be said that that circular was rather an evasion of the law?—I think that at once we must admit that it is impossible to carry out the able-bodied law in accordance with the strict letter of it, that there are occasions when we must evade it.

53158. And that, you would say, is generally accepted?—Yes, I think so, it must be admitted.

"Able-bodied" as applied to women and children.

53159. The letter of the law applies to able-bodied women in the same way as to able-bodied men, if they have no children?—Yes, if they have no children.

53160. Coming to children, you say in paragraph 98 there was a decision which laid down that a boy above the age of pupillarity, who is fairly embarked in trade, is in the position of an able-bodied man, but if the labour was casual, as in that case, it would not disqualify his mother from receiving relief?—Yes, that the question of when a boy ceased to be a boy, and became an able-bodied man, was really one of circumstances, according as he was earning a living wage, or not.

53161. And that casual employment did not put him in the category of an able-bodied man, so far as regards the terms of the Poor Law of Scotland?—No.

Poorhouses, their original purpose and subsequent use as a test of destitution.

53162. Outdoor relief being the customary relief given, the poorhouse was the test which was applied as to the *bona fides* of the application?—That was not the origin of the poorhouse. Its origin was for the purpose of giving relief to people who were absolutely friendless, and in a very bad state of health, and in such a condition that they could not profitably be given any help out of doors; the poorhouse was, I think, in its primary origin, intended for them, and that class alone—that is to say, those who are incapacitated by youth, or old age, or disease from contributing in any way to their own support. Afterwards it came to be used in the interests of good administration as a test, as well as for its first use.

Effect on pauperism in parishes having no means of employing "poorhouse test."

53163. Has every Poor Law authority in Scotland access to, or control over, a poorhouse, so that it can send anybody there which it chooses?—All, with a few exceptions. Mr Murray gives the figures. I think there are 47 parish councils which have not access to a poorhouse.

53164. Have there been, as far as you know, any legal difficulties in those cases from inability to apply the test?—Not in many cases. Occasionally we find a parish which has not access to a poorhouse, and we find cases where it might have been judiciously used as a test, but they are not very many.

53165. As far as you know, the absence of the test has not affected materially the numbers or the class of those who are in receipt of out-door relief?—I think not; but I think that in all the parishes which have not got the use of a poorhouse, the number of paupers is so small that they do not form quite a fair test on that point. We always urge them, if they can get the use of a poorhouse, to take it.

Power of Board as to complaints of inadequate relief.

53166. I should like to ask a few more questions with regard to one of the distinguishing features of the Scottish Poor Law as compared with the English Poor Law, namely, the power of appeal. Any person, apparently, who considers the relief granted to him to be inadequate can appeal, and on that, I understand, the Local Government Board can determine what is the amount of relief which in their judgment the individual ought to have?—They have not power in so many words to determine it. What they can do is, if in their judgment the nature or the amount of the relief given is inadequate, they can put, in the first instance, pressure upon the Parish Councils to act in accordance with their judgment; but, as a last resort, they have no power to control the Parish Council; they can issue to the poor person appealing a Minute in respect of which the applicant can go to Court, and sue the Parish Council, and he has facilities given. I may say, in point of fact, the moral pressure which we put upon Parish Councils is almost invariably successful. I believe that in the last ten years there has only been issued one of these Minutes, giving the pauper power to go

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into Court. In point of fact, they almost invariably carry out our recommendations.

Practice as to complaints in connection with indoor relief.

53167. I understand this power of appeal would allow a pauper to appeal on the ground that the offer of indoor relief was not a proper one?—Yes, that he was entitled to outdoor relief.

53168. Going a little further, supposing he got indoor relief, could a pauper then appeal to the Local Government Board on the ground that the relief he got in-doors was not adequate?—There is nothing in the wording of the statute to prevent his doing so, but in practice he never does appeal in that form. What he would do would be to write to the Board, or to speak to one of the general superintendents who was visiting the poorhouse, and complain that he was not being well fed, or was being harshly treated, and we should at once send down and inquire into the circumstances.

53169. (*Mr. Patten-MacDougall.*) Such complaints are not infrequent?—Not infrequent at all. I may say that the poorhouse authorities almost invariably comply with our suggestions on the point.

Enforcement by pauper of right to adequate relief.

53170. (*Chairman.*) No action as to the amount of relief granted, you say, will lie unless the Board has declared that there is a just cause for action?—No; that is to say, that a pauper cannot, on his own initiative, sue the Parish Council. Before he is entitled to sue he must come to us.

Acquiescence by Parish Councils in Board's decisions as to inadequate relief.

53171. There have been a number of cases, have there not, where the Board have partially, if not entirely, taken the view of the pauper as against the parish authority?—Very many; it constantly happens.

53172. In that case an action would lie?—If we took such a very firm view, as opposed to the Parish Council, that we thought it was a case for an action, but in ninety-nine cases out of a hundred, I may say, when we indicate our view to the Parish Council, they give in.

53173. The reason why it has not been necessary in your experience to issue many such Minutes is because in a number of cases the parishes have practically given way?—Yes; I may say that unless we took a very strong view on the matter we should leave it to the discretion of the Parish Council, and would not interfere.

Frequency of complaints of inadequate relief

53174. Is this power of appeal largely availed of?—In 1906 there were 113 cases. I see that Mr Murray says that, since the Poor Law Act of 1845, there have been no fewer than 21,798 appeals. Last year there were 113.

53175. Should you say that it is a privilege that is much appreciated?—Very much indeed, I think. I think that the mere fact that it exists in very many cases prevents its having to be exercised.

53176. (*Mr. Patten-MacDougall.*) It also applies in the cases where the amount of out-door relief is not satisfactory to an applicant?—That is so.

53177. Supposing half-a-crown were given, and the applicant appealed and said: This is not adequate, I want 5s.?—Yes.

53178. (*Mr Gardiner.*) Those appeals are included in the 113 cases?—Yes.

Administrative effect of appeal against inadequate relief.

53179. (*Chairman.*) This, perhaps, goes a little into the administrative power of the Poor Law; but I assume that one cannot judge of the effect of this power of appeal simply by the number of appeals?—I think certainly not. I think that the knowledge that there is the right has a very great influence upon Parish Councils in their administration of parish relief.

Appeal to Sheriff against refusal of relief.

53180. With regard to the appeal to the Sheriff, is that always based on a previous appeal to the Board?—No, the principle of the appeal to the Sheriff is different. The appeal to the Board can only be lodged where there has been an offer of some form of relief, either indoor or outdoor, but the appeal to the Sheriff is made when relief is refused altogether.

53181. That the applicant for relief can make without the sanction of the Local Government Board?—Yes.

Frequency of appeals to Sheriff.

53182. Are there many cases of that kind?—I understand there are a great number of cases of that kind. I am again trespassing on Mr Murray's evidence; but I should say that any figures that one can give as to that are really not very fair, because the Sheriff Court records do not show all the number of cases that come, and also the number of appeals varies greatly according to the character of the Sheriff. There are certain Sheriffs I know of who have a character for invariably giving relief whatever the merits of the case are, and within their jurisdiction the number of appeals is considerable.

Procedure following upon Sheriff's decision that pauper is entitled to relief.

53183. What follows after that? If the Sheriff decides a person is entitled to relief, I assume he does not prescribe the exact amount he is to receive?—No, that is a curious feature of the system; all the Sheriff decides is that he is entitled to some form of relief; the amount and character of the relief must be determined by the Parish Council; and if the pauper is dissatisfied, he can then come to us under the inadequate relief section.

53184. Have you any or many cases where a person obtained relief first from the Sheriff's Court and then was dissatisfied with the relief so obtained and appealed to you?—I have never seen one which has come directly under my notice, but it might quite possibly come up before us merely in the ordinary form of a petition, without our knowing that the case had gone first to the Sheriff.

Board without power to compel a parish to erect a poorhouse.

53185. Passing on to indoor-relief: although it is lawful for the Parish Council in any parish of over 5,000 population to put up a poorhouse, is there any power in the Local Government Board to compel such poorhouse to be put up?—No, we have no power to compel them to put it up.

Number of parishes having no poorhouse rights.

53186. Is there any large number of parishes in which there is no poorhouse?—I find that out of the total parishes in Scotland there are 807 which have either a poorhouse of their own or the right to board in a poorhouse, and 67 which are without the power, and they are mostly with a very small population.

Approval by Board of poorhouse plans.

53187. The plans have to be submitted?—Yes.

Distance from poorhouse as affecting adequacy of an offer of indoor relief.

53188. In connection with in-door relief, I see that an offer of relief in a distant poorhouse has been held to constitute inadequate relief?—Yes, if it were very distant from the poorhouse. I see, in one of the cases I quote, removal to a poorhouse 25 miles away did not give a cause for complaining of inadequate relief.

Constitution of General Board of Lunacy.

53189. As regards medical relief I will not ask you any questions, because there will be another witness on that point. With regard to pauper lunatics, they are under the Lunacy Board. Will you just describe what the Lunacy Board in Scotland is: what is their constitution?—They consist of a Chairman and two other unpaid lay commissioners, and of two salaried medical commissioners. There are also two medical deputy commissioners and a secretary.

Lunacy expenditure and its unequal pressure.

53190. How is the charge for pauper lunatics defrayed?—It has to be paid by the parish of settlement of the pauper lunatic.

53191. We can get this all, no doubt, from the medical evidence, but is the maintenance of the lunatics part of the poor-rate?—Yes; and I might say in passing it is a very heavy charge indeed upon some of the poorer parishes. There is a great deal of pressure put upon us to try and get the area of administration for lunacy purposes extended.

Liability of relatives for maintenance.

53192. Now we will pass on to the liability of relatives. In paragraph 132 you describe those liable as "his parents 'or other persons who may be legally bound to maintain 'him." Is the definition of "other persons" included in the subsequent paragraphs?—Yes; in paragraphs 133 and 134 it is shown.

Bequests for the poor, and proposal to extend their benefits to the non-legal poor.

53193. Now we come to finance: a "mortification" is really a fund given for charitable purposes, is it not?—Yes, charitable bequests.

53194. I suppose a good many bequests have been left to the Parish Councils, which are applicable for the benefit of the legal poor?—A large number. We have recently had a return of them. There is a blue-book just published, giving the Parish Council bequests.

53195. There has been, I suppose, a recent inquiry into that?—Yes, a Parliamentary return was ordered of all the charitable bequests, whether held by Parish Councils, kirk sessions and other religious bodies, or town councils.

Bequests applied in relief of rates.

53196. Has there been, any notable litigation concerning them of recent years?—Not of recent years. I think I call attention, in paragraphs 235 to 239 of my statement, to what is a most important aspect of these bequests, as to whether they may be expended solely for the legal poor, or whether the Parish Council will have power to use them for those who used to be known as occasional poor, and there seems to us to be an opening for a good deal of inquiry upon that point. In most instances all these bequests have simply been slumped with all the funds of the Parish Council received out of the rates, and it seems to us

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that is hardly in accordance with the intention of the original bequests.*

53197. Then the administration and application of these charitable endowments is not at all a burning question in Scotland just now?—We are inclined to think it is rather, that there may be a good deal to be said.

53198. On that particular point you have just referred to?—On the point I have referred to in particular, and also we think that there is a good deal of maladministration to this effect, that in some of our parishes which have the largest endowments of this kind, there is the highest poor-rate. We think that much more might be done to help the poor out of these trusts, if the two bodies worked hand in hand together.

53199. The point which apparently is important is whether these endowments, which are left to the poor, are to be confined to a narrower section, namely, the legal poor?—Yes.

53200. Have there been any decisions on this point?—There have been decisions to the effect that any bequest made for the behoof of the poor, prior to 1845, was to be used by the Parish Council for the legal poor, and the legal poor alone. I refer to a decision as late as 1893, in paragraph 237, but it is very much open to doubt whether any bequests which have been left since 1845 for the behoof of the poor, are left, and intended to be used by the Parish Council, for the legal poor; we think the post-1845 bequests ought not to be so used.

53201. Passing on to assessments, there are a good many exemptions from assessment in Scotland?—Yes.

53202. What has been the tendency of modern legislation in Scotland: has it been to increase these exemptions or rather to diminish them?—I think rather to diminish them, and restrict, as far as possible, the tendency to exempt. As far as I can see, the latest Acts which have conferred exemption are the 1874 Act, which exempts churches, chapels, and meeting-houses, and the Education (Scotland) Act 1897, exempting voluntary schools.

53203. Are the payments that are made to Parish Councils which you mention in paragraph 202, out of a fund which the Imperial Government contributes?—Yes, they are Imperial grants.

53204. What are they called?—The lunacy and medical relief grants, and the grant in relief of rates.

53205. I suppose that is part of the Local Government Act of 1889?—Yes.

53206. The medical relief grant is what is called a stereotyped grant?—Yes.

53207. Now we come to illegal payments. In your experience have there been many payments where the auditors have refused to pass the accounts and surcharged?—A good many. We have, I should say, roughly, about twenty cases every year, of what are called interim reports by the auditors. It is we who surcharge, not the auditors; they simply report to us.

53208. Have there been many cases of surcharge?—Three or four each year, as a rule. I think we are very apt to say, when there is some excuse for the expenditure, that while the payment is illegal, we shall not surcharge; but there are certainly three or four cases every year.

53209. Looked at simply from a legal point of view, do you think you want more powers to check expenditure, which is a little, perhaps, outside the scope of the Parish Council, or are you satisfied with the powers you have got?—On the whole I am satisfied with the power, but I would almost rather we had not got it. I would rather it should be left to Government auditors to surcharge on the whole. That is my personal view of it. I think the fact that we are obliged to surcharge, for possibly some trivial reason, is apt sometimes to bring us into conflict with the Parish Council, in a way which we might avoid.

53210. (*Mr Patten-MacDougall.*) In Scotland the surcharge is by the Local Government Board and not by the auditor?—Yes, and that fact may cause a little bad blood occasionally between us and a Parish Council.

53211. (*Chairman.*) I presume you do not act except more or less upon the opinion of the auditor?—When the auditor is of opinion that anything is illegal he reports to us, and then we consider whether it is or not.

53212. (*Mr Gardiner.*) Is the auditor a Local Government Board officer?—We appoint him, but he is paid by the Parish Council.

* See note to Q. 53344.

53213. Does he devote his whole time to the duties of his office, or is he a private accountant?—A private accountant; this is a very small part of his duties.

53214. He is engaged in his ordinary profession?—Yes.

53215. (*Mr Patten-MacDougall.*) And in Scotland, differing from England and Ireland, we get no grant?—No.

Power of Board to abstain from surcharge.

53216. (*Mr Nunn.*) If the auditor considers a surcharge should be made and the Local Government Board considers it a trifling case, the Local Government Board is not bound to surcharge?—No, the words of the statute are that if, where we consider it illegal, the subject matter was incurred under such circumstances as make it fair and equitable that a surcharge should not be made, we need not make it; and so I think our rule is, that unless the Parish Council has had fair warning of the illegality, and persists in making the expenditure in spite of the warning, we do not surcharge.

Friction caused by trivial surcharges.

53217. Do you mean there is danger of your suffering from making a trifling surcharge?—It occurred to me rather at that moment as a possible thing, that one would like to remove any source of friction if possible. Some of the bigger Parish Councils and the more independent ones have at times been very angry with us in consequence of a surcharge.

Pauperisation by medical relief.

53218. (*Chairman.*) Does the granting of medical relief in Scotland pauperise the recipients?—Yes, any sort of relief makes them paupers. Of course there is the exemption which applies to Scotland as well as as to England, by the Medical Relief Disqualification Removal Act, except in the case of a Parish Councillor.

53219. I was thinking of a pauper. If a person comes up for medical relief and receives it, is he made a pauper?—Yes.

53220. (*Mr Patten-MacDougall.*) That involves that he must be entered on the roll of paupers?—Yes.

53221. If the relief amounts to this, that he goes into the poorhouse, then he does not get the benefit of the Removal of Disqualifications Act?—No, it is only in the case of his getting medical and surgical assistance, etc.

Application of Medical Relief Disqualification Removal Act to Scotland.

53222. (*Mr Bentham.*) Does having received medical relief disqualify a Parish Councillor from acting?—It disqualifies him from being a Parish Councillor, but it does not disqualify him from the other purposes that are mentioned in the Medical Relief Act. I should say that the Medical Relief Disqualification Act is rather vaguely worded. It says that it shall not disqualify for being registered as a Parliamentary voter, or voter at a municipal election, but it does not apply this exemption to the election of a Guardian of the Poor or a member of a Parochial Board in Scotland, or any other person acting in the distribution of relief to the poor from the poor-rate.

53223. That is the same as in England, is it not?—Yes.

Power of Board to dismiss inspectors of poor.

53224. (*Chairman.*) The Local Government Board in Scotland have power of removing inspectors whose discharge of duties, in their judgment, is not satisfactory?—Yes, and they alone; the Parish Council may not.

53225. The Parish Council cannot themselves dismiss except with the sanction of the Local Government Board?—That is so.

Need of power to modify rules as to medical relief.

53226. Now I pass to your recommendations. Your first recommendation is that you would wish to have legally more power of effective medical relief, but your hands are a good deal tied by the fact that the rules have been stereotyped under the Local Government Board Act of 1889?—That is so. We have no power in any way to modify those rules.

53227. Is this a source of general complaint by medical officers?—I think it is, because we should like to expand in a good many ways. For instance, we have no power now to give any help towards the payment of out-door nursing, which is an important part of the medical relief system. We are frequently being asked whether we could not help in that way; and then the imposition of the minimum rate for qualifying for a share in the grant is no longer up to date at all. We have constantly tried in the House of Commons to remove this stereotype, but with no success hitherto.

53228. (*Mr Patten-MacDougall.*) The matter has been before Parliament now for fifteen years, I believe?—Yes.

Need of power to remove and detain certain classes of paupers.

53229. (*Chairman.*) You suggest that the Parish Council should have power to remove to the workhouse people who are living in houses unfit for habitation, and who are

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incapable of looking after themselves?—Yes, we think it would be very valuable, if it could be safeguarded with an appeal to a judicial officer.

53230. With regard to the ins-and-outs, you would like to have powers of detention?—Yes.

53231. For a period, you say, of six months or a year?—Yes, we should like to have that; but failing as much as that, even if we could go as far as they do in England under the Pauper Inmates Discharge Act of 1871.

53232. That is seven days, I believe?—Yes, and the Poor Law Act of 1899, I think, increased the period to seven days; we think that even that would be a deterrent to ins-and-outs.

Powers of adoption of children by Parish Councils, and need of their extension.

53233. Then you want to have more power of taking charge of children of drunken or dissolute parents. At what time of the child's life does the power of adoption end in Scotland?—It is only as long as the child is a pupil that you can compulsorily detain it; that is to say, twelve in the case of a girl, and fourteen in the case of a boy.

53234. Is there no power now of detaining them further?—No.

53235. (*Mr Patten-MacDougall.*) As a matter of fact they are boarded-out for a much longer period than that; sometimes until work is got for them by the Parish Councils who are boarding them out?—Of course if they choose to exercise their option of leaving, they can.

53236. (*Chairman.*) You are speaking from a strictly legal point of view?—Yes.

53237. The periods are only twelve and fourteen?—Yes.

53237A. (*Mr Patten-Macdougall.*) The recent Act has given the Guardians power to protect a child up to the age of eighteen?—That is the 1899 Act.

53238. That does not apply to Scotland?—It does not; we should very much like to see it applied.

Question as to qualification and examination for inspectors of poor.

53239. (*Chairman.*) Would you have a sort of statutory qualification as regards inspectors?—I am inclined to think myself, although we put that forward as a recommendation, that it is probably more a matter for the inspectors themselves to move in. I think it would improve the class if they had to pass an examination, but, taking them all over, I do not think we can find much fault with the inspectors.

53240. They are appointed by the Parish Council?—Yes.

53241. Subject to the consent of the Local Government Board?—Subject to our power of dismissal.

Offices disqualifying for post of inspector of poor.

53242. Have the Local Government Board ever objected to a person?—There are certain classes of persons who, we say, ought not to be appointed, and among others are, I think, procurators-fiscal, law agents, and one or two other professions, and public-house keepers.

Need for security of tenure for certain Poor Law officials.

53243. You would like to prevent a certain class of officer being removable, except with the consent of the Local Government Board?—Yes, the medical officer in particular. We think they have great cause to complain, very often.

Question as to detention of unmarried mothers.

53244. Perhaps this is more administrative than legal. Have you much trouble in Scotland with women or girls who are constantly having illegitimate children; because you do not suggest you should have any power of detention with regard to them?—From time to time complaints are made that these are very often people who are being relieved, or given out-door relief; we always recommend that in those cases they should only be given in-door relief.

53245. You make no serious proposition that they should, under certain conditions, be kept in the house?—I think we feel there is no occasion for it if Parish Councils simply insist upon offering them nothing but in-door relief. I am afraid I rather misunderstood you, but I see the point now—the trouble is that they go out of the poorhouse and come back with illegitimate children. We have not suggested that power of detention should be given, but we have had complaints several times.

Board's Rules, etc., as to relief, and power of enforcing them.

53246. (*Mr Patten-MacDougall.*) The Board have issued, I think, a number of Rules and Regulations which are really a code of administration under which the Parish Councils proceed in giving relief?—That is so.

53247. And these are, I think, the Rules and Regulations which are referred to by the witnesses who will represent the Parish Councils in Scotland?—Yes.

53248. They consider them as the rules by which the Local Government Board thinks that Poor Law administration ought to be conducted?—Yes.

53249. If a Parish Council should not do what is in accordance with those rules, there is power, I think, is there not, under the Act of 1845—a special clause, which gives the Local Government Board power to take them into court?—They have power to take them into court if they are obstructing the execution of the Act.

53250. I think the words are, if they should "refuse or 'neglect to do what is therein or otherwise by law required 'of them"?—Yes.

53251. Has that power been put in practice, so far as you are aware, to any extent?—Not very often, but I fancy that occasionally the threat of putting into operation the power has acted without the necessity for doing so; there have been cases.

53252. It is, in your opinion, a useful power?—Most useful.

Question as need of power to issue Poor Law Orders.

53253. It gives the Board a power to operate summarily against a Parish Council which, in its view, either refuses or neglects to do what is appropriate to Poor Law administration?—Yes. I may say that personally I prefer having that general power to having statutory power to issue Orders such as the English Board possesses.

53254. You consider that a more useful provision?—I think so.

53255. Although I think at one time it was the view of the Board that Orders such as the English Local Government Board have power to issue would meet their purposes better, I think they have rather changed their view?—I think that was before they saw the Orders of the English Board.

Appeals may be lodged against either the amount or the form of relief offered.

53256. As far as the administration of out-door relief is concerned, I think the petition against inadequate relief at the instance of a pauper applicant deals not only with the giving of in-door relief when he thinks that out-door relief is more suitable to his case and he is entitled to it, but also deals with the question of the amount of out-door relief?—Yes.

Appeals against inadequate relief may be lodged by deputy.

53257. And that appeal at the instance of the applicant is an appeal which may also be taken by others, may it not?—It may. It may be taken on behalf of dependants by the mother of the dependent children.

53258. On the other hand, may the inspector of the poor not also take exception to the amount of relief given, if he, the inspector of the poor, thinks that the Parish Council or the Relief Committee has dealt with a case in a way which he thinks is not appropriate to the case?—Yes.

53259. I do not know, but I think there have been recent instances; but it is within the power of the inspector of poor, is it not?—Yes.

53260. Or also, I think, is it not at the instance of a single Parish Councillor if he has been dissatisfied? The Board would not decline to entertain a petition by either of these parties, would it?—No, I suppose it would not decline to entertain a petition on behalf of the poor person—I think certainly not. They would get him to sign a petition in that case, and they would put him in the way of making the application.

Details of Board's procedure as to complaints of inadequate relief.

53261. When a petition of inadequate relief is received by the Board, what is the practice of the Board in regard to inquiry?—An inquiry is made. In the first instance, the form is sent which gives all particulars—the circumstances of the applicant, the number of his family, the state of his health, and the amount of means that he gets, either by his own exertions, or from his friends or relatives. The Board sends down the petition to the inspector of the parish of residence to make his remarks upon it, and say what, in his opinion, are the merits of the case. After receiving them, the Board, in a great many instances, may satisfy themselves, simply upon the inspector's remarks, that the petition is a sound one.

53262. The inspectors being, in the first place, the inspector of the parish of chargeability—that is, the parish in which the pauper is chargeable—and then the inspector of the parish in which he is at present resident?—Yes, if it happens that they are two distinct parishes. After hearing their remarks, it may well be that the Board will see enough in them to say that the parish ought to give a little more allowance, or that they ought to offer out-door instead of in-door relief. But if they think there is no good ground for the petition, in an extreme case they would dismiss it offhand. I think I may say that, as a rule, before dismissing a petition, unless it is on the face of it absolutely unnecessary, we should have an inquiry made

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by one of our general superintendents, who would go down, visit the pauper, hear his story, and visit the inspector and perhaps the chairman of the Parish Council. We should not decide upon it without very full inquiry of that kind.

53263. And the Board would proceed on the report?—Yes, they would.

53264. And that happens in a good many cases?—It happens in a number of cases.

53265. That would also be the process, would it not, in cases, of which there are a great many, where relief is, in the first instance, given by the parish of residence; I mean, the parish of residence would give relief, and then I think the law is it would intimate such giving of relief to the parish of chargeability when it discovers it?—The parish of residence, I think you may put it in the first place, would give it.

53266. And frequently, I think, questions of removal arise there, namely, as to whether the pauper should not be removed to the poorhouse of the parish of chargeability?—Yes. The parish of residence has the right to remove the pauper to the parish of chargeability unless the parish of chargeability agrees to support him properly in the parish of residence. Then the pauper in a similar form may appeal to us against being removed.

53267. I think I am right in saying there is a difference between Scotland and England, in that in Scotland there is a great deal of non-resident relief—I mean of relief given in parishes in which the pauper is resident for the time being, which relief is charged against the parish of settlement?—There is a great deal of that.

53268. I think there is a code of rules, is there not, applicable to poorhouses in Scotland?—There is. A section of the Poor Law Act says that there are to be rules drawn up for poorhouses which are to be subject to the approval of the Board. The present code is rather an old and antiquated one, and there was a proposal by the Departmental Committee, of which you were a member, to revise those rules.

53269. I think these rules, when they were first made, were rules on similar lines to the rules which were made both in Ireland and in England after the Poor Law legislation of the '40's; was that not so?—I believe it was; I have heard so.

53270. And the Scottish rules have alone subsisted until now; but, as you say, they are very antiquated, and it is desired that we shall have legislation for the purpose of revising them. That, I think, is the desire of all Poor Law administrators in Scotland?—That is so, I understand.

53271. I think the Commission would like an explanation of the reciprocal medical relief duties of medical officers in various districts in Scotland. It is the case, is it not, that in every parish which is in receipt of the medical relief grant, and in respect of that gets a certain amount towards the cost of medical relief, the medical officer of the parish is bound to attend to all the paupers of every other parish gratis; is that not so?—That is so.

53272. (*Mrs Webb.*) Are you referring now to the cases of boarded-out children?—No; I am referring simply to people living in a parish other than the parish of settlement.

53273. Nor is it the case of an aged or lunatic person being boarded out?—In ninety-nine cases out of a hundred it would not be that; simply these people I am referring to happen to be living in that parish and to be relieved. I think I ought to say that the view we have taken, and which I believe is accepted generally, is that anything in the way of ordinary medical attendance, the parish of residence must give without charging it upon the parish of chargeability; but where they have to give any very special nursing or anything of that kind they may charge, as, for instance, in a very particular case of a bad operation.

53274. (*Mr Patten MacDougall.*) Where a specialist is called in in a case of any serious operation, or in any serious medical or surgical case, there, I think, the parish to which the pauper is chargeable is bound to pay a special fee?—We have held that.

53275. (*Mrs Webb.*) Then domiciliary treatment of a minor character is interchangeable?—Yes, quite so.

53276. (*Mr Patten-MacDougall.*) I think perhaps you might amplify what you said to the Chairman as regards the able-bodied. I think there has been some modification recently, has there not, in the view of the Board as regards the treatment of the able-bodied and their title to relief?—Yes. I think I may say that we all highly esteem our able-bodied system and wish to retain it in every way, but we have felt that in order to justify its retention it is necessary that it must not be run to death, so to speak—that it must depend to a certain extent upon the discretion of the individual officer in dealing with individual cases whether they are to refuse them relief altogether, or are to deal with them as not being able-bodied, though possibly technically it might be held they were. There was a recent case we had of an able-bodied man with dependants which exemplifies this. In that particular case the man was a tinker whose wife had given birth to a child, and he was wholly unable to provide any necessaries or medical attendance for her. Accordingly, the inspector of the parish, acting as we thought very rightly, proceeded to provide these. Thereafter he attempted to claim from the parish of chargeability for the necessaries which he had supplied, and they repudiated liability at once, and said he had no right to deal with the dependants of an able-bodied man. Accordingly he wrote to us, and we said it was quite true that technically speaking he had not; as long as a man was able-bodied, it had been decided in Court again and again he must not supply the dependants with relief. We held that he was right in departing from the strict letter of the law in this particular case. It is an illogical position, I must admit; but it has worked admirably in practice hitherto, we consider.

Need for amending the law in favour of dependants of able-bodied men requiring medical relief and question as to best method of doing so.

53277. (*Mrs Webb.*) The question of giving medical relief to the dependants of the able-bodied is a very big question in Scotland, is it not?—Yes, and it is being raised now.

53278. All over the place?—Yes.

53279. It is one of the big defects in your Poor Law, I understand?—I am not quite certain I will admit at once that it is a defect, but it is one of the great difficulties in our Poor Law certainly, and I think probably we may find it is necessary to make a change in it.

53280. You have women and children, you might say, almost dying for lack of medical assistance, because their bread-winner is technically able-bodied, have you not?—You might have it if you ran the system to its logical conclusion; but I think that the common sense of those who administer the Acts locally probably has to a great extent prevented it coming to that pitch.

53281. What would be the objection to disregarding the bread-winner altogether and considering the women or the children as non-able-bodied?—Treating them as a separate entity for Poor Law purposes?

53282. Yes, as regards medical relief?—I think that is one solution of it, but I think there is something to be said against it. Personally, if I may say so, if there is to be a solution made of it apart from the present arrangement, I would rather simply treat medical relief as not being relief at all. I think anything which tended to break up the treatment of the family as one unit is very much to be discouraged. If you simply solve the difficulty by saying we do not consider medical relief Poor Law relief at all, that might be a very good way of doing it; but if you say we may for the purposes of this question treat the wife and the children as separate entities, I should for one be very much opposed to it. I would rather do it in the other way.

53283. You would rather hand over the medical relief to another authority?—Yes, and not call it poor relief at all.

53284. (*Mr Patten-MacDougall.*) The kind of case where that question has come up lately, very sharply, is owing to the great improvement in the hospital treatment, say in Glasgow, I think?—Yes.

Number of Glasgow cases where law as to able-bodied has not been strictly adhered to.

53285. Where the bread-winner, say, the father of the family, is able-bodied, but where he has got a wife suffering from phthisis, and where he thinks it is very hard that he cannot get the benefit of treatment for her at the hospitals?—That is it. I think within the last year or two there have been forty cases where the Glasgow Parish Council have taken the law into their own hands and have admitted those cases.

Attitude of Board towards treatment of tuberculosis.

53286. At the same time, I think it is the fact that tuberculosis is now, in the view of the Local Government Board, to be treated as an infectious disease; is that not so?—Yes; we think it ought to be treated from that standpoint.

53287. And accordingly it is a matter not for the Poor Law authorities, but for the public health authorities?—That is so.

53288. I think circulars have been issued, and that that view is being pressed as far as possible at present, is it not?—It is—very strongly.

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53289. It being the view, I think, generally in Scotland that the treatment of tuberculosis is not really a Poor Law matter, but one which can be very much better done by the public health authority, and is more within the scope of that authority?—Yes; and I hope the public health authorities are beginning to adopt that view also.

Able-bodied should be dealt with under Unemployed Workmen Act or by charity.

53290. I think sanatoria and places for the treatment of tuberculosis are spreading?—Yes. May I say in supplement of what I have said in attempting to defend our able-bodied system, that our feeling is that such difficult cases as we have been speaking of rather fall to be dealt with either under the Unemployed Act, or else by some collaboration of private charity? We think that they are cases, which if all our private charities be united and act hand in hand with the Poor Law officials, might be better treated by them.

Lack of and need for co-operation between charity and the Poor Law.

53291. There is at present no power of enforcing co-operation between the Poor Law and the administrators of charitable bequests, is there?—There is none whatever.

53292. But I think in your view there is great need for it?—The need is very great. So far from collaborating, in many cases they seem to work counter to one another.

53293. Would you suggest legislation on the lines of what happened about thirty years ago in regard to educational endowments in Scotland?—Yes, I would; I think there is great need for it.

Need of executive commission to deal with endowments for the poor.

53294. Under an Act of Parliament, I think, an executive commission was appointed to deal with all educational endowments; and you would suggest, I understand, that the same process should be adopted with regard to the endowments for the benefit of the poor?—I would. I think we have reason to believe that a number of them are being simply frittered away in giving half-a-crown here and there, and that they are of no use whatever.

Co-operation between Poor Law and charity, etc. in Edinburgh, and question as to best means of securing co-operation.

53295. (*Mr Nunn.*) I should like to ask whether you have not at Edinburgh a very high official system, although not a legal system, of collaboration between the sanitary authority, the Poor Law authority, and the voluntary charities?—It has recently been started, and I hope it is going to be exceedingly successful.

53296. May I ask, as we have got on to administrative questions, whether you consider that a type of collaboration out of which one might construct a statutory body, or whether you think co-operation between those various bodies is likely to grow sufficiently to enable you to do without a statutory body of that kind?—I would rather do without a statutory body if I could, but I am a little afraid of it; it has not been all plain sailing even with the Edinburgh body yet.

53297. Do you think that if it had been a matter of citizenship, by the body itself being made a statutory body, it would have been easier for them to produce the co-operation?—As regards that, it would have been easier, but I am not sure whether I like them being a statutory body. I do not know how far that would dry up private benevolence, which is rather apt to be the case whenever a body is made a statutory body.

53298. By a statutory body I meant a statutory body on the lines of the joint committees or distress committees, whose expenses and organisation are paid by the State, and whose general organisation is laid down by the State, but who have voluntary funds and voluntary workers?—I would rather leave it as it is.

Method of altering terms of a trust in Scotland.

53299. (*Mr Phelps.*) Is there any body in Scotland answering at all to the Charity Commissioners in England?—No, there is not any such body.

53300. No body exercises that same kind of powers?—No.

53301. (*Mr Patten-MacDougall.*) There is only this, I think, is there not, that where it is desired to alter the terms of the trust, procedure may be taken in a Court of Law?—That is so; they may go to the Court of Session.

53302. By an appeal to what is called the *nobile officium* of the Court?—That is so. If a bequest has been left for the benefit of all the people of the name of Jones in a certain parish, and they have all died out, they have to go to the Court to get power to devote it to other purposes.

Different methods of acquiring a settlement in Scotland.

53303. As regards the matter of settlement, perhaps you will tell us shortly what are the main distinctions between the law of settlement in Scotland and the law of settlement in England?—I am afraid I am rather hazy about the English law, but I think I can tell you in a few words what is the law of settlement in Scotland, without going into the cases. There are four points. In the first place there is the settlement of birth, which is the parish within the geographical area of which you are born. That I may call the first and last settlement, so to speak, because if you have no other settlement of any kind you go back to that, you revert to it. Then there is the settlement by parentage. As long as you are a pupil, that is to say, under 12 or 14 years of age, according to sex, you follow the settlement of your father if he is alive, and if he is dead, of your mother. Then, thirdly, there is the settlement by marriage. A married woman can have no settlement apart from her husband; even if he is in desertion of her and may have left her for years, still her settlement continues to be his. Then fourthly there is the settlement by residence, which you acquire by residing for three years in one parish without having had resort to begging or to Poor Law relief. That settlement of residence you retain if at any period within four years you reside one consecutive year in the parish; that is to say, if you have been in a parish for three years, and then you go away and leave it for four years, you lose your settlement, unless during that period you have returned to it for one year. Those are really the only forms of settlement. There are a great number of cases—and most intricate ones—upon what happens if a father dies and the pupil-child is left with the mother and then the mother marries again, and so on; but I do not think I need trouble you with those which I have referred to very fully in my original statement.

Reduction of settlement residence five to years.

53304. I think that by a recent Act of Parliament the period necessary to establish a settlement was reduced from five years to three years?—Yes, that was by the Act of 1898.

Appeal against removal of pauper England Ireland.

53305. There are other provisions in the Act, are there not, which have tended to remove some of the hardships thought to exist in removal cases to England and Ireland?—Yes.

53306. Will you describe what those were?—Supposing an English or Irish person becomes chargeable upon the rates in any parish in Scotland, if he has not resided for five years in Scotland, one year of which has been in this particular parish (in which case he is not removable), the inspector of the poor applies to the sheriff, and he grants a warrant for taking him or her back to the place in England or Ireland where he says the parish of birth was. The English or Irish Guardians, on getting notice of this, have an appeal to us as a Board to show good reason why he should not be removed.

53307. And the pauper also has the power of appeal—is that not so?—Yes; if the pauper said he had relations in Glasgow, or wherever it was, we would take that into account, and perhaps would sustain his appeal.

Proposal appeal removal pauper England Scotland.

53308. There is a feeling, is there not, that the power of appeal should be made reciprocal, and that on a Scottish pauper's being removed from England to Scotland there should be the same power?—Yes.

53309. They have not that power at present?—No.

The medical relief grant.

53310. As regards the stereotyping of the Medical Relief grant, the grant, I think, was originally a grant of £10,000, was it not?—Yes.

53311. And it has been increased to £20,000?—Yes, it was increased by the Act of 1889.

53312. I think in Scotland that grant is a fixed sum?—Yes, it is fixed at £20,000.

53313. Differing, I think, thereby, does it not, from the grant in the other countries?—I think so.

Anomalies resulting from stereotyping medical grant.

53314. Can you give us some instances of the injustice that is wrought by this stereotyping of the grant at present which it is desired to have removed?—One of them is what is called the minimum, which is in accordance with the practice in 1889. When the grant was given we said that no parish should get any share in that grant which did not expend a certain minimum upon its medical relief of paupers, and a line was drawn which in those days was no doubt quite right; but since then a great many of the parishes have altered in size, and the result is that in one case—Old Machar, I think, was the name of it—the minimum was fixed on a population of about 70,000, and the boundaries of the parish were subsequently altered, so that it now has only a population of about 1500; and yet it has to expend the same amount on medical relief as under the old conditions.

Need for power to remove type from medical grant.

53315. In order to justify the grant?—Yes. Then we want, as I said to the Chairman, to alter some of the rules about nursing and so on. The tendency is now for the bigger parishes, such as Glasgow, which really do not stand in need of the grant, to swallow up the greater part of it.

If we could only get power to alter the stereotyping, we would manage then to get round that, and to give it more to the poorer parishes.

53316. I think there has been an almost unanimous desire on the part, not only of the administrative departments, but also of the Parish Councils in Scotland, to have that stereotyping removed?—Certainly.

53317. And it has been so for many years?—Yes.

53318. You are of opinion, I take it, that it is necessary to remove this stereotyping in order to prevent any serious inequity and injustice in the administration of the grant?—I think so.

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53319. (*Mr Chandler.*) In paragraph 131 of your Statement it is stated that there is a special provision to prohibit Parish Councils from having recourse against money received from a friendly society by a pauper with dependants. What would happen in Scotland in the event of the rules of a friendly society providing that when a member is entitled to sick-pay he should cease to be so entitled when he became an inmate of a poorhouse or a lunatic asylum; would that prevent the authorities from obtaining possession of these sick payments?—Yes, I think it would. I take it you are figuring a case where the rules say that if he becomes an inmate of a poorhouse he is no longer to have any sick-pay.

53320. That is it?—I think they certainly could not come upon it.

53321. Then in that respect the law is similar to what it is in this country. Then in paragraph 132 (2) it is stated that the liability of children to support their parents depends upon the point whether they have a superfluity after providing for the maintenance of themselves and families. Who are the authorities to decide whether that superfluity exists or not; is it the Parochial Board or some officer of that Board?—I think it would have to be decided by the Courts. If the Parish Council apply to the children to maintain their parents and they said, "We are not in a 'position to do it," they would then have to take them into Court, and the Court would say whether they were in a position to do it or not.

No relief on oan in Scotland.

53322. (*Mrs Bosanquet.*) Referring to paragraph 130, do the decisions quoted there exclude the giving of relief on loan? I see Lord Trayner, in *Forfar Parish Council* v. *Davidson*, is quoted as saying, "A pauper who receives 'parochial relief is not bound to pay for such relief out of 'funds subsequently acquired by him"?—The giving of relief on loan is not part of our system in Scotland at all, and it is not known to us.

53323. Not even in the case of medical relief?—No. You might say that it could be given on loan in this way, that sometimes we find paupers giving an assignation—that is, they may have a policy of insurance on their lives, and they may say to the Parish Council, "We will assign this 'policy and you may recoup yourselves out of the proceeds." That to some extent is giving it on loan. But we really do not recognise it. Of course, if you find the pauper has been fraudulently concealing that he has money you may recover it from him; but that is the only circumstance under which you can. If he has at the time when he comes into the poorhouse a sum of money in his possession, then strictly speaking he is not a pauper, and he would not be entitled to relief. Therefore it is only when hereafter you find that he has had it about his person or hidden in some way that you may recover.

53324. It is not merely a question of practice, but you consider that it is prohibited by law?—I do. I think that, because the other case I record in that paragraph, of the *Inspector of Poor of Kilmartin* v. *Macfarlane*, decides it. We do not recognise the relation of debtor and creditor between the Parish Council and the pauper.

53325. What happens to a Parish Council when it is in default?—They are a corporation.

Power of Board over defaulting Parish Councils.

53326. What is the penalty, or has the Local Government Board never actually brought a Parish Council to book?—They have brought them into Court, and they can get an Order from the Court upon them to do their duty. I believe it is in the nature of a mandamus, but I am not very well acquainted with English law.

53327. What would be the ultimate penalty supposing they declined to do it?—The members can be imprisoned for not carrying it out.

53328. The members of the Parish Council?—The individual members can be.

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53329. It comes back upon the individual members, then?—Yes, eventually.

53330. I think you say that the Local Government Board has no power to force a Parish Council to erect poorhouses; but we are told of one case in Long Island where the Local Government Board, or the Board of Supervision, forced the Parish Council to erect a poorhouse?—I am afraid that statement has been made in too general terms; but I do not think that in so many words they are given power to compel them to erect it.

53331. (*Mr Patten-MacDougall.*) Probably it was under section 87 of the Poor Law Act of 1845 that the Board of Supervision proceeded?—Yes, an action was raised on the ground that unless the Parish Councils provided accommodation for their indoor poor they were not properly carrying out the provisions of the Poor Law Act, and the Court decided that they were bound to erect the poorhouse.

53332. (*Mrs Bosanquet.*) Practically then you can force them?—I do not think you could; I mean, if you found a parish which had only got two or three poor, who could be provided for in parish lodging-houses, or something of that kind, you could not force them. I think it would depend upon the circumstances—upon whether, for instance, you could show that there were a number of paupers in the parish, or that owing to the absence of a poorhouse the Poor Law was being extravagantly administered.

Question as to abolition of deductions from gross rental for rating purposes.

53333. In paragraph 197 you refer to section 37 of the Act of 1845; I find that a great number of people desire that section to be repealed; can you tell us what bearing it has?—It is a most difficult point, which Mr Maxwell will answer better than I, but I will try to explain it. The point of the thing is that in levying their poor-rates they do not levy them on the gross rental which is entered in the valuation roll, but on the net rental after deducting the probable outlay that has been made on the premises, the cost of repairs, insurance, rates, taxes, and public changes, and one thing and another. Of course, every class of property differs a good deal as to the amount of repair and so on. Oil-works, I believe, for instance, depreciate their plant extremely quickly, and they have to expend a good deal upon them every year. The result is that they are always having fights about it. The Parish Council say they will allow perhaps 30 or 40 per cent. reduction for wear and tear, and the oil-works people contest that, and in some instances, I think, they have got a reduction of 75 per cent. from their gross rental. It is a constant source of friction every year. The people say it would be very much better if you just slumped it all together and rated upon the gross rental, without making these problematical deductions.

53334. Then it probably would not be the owners of the oil-works who wanted it repealed?—No, I do not think they would; it is the Parish Council.

Question as to need for surprise audits of Poor Law accounts.

53335. (*Mr Gardiner.*) Have your auditors any power to come unexpectedly and audit the books before the quarter or half year is complete?—No; they have to give notice of an audit.

53336. Do you think it would be a good thing if that power were given, like it is given in banks?—It might; it would certainly make it less easy to cook the accounts. On the other hand, we do a good deal of inspecting the way accounts are kept ourselves through our General Superintendents; and we have an official who is to give evidence before you (Mr Maxwell), who has got the position now of Inspector of Audits, and the Parish Councils are constantly consulting him about their finances. My experience is short and my opinion is not worth much, but I do not think, taking them all over, that the finances of either the Parish Councils or the poorhouses are in a bad condition; there may be extravagances, but I do not believe that there are very great ones.

Persons entitled to relief.

53337. (*Mr Phelps.*) Have you in Scotland a definition of "poor"?—No; it was expressly omitted, I think, in the Poor Law Act.

53338. How is it determined, then, who comes within the scope of the Poor Law?—Who are what we call the "legal poor"?

53339. Yes?—I think you really cannot get a better account of who come within it than is contained in the old statutes to which I refer in paragraph 78, which talk about "cruiked folk, impotent folk and weak folk," and "aged 'pure impotent and decayed persons." I think perhaps you only arrive at the idea who are legally entitled by eliminating those who are not—they are the able-bodied.

53340. And there is no decision by courts of law which has been held to govern it?—Except that all those "able-

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bodied" decisions to a certain extent illustrate it. They show that probably, I think, the best definition of "able-bodied" is a man not labouring under any disability, bodily or mental, to work so as to earn his subsistence. You may say that all who are labouring under such disability and who are destitute are the legal poor.

53341. Are you often called upon at the Local Government Board to decide questions as to whether a person is qualified on the ground of poverty?—Not directly, but incidentally a great number of our petitions of inadequate relief would deal with it.

53342. The decision would turn a good deal on that?—Yes, it would.

Proposed extension of benefits of bequests for the "poor."

53343. According to the suggestion contained in paragraph 235, you are anxious that bequests should be dealt with in a more liberal spirit than is possible now, and that they should be utilised by the class of persons who do not come under the definition of legal poor?—Yes, that is so.

53344. Have you considered the effect of extending the powers of the Parish Council in that way, to a class of persons not at present contemplated?—They would have to be very carefully guarded in all they did. Our sort of idea, I think, in wishing that would be that they should have power to deal with a person who is just on the fringe of pauperism, but who had not quite crossed the verge, and that they might, by giving him a little stock-in-trade or by helping him to emigrate, or by doing something in that way, use these bequests.*

Question of Parish Councils dealing with all charities.

53345. Do you look forward to extending it in the direction of giving to the Parish Council the sort of powers which a parallel body has in France of dealing with all charities?—No; I am not certain I would like them to take over all charities.

53346. You have not that in your mind?—No, and I would rather they did not. If they could use these particular funds in that way, it would not mean very much in many councils; but they should use them rather in co-operation with other charitable bodies.

53347. I am thinking of the difficulty which would arise in administration if they had two different sources of income to administer to two different classes of people?—There is no doubt a good deal in that; but it would be very easy to earmark them for the special purpose.

Machinery for deciding cases of disputed settlement.

53348. With regard to settlement, does the Local Government Board with you decide disputed cases of settlement?—Yes.

53349. How do you work that? Do you hear counsel?—No. As a rule we only decide cases in which the parties are agreed upon the facts.

53350. What happens when they are not agreed?—When they are not agreed, they have to go into Court, but occasionally by special arrangement the Board investigate the facts.

53351. Have you a series of decisions on the subject as we have in the English Courts?—Yes.

Question as to need for status of irremovability as between parishes.

53352. Have you anything in Scotland answerable to a status of irremovability?—We have a status of irremovability from Scotland to England; that is to say, if a man has been five years in Scotland, and has lived for one year in the parish in which he becomes chargeable, then he cannot be removed. But we have no status of irremovability in Scotland itself between parishes.

53353. Do you think it would be an improvement if that were introduced?—No; I think that there is sufficient safeguard in the right of appeal to us which the paupers now have.

53354. Do you think, on the whole, and as a general principle, that it is better to make it easier or more difficult to become chargeable?—That is rather a large question.

53355. If you were reforming the law of settlement, in which direction would you prefer it to work—to make it more difficult to obtain possession of chargeability or to make it more easy? The English principle makes it very easy to become chargeable to a parish; by one year's residence you get a status of irremovability, but you do not get a settlement; that is to say, if you leave the parish afterwards, you are not then chargeable to it, but as long as you remain in the parish, you are chargeable to it?—And the parish cannot get relief from another parish?

53356. No, it cannot?—I do not like that at all.

53357. You do not think it would be a good change to adopt that in Scotland?—No. I think three years is quite a good time.

Objection to abolition of settlement.

53358. Have you any movement in Scotland to modify or abolish settlement?—Yes; there is a talk of it by some people.

53359. What would be your view upon it?—I should oppose it. Their view is, I fancy, based principally on the amount of the difficulties which often arise. I ought to say that there is a great movement on foot to refer all cases of disputed settlement to us compulsorily; and I think that most parishes would not have the same objection to settlement if they knew they would get uniformity of decision, even if it were wrong, so long as it was uniform.

Proposal to refer all cases of disputed settlement to Local Government Board.

53360. Do you think that an administrative body like yours is well suited to hear purely judicial questions?—That is one of my special duties, to deal with those points.

53361. I can quite understand where the facts are not in dispute, but I feel it must be very difficult where the facts are in dispute?—The way we should do it would be to appoint a commissioner to take the evidence.

53362. You would not have them plead before you, then, but you would send a commissioner down to take their evidence?—Yes. I think that the abolition of the law of settlement carries with it perhaps an even bigger thing, which is a national poor rate. I think, if you once go in for the one, you must go in for that also.

Effect of abolition of settlement on administration.

53363. It is not perhaps a question within your subject, but do you think it would lead to a more uniform system of relief throughout Scotland if settlement were abolished?—No; but I think it would lead to a much more extravagant system. I think that one thing which keeps the administration economical is the fact that they pay for it afterwards.

Objection to abolition of settlement.

53364. I was not putting it if we adopted a national rate, but I was putting it supposing without a national rate you abolished settlement, and you made everybody chargeable to the parish in which he was at the moment?—I do not much like the idea of it; I do not think it is fair.

53365. Do you think it would be unequal in the case of the seaport towns?—Yes; I was thinking of that, and of people constantly being landed there. I may say here that I believe about one-ninth of our pauperism in Scotland comes from Irish immigrants.

Law as to removal of paupers from Scotland to England or Ireland and *vice versa*, a question as its amendment.

53366. What is the state of the law with regard to the removal of Irishmen from Scotland?—As I was describing to the vice-president, if they have not been for five years in the country, you can remove them.

53367. Is there any difference between the position of an Irishman and of an Englishman in this respect?—No.

53368. Can Ireland remove to you?—No. England can remove to us; but there is this difference, that we have not got a right of appeal, for some reason or other, and the other countries have. An Irish or an English Board of Guardians or pauper has a right of appeal to us, but a Scotsman in England or a Scottish Parish Council has no right of appeal to the English Local Government Board.

53369. In the case of England, you can only remove from England to Scotland when the head of the family is present, I think?—I am not quite certain of that.

53370. I think you may take it from me that it is so; I put that in order to ask whether it is the same *vice versa* from Scotland to England?—Yes, quite the same.

53371. It is rather an administrative question, but have you ever heard the question raised as to the shortness of the notice in cases of removal between the two countries?—Yes, I have heard complaints of that; I think it is fourteen days.

53372. Do you think that might be enlarged?—Yes, I do think that might.

Practice as appeals to Sheriff against refusal of relief.

53373. (*Professor Smart.*) I want to be quite sure of the right of appeal to the sheriff. It stands in this way, does it not, that a poor man may be refused relief at ten o'clock in the morning, and go straight down to the sheriff and get a note from him compelling payment of relief?—Yes.

53374. And every facility is given him by the sheriff to get his case up before him?—That is so. That is the first process; he gets an interim order from the sheriff, immediately, and on an *ex parte* statement.

53375. The sheriff treats that as an urgent case, does he?—Certainly, and thereafter the sheriff proceeds to call upon the inspector. As I say in paragraph 104, the

* Since the above evidence was given the Parish Council of Kinloss, at the instigation of the Board, raised a special case for the purpose of testing this question. The Court decided that a bequest to a parish council "for the benefit of the poor of the 'parish might legitimately be applied for the benefit of poor 'persons not in receipt of relief."

procedure is regulated by section 73 of the Act of 1845, which provides that if the sheriff be of opinion that such poor person is, upon the facts stated, legally entitled to relief, he may make an order "upon the inspector of poor, 'or other officer of such parish or combination, directing 'him to afford relief to such poor person in the meantime 'until such inspector or other officer shall, on or before a 'day to be appointed by the said sheriff, and to be intimated 'in the same order, give a statement in writing showing 'the reasons why the application of such poor person 'for relief was refused." I am told—and I think Mr Murray will confirm it—that in practice, where the sheriff gives his interim order to begin with, the inspector practically never appears to appeal against it, but grants relief without any further procedure. I know that in Glasgow is a very common practice to go to the sheriff.

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53376. I was rather astonished to notice that there were only 113 cases altogether of inadequate relief petitions in a year from the whole of Scotland: I thought it was much more?—The figures are small, certainly. My belief is, as I have said to the chairman, that the fact of that procedure existing has a very marked effect upon administration. It is the duty of the inspector, and he is bound, always to inform the person who complains that he is not getting adequate relief, that he has this method of redress.

53377. It is?—Yes, we specially direct that he shall do that.

53378. Then is it not possible that there might be a great many cases which do not come under technical notice?—I think there are a good many cases in which the inspector and the Parish Council climb down in consequence of a threat to bring this petition; they do not like it much.

53379. If you had said there were 113 from Glasgow alone I could have understood it?—I must say, I am surprised at the smallness.

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53380. That acts very well no doubt in a large town where the sheriff is available, but how about the country places? It might be a matter of difficulty to get an appeal to the sheriff in country places?—Yes, it might be, but you should understand that the 113 cases are not appeals to the sheriff; those are only appeals to the Board. The appeals to the Sheriff are immeasurably greater in number than that.

53381. I thought they were appeals to the sheriff that you were speaking about?—No, the 113 appeals are appeals to the Board.

53382. Have you no figures showing the appeals to the sheriff?—I have not the figures, but I think Mr Murray has the figures available. They are very much larger in Glasgow alone.

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53383. I think from what you said to Mr Patten MacDougall, that your paragraph 104 would require to be revised a little. Would it not require to run, "In the 'event of relief being refused altogether or the applicant 'being dissatisfied with the amount or the nature of the 'relief"?—No. Paragraph 104 applies to the sheriff only; it is paragraph 102 which applies to the petition to the Board.

53384. I thought you said to Mr Patten MacDougall that there was an appeal to the sheriff even in the case of amount and quality?—No; that is to the Board. It is only to the Board in the case of the amount, but it is to the sheriff if he is refused it altogether: that is the distinction.

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53385. (*Mr Patten-MacDougall.*) I have figures here showing 473 appeals to the sheriff last year?—Those are the recorded appeals.

53386. (*Mr Gardiner.*) Are they not all recorded?—No, not nearly all appear on the Sheriff Courts records, and there are no means available of finding them out, I think.

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53387. (*Professor Smart.*) If a man applies to you as destitute, and you discover that he is in receipt of a friendly society allowance, has he still a claim as a destitute person if he has no other means of relief?—Section 4 of the Poor Law Loans and Relief Act, 1886, which I quote in paragraph 131, says that "Any power 'exercised or claimed by parochial boards to take possession 'of any property of anyone to whom they have given relief 'shall not apply to any moneys which a pauper or pauper 'lunatic having a wife or other relative dependent upon him 'for maintenance may be entitled to receive as a member of 'any friendly or benefit society."

53388. So that excludes it?—Yes.

53389. And that is an Act of Parliament applicable all over Scotland?—Yes.

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53390. No matter how much the friendly society sum is?—Yes, I think the Act applies universally.

53391. Supposing there was 10s. a week, for example, coming in to a man with one child, could he still apply as a destitute person?—Yes, certainly. The amount in the Act is unqualified.

Comparison of duties and status of inspector of poor and clerk to the Guardians.

53392. (*Mr Bentham.*) Is the inspector of poor in Scotland synonymous with the clerk to the Guardians in England?—I do not quite understand what the duties of the clerk to the Guardians are. I think the inspector is rather a bigger man than the clerk.

53393. (*Mrs Webb.*) Is not the inspector usually a solicitor; does he not do the law business?—We do not like his being a solicitor, and in fact very seldom he is, but he often does the law business.

53394. One of the characteristics of the clerk to an English Board of Guardians is that he is often a solicitor and does the legal business?—As a rule he is not a solicitor—in fact we discourage that very much; but he is generally a bit of a lawyer in his own view.

53395. (*Mr Bentham.*) He usually acts in small parishes as relieving officer; in fact, does all the duties that devolve upon the relieving officer and the clerk to the Guardians, does he not?—I think so.

Inspector of poor as rate collector.

53396. (*Mr Patten-MacDougall.*) He is also in very many cases the collector of rates?—Yes, he is.

53397. (*Mr Bentham.*) The clerk you refer to in your Statement is an assistant to do the clerical work, I suppose?—In many cases he is.

Position of assistant inspector of poor.

53398. Does he do both classes of work?—He is inspector as well. In most cases he is clerk to the parish.

53399. Is the assistant inspector usually a relieving officer?—Yes, he is.

Duties of inspector of poor.

53400. In England the relieving officer has duties specified apart altogether from the interference of the clerk to the Guardians; do those duties devolve upon the inspector of poor in Scotland?—I should say they were his duties. They are specified pretty distinctly in the Act. His duties are laid down very clearly in section 55 of the Act of 1845 which I quote in paragraph 222. That section says the inspector is to have the custody of the books, writings, accounts and other documents whatsoever relating to the management or relief of the poor, to inquire into and make himself acquainted with the particular circumstances of the case of each individual poor person, to keep a register of all such persons, to visit and inspect personally at their places of residence all the poor persons belonging to the parish, to deal with all applications for relief, to pay over the moneys, and generally to carry out the Acts.

53401. Is the Parish Council the valuation authority?—No.

Preparation of register of voters.

53402. Does it make up the register of voters?—No; the register of voters is prepared from the valuation roll, and a separate list applicable to the Parish Council is transmitted every year to the Parish Council. It is the county assessor who makes up the roll.

53403. That is, the county assessor makes up the voting list?—Or the burgh assessor, as the case might be.

53404. Who will make up the list in the case of a country parish?—The county. They would simply transmit the roll to the Parish Council.

53405. Many of the duties which usually devolve upon the overseers of a parish in England devolve upon the inspector of poor in Scotland?—I suppose that is so.

53406. There are no overseers in Scotland, I suppose?—No, there are not.

Exemption from rates in cases of poverty.

53407. Has the Parish Council power to exempt people from paying their rate?—Yes, they have power to exempt in cases of poverty.

53408. Will that lead to their exempting all cases who are in receipt of relief?—Yes, so far as I am aware, paupers are always exempted. They have to deal with each individual case on its merits. They have no power to say "We will exempt a particular class," but I should think they probably would in fact.

Practice as to approval by Board of poorhouse plans.

53409. With regard to the extensions of poorhouses and structural alterations, they have to submit plans, I under-

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stand, to the Local Government Board for their approval?—Yes.

53410 Is there an architect to examine those plans and decide upon them?—We have recently taken to remitting difficult cases to an architect, but we have not got one on the Board.

53411. Are all those plans retained?—We have copies of them.

53412. Is it merely a matter of form and not a matter of supervision?—It is gone into very much indeed. Before admitting any plans we have long conferences with the people, and we have also got certain requirements as to cubic capacity, and so on, which we insist upon.

53413. Has the Parish Council any power to make structural alterations out of revenue without the consent of the Board?—No. Plans of all structural alterations must be submitted to and approved by the Board.

Qualification for Parish Councillor.

53414. With regard to the qualification for a parish councillor, I do not see from your memorandum that there is any residential qualification for a parish councillor; is there one?—No. They appear on the register—that is all.

53415. A person may not appear on the register, but may be a resident, and such a person is disqualified evidently?—Yes.

53416. A married woman, for instance?—If they do not appear on the register they would not be entitled to become parish councillors. It is from amongst the parish electors that the councillors are elected. In paragraph 35 I say "No person is disqualified by sex or marriage for being 'elected or being a member of a Parish Council, provided 'he or she be on the electoral roll."

53417. (*Mr Patten-MacDougall.*) But they must be qualified to be put upon the Parliamentary roll, which is the basis of the parish roll?—Yes.

53418. (*Mr Bentham.*) Is there a Parish Council for every parish, however small, with the exceptions you have stated, where there are combinations?—Yes, for every parish.

Question as to size of parishes in Scotland.

53419. In some cases the parishes would be very small indeed, would they not?—They are not so very small. I find that there are 128 parishes which have a population of less than 500, and that there are 16 parishes of less than 2000 acres. The smallest population is in Lyne in Peeblesshire, which has only 98 persons. The average population is 5117. Mr Maxwell gives all these figures.

Parish Council's power to delegate functions to committees.

53420. In paragraph 40 you refer to the powers of the Parish Council to delegate its functions. Has it power to delegate the opening and letting of contracts to a small committee?—Yes, and I think that is done. I think that in a big Parish Council like Glasgow, for instance, there is a contracts committee. The only function that I find they cannot specifically delegate is the power of raising money by rate or loan; they are specially prevented from that.

Relief committees and appeals from their decisions.

53421. They can also delegate the granting of relief to a small committee, even if it be a committee of one, can they not?—They do in some cases.

53422. Without the consent of the Local Government Board?—Yes, I believe so; but in a number of cases the Parish Council itself acts as the relief committee.

53423. (*Mr Patten-MacDougall.*) There is always an appeal, I think, from the relief committee to the Parish Council as a whole?—Yes, there is an appeal.

53424 (*Mr Gardiner.*) On the part of the applicant?—Yes, and also on the part of the inspector, if he thinks the relief is unduly granted by the relief committee.

Question as to relief of able-bodied.

53425. (*Mr Bentham.*) With regard to the able-bodied, according to a report which I have here, there is a method in practice of granting interim relief by the inspector, whether the person is certified as able-bodied or not, and that person may be offered indoor relief at the next meeting by the relief committee?—I understood that it was essential that he should be certified by the medical officer in the first instance, if the medical officer is get-at-able.

53426. That same report says that the committee seldom, if ever, refuse an applicant to whom the assistant inspectors grant interim relief. Does that mean that they do not interfere after he has granted interim relief?—That would be the meaning of it; but Mr Millar, who is coming to give evidence, and in part prepared the report from which you are quoting, will be able to tell you.

The term "able-bodied" as applied to widows.

53427. With regard to the able-bodied widows, if I understand aright they are held to be not able-bodied for the purposes of relief if they have children dependent upon them?—Yes.

53428. With regard to repayment by legally liable relatives, are widows held to be able-bodied or not able-bodied, if they have children dependent upon them?—They are certainly held to be not able-bodied. It is expressly stated that there is a presumption in law that an able-bodied man is able to support himself and his family, but that an able-bodied woman is not. So if they are destitute, they are the legal poor, in fact. We do not accept a single woman as not able-bodied.

53429. (*Mrs Webb.*) Is a widow with children non-able-bodied to the extent of her children only? I mean to say has she, so to speak, a right to maintenance for her children only?—For her children and herself too; they form one. It would be in respect of her having these dependants on her that she would not be able-bodied; she must be able to provide both for herself and her children in order to be able-bodied.

53430. Then the presumption would be that you must give her more relief than what is required to support her children?—Yes, because, having to look after her children, she cannot herself work.

Question as to whether a man out of work can be prosecuted for desertion, etc.

53431. (*Mr Bentham.*) According to paragraph 136, if a man deserts his wife and children he may be proceeded against, providing he is able to maintain them?—Yes, he may be prosecuted criminally.

53432. What constitutes his ability to maintain them—the fact that he is able-bodied?—The fact that he is able-bodied would constitute it. But it would depend upon circumstances. You would not prosecute a man who is out of employment altogether and who cannot get work, for neglecting his wife and children.

53433. Is that never done in Scotland?—This clause, I may say, is almost limited to prosecuting people who have gone off and deserted their wives and children, it may be finding work elsewhere and not maintaining their families. I should think in practice that would be almost universally the case.

53434. Then these words may have a double meaning: the man must be of sufficient ability physically and also must be in a position to maintain them?—I think certainly the Courts would interpret it in that sense.

53435. In that case there would be no remedy against an able-bodied man who wanders the country in search of work, but never finds it, and who may be in a sense a wandering vagabond?—I could not lay down any general rule how the Courts would interpret those words; it would depend upon circumstances. If you found a stout, able-bodied ruffian wandering about and doing nothing, the Courts very likely would deal severely with him.

53436. Are there many prosecutions of that kind for desertion?—I am afraid I could not give you the figures, but they do happen pretty often, I know. In Glasgow there are a good number of prosecutions. You will get from Mr Motion, or from some of the inspectors, very valuable figures on that point; it only comes under our cognisance incidentally.

Power of Board over excessive outdoor relief.

53437. With regard to the powers of the Local Government Board over a Parish Council which might grant a larger allowance of relief than is held to be according to the principle which is laid down, that is, that a person should be relieved to a certain extent of their destitution, but not so as to lift them entirely out of destitution; would there be any remedy by the Local Government Board against the Parish Council which gave that larger allowance?—That is rather a difficult point, which we have often considered. In point of fact, what would happen would be that one of our general superintendents would call attention to it in his report on the parish—as no doubt you are aware our general superintendents go round and look into things in every parish,—and one of them would report to us half-a-dozen cases, say, in which a larger allowance has been given than is proper. We should immediately write to the Parish Council and call attention to the fact, and say, "That is not right"; and there, in nine cases out of ten, the thing ends—I mean the Parish Council nearly always adopt our suggestion, and do reduce it. But we have had occasion to consider once or twice what we should do when they were giving inordinately large sums of this kind, and how we should treat them. I do not think in practice we have ever found

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it to be a glaring case. There are two ways of treating it that occur to one. You might treat it under the 87th Section and say they were not executing the Act properly, and bring them into Court for it; or again, the auditor might hold that it was an expenditure of an unreasonable and illegal amount, and he might report it to us, and we might surcharge them. But it has never come to either of those.

53438. (*Mr Patten-MacDougall.*) He might do so, especially if his notice were called to it by a ratepayer?—Of course a ratepayer might call his notice to it.

ports of aths of upers ised by cident, etc.

53439. (*Mr Bentham.*) Is it still the duty of the inspector of poor to report all cases of death by accident, or of sudden and unexpected death occurring in lodging-houses in the parish, as was originally required by the letter issued in 1877?—Yes, certainly it is in the case of the parochial lodging-houses. In the poorhouse the governor has to report them all.

53440. (*Mr Patten-MacDougall.*) These are all paupers, are they not?—Yes.

rochial lging-uses.

53441. (*Mr Bentham.*) What are parochial lodging-houses?—I ought to explain that a parochial lodging-house is not a poorhouse in the statutory sense of the word. It is a house which is provided by a Parish Council in which they lodge old men and women. They are a sort of almshouse, only they are managed by the Parish Council, and they are not in the statutory position of poorhouses. They have not a governor, but they generally have some woman in charge who looks after them and cooks for them. There are a number of these parochial lodging-houses in Scotland.

sponsi-ity of pector of or in case able-bodied n dying of rvation er having en refused ief.

53442. (*Mrs Webb.*) What is the position when an able-bodied man who has applied for relief and has been refused dies of starvation? Who is responsible?—The inspector of poor: it would be on his shoulders, I am afraid. There have been one or two cases in which the inspectors have been prosecuted. I think the last prosecution was in 1894—as long ago as that.

53443. Supposing an able-bodied man applies for relief and is refused, is it the duty of the inspector of poor to watch that man and see that he does not starve?—Yes. The old Board of Supervision used to express the view that as soon as the inspector had done his duty in refusing relief to an able-bodied man his responsibility ceased altogether; but we always warn him that he has got a further responsibility beyond that, and he must keep his eye upon the man.

53444. It is rather difficult for him to do that sometimes, is it not?—He can only do it in reason. If a man leaves the parish and tramps on somewhere else, he cannot go after him.

53445. The inspector of poor is not charged with the duty of the medical inspection of the whole district, is he?—No.

53446. Then he would not necessarily come across that man again?—He might not.

ed for ting medi-relief on a ferent basis.

53447. Would that not be one reason why it would be desirable to hand over the medical relief to the Public Health Authority? Would you not get in that way some sort of supervision, from the point of view of starvation, of the condition of the able-bodied persons who had been refused relief?—Yes, I think you very possibly would. I think there is a great deal to be said for putting the whole of the medical relief on rather a different basis.

sertion as cting the ht of the endants of able-bodied n to relief.

53448. With regard to the wife and children of the able-bodied man, when do they become entitled to relief? What sort of desertion by their bread-winner qualifies them for relief? I understand that if the able-bodied man is living with his wife and children, the wife and children, however ill they may be, or however destitute, cannot get relief?—There the difficult case comes in again. They do sometimes give them relief, but legally they cannot.

53449. I understand that if the man tramps on and leaves them behind, relief can be given?—Then they can. To give an illustration, it has been held that where a man is living in one parish, having deserted his wife and children, and the wife and children are living in the very next parish, then they are proper objects of relief. These two parishes, I happen to know, are only two or three miles apart, and yet in that case the sheriff of the county held that the woman and the children were entitled to relief. I think you may say the criterion is, Is he actually living in family with them; if he is not, he may be living in the next street and yet they are entitled to relief.

53450. So it would be almost the duty of the able-bodied man, if he were a good husband, to go away?—And desert his wife and children—I am afraid that is so.

53451. At anyrate, to move into the next street?—Yes.

53452. (*Mr Gardiner.*) Is that the case you mention in paragraph 97?—Yes.

53453. (*Mrs Webb.*) As a matter of fact, one would have thought that in times of unemployment the men would do that in order to protect their wives and children?—They do desert them a great deal, I am afraid.

53454. It is almost a premium on desertion, is it not?—Yes. It is quite true, if you put it in that way, that it does amount to that.

Rating authorities for parish and county rates.

53455. With regard to the Parish Council, did I understand you to say that it is the assessing authority for all rates, or only for its own rates?—It assesses for the poor rate and also for the school rate, and there are one or two other rates: for instance, what they call the special parish rate.

53456. It does not assess for the county rate, does it?—Not for the county rate, nor for the public health rate, which are assessed by the county authority.

Authority responsible for preparation of Valuation Roll.

53457. (*Mr Bentham.*) May I ask if the county accepts the assessment of the local committee?—The valuation is done by the county or the burgh.

53458. (*Mrs Webb.*) That is what I wanted to get at; I thought it was done by the county or the burgh?—Yes, that is so.

53459. The valuation of this property is done by the county or the burgh?—Yes.

53460. Then it is not like our law under which the Boards of Guardians do the valuation?—No. The Parish Council must take the valuation roll as they find it, subject to what I have said about deductions and so on.

Parish rates levied on net rental, others on gross rental.

53461. (*Mr Patten-MacDougall.*) The difference is that all assessments, with exception of the poor rate and those that are collected by the Parish Council, are upon gross valuation, but the poor rate is upon net?—Yes.

Non-Poor Law functions of Parish Councils.

53462. (*Mrs Webb.*) What are the other functions of the Parish Council besides Poor Law, roughly speaking?—They administer parish charities, have certain duties under the Lunacy Acts and Prevention of Cruelty to Children Act, and have certain powers regarding burying-grounds. Rural Parish Councils and Landward Committees have further powers as to burying-grounds, may initiate proceedings with a view to vindicating rights of way, maintain public ways not under the jurisdiction of the road authorities, and have powers with regard to allotments, small holdings, and public libraries. All Parish Councils administer the Vaccination Acts, which is rather a relic of an old system, as the Parochial Board used to be the public health authority.

53463. But is no longer so?—That is so.

53464. In no part of Scotland?—That is so. I think that the vaccination being in the hands of the Parish Council is a relic of that; and we want to get it transferred. Then they deal with the Registration Acts, and they appoint the Registrars for births, deaths and marriages.

53465. Are they at all a nuisance authority?—No, they have nothing to do with nuisance.

Public Health Authorities in Scotland.

53466. Have you got a duplication of public health authorities as we have—a county authority dealing with certain functions of public health and a minor authority dealing with others?—No.

53467. You simply have the county or the burgh?—We have simply the county or the burgh authority.

53468. Supposing you were to take medical relief from the Parish Council, and supposing you were to take the poor law children from the Parish Council and put them under the education authority, and supposing you were to give old-age pensions to the aged, would there be anything left?—No, I hope there would not be much. If you handed over the sick you would have them dealt with altogether by the public health authority.

53469. And then if the poor law children were dealt with by the education authority, as there are no able-bodied, what would be left?—You would have nobody left.

53470. The widow with a family would be dealt with by the education authority in respect of her children?—Yes.

53471. Because otherwise she is able-bodied?—Yes.

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53472. So that there would be no one else?—No, there would not. But I do not like the idea, if I may say so.

The pros and cons of enlarging the Poor Law area.

53473. I am not suggesting it; I only wanted to know what was the fact. What about the areas of the Parish Councils? how do they compare in expediency, from the administrative point of view, with the areas of the education authorities, or the public health authorities?—There is a great difference of opinion about that. From the point of view of administration, apart from expense, I should say that these small areas were excellent things. I think that it is a great mistake to increase your area, because then you cease to have local knowledge, which is a very valuable thing. But when you look at it from the expense point of view, there is a good deal to be said the other way. Some of these smaller Highland Parishes are simply overwhelmed by the expense of their poor rate, and therefore there is a good deal to be said for extending the area.

Poorhouse sick wards, etc. well managed.

53474. From the point of view of managing institutions, for instance, do you find, as a matter of fact, that the infirmaries or sick wards managed by your Parish Councils are more or less efficient than the fever hospitals managed by your burgh or county?—I think they are very well managed on the whole, and we possibly have a rather closer grip, I think, with them than we do with the local authority institutions. I should say that from that point of view the administration is quite effective. I ought to say that it may well be that, by combining a certain number of smaller parishes you might get better men for your inspectors possibly, because you cannot afford in a very small parish to pay very much, and so the inspector is generally the local schoolmaster, who has a number of other offices. You might possibly in that way improve on it. Of course, there is the question of the expense; I think that would be solved to a great extent if you were to put the lunacy charges upon a large area such as the county.

The pros and cons of enlarging the Poor Law area.

53475. The lunacy is managed by the county now, but charged to the smaller area, is it not?—To a certain extent it is managed by the county, but there are wards in poorhouses, for instance, and in all cases the cost of individual pauper lunatics is paid by the parishes.

Combinations of parishes and proposed extension of Board's powers thereasto.

53476. Why is it that you have only combined parishes in four cases?—It has to be done according to the section on the initiative of the parishes. A good deal of combination has been done under the later Act, and I think possibly we might do good work if we pressed upon the parishes to combine more than we have done in the past; only, they are so jealous of one another that they will not.

53477. There is a difficulty?—Yes, I know one of the points that we give very serious consideration to is whether we should not get power to combine without the parishes deciding. I think it would be a very useful thing indeed.

53478. And you would like to do it?—I would like to have the power very much.

Advantage of combination over amalgamation of parishes.

53479. Have you ever, as we do in England sometimes, given them power to have a separate body composed of representatives of several Parish Councils?—No. There is only that power so far as regards poorhouses. We have a number of combination poorhouses which are run by a committee elected from the various Parish Councils. Combination for that purpose has been very much utilised, and most usefully so.

53480. From the administrative point of view, do you prefer an indirectly elected federal body to an amalgamated area?—For all purposes.

53481. For any purpose; I mean to say, we find in England that a federal body is not very satisfactory. What is your experience?—I am not sure they are. I think Parish Councils are very often apt to be very jealous of one another, and they complain that they have not sufficient representation in the committee. But these are exceptional cases probably—I am calling to mind one or two at the moment where the point has been raised. I think on the whole that the combination poorhouses have worked well.

53482. If there was not this jealousy, would you prefer to throw three or four parishes into one, or to allow them to combine into a federal body? which would you prefer from an administrative point of view?—If you did not make it so big, if the area was not so great that it could not be effectually grappled with, I would rather have them combined for all purposes.

53483. You would rather have them amalgamated?—Yes.

Inadequate power of Board to secure efficien medical relie

53484. I should rather like to know what power you have of insisting that a particular Parish Council shall have an infirmary?—You get at that simply under the section of the Poor Law Act which says that a Parish Council is bound to provide medical relief for the pauper. If they are not doing that, and if it is at all possible that they should do so, you would get at them for evading the Act.

53485. By way of mandamus?—Yes.

53486. Have you any power of withdrawing your grant in aid?—Yes. The grant in aid is only given on condition that they do supply medical attendance and appoint a medical officer.

Evil effects o stereotyping medical relie grant rules.

53487. How far could you as a matter of fact threaten to withdraw that grant in aid if the accommodation was not in your opinion satisfactory?—You are shut in on all sides by this horrible stereotype about your grant in aid. You have got your minimum expenditure fixed, and supposing they complied with these certain stereotyped rules, you cannot withdraw it.

53488. That is what I rather want to get at: you have not got the power which, for instance, we have with regard to the police grant, of withdrawing it, if the police is not satisfactory in the opinion of the Home Secretary?—If they comply with these rules we are bound to keep on giving it. We want to make it more elastic.

53489. Is there any object in having any rules? Why not do it as the police grant is done in England?—The trouble is a Parliamentary trouble. We have tried to run through a Bill again and again giving us power to assign the grant in such a way as we think right, and the House of Commons would not stand it. They simply said it was putting £20,000 into our hands to play with, and they would not give it. When I say "they" I mean one Scottish member has blocked the Bill every time.

53490. Might I ask whether the exact conditions of that stereotyped grant are in the Act?—They are printed at the end of our Rules and Regulations.

Inspection c parish book by general superinten dents of poo

53491. (*Mr Patten-MacDougall*). With reference to what Mr Gardiner asked you about surprise visits by the auditors, I think it is the case that, prior to the Act of 1894 under which this audit was introduced, the general superintendents of the Local Government Board, of whom there are four, had the duty to visit each parish in their districts once throughout the year?—Yes.

53492. And that in so visiting—it was more or less of a surprise visit—their duty then was to look through the books?—Yes.

53493. And accordingly to perform something in the nature of an audit?—Yes.

53494. That still goes on, does it not?—Yes, certainly.

53495. Though to a large extent these visits are superseded by the more regular audit which has been introduced?—Yes, *qua* audit they are superseded, of course, to an extent.

53496. So there is a check, such as Mr Gardiner suggested, at present in existence upon the action of the officials of Parish Councils, in addition to the regular audit?—Certainly there is. I think that the form of report which is handed in by the general superintendents, and the very varied questions that they ask and obtain information upon, do act as an effectual check, apart from the audit.

Power of Board as t plans and s etc. of poo house buildings.

53497. With regard to the poorhouse buildings, I think the Board has a duty, has it not, to approve of the site and the plans?—Yes, and it does in fact.

53498. But that duty does not extend beyond the plans, and when they have approved the plans they have really nothing to do with the execution of the design or the construction of the building, always assuming that it does not extend beyond a certain sum?—I presume that is so in theory, but we do at times criticise cost and materials. I think that indirectly we exercise this supervision, I mean by the reports which are made by the general superintendents. If they report that anything is unsatisfactory, we should certainly communicate with the house committee and point it out. I ought to have mentioned before, that as a last resort, if the poorhouse accommodation provided is not satisfactory to us, in addition to our power of taking them into Court, we are entitled to give notice to the parishes which use the poorhouse that we should not consider any offer of that poorhouse as an offer of adequate relief, because the conditions are so unsatisfactory. That is an extra power.

Improvem in a poorh may be sec by Board ciding tha offer of re therein is adequate.

53499. That is a power which the Board has of saying

to a Parish Council or to a poorhouse committee, "Your 'poorhouse is insufficient for the requirements of the 'poor, and we will close the poorhouse, and we will decline 'to say that any offer of relief there is adequate unless you 'do so and so"; and that is done in order to make the Parish Council or the poorhouse committee comply with what we think is right?—Yes. Perhaps I might supplement what I was saying on poor law medical relief by adding that we have that additional power there too. If we consider that the accommodation of a poorhouse, either in the way of hospital accommodation or ordinary accommodation, is very bad indeed—apart from putting these other powers in motion by actions in Court and withdrawing the grant and so on—we can give notice to the various parishes, or to the one parish, who maintain the poorhouse, that no offer of relief in that poorhouse will be considered by us to be adequate relief. We can put pressure on them in that way, and we have threatened it before now.

edical examination of able-bodied applicants before refusal of relief.

53500. In regard to the able-bodied, Mrs Webb asked you what would happen where a man is declined relief because he is able-bodied and he subsequently dies of starvation. I think it is the case that in no circumstances could he be refused relief unless there was a medical certificate to the effect that he was able-bodied?—Certainly.

53501. Every one of the able-bodied is carefully examined by the medical officer?—Yes.

53502. (*Mrs Webb.*) Are his wife and children examined too, because they might be dying of starvation?—It is true they might.

53503. (*Mr Patten-MacDougall.*) No able-bodied person is refused relief unless he or she is certified by the medical officer to be able-bodied?—That is so.

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The position of the sick dependants of an able-bodied man as regards relief, and evasion the law in such cases.

53504. And where relief is declined and an appeal comes to the Board, the Board always says "You must be very 'careful that so and so does not starve," does it not?—Yes.

53505. (*Mrs Webb.*) The man himself may be able-bodied, but meanwhile his wife and children may be dying of starvation?—My answer to that is that really, in point of fact, although it may be going beyond the strict letter of the law, actual cases of great hardship of that kind do not arise, because the inspector breaks the rigid letter. As I have said before, we have only kept up our policy through all these years by our local authorities having shown common sense and not having stretched it too far and to the breaking point.

53506. Would the inspector feel obliged to go and see in the home of the able-bodied man that the children and wife were not dying of starvation?—I certainly think so. I think he would inquire into the circumstances of the case. If the man came to him and said, "I have got a wife and 'child starving at home," I am quite sure that he would go, and that he would be very much taken to task by his Council if he did not.

53507. How does he manage to give relief to those people without breaking the law?—He does, technically speaking, break the law.

53508. And it is not surcharged?—No, and it never would be. Then remember that apart from all this, these actual cases that come to the Parish Council are to a certain extent met by charitable organisation. Our theory is that those cases should be met in that way, and we hope and believe that when the charitable organisations and the poor law are correlated in the way they ought to be, that they will be met.

NINETY-SIXTH DAY.

Tuesday, 7th May 1907.

AT THE FOREIGN OFFICE, DOWNING STREET, S.W.

PRESENT:

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I., etc., etc., etc. (*Chairman*).
The Right Hon. CHARLES BOOTH, F.R.S.
Mr F. H. BENTHAM.
The Rev. T. GAGE GARDINER.
Mr GEORGE LANSBURY.
Mr C. S. LOCH.
Mr J. PATTEN-MACDOUGALL, C.B.
Mr T. HANCOCK NUNN.
The Rev. L. R. PHELPS.
Professor WILLIAM SMART.
Mrs BERNARD BOSANQUET.
Mrs SIDNEY WEBB.
Miss OCTAVIA HILL.
Mr FRANCIS CHANDLER.

Mr R. H. A. G. DUFF (*Secretary*).
Mr J. JEFFREY (*Assistant Secretary*).

Mr ABIJAH MURRAY, called and examined.

Mr. Abijah Murray.

7 May 1907.

Reports on Medical Relief and on methods of poor relief in eight large town parishes.

53509. (*Chairman.*) You are Chief Clerk of the Local Government Board for Scotland?—I am.

53510. I will take the statement that you have prepared as your evidence-in-chief, if you will kindly hand it in?—Certainly.

(*The witness handed in the following statement.*)

Rules and Regulations of Local Government Board.

1. A concise statement of the views of the Local Government Board with regard to Poor Law administration in Scotland will be found in the Circular that was addressed on 30th October 1895 to the first Parish Councils that were elected after the passing of the Local Government (Scotland) Act, 1894. This Circular is printed at pp. 1 to 8 of the Book of Rules, Instructions, and Recommendations to Parochial Authorities issued by the Local Government Board.* The administration of Poor Law Medical Relief is dealt with in the Report of the Departmental Committee issued in 1904 as a Parliamentary paper (Cd. 2008). The methods of administering Poor Relief in eight large town parishes in Scotland are described in a Report issued in 1905 as a Parliamentary paper (Cd. 2524). (*For copy of circular of* 30*th October* 1895, *vide App. No. CLVIII.* (*A*).)

* The book referred to contains all the rules and instructions issued by the Board in connection with poor relief, together with the prescribed forms of books, and a number of circulars and minutes, recommendations and expressions of opinion regarding Poor Law questions. The latest issue of the book was in 1897. Since that date a number of circulars have been issued, and some modifications have been made in the prescribed forms of books and accounts.

Mr. Abijah Murray.

7 May 1907.

Powers and duties of Board as to relief.

Local Government Board.

2. The composition and the powers and duties of the Local Government Board for Scotland are described in the statement of evidence by the legal member (paragraphs 9 to 16). The control exercised by the Board over the administration of relief, and the influence exerted by them on Parish Councils and their officials, is based on the following powers given them by statute :—

(1) The right to determine what is adequate relief to a pauper ;

(2) The power to dismiss inspectors of poor who fail or are unfit to discharge their duties ;

(3) The power to issue instructions to and prescribe the duties of inspectors of poor ; and

(4) The right to take proceedings in Court should any Parish Council refuse or neglect to do what is required of them by the Poor Law or other Acts, or should any obstruction arise in the execution of the Poor Law Act.

These are the principal powers possessed by the Board.

Inquiries by the Board.

Board's powers of inquiry.

3. The Poor Law Act also confers on the Board very extensive powers of inquiry and of obtaining information regarding the administration of the Poor Laws. They are empowered to inquire into the management of the poor in any parish, to require answers or returns on any question or matter relating to the relief of the poor, to summon any person to appear before them and to examine such person upon oath, and to require the production of books and papers. Refusal to attend or to give evidence or to produce books is punishable by a penalty. Inquiries may be carried out either by the members or the officers of the Board, or by Commissioners appointed for the purpose. Inquiries by the members of the Board are not usual. More frequent is an inquiry by a Commissioner. Members of the Faculty of Advocates, medical practitioners, and architects or surveyors are alone eligible for appointment as Commissioners ; and the power to employ such Commissioners is only exercised when the inquiry to be conducted necessitates expert knowledge in regard to legal, medical, or building matters. The Board may delegate to a Commissioner any of their powers for summoning and examining witnesses, and requiring the production of papers. It is not uncommon for the Board to associate with a Commissioner one of their own officers, in order that the expert may have the assistance of one possessing official knowledge and experience of administration.

General Superintendents of Poor.

General Superintendents of Poor, their districts and duties, etc.

4. But the vast majority of the Board's inquiries are conducted by their own officers. By the Poor Law Act of 1856 the Board were empowered to appoint two "fit 'persons to be General Superintendents of the Poor in 'Scotland, to assist in the execution of the said Act (*i.e.* the 'Poor Law Act of 1845), or of any other Act which shall 'hereafter be in force for the relief of the poor in Scotland." The number of the General Superintendents has since been increased to four. The Board have divided the country into four districts :—

(1) *The Northern Highland:* comprising the counties of Banff, Caithness, Elgin, Inverness, Nairn, Orkney, Ross and Cromarty, Sutherland, and Zetland, with 167 parishes, having an area of 12,200 square miles, and an aggregate population of 394,308.

(2) *The Southern Highland:* comprising the counties of Aberdeen, Clackmannan, Fife, Forfar, Kincardine, Kinross, and Perth, with 296 parishes, having an area of 6,400 square miles, and an aggregate population of 1,010,577.

(3) *The South-Eastern:* comprising the counties of Argyll, Berwick, Bute, Dumbarton, Edinburgh, Haddington, Linlithgow, Peebles, Roxburgh, Selkirk, and Stirling, with 224 parishes, having an area of 6,500 square miles, and an aggregate population of 1,059,804.

(4) *The South-Western:* comprising the counties of Ayr, Dumfries, Kirkcudbright, Lanark, Renfrew, and Wigtown, with 187 parishes, having an area of 4,700 square miles, and an aggregate population of 2,007,414.

5. When the General Superintendents of Poor were first appointed in 1856, the Board of Supervision addressed to them letters of instructions as to their duties, and the method of carrying them out. (These letters will be found at p. 126 of Appendix A of the Twelfth Report of the Board, for the year 1856–7.) By these letters the General Superintendents are authorised to attend meetings of Parish Councils and take part in the discussions, but not to vote ; to require information and returns from Parish Councils and inspectors of poor ; to summon persons before them and examine them on oath ; and to require the production of books, accounts, and writings. They are instructed not to interfere with the proceedings of Parish Councils, so as to exonerate these bodies or their officials from responsibility, or in any way to supersede them in their administrative functions. If they find any illegal or reprehensible practice prevailing in any parish, either in the administration of relief or the conduct of the officials, they are to point it out to the Parish Council, and report it to the Board. They are to see that the minutes and records, books and accounts are properly and correctly kept ; and if any inspector, after due warning and instruction, fails to keep his books properly, they are to report the circumstances to the Board. They are to endeavour to visit each parish and be present at a meeting of the Parish Council once at least every year. At such visits they are to examine into the manner in which relief is administered and the duties of inspectors performed, to ascertain the arrangements for providing medical relief, and to satisfy themselves by personal inspection of the general condition of the paupers compared with that of the independent labourers in the parish. They are required after such visit to report to the Board anything deserving of notice, or requiring the interference of the Central Authority. They are also called on to make, twice in every year, general reports on the state of their respective districts. They are instructed to receive and investigate complaints by paupers of harsh or improper treatment by the inspector or by the governor of a poorhouse, and to take every opportunity of explaining to the poor and to the people generally their right to apply to the Sheriff if they are refused relief, and to the Board if they consider the relief granted to them to be inadequate.

6. They are directed to inquire into any allegation of malversation or other misconduct on the part of an inspector of poor, and are advised as to the procedure to be followed in conducting such inquiries.

7. The letters conclude with these words :—"The collec-'tion and diffusion of information as to the proper uses 'and management of poorhouses, the administration of 'outdoor relief, the state of pauperism in general, and the 'welfare of the working classes are matters to which your 'attention will be given in your communications with the 'local boards and the intelligent persons engaged in the 'local administration, to whom you may be able to impart 'much useful information derived from your previous 'experience and observation."

8. With certain modifications, the foregoing statement, drawn up fifty years ago, fairly represents the duties of the General Superintendents of Poor at the present time. It is, however, no longer the duty of each General Superintendent to inspect and report on the poorhouses within his district. The General Superintendent for the South-Western District has the supervision of all the poorhouses in Scotland. Further, the Board no longer expect the General Superintendents to be present at a meeting of each Parish Council once a year.

9. The normal duty of a General Superintendent, and the duty which occupies the greater part of his time and attention, is to visit every parish in his district, to inquire into the manner in which the books and records are kept, and the duties of the inspector of poor and other officials are performed ; to make himself acquainted with the extent of pauperism in the parish, and the methods of the Parish Council in dealing with it ; and to report to the Board the result of all these investigations. This is his regular work from day to day.

10. The nature of these duties may be gathered from the form of the reports that the Board require the General Superintendents to make. Copies of these forms are appended. (*Vide App. No. CLVIII. (B–D).*)

11. In addition to these regular duties, the General Superintendents are frequently called on to make special inquiries and reports for the information and guidance of the Board in connection with such matters as complaints by paupers of inadequate relief or of ill-treatment by Parish Councils or their officials, charges of misconduct or neglect of duty by inspectors of poor and others, disputes between Parish Councils, allegations of maladministration,

etc. etc. These special inquiries number from fifty to sixty every year in the case of Mr Barclay, who conducts the inquiries as to poorhouses; in the case of the other three General Superintendents, they number from twenty to thirty every year.

12. The office of General Superintendent is one of great value and importance in Poor Law administration. By means of these officials the Central Board is kept in touch with the local bodies. Their functions are to instruct and assist inspectors of poor in the keeping of their books and the performance of their work; to confer with chairmen and members of Parish Councils and Poorhouse Committees, and advise them as to the best methods of administering relief; to correct abuses and check irregularities; and to keep the Board informed of any matters in connection with the relief of the poor that call for attention or interference. They are the channels whereby the policy of the Board is communicated to and impressed on Parish Councils, and the proceedings of Parish Councils are made known to the Board.

13. The ordinary reports of the General Superintendents of Poor are constantly made use of as a means of pressing on Parish Councils the views of the Board in regard to proper administration. For example, the General Superintendents are asked to note and report cases where, in their opinion, relief is being given to persons who are not proper objects of relief. It is the practice of the Board to request the Parish Councils to submit observations or explanations regarding such cases; and if these are not satisfactory, the Board take the opportunity of explaining the law, and the most approved practice of dealing with such cases. By constant pressure on Parish Councils in this way, much is done to keep the Poor Law administration up to a fairly good standard.

Area of Poor Law Administration.

14. The unit of Poor Law administration in Scotland is the civil parish. There are at present 874 parishes. They vary largely, both in extent and population.

15. The population of many parishes being very low, the number of poor on the roll is small. At 15th May 1905 there were over 300 parishes with fewer than 10 ordinary poor (*i.e.* exclusive of dependants and lunatics) on the roll.

16. As each parish has a separate Parish Council and separate officials, it is obvious that there is a waste of administrative machinery, and that the number of small parishes might be advantageously reduced.

17. The Poor Law Act of 1845 (section 16) provided for the combination of parishes for Poor Law purposes. The power of forming combinations under that section lies with the Local Government Board, but it can only be exercised when the Parish Councils of the parishes concerned resolve that it is expedient. The power has been exercised on four occasions only, the most recent instance being as far back as 1879. In 1845 the three parishes forming the Island of Islay in Argyllshire were combined. This combination was dissolved in 1868. The other three cases of combination were in the large cities of Glasgow (Govan), Edinburgh, and Dundee. The power of combination under section 16 of the Poor Law Act has therefore not been made use of to reduce the number of small parishes, but to remove the difficulties of administration that necessarily arise when the area of a large town is under the charge of more than one Poor Law Authority.

18. In addition to the power of combination given to the Local Government Board by section 16 of the Poor Law Act, the Secretary for Scotland has power, under the Local Government Acts, to unite, or divide, or alter the boundaries of parishes, and since 1894 he has exercised this power in forty-five cases. It is his practice to consult the Local Government Board before he issues orders altering parish boundaries. The Board's general policy is in favour of uniting small parishes, and of making such alterations of boundaries as will bring a single community—such as a burgh—under the jurisdiction of a single Parish Council.

19. Little has been done in the way of amalgamating small parishes, but the number of cases in which a burgh is situated in two or more parishes has been considerably reduced. There are still, however, about thirty burghs—including Glasgow, Dundee, Perth, Kilmarnock, Dumbarton, Coatbridge, and Wishaw—that are situated in two or more parishes.

Parish Councils.

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Parish Councils, their membership and method of fixing.

20. In Scotland the local administration of the Poor Law is in the hands of the Parish Councils. The minimum membership of a Parish Council is five, the maximum thirty-one. The number of Councillors is fixed in burghal parishes by the Town Council, in landward parishes by the County Council, in parishes partly burghal and partly landward by the Town and County Councils jointly. In all cases the approval of the Local Government Board is required; and when a difference arises between a Town and County Council, either as to the total number of Councillors or their distribution between the burghal and landward parts of the parish, the decision lies with the Board. In such cases the Board consider the whole circumstances of the parish, but population is the dominant factor in the decision.

21. Of the 874 parishes, about 600 have from 5 to 9 Councillors; about 200 have from 10 to 15, and the remainder have more. Six parishes have the maximum number of 31.

Triennial election of Parish Councillors.

22. The Councillors are elected every third year by the county and burgh electors, and the elections are carried out in counties by the County Councils at the same time as the election of County Councillors, and in burghs by the Town Councils at the same time as the election of Town Councillors.

Parish electoral wards and instances of their extreme smallness in certain cases.

23. A great many parishes—nearly one-half of the whole number—are divided into wards for the purposes of the election. Owing to the provision that every County Council electoral division, so far as within a parish, shall be a parish ward, some parish wards are extremely small. At the election in 1898 (the latest for which figures are available), there were eighteen instances in which the number of electors in a ward was under 20. In two cases there were only 2 electors, in one case 3, and in four cases 5. The most notable instance was that of the parish of Croy (Inverness-shire). It is a comparatively small parish, and the electorate numbered 246. It is divided into five parish wards. One had 122 electors, one 65, one 55, and two had 2 electors each. Under the existing law there are no means of rectifying this. In one instance the Board, on the suggestion of the local bodies, determined that what was by statute a separate ward should not be treated as such. But they have no authority for such action, and it is liable to be called in question.

Procedure as to incomplete elections and need for altering it.

24. If in any parish the full number of Councillors is not elected, the Local Government Board has power to order a new election. At the first Parish Council election in 1895 there were only 10 instances in which the election was not complete. At the 1898 election the number rose to 115; at the 1901 election it was 124, and at the 1904 election 102. In all these cases the Board ordered new elections. It would be a saving of expense if in such cases there was power to complete the Council by co-option, as is done when a casual vacancy in a Parish Council takes place.

Cost of Parish Council elections: method of defraying and need for fixed scale of charges.

25. A Parish Council election for the whole of Scotland costs over £10,000. The expenses are met in the first instance by the Town and County Councils, and are recovered by them from the Parish Councils. Any dispute as to the charges falls to be determined by the Local Government Board. The Board have in a number of instances reduced the charges made against Parish Councils. In one case they reduced a claim from £62 to £20, and in another from £277 to £193. If the Board had power to fix a scale of charges, the cost of the elections might be somewhat diminished.

Procedure as to incomplete elections, etc.

26. It sometimes happens that the deficiency in the number of Councillors elected is so great that there is not a quorum, and the Parish Council are unable to act. In such cases the Board exercise the power given them by section 18 of the Local Government (Scotland) Act, 1894, and authorise those who have been elected to act as the Parish Council until a further election takes place. If no Parish Councillors at all have been elected, the Board appoint one or more local men of experience to act as the Parish Council until a further election is held.

Difficulty of securing a Parish Council at Barra and action of Board thereasto.

27. A Parish Council sometimes becomes unable to act owing to the membership being reduced by deaths or resignations to such an extent that there is not a quorum left. In these circumstances the Board authorise the remaining members to act until an election takes place. A peculiar instance of this nature has occurred in Barra, one of the insular parishes of Inverness-shire. In May of last year the members of the Parish Council resigned with the exception of two, one of whom was absent from the parish

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in ill-health. The Board issued orders authorising the remaining resident Councillor to act temporarily as the Parish Council, and ordering an election to be held to fill the vacancies. No one, however, came forward as a candidate, and the single Councillor continued to act for about five months. The Local Government Board then deemed it necessary to take further action, as there was a danger that the parochial administration might break down, and as the finances of the parish were in a very serious condition. They accordingly appointed Mr Millar, their General Superintendent of Poor for the Northern Highland District, and myself to act along with the local Councillor as the Parish Council of Barra, and this temporary Council, consisting of one local member elected in the ordinary way and two officials appointed by the Central Department, has been administering the Poor Law in the parish since October last.

Offices.

Power and method of providing Parish Council offices.

28. Parish Councils have power to provide office accommodation for their business and rooms for their meetings. In the smaller parishes an office is not usually provided; the ordinary arrangement is for the inspector of poor to conduct the business in his private residence. In the larger parishes offices are generally provided. In most cases these are rented, but sometimes they are purchased or built. There is sometimes difficulty, however, in the way of purchasing or building premises. The cost is too great to be met out of current revenue, and money must be borrowed. The Poor Law Act, however, gives no power to Parish Councils to borrow for providing offices. The Local Government Act, 1894, gives power to borrow for offices, but only in landward areas. Accordingly, the Parish Council of a parish containing a burgh has no power to borrow for providing offices. The result is inconvenient, for it is in the larger parishes containing burghs that the need for offices is greatest, while the facilities for providing them are least.

Insufficient powers in parishes containing burghs.

Need for power to provide dwelling houses for parish medical officers.

29. Parish Councils have no power to provide dwelling-houses for their officials. Save in the case of the medical officers, there is no great need for such power. In some cases, particularly in the Highlands and Islands, the medical officer has difficulty in finding a suitable house conveniently situated for the inhabitants of the parish, and it would be advisable that Parish Councils should have power to provide houses for their medical officers, and to borrow for the purpose.

The Inspector of Poor.

Inspectors of poor, their remuneration, tenure of office, etc.

30. Every Parish Council is required to appoint one or more inspectors of poor. It is competent for the Parish Council to divide the parish into districts and appoint an inspector for each. There are five parishes so divided. Unless a parish is divided, it is not competent to appoint more than one inspector of poor. Assistants, however, may be appointed when required. In a few instances the office of inspector of poor for more than one parish is held by the same person.

31. The remuneration of the inspector of poor is fixed by the Parish Council. Salaries of inspectors range from £3 to £1,000 a year. The Local Government Board have no power to interfere in regard to an inspector's remuneration. In one case, however, where a Parish Council reduced the salary of an inspector, with the apparent object of compelling him to resign, the Board presented a petition to the Court, and it was held that the resolution of the Parish Council was illegal. The Parish Council has no power to dismiss an inspector; that power lies with the Local Government Board. The power is frequently exercised. Hardly a year passes without one or more inspectors being removed from office, or called on to resign. The usual grounds of dismissal are neglect of duty, misconduct (such as drunkenness), or misappropriation of parochial funds.

32. It is only in large parishes that inspectors of poor give their whole time to their parochial duties. In most cases they are also engaged in other occupations. The Board have specified certain occupations which they regard as incompatible with the functions of an inspector of poor. These include the offices of governor of a poor-house, medical officer of a parish, procurator-fiscal, sheriff-clerk, justice of peace clerk, sheriff-officer, magistrate or town councillor of a burgh, member of a school board, or of a county secondary education committee. The Board also consider it inexpedient for an inspector of poor to hold the situation of ground-officer or any similar situation under a proprietor or factor, or to hold a license for the sale of spirituous liquors, or to be a practising law agent, or a parish minister, or a parish councillor in a neighbouring parish. Inspectors and assistant inspectors are forbidden to sell any articles whatever to persons in receipt of relief, or to derive any profit or emolument, either directly or indirectly, from provisions or other articles supplied or sold to such persons. Inspectors in Highland parishes are required to have a knowledge of Gaelic. The Board, by means of their power to dismiss inspectors of poor, can, if necessary, enforce their views as to the fitness of any inspector to hold office.

Duties of inspectors of poor.

33. The following are the duties of an inspector of poor as set forth in the Poor Law Act:—

(1) To keep the books, etc. relating to the management or relief of the poor in the parish.

(2) To make himself acquainted with the circumstances of each individual receiving relief.

(3) To keep a register of all such persons, and of the sums paid to them, and of all persons who have applied for and been refused relief, and the grounds of refusal.

(4) To visit and inspect at least twice a year, and oftener if required by the Parish Council or the Local Government Board, all the paupers receiving relief who reside in the parish or within five miles of it.

(5) To report to the Parish Council and to the Local Government Board upon all matters connected with the management of the poor, in conformity with the instructions which he may receive from these bodies respectively.

(6) To perform such other duties as the Parish Council or Local Government Board may direct.

(7) To inquire into the circumstances of all applicants for relief, and to grant relief to such applicants as may be entitled to it until the next meeting of the Parish Council.

The clerk to the Parish Council, his appointment and duties.

34. With regard to the keeping of the books, the duty of inspector of poor has been in some cases modified by the appointment of a clerk to the Parish Council. This appointment is authorised by the Local Government (Scotland) Act, 1894, and in a considerable number of parishes a clerk has been appointed. In most cases, however, the inspector has been appointed clerk; and where no appointment of clerk has been made, the inspector acts as clerk.

35. Where a clerk, who is not also inspector, has been appointed, the usual arrangement is that he keeps the minute-book, account-books, etc., while the inspector keeps the pay-roll, record of applications, registers of poor, etc.

Prescribed forms of records and requirements as to uniform records.

36. The Local Government Board have issued instructions to inspectors requiring them to keep uniform records of the poor, and have prescribed the forms of certain books that are to be kept.

These include—

(1) A Record of Applications for parochial relief, containing the names and residences of all applicants, their occupations and earnings, the names and earnings of their families, their circumstances and condition, the manner in which the application is disposed of by the inspector and by the Parish Council, and when refused, the grounds of refusal.

(2) A General Register of Poor, containing the names of all persons chargeable to the parish, whether resident or not, who receive relief by authority of the Parish Council, with full information regarding each case, including any changes in their circumstances, or in the relief given to them.

(3) A separate Register of Children, containing further particulars as to their religious denomination, the persons with whom they are boarded, the service or occupation to which they are sent, etc. etc.

(4) A Pay-roll, containing the sums paid to each pauper weekly, fortnightly, or monthly, as the case may be.

(5) A Visiting Report, containing the visits of the inspector to the paupers, his notes on their condition, and any changes in the circumstances of them or their families.

Forms of these books will be found in the Book of Rules, Instructions, and Recommendations issued by the Board.

Applications for Relief.

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37. Applications for relief are made to the inspector of Poor, and he is required to give answer to every application

within twenty-four hours. If necessary, he gives interim relief at once until he shall have completed his inquiries. If he finds that the applicant is legally entitled to relief, he is bound to grant it until the next meeting of the Parish Council.

38. The responsibility for relief thus rests in the first instance on the inspector of poor, and he remains responsible until there is a meeting of the Parish Council, when the responsibility is transferred to that body. The period during which the sole responsibility rests on the inspector varies according to the frequency of meetings of the Parish Council or its Relief Committee. In the largest parishes the intervals between meetings is no more than a week or a fortnight; in many parishes meetings are held monthly, but in small or sparsely populated parishes intervals of three months or more may occur between meetings.

39. The responsibility resting on an inspector is somewhat serious, especially in cases where he refuses relief, for not only is he liable to dismissal by the Board for neglect of duty, but if the life or health of a poor person is endangered by such neglect, he is liable to prosecution on a criminal charge. There are no very recent instances of prosecution, but the Board of Supervision, in their Report for 1847, called attention to a case; and Graham, in his work on the Poor Law, cites another case that occurred in 1850, where the inspector was convicted and sentenced to a fine of £50 or one month's imprisonment. The most recent instance that I am aware of occurred in 1893, when an inspector was tried on a charge of culpable neglect of duty towards a poor person by failing to give sustenance and attention to her, thereby causing or accelerating her death. The accused pleaded guilty of a technical neglect of duty, but such as did not result in causing or accelerating the death of the pauper, and the Prosecutor did not press for sentence. This was a case of a poor woman who had been offered relief in the poorhouse, but would not accept it. Cases of this kind are constantly occurring, and cause great difficulty to inspectors. On the question of the duty and liability of an inspector of poor in such a case, the Board of Supervision (Minute of 12th July 1877, p. 53 of Rules, etc.) expressed the opinion that the inspector, having offered relief in the poorhouse, incurs no criminal responsibility if the pauper perversely refuses to accept such offer. But the Local Government Board do not fully endorse this view, and have sometimes informed inspectors that an offer of poorhouse relief, when not accepted, does not free them from responsibility.

40. As soon as the inspector reports a case to the Parish Council or Relief Committee, his responsibility is transferred to the Parish Council. It falls to that body to determine how each application shall be dealt with. Their first duty is to decide whether the applicant is a proper object of relief. As Mr Macpherson has explained (par. 84 of his statement), the following classes of persons are entitled to relief, viz. all persons disabled by age, or by mental or bodily infirmity, from gaining a livelihood by working, and having no means of subsistence; widows or deserted wives who, though able-bodied, are burdened with young children; and orphan or deserted pupil children.

41. Generally speaking, two points fall to be considered in determining whether an applicant is entitled to relief:—(1) Is he destitute? (2) Is he disabled?

42. On the first point, it is the duty of the inspector to furnish the Parish Council with full information, so as to enable them to form a sound judgment. On the second point, the Parish Council must in most cases be guided largely by the opinion of the medical officer.

43. If a person is able-bodied, that is, if he is not suffering from such disability, physical or mental, as will prevent him earning his own subsistence, the Parish Council are not entitled to relieve him. Nor are they entitled to relieve the dependants of an able-bodied man so long as such dependants are living in family with him. If, however, the husband or father be in prison, or if he be in desertion, the dependants may, if necessary, be admitted to relief.

44. Cases are constantly occurring where humanity compels Parish Councils to depart from the strict letter of the law. As Mr Macpherson has pointed out (par. 92 of his statement), the Central Board have themselves indicated in a Circular that the law is not to be rigorously adhered to. They say:—"In considering the question of disability, however, in the case of a person really destitute, the inspector should not carry the letter of the law to an extreme." Where an able-bodied man has not the means to furnish his sick wife or sick child with the treatment or nourishment that the sick person requires, the law is constantly being broken. For instance, the Parish Council of Glasgow some months ago submitted to the Local Government Board a list of applications made by able-bodied men for relief to their dependants during the three months from 16th May to 16th August 1906. The cases numbered 50, and in 22 of these the Parish Council had, in spite of the illegality, granted relief.

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45. An instance of a not uncommon occurrence came under the notice of the Board only the other day. An able-bodied man—a travelling tinker—applied for relief on behalf of his wife, who had given birth to a child in a tent. The medical officer attended her and prescribed nourishment, which was afforded by the inspector of poor, the father having no means. The Board indicated their approval of the inspector's action, and in a subsequent letter to him, dated 7th March 1907, they expressed their views in these terms:—

"This was a case in which the strict letter of the law could not be given effect to. The Board desire further to repeat their approval of your action in granting relief, though it cannot in the present state of the law be considered as strictly legal. The Board cannot recommend that relief be refused where such is clearly necessary, even though the husband may be an able-bodied man."

Need for modification of the law as to the able-bodied.

46. A modification of the law on this point is clearly called for.

Refusal of Relief.

47. When an inspector of poor refuses relief, he is required to give to the applicant a certificate stating that relief has been refused, and giving the grounds of refusal. The poor person may then appeal to the Sheriff, in terms of section 73 of the Poor Law Act. The intervention of an agent is not required, and the application may be made either verbally or in writing. If the Sheriff is satisfied that the applicant is not entitled to relief, he at once pronounces a deliverance to that effect. If, however, he is of opinion that there is a *prima facie* case for relief, he directs the inspector to give interim relief, and to lodge a statement setting forth the reasons for refusal. If the inspector fails to lodge such statement, the Sheriff decides that the applicant is entitled to relief, and orders the Parish Council to give it. If a statement is lodged, he appoints it to be answered, and, if required, nominates an agent to act on behalf of the applicant. If necessary, he directs a record to be made up and a proof led, and thereafter issues his judgment.

Pauper's appeal to Sheriff against refusal of relief and procedure thereasto.

48. The number of cases in which poor persons have taken advantage of their right to appeal to the Sheriff is considerable. As was natural, the greatest number of appeals were taken in the early years of the existing Poor Law. In the year 1846–7 there were 1,043 appeals. Last year the number as returned to the Board was 473. These figures, however, are short of the actual numbers, as complete records are not kept in some Sheriff Courts. In very few cases is a formal deliverance given by the Sheriff. When the inspector of poor finds that the Sheriff takes the view that the applicant has a *prima facie* claim, he usually acquiesces and grants relief.

Number of appeals to Sheriff.

Complaints of Inadequate Relief.

49. The authority of the Sheriff is strictly confined to the question of the right of a poor person to be relieved; the question of the amount or the nature of the relief that may be required is beyond his jurisdiction, and he is not entitled to interfere in regard to it. The amount and the description of relief are matters for the inspector of poor and the Parish Council in the first instance. But if a poor person who has been admitted to relief considers that the relief granted to him is inadequate, he is entitled to lodge a complaint with the Local Government Board. The Board are bound, without delay, to investigate the nature and grounds of the complaint. If they find that the grounds of complaint are well founded, and if these are not removed by the Parish Council, the Board issue a minute declaring that the pauper has a just cause of action against the Parish Council, and this enables the pauper to take proceedings in Court for the enforcement of his right to adequate relief.

Pauper's appeal to Board against inadequacy of relief and procedure thereasto.

50. This right of appeal to the Board with regard to the adequacy of the relief offered by the Parish Council is a very important feature in the Poor Law of Scotland. The appeal applies not only to the amount, but also to the character or description of the relief offered; and the result is that the Board becomes in effect a tribunal to

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determine in any case whether a poor person should have indoor or outdoor relief.

Pauper's appeal to Board against inadequacy of relief and procedure thereasto.

51. The procedure of the Board in dealing with complaints of inadequate relief is as follows :—Every complaint must be made on a prescribed form. This form (*vide App. No. CLVIII. (E)*) contains a schedule of questions to be answered both by the applicant and by the inspector of poor. The information to be supplied includes the age and occupation of the applicant, the names, ages, employment and earnings of children or dependants living in family, the employment and earnings of children not living in family, the circumstances of the applicant's parents, the nature and extent of the applicant's disability, the applicant's income and resources, the amount of relief given and the amount claimed, and other circumstances. Every inspector is required to keep a supply of these forms and to give a copy to any pauper who may demand it. He is also bound, if required, to fill up the application form for the applicant; but if the applicant prefers to fill it up himself or to have it filled up by any other person, he is at liberty to do so. Every application, after being filled up and signed, must, before being transmitted to the Board, be handed to the inspector of poor, who enters his remarks. It is then forwarded to the Board, either by the inspector or by the applicant. If the applicant is resident in a parish other than that of his settlement, a statement is obtained from the inspectors of both the parish of residence and the parish of chargeability.

52. When a complaint of inadequate relief is received, it is at once considered. If it appears from the information in the schedule that the applicant has not a good ground of complaint, it is at once dismissed. If the Board are not satisfied with the information supplied or the explanations given, they remit the case back to the Parish Council for further consideration. In cases of special difficulty they instruct one of their General Superintendents of Poor to inquire and report. In 1906 the General Superintendents reported on 21 out of 113 complaints received. In almost every case in which the Board hold that there is good ground of complaint, the Parish Council acquiesce in the Board's decision, and the issue of a formal minute is unnecessary.

General acquiescence in Board's decisions.

Number of appeals against inadequate relief.

53. The right to complain to the Board has been largely taken advantage of. Since the passing of the Poor Law Act of 1845, till 31st December 1906, no fewer than 21,798 complaints have been lodged. Of these, 16,830 have been dismissed, in 4,794 cases the ground of complaint has been removed, 137 complaints have been withdrawn or stopped by death, and in only 34 cases has it been necessary for the Board to issue a minute declaring that the applicant has just cause of action. During the early years of the Poor Law Act the number of complaints was very great. In the year 1848–9 they numbered 863, and in the five years ending 1850 the average annual number was 742. Since then the number has gradually fallen, and the average annual number is now little over 100. In the year 1906 the number was 113. The issue of a minute by the Board is now of very infrequent occurrence. Only one has been issued since 1890, and only seven since 1859.

Board's practice in determining the "adequacy" of relief.

54. In dealing wtth complaints that the amount of relief granted is insufficient, the Board consider the merits of each individual case. They have not a fixed standard of what is adequate relief. The question of fixing such a standard appears to have been carefully considered by the Board of Supervision, and it is dealt with by them in their First Annual Report (p. xx), where they say :—

> "The difference in the condition of the population and the cost of subsistence in the different parts of the country make it impossible to fix any one standard of adequacy for the whole country.
>
> 'Even in the same parish it rarely happens that any two cases are precisely similar in all their circumstances, and we are satisfied that the only safe course is to consider each case with reference to its special circumstances. Any attempt, therefore, to divide the paupers of a parish into classes, and to give a similar allowance to every individual in each class, appears to us to be improper, and we are satisfied that it is on other grounds also inexpedient. . . .
>
> 'After much anxious deliberation, we have come to the conclusion that the safest guide to a right estimate of what constitutes 'needful sustentation' in any parish is to be derived from a knowledge of the earnings on which industrious labourers are able, in that parish, to maintain themselves and their families without parochial aid, but that it would be a fatal error . . . . . to make the condition of the pauper more desirable than that of the independent labourer."

55. These views of the Board of Supervision in 1846 are substantially the views of the Local Government Board at the present day, and the practice of deciding each case on a consideration of its special circumstances still continues.

Board's policy as to adequate relief.

56. The policy of the Board has always been in the direction of securing a liberal allowance to poor persons of good character who are allowed outdoor aliment. The very small allowances of a few pence per week that were common fifty or sixty years ago are now almost unknown, and this is largely due to the action of the Central Board. On 5th June 1902 the Board issued a Circular recommending liberal allowances to respectable widows with young children. A copy of the Circular is appended (*vide App. No. CLVIII. (F)*).

Inadequate relief complaints include appeals as to nature of relief offered.

57. In many instances, however, the question that has to be dealt with in a complaint of inadequate relief is not the amount, but the nature of the relief offered. In 88 out of 113 cases that came before the Board in 1906 there was an offer of relief in the poorhouse. In some cases indoor relief alone is offered; in other cases indoor relief is offered as an alternative to the outdoor relief which the applicant complains of as inadequate in amount. It then falls to the Board to determine whether an offer of relief in the poorhouse is in the circumstances an offer of adequate relief. Here, again, the whole circumstances of each case are considered, but the Board have laid down as a general line of policy that there are certain classes that ought not to receive outdoor relief. These are stated in a Circular issued on 26th July 1883 to be—

Policy of Board as to cases where indoor relief only should be offered.

> (1) Mothers of illegitimate children, including widows with legitimate families who may fall into immoral habits.
>
> (2) Deserted wives.
>
> (3) Persons having grown-up families settled either in this country or abroad.
>
> (4) Persons having collateral relatives in comfortable circumstances.
>
> (5) Wives of persons sentenced to terms of imprisonment or penal servitude.
>
> (6) Generally, all persons of idle, immoral, or dissipated habits.

58. As a general rule, the Board dismiss complaints by persons belonging to any of the above classes who are offered indoor relief. But the rule is not inflexible; there are occasionally cases, especially in classes (3) and (4), where the circumstances are such that the Board do not adhere to it.

Board's practice in determining adequacy of offer of indoor relief to sick and aged, etc. persons.

59. Wherever the pauper alleges sickness, infirmity, or old age, the Board, before determining that an offer of indoor relief is adequate, require a certificate from the medical officer that the pauper can be removed to the poorhouse without injury. And when an offer of indoor relief is made to the mother of a family which includes daughters who have ceased to be dependants, and cannot therefore be forced to accompany her, the Board will not hold the offer to be adequate relief unless the Parish Council make such provision for the protection of the daughters as will reduce the risks to which girls at such an age are peculiarly exposed.

Poorhouses.

Power of providing poorhouse accommodation and extent to which exercised.

60. Parish Councils in Scotland may, subject to the approval of the Local Government Board, provide poorhouses. A separate poorhouse may be provided for any parish having more than 5,000 inhabitants, or for any group of two or more contiguous parishes irrespective of population. There are 19 parishes that have separate poorhouses, and there are 44 combination poorhouses. The number of parishes that have poorhouses either singly or in combination is 501, with an aggregate population of of 3,772,243. Any parish not having a poorhouse either for itself or in combination with others may, with the Board's approval, acquire the right to board paupers in a poorhouse, and 306 parishes, with a population of 658,382, have taken advantage of this power. There are thus 807 parishes, with a population of 4,430,625, that are in a position to offer indoor relief, and only 67, with a population of 41,478, are without this power. The Board of Supervision throughout its career constantly urged Parish Councils to obtain poorhouse accommodation, and the Local Government Board have followed the same course, with the result that, though the provision of poorhouse accommodation is not in Scotland a compulsory requirement, such provision has been made for nearly the whole of the country.

Board's policy as to the acquisition of poorhouse accommodation.

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61. A new poorhouse cannot be built, nor can an existing house be enlarged or altered, unless the plans are approved by the Board. The Statute does not require that the *site* be approved, but the Board insist on a plan of the site being submitted, and they have in more than one instance refused to permit the erection of a poorhouse on account of the unsuitability of the site. The Statute does not require approval of the specifications, and it is not the practice of the Board to call for specifications. Before any plans, whether of new buildings or of alterations, are approved, they are scrutinised and reported on by the General Superintendent who has charge of the poorhouses. The Board have not an architect on their staff, and until recently it was not their practice to obtain expert opinion on any plans submitted to them, but in recent years they have sometimes employed a surveyor to report to them on plans of new buildings or of extensive alterations. The Board have not issued a formal statement of the requirements that they insist on in the construction of poorhouses, and consequently there is no uniformity in the designs of Scottish poorhouses. The number of inmates that may be received into each poorhouse is fixed by the Board, and in calculating the numbers they allow in dormitories an air-space of 400 cubic feet for each ordinary inmate, 800 cubic feet for sick inmates, 1200 cubic feet for maternity cases, and 2,000 cubic feet for cases of phthisis and for specially offensive cases. In day-rooms a minimum floor space of 15 square feet per inmate is required.

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62. Parish Councils are empowered to borrow on the security of the rates for the purpose of building or altering or repairing poorhouses. The consent of the Central Board is not required in ordinary cases; but when a Parish Council proceeds under the Poor Law Loans and Relief Act, 1886, the provisions of which are available only in parishes having a population over 100,000, it is necessary to have a certificate from the Local Government Board that the Parish Council has duly charged or made provision for charging the rates with the proper interest of any former sum borrowed. The borrowing powers for poorhouses are hedged about with a number of conditions, some of which are unreasonably restrictive. For instance, a Parish Council, unless the population of the parish exceeds 100,000, cannot borrow a further loan until the whole of any previous loan is repaid. The result is that no extensive improvement or enlargement of a poorhouse, such as will involve borrowing, can be undertaken until previous borrowings have been fully repaid.

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63. The Parish Councils of all parishes having a poorhouse are required to frame "rules and regulations for the 'management of such poorhouse, and for the discipline and 'treatment of the inmates thereof, and for the admission of 'any known minister of the religious persuasion of any 'inmate of such poorhouse at all reasonable times, on the 'request of such inmate, for the purpose of affording 'religious assistance to such inmates." These rules have no validity until approved by the Local Government Board. In the year 1850 the Board of Supervision, being of opinion that it was desirable to have something like uniformity in the rules for the various poorhouses in the country, issued a set of model rules. (A copy of the model rules has been handed in by Mr Macpherson.) These rules are now in force in all or almost all Scottish poorhouses. An idea of the scope of the rules may be gathered from the titles of the sections into which they are divided, viz.—House Committee, Visitation of Poorhouse, House Governor, Matron, Porter, Admission of Poor Persons, Classification of Inmates, Discipline of the Inmates, Medical Officer, Religious Instruction, Punishment for Misconduct of Inmates, Diet of the Inmates, Explanation of Terms, List of Books.

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64. There are in Scotland 70 poorhouses, some of which are very small. The Long Island combination poorhouse is sanctioned for only 20 inmates, and there are 24 poorhouses that accommodate less that 100 inmates. The number of inmates at 1st July 1906 was in Long Island poorhouse only 8; in 10 poorhouses the number of inmates was under 20, and in 28 under 50. In some poorhouses there is at all times a large amount of vacant accommodation. In Thurso combination poorhouse, which has accommodation for 149 inmates, there were on 1st July 1906 only 12; in Upper Nithsdale combination poorhouse, with accommodation for 126, there were 14; in Mull combination poorhouse, with accommodation for 125, there were 23; and in Sutherland combination poorhouse, with accommodation for 114, there were 25. It is obvious that poorhouses with so small a number of inmates must be expensive to administer, and that anything in the nature of classification of the inmates is in such cases utterly impracticable.

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Inspection of poorhouses.

Reports by governors and medical officers of poorhouses, and action by Board thereon.

65. All the poorhouses in Scotland are regularly inspected by one of the Board's General Superintendents of Poor. Copies of the forms in which his reports are made are appended (*see App. No. CLVIII.* (*C and D*)). The Board communicate to the Parish Councils or House Committees anything in these reports that seems to call for attention. For the past two years the Board have also obtained reports from the governors and medical officers of poorhouses. The points dealt with in these reports will be found in the Circulars appended (*see App. No. CLVIII. G and H*)). The medical officer's report deals with the conditions affecting the health of the inmates, while the governor's deals with administration and discipline. Anything in these reports that calls for attention is communicated to the Parish Council or House Committee. In most cases these bodies willingly carry out any suggestions made by the Board or their officers for improvements in the structure or the administration of poorhouses. The Board have no direct authority to enforce such improvements, but the power to determine that relief in any particular poorhouse is not adequate relief enables the Board to insist on the remedy of any gross or serious defects or abuses.

Board's indirect power to enforce improvements in poorhouses.

Primary object of poorhouses, and their subsequent use as a test of poverty.

66. The object of providing poorhouses is stated in the preamble to section 60 of the Poor Law Act, 1845, to be "for more effectually administering to the wants of the 'aged and other friendless impotent poor, and also for 'providing for those poor persons who, from weakness or 'facility of mind, or by reason of dissipated and improvident 'habits, are unable or unfit to take charge of their own 'affairs."

Incompatability of objects for which a poorhouse is now used.

67. The primary object of the poorhouse is, therefore, to provide a shelter for those poor persons who need to be taken care of. But poorhouses soon came to be used also for another and a different object, viz. as a test of poverty, and a means of discipline and restraint for the poor of bad character. The inmates of poorhouses are accordingly divisible into two broadly marked and easily distinguishable classes—one, a respectable class, for whom the poorhouse should be made attractive and homelike; the other, a class for whom the poorhouse should be made as repellent and prisonlike as possible. The two purposes are hardly compatible in one institution, and it is only by means of classification and differences in treatment that it is possible to carry out both in one building. No attempt, save to a certain extent in Glasgow, has, however, been made to provide separate institutions for the two classes of inmates.

Parochial Lodging-Houses.

Parochial lodging houses, their various types and management, etc.

68. The Board have defined a parochial lodging-house as a "house which is the property of or rented by the 'Parish Council, and which is occupied by more than one 'pauper family." These exist in a number of parishes, and are locally known by various names, such as "poorhouse," "almshouse," "parish home," etc. These lodging-houses vary in size and in structure. A few of them are large. That at Brechin accommodates seventy-six inmates, and is larger than many statutory poorhouses. Some are well-constructed, good-sized dwelling-houses, in which a separate room is allotted to each poor person, and there is a resident matron or person in charge; others consist of a row of cottages, each occupied by a pauper or family of paupers, and all supervised by the inspector of poor or some person appointed for the purpose. In some cases the pauper receives his allowance and lays it out for himself as he thinks fit; in other cases the Parish Council provide the maintenance of those living in such houses, and no allowance in money is granted to them. From a return obtained in 1904 it appears that at that time ninety parishes had lodging-houses of this nature, with accommodation for 1,100 inmates, and that these were occupied by 608 persons.

Unsatisfactoriness of early parochial lodging-houses and their subsequent improvement.

69. These parochial lodging-houses differ from statutory poorhouses, the inmates not being under strict discipline, but at liberty to go out and in as they please. The success of such houses depends largely on the amount of supervision they receive. If not looked after, abuses are almost sure to creep in. The Board of Supervision in 1861 drew a woeful picture of the parochial lodging-houses of that day:—

"Some are overcrowded; some are insufficiently fur-'nished with bedding, bed-clothes, and other articles; 'in some the diet provided for the lodgers is insufficient 'or otherwise objectionable,—all are conducted without 'sufficient regard to the proper classification of the 'lodgers; and some have in consequence degenerated 'into dens of iniquity, which it was necessary to abolish 'and clear out."

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Usefulness of parochial lodging-houses.

70. The condition of parochial lodging-houses is now very different, most of them being carefully superintended and the inmates well looked after. In parishes far removed from poorhouses such houses are found of use for housing aged poor, who need some care and attention, but whom the Parish Council consider unsuitable for the poorhouse.

Casual Sick-Houses.

Provision of, and general need for, casual sick houses.

71. It frequently happens that vagrants or other poor persons are struck down by disease in parishes where they have no domicile, and where accommodation cannot readily be procured for them. The Parish Council is in such cases bound to provide relief, including lodging and such medical and other attendance as may be required. Soon after the passing of the Poor Law Act of 1845 the Board of Supervision found it necessary to direct attention to this matter, and in February 1848 they issued a Minute recommending that every parish should have at its command a house fitted for the reception of casual sick poor, and that arrangements should be made to provide them with proper attendance, and with the conveniences and comforts their situation might require. From time to time the Board have taken the opportunity of pressing this matter on the attention of Parish Councils, with the result that the majority of parishes have made some provision for such cases. If a poorhouse is at hand, arrangements are made for sending cases of casual sickness there. When a poorhouse is not available, provision is made either in connection with a parochial lodging-house, or by building or renting a suitable cottage and employing someone to attend to the cases, or by arranging with someone to give accommodation and attention to any cases that require it. It is probable that more Parish Councils would provide houses for casual sick if they were entitled to borrow for the purpose, but they are averse to incur the requisite expenditure, seeing that it must necessarily be met out of current revenue, and would in most cases involve a considerable increase in the rates for the year.

Need for power to borrow for provision of casual sick houses.

Medical Relief.

72. The medical relief of the poor has been so fully treated in the Report of the Departmental Committee of 1904 that it is unnecessary to say much on this point.

Increased expenditure on medical relief and effect of Medical Relief Grant thereon.

73. When the Poor Law Act of 1845 was passed, little or nothing was being done by the Poor Law Authorities in the way of providing medical relief. In a number of parishes not a penny was spent on medical relief. This state of matters was rapidly altered, and year by year the medical attendance on the poor has been improved and the amount spent on such relief has been increased. In 1846 the amount spent was 9¾d. per pauper, in 1866 it had increased to 5s. 0¼d., in 1886 to 8s. 3¼d., and in 1905 to 12s. 3¼d. The increase over Scotland has been steady and constant, but the ratio of increase is greater in the outlying and sparsely populated parishes than in the large city parishes. While in Glasgow the expenditure has risen from 6s. per pauper to 17s. 1½d., in the parishes of Sutherlandshire it has gone up from 5d. to 25s. 3d., and in Barra from nothing to 30s. This improvement has been effected largely by means of the Medical Relief Grant, which has been used as a lever to raise the standard of medical relief. The history and distribution of this Grant are fully described in the Report of the Departmental Committee.

Difficulties of providing medical relief in the Highlands and Islands.

74. The medical relief of the poor in the sparsely populated districts of the Highlands and in the Islands is a matter of great difficulty. In such localities the population is so scattered that the distances to be traversed by a doctor are very great; the means of communication are deficient; roads are often bad, and frequently arms of the sea have to be crossed in open boats; the house accommodation of the poorer classes is unsuited for the treatment of disease, and hospitals in these districts are few and far between; a suitable dwelling-house for the doctor is sometimes not to be had. With conditions such as these, it is difficult to induce medical men to take up residence in these localities. Moreover, the people are so poor that the income to be derived from private practice is almost nothing. The result is that a Parish Council in a remote Highland district or in one of the Islands has to offer a large salary as an inducement to a medical man to settle in or near the parish. Thus the Parish Council of Glenelg (Inverness-shire) pays £301 to two medical men to attend 61 paupers; the Parish Council of Uig (Ross-shire), with 146 paupers, pays £200 to their medical officer; the Parish Council of Assynt (Sutherlandshire), with 85 paupers, pays £178; the Parish Council of Sleat (Inverness-shire), with 55 paupers, pays £135; and the Parish Council of Barra, with 68 paupers, pays £93. In such cases the cost of the medical attendance is out of all proportion to the number of sick poor to be attended. Nor can the salary be reduced though the number of paupers diminishes. In Barra, for instance, it would probably still be necessary to pay £90 or £100 to a doctor though the pauperism was reduced to half a dozen. It is desirable that some means be found to lighten the burdens of the ratepayers of such parishes.

Difficulties of providing medical relief in the Highlands and Islands.

75. House accommodation for the medical officer is another difficulty. Under the present law, a Parish Council has no power to provide a house for its medical officer. This power should be given; also the power to borrow for the purpose, subject to the consent of the Local Government Board.

Need for power to provide dwelling houses for medical officers.

76. Except in the parish of Glasgow, there are in Scotland no hospitals exclusively for sick paupers save in connection with and forming part of a poorhouse. The Parish Council of Glasgow have three separate hospitals for the sick poor. In structure and equipment these three hospitals are equal, if not superior, to the best general hospitals or infirmaries. Some of the hospitals in connection with poorhouses, especially those recently erected, are also of the best type. The medical and nursing service in all these is similar to that in the best general hospitals. In most of the smaller and older poorhouses the accommodation for the sick is not of the best description.

Provision for sick paupers requiring hospital treatment in Glasgow and elsewhere.

77. Many Parish Councils have made arrangements whereby their sick poor are treated in the nearest or most convenient general hospital or infirmary, but there are still many parishes that have no general hospital at hand to which sick paupers requiring hospital accommodation and treatment can be sent.

The treatment of paupers suffering from phthisis and need for better provision for outdoor cases.

78. During the past few years much attention has been given by Poor Law Authorities to the treatment of consumption among the poor, and the Board have done what they can to encourage Parish Councils to afford to paupers suffering from this disease the advantages of the most modern treatment. In several poorhouses the open-air treatment is followed, and in the Board's Eleventh Annual Report (1905; Appendix 1, following p. 148) will be found illustrations of the out-door shelters that are in use at Stobhill Poorhouse Hospital, Glasgow. The great majority of cases of phthisis that fall to be dealt with in poorhouses have reached an advanced stage of the disease, when treatment has little curative effect, and all that can be done is in the way of alleviation, isolation of the infected, destruction of sputum, and suitable disinfection of bedding, clothing, utensils, and other articles.

79. As regards the outdoor poor suffering from phthisis, it is probable that more might be done, and that eventually more will be done. A few cases have been sent to a sanatorium, and others have received open-air treatment elsewhere. The high charges made at sanatoria have deterred Parish Councils from making much use of them.

Nursing.

Improvement in poorhouse nursing.

80. The nursing of the sick poor is a question that is also fully dealt with in the Report of the Departmental Committee. The nursing of the indoor sick has received a good deal of attention, and much progress has been made, especially since 1885, when part of the Medical Relief Grant was applied to the cost of trained sick-nursing in poorhouses. Almost all the larger poorhouses now employ trained sick-nurses.

Board's scheme for examination and certification of nurses.

81. With a view to raising the standard of poorhouse nursing, the Local Government Board have within the past few months instituted a scheme for the examination and certification of nurses in connection with poorhouse hospitals. They have in view eventually to make the possession of the Board's certificate a condition of participation in the share of the Medical Relief Grant applicable to trained sick-nursing. A copy of the memo. issued to the medical officers of those poorhouses in which probationer nurses are trained is appended (*see App. No. CLVIII. (I)*). It sets forth the conditions of training and the scope of the examination.

Nursing of outdoor sick, and effect of excluding it from benefit of Medical Relief Grant.

82. The nursing of the outdoor sick has not received so much attention as that of the indoor. But, in many cases, Parish Councils contribute to nursing associations and obtain for the poor the services of trained nurses. The Medical Relief Grant, however, is not applicable to the cost of nursing the outdoor poor, and until it is available for such nursing it is not probable that the employment

of trained nurses for the outdoor poor will be greatly extended.

Pauper Lunatics.

83. Lunatics in Scotland being under the charge of the General Board of Lunacy, the question of the treatment of the lunatic poor is outside the scope of this statement. But there is one feature of the subject that may be referred to.

Advantages of observation wards for certain cases of insanity.

84. The Departmental Committee on Poor Law Medical Relief directed attention to the expediency of making provision for cases of threatening insanity or temporary mental derangement that are not suitable for the ordinary or even the sick-wards of a poorhouse, and at the same time are not such as it is expedient to remove to an asylum. The Parish Council of Glasgow had for some time been treating such cases with great success in observation wards connected with one of their poorhouses. This experiment is now being conducted by Glasgow on a larger scale, several admirably constructed and equipped wards in one of their hospitals, with accommodation for 50 cases, having been set apart for the purpose. A few other Parish Councils have provided less extensive accommodation for the same class of patients. The Local Government Board, in consultation with the General Board of Lunacy, drew up a memorandum of conditions on which such wards might be approved. A copy of these, together with a memorandum as to the cases suitable for such wards, is appended (*vide App. No. CLVIII. (J)*). So far as the Board's experience has gone, these wards serve a very useful purpose in saving the removal of cases to an asylum, and in permitting of the successful treatment of cases of temporary mental disorder without exposing the patient to the discredit that is attached in the minds of some persons to residence in a lunatic asylum.

Pauper Children—Boarding-out System.

Universal boarding-out of pauper children.

85. In dealing with pauper children, the Poor Law Authorities in Scotland have followed an enlightened and humane policy. The number of pauper children (excluding those who are dependants) at 15th May 1906 was 7,260; of these, 2,947 were orphans, 1,209 deserted, and 3,044 separated from their parents. The great majority (6,617 out of 7,260) were relieved by being boarded in private families. The collection of children in Poor Law schools or in cottage homes is not practised in Scotland; and few children, except infants, are maintained in poorhouses.

Antiquity of the boarding-out system.

86. The boarding-out system is an important feature in Scottish Poor Law administration. It was in operation before the passing of the Poor Law Act of 1845, and some parishes have had over one hundred years' experience of its working. The Board of Supervision had occasion in the early years of their career to inquire into the system, and the following extract from their Seventh Annual Report (1852) gives the conclusion they arrived at:—

Inquiry into the system in 1852 and conclusions arrived at.

"This inquiry into the condition of these children, 'arising out of a case of gross neglect, naturally 'raised a question as to the expediency of the system 'referred to. It was evident that the children, 'distributed over a considerable extent of country, 'with only one or two in each house, were not 'within reach of continual parochial superintend-'ence; and that the risk of neglect, in particular 'cases, was much greater than if they had been 'collected in one or two establishments. It could 'not be doubted that the amount of literary in-'struction imparted to them would generally be 'less than would easily be attainable in a well-'regulated establishment. There was good reason 'to fear that, in a majority of cases, if not in all, 'the children would fail to acquire habits of cleanli-'ness and order so perfect as might be taught in a 'training school; and that, even for their moral 'and religious training, there was but an imperfect 'security. It is, however, probable that the results 'obtained in this country by boarding out are, on 'the whole, preferable to those which are arrived at 'even in well-regulated establishments where the 'pauper children are collected together. Individual 'cases of neglect or mismanagement may occur, and 'may for a time escape detection; but in a vast 'majority of cases the children appear to be treated 'with kindness, and often with tenderness. The 'instincts of domestic attachment are developed on 'both sides. The children become members of a 'family, with some feeling of the sacred character 'of its ties, its duties and responsibilities. They 'acquire the habits of thought and action of those 'with whom they associate, and cease to be a separate 'class. They are not placed in a position superior 'to that of the children of independent labourers, 'neither are they placed so much beneath that con-'dition as to make it difficult to be attained; and 'the practical result appears to be, that they are 'speedily absorbed and lost sight of in the mass of 'the labouring population in which they have been 'brought up, to take their place naturally and as 'a matter of course side by side with the members 'of the family in which they have been reared. It 'may be doubted whether any system of training 'that cuts off the young from all domestic inter-'course, sympathies, and affections; from companion-'ship with the independent, the hopeful, and the 'free of their own age; from sharing in the cares 'and anxieties of a household; from seeing by what 'struggles independence is maintained, and how 'much it is prized, can provide an education that 'will compensate for what it withholds."

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Subsequent inquiries into and successful results of boarding-out.

87. The experience of subsequent years justifies the conclusions at which the Board of Supervision arrived in 1852. The system has commended itself to Parish Councils all over Scotland as not only the cheapest but also clearly the most successful method of dealing with pauper children. The Central Board has always favoured it, and their officials have invariably regarded it as a success. In 1875 Sir John Skelton, who was then Secretary of the Board of Supervision, made inquiry into the system, and drew up an interesting and careful report; and in 1893 Mr Peterkin, one of the General Superintendents of Poor, who had had fifty years' experience of Poor Law administration, made a further detailed report of the working of the scheme. These reports testified to the excellent results obtained, and to the care and sound judgment exercised by the Parochial Authorities.

Attitude of Board to boarding-out and to supervision and inspection of cases.

88. The practice of boarding out children having been spontaneously adopted by Parish Councils, the Local Government Board have not had much occasion to press it on their attention. The Board's duty has rather been to maintain a general supervision of the system, with a view to checking any tendencies that might result in failure or abuse. While the General Superintendents of Poor, in the course of their ordinary duty, visit regularly the homes where children are boarded and report to the Local Government Board the result of their inspections, the Board are alive to the risk that over-inspection and visitation may frustrate one important object of the system, viz. to make the pauper children indistinguishable from the juvenile population of the locality.

Principles essential to the success of the system.

89. The experience acquired by those Parochial Authorities that had adopted the practice of boarding prior to 1845 had already led them to recognise the leading principles that are essential to success. They had learned—

(1) That homes for the children are to be looked for in the country, and not in the towns.

(2) That the utmost care must be exercised in the selection of guardians.

(3) That there must be regular and thorough inspection and supervision.

(4) That the guardians must be fairly remunerated. And

(5) That the number to be boarded in each home must be limited.

As the practice of boarding became more extended, a further condition was found to be essential to sucess, viz.—

(6) That the number boarded in any locality must be limited.

Peterhead boarding-out rules.

90. These conditions have been generally observed, and the Board have had little occasion to interfere with the discretion of Parish Councils, who, in the words of Sir John Skelton, "have discharged their obligations to the children to 'whom they stand *in loco parentis* with kindness, judgment, 'and success." The rules and forms used by the Parish Council of Peterhead, which are printed at pp. 26–28 of the Eleventh Report of the Local Government Board (1905), give a fair idea of the practice of Parish Councils in boarding out children, and of the aims that the Parish Councils have in view.

General boarding-out rules issued by Board.

91. Beyond pressing on Parish Councils the need of constant and efficient supervision, the Local Government Board have not found it necessary to issue any rules or instructions with reference to the boarding-out of children save the following, which were issued on 10th August 1882:—

"(1) The inspector of the parish of settlement 'shall furnish the inspector of the parish of residence

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'annually in the month of January with a list of all 'children boarded out by the Parochial Board in the 'latter parish, the said list to contain the following 'information,—

'(*a*) the name and age of the child; (*b*) whether 'Protestant or Roman Catholic; (*c*) the name and 'address of the person with whom the child is 'boarded; and (*d*) the allowance per week payable 'to the guardian.

'(2) The inspector of the parish of residence shall 'retain the list for the use of himself and other Poor 'Law officials, but shall not make its contents public 'by laying it before his Parochial Board or otherwise.

'(3) The inspector of the parish of residence shall 'immediately inform the inspector of the parish of 'settlement of any circumstance affecting the welfare 'of the child that may come to his knowledge."

Early difficulties as to education of Roman Catholic children boarded out and instructions by Board thereasto.

92. The Board of Supervision in its earlier years found some difficulty in regard to the religious education of pauper children. Frequent complaints were made by Roman Catholics that endeavours were being made to proselytise the children of that persuasion. In many cases these complaints were found to be well grounded, and the Board had to issue strict instructions that children must be brought up in the faith of their parents or last surviving parent, and that Roman Catholic children, when boarded out, must be placed with Roman Catholic guardians, or, where that is impracticable, must be boarded where they can be supervised by a Roman Catholic priest. In one instance the Board required a Parish Council to dismiss the governor and matron of a poorhouse who, in disregard of the Board's injunctions, had persisted in taking two Roman Catholic girls to a Protestant place of worship. Complaints of attempts at proselytism are now infrequent, but the scarcity of suitable Roman Catholic guardians in Scotland has always created difficulty, and continues to do so. In 1901 the Parish Council of Glasgow, with a view to overcoming this difficulty, proposed to board children in the north of Ireland. There are obvious objections, however, to such a proceeding, and the Local Government Board did not view the proposal with favour.

Proposal by Glasgow Parish Council to board children in north of Ireland and objections thereasto.

Settlement.

Abrogation of settlement as regards medical relief cases.

93. The liability for the expense of relieving any poor person rests on the parish in which such person has a settlement. The law of settlement, with all its intricacies and subtleties, has been fully explained by Mr Macpherson. It remains to be said that, in one important particular, the rule as to the liability of the parish of settlement has been set aside. One of the conditions of the distribution of the Grant in aid of Medical Relief is that "neither a 'participating parish nor the medical officer of that parish 'is entitled to recover from another participating parish 'the cost of medical attendance." The result of this rule is that the power to recover the cost of relief from the parish of settlement is practically in abeyance, so far as medical attendance of the outdoor poor is concerned, over almost the whole of Scotland. The object of the rule was to secure simplicity, and to avoid trouble and difficulty in the distribution of the Grant; and though it entails a partial abrogation of the law as to the liability of the parish of settlement, it has met with general acceptance.

Board's decision of cases of disputed settlement.

94. Under section 2 of the Poor Law (Scotland) Act, 1898, when Parish Councils differ as to the settlement of a poor person, but are agreed on the facts, they may refer the case to the Local Government Board for determination. This provision has been largely made use of. In deciding such cases, the Board have followed the lines of the law as laid down in the decisions of the Court, and have not sought to establish fresh rules on the subject, however desirable such may be.

Removals.

(*a*) *From one parish in Scotland to another.*

Removal of paupers from one parish to another and appeal against same.

95. A poor person who has become chargeable in a parish other than that of his settlement may be removed to his parish of settlement by the Parish Council of that parish if they think fit. They are not bound, however, to remove him thither. The Parish Council of the parish where he resides may remove him if they are not satisfied with the provision that his parish of settlement makes for his relief.

96. This power of removal operated harshly in some cases, *e.g.* when a widow was to be transported to the parish of her husband's birth, where she was unknown and was out of the reach of friends who might help her. But up till 1898 a poor person so situated had no appeal against removal. By the Poor Law Act of that year an appeal to the Local Government Board is given to any poor person who has resided continuously for a year in the parish from which he is to be removed. Since the commencement of the Act, 115 appeals have been received, and these have been disposed of as follows:—

Number of appeals against removal from one parish to another.

Dismissed,	56
Informal or incompetent,	13
Withdrawn or stopped by death,	3
Order for removal withdrawn,	23
Sustained,	18

97. In dealing with appeals, the Board have regard to the whole circumstances of each case, and have to consider whether it is reasonable and proper that the removal be carried out.

98. If the Board sustain the appeal, the parish of residence is bound to relieve the poor person, and may recover from the parish of settlement the amount expended, provided that such amount is approved by the Board.

(*b*) *Removals to England or Ireland.*

Removal of paupers to England or Ireland and appeal against same.

99. Persons born in England or Ireland who become chargeable in Scotland, but have no settlement there, may be removed to their native country by warrant of the Sheriff. Up till 1898 there was no limitation to the removal of such persons, but by the Poor Law Act of that year it was provided that an English or Irish born person who has resided continuously in Scotland for five years—one of which being in the parish where he applies for relief—and has maintained himself without begging or receiving parochial relief, shall be irremovable from Scotland.

100. Warrants may still be obtained for the removal of English and Irish born persons who have no settlement in Scotland, and who are not irremovable under the foregoing provision. But if any such person has resided continuously for a year in the parish from which he is to be removed, an appeal may be taken to the Local Government Board, either by the poor person himself or by the Guardians of the union or parish to which he is to be removed. The Board, on such appeal, are to determine whether it is reasonable and proper that the removal be carried out, having regard to—

(*a*) The length and character of the residence in Scotland;

(*b*) The causes why a settlement has not been acquired, or if acquired, has not been retained; and

(*c*) Any circumstances tending to show that the exercise of the power of removal would unduly injure the interests of the poor person, on account of the industrial employment of his children or otherwise.

101. If the Board sustain an appeal, they have power to determine which Parish Council or Councils shall be liable for the expense of the poor person's maintenance, and in what proportions, and under what conditions, and for what period, regard being had to the length and character of the residence in one or more of such parishes.

Number of appeals against removal to England or Ireland.

102. Since the commencement of the Act of 1898 the number of appeals under this provision has been 84, and these have been disposed of as follows:—

Dismissed,	28
Informal or incompetent,	42
Withdrawn or stopped by death,	3
Order for removal withdrawn,	6
Sustained,	4

It will be seen that a large proportion—50 per cent.—of appeals were incompetent, the appellants being evidently unaware of the limitations to the right of appeal.

Need for power of appeal against removal of paupers from England to Scotland.

103. The Board have received representations from Parish Councils in Scotland complaining that they are under a disadvantage as compared with Boards of Guardians in England, the latter having in certain cases a right of appeal against removals from Scotland to England, whereas Parish Councils in Scotland have no appeal against removals from England to Scotland. The complaint is well-founded, though the grievance cannot be said to be very serious.

Miscellaneous.

104. The foregoing is a brief survey of the methods of administration of the Poor Law in Scotland, and of the

ard's advis- functions Poor Law tters.

procedure of the Local Government Board in carrying out their statutory Poor Law duties. In addition to their statutory duties, the Board do a great deal in the way of assisting and advising Parish Councils in the performance of their functions. Thousands of letters are annually received on questions of Poor Law administration, in many cases involving difficult and delicate points; on these the Board advise as far as they possibly can, and in this way render much assistance to Parish Councils, particularly to those of small and outlying parishes, where the experience of the Councillors and their officials is necessarily limited.

RECOMMENDATIONS.*

Area of Administration.

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105. This should be of such an extent and population as to engage the whole time of one inspector of poor or relieving officer. He should be an experienced official, whose time should be devoted exclusively to visitation and inquiry and inspection. He should visit frequently every person chargeable in his district and make himself familiar with the circumstances of each.

tails of pro- sed scheme Poor Law ministra- n.

106. The Poor Law district should be divided into sub-districts or wards, of such extent that one individual could without difficulty become personally acquainted with every resident within any ward. The ward would be the area for dealing with applications for relief and for payment of aliment. Each ward would have an assistant inspector or relieving officer, not necessarily giving his whole time to the work. The ward would also be the unit for election. Three ward councillors might be elected for each ward with power to co-opt others. The three ward councillors would elect one of their number as a district councillor. Each Poor Law district might consist of twenty or twenty-five wards.

107. The ward council and ward inspector would deal with applications, determine the nature and amount of relief, and see to its distribution. The district inspector or relieving officer would advise the ward council and supervise and instruct the ward inspector, and on his representation the district council would be entitled to review the decisions of the ward council.

108. No burgh would be in two Poor Law districts. The large cities and all those towns that are too large to be supervised by one inspector or relieving officer would be divided into Poor Law districts, but would each be a single Poor Law area with a central council composed of representatives of the district councils and having power to review the decisions of the district council.

Area of Rating.

oposed tional poor e, etc.

109. The most equitable arrangement would be to have a national rate. But I am not sure that this is practicable. Failing a national rate there should be a district rate. The objection to a district rate is that there would still be great disparity between the rates in different districts. The districts in Shetland and the Hebrides would continue to be very highly rated. The simplest remedy for this would be a modification in the distribution of the Government grants—such as that recommended by Lord Balfour and Lord Kinross in their Local Taxation Report.

The Dissolute Poor.

oposed nsfer of the solute poor another thority th larger wers of scipline and tention.

110. There is a class of pauper that should be removed from the charge of the Poor Law authorities, viz., that class which requires restraint and discipline rather than relief. Many of them are weak-minded, and require care and protection as well as discipline. The Poor Law authority is not adapted and does not possess the requisite powers for dealing with persons of this class, who are more akin to the inmates of jails than to the "aged and impotent poor" that the Scottish statutes regard as the proper objects of poor relief. This class includes the "ins and outs," those that become chargeable owing to vice or indolence, vagrants, mothers of two or more illegitimate children, and, generally, persons of dissolute and immoral life. These should be handed over to the charge of an authority having larger powers of detention and discipline, as well as greater facilities for providing labour than the existing Poor Law authorities possess. Their treatment should be reformatory rather than penal.

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Need for removal of children from immoral parents.

111. There should be power to remove children from the charge of immoral parents and give them into the charge of the Poor Law authorities.

Relief to Able-bodied.

Need for power to relieve the sick dependants of an able-bodied man.

112. If a proper scheme of providing work for persons out of employment were in force, there would be no need to grant poor relief to able-bodied persons. But the present law, forbidding relief to the dependants of an able-bodied man, should be altered. If a dependant of an able-bodied man is sick, and the man is unable to provide the necessary medical treatment, it should be provided at the public expense.

Poorhouses.

Need for better classification of poorhouse inmates.

113. The poorhouses should be reserved for cases of debility and of chronic disease that do not require medical treatment or nursing, but need some care and attendance. Cases of acute sickness and of chronic sickness requiring medical treatment or nursing should be treated in hospitals separate from poorhouses. The double use of the poorhouse as an asylum for the infirm and as a place of discipline for the vicious should cease. No attempt should be made to treat these two classes in one institution. The poorhouse should be reserved for the infirm, and the regulations as to discipline should be relaxed.

Proposed abolition of large poorhouses in sparsely populated districts.

114. Large poorhouses for wide and sparsely populated districts should be abolished and their place taken by similar smaller institutions, where aged and infirm poor persons could be looked after without being taken very far from their homes and without being subjected to rigid discipline. As far as possible each person or aged couple should have a separate room.

Outdoor Relief.

Need for compulsory power of removal to hospital, etc. of certain cases.

115. Outdoor relief should continue to be given to the poor who can use it properly and who are not in need of hospital treatment or of paid attendance. There should be power to remove compulsorily to a hospital or home poor persons in urgent need of care and attendance.

Proposed wider discretion in dealing with deserted wives, etc.

116. There should not be a hard and fast rule to offer indoor relief only to certain classes, such as those enumerated in the Board's circular of 26th July 1883, viz.:—

1. Mothers of illegitimate children; 2. Deserted wives; 3. Persons with grown-up families; 4. Persons with collateral relatives in comfortable circumstances; 5. Wives of persons in prison; and 6. Persons of idle, immoral or dissipated habits.

As to 1. I agree with the proposals of the Irish Vice-Regal Commission on Poor Law Reform as to the treatment of mothers of illegitimate children.

As to 2, 3, and 5. The circumstances of each case should be considered.

As to 4. A poor person should not be punished because his collateral relatives are niggardly.

Medical Relief.

Inadequate medical relief to non-pauper classes in rural districts and proposed national health service.

117. The existing arrangements are, in certain respects, not satisfactory. The paupers are properly attended to, but the medical treatment of the non-pauper poor is in an unsatisfactory condition. In the larger towns there are hospitals and infirmaries and dispensaries giving gratuitous medical treatment. In sparsely populated districts there are no such facilities. The result is that large numbers of the population are not in a position to procure medical attendance in sickness, and many die without being seen by a medical man. The gratuitous medical attendance given in the hospitals and dispensaries of large towns has gone too far. The demands on the charity of the medical profession should be reduced. There should be a national health service, not administered by the Poor Law authorities. Every person should be entitled to receive medical advice, attendance, and treatment. Every person who is able should pay a small sum (say 6d.) for each medical service. The payment should be uniform whether the patient lived one mile or twenty miles from a doctor. All general hospitals and infirmaries should be affiliated to the national service, and a small charge should be made for treatment therein.

118. There should be more general hospitals in rural districts. In sparsely populated localities there should be a

* The preceding portion of my statement—pars. 1 to 104—explains the system of Poor Law Administration in Scotland as carried out under the direction of the Local Government Board for Scotland. The subsequent portion—pars. 105 to 122—record my own views on matters calling for reform.—A. M.

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hospital beside the doctor's house, to which persons resident at a distance from him but requiring frequent visits, as well as all persons requiring hospital treatment, might be removed.

119. Those unable to pay might have the requisite payment made by charitable organisations, but should be entitled to have it paid by the Poor Law, public health, or other authorities.

Lunatics.

Proposed national lunacy rate.

120. The area of rating for the support of lunatics should be extended. The cost should be a national charge. The burden of lunacy on a small parish is very heavy. In Barra it involves a rate of about 2s. 6d per £ notwithstanding the assistance received from the Lunacy Grant. The cost of removal to asylum is very great. There are no asylums in the Hebrides or in the Orkney or Shetland Islands. Barra lunatics have to be sent to the asylum at Inverness. It costs about £10 to remove each lunatic thither.

Settlement.

Proposed abolition of settlement and instances of its partial abrogation under present practice.

121. The law of settlement, or rather the law of liability of the parish of settlement, should be abolished. It is not based on any sound principle, it produces all sorts of inequitable results, and it involves an immense amount of litigation and correspondence. The law has been abrogated as regards two items of expenditure:—(1) A Parish Council is not entitled to charge the parish of settlement with the administrative expenses of supervision, distribution of aliment, etc. (2) A Parish Council that participates in the Medical Relief Grant is not entitled to charge the parish of settlement for medical attendance and medicine. If the poor rate were a national rate the law of settlement would be altogether superseded. If the rating area were enlarged, the application of the law would be more limited than at present.

Removals.

Proposed abolition of removal of paupers except as between Scotland and England, or Ireland.

122. If the law of settlement were abolished there would be no necessity for removing a pauper from one parish to another. Each poor person would be at liberty to live where he pleased. Unless there were a national poor rate it might be necessary to penalise any attempts to transfer a pauper from one Poor Law district to another. It might be necessary to retain the power to remove English or Irish paupers to their own country, but the power should be limited to those who have been less than (say) three years in Scotland. The present limitations on the appeals against removal under the Poor Law (Scotland) Act, 1898, should be repealed.

53511. (*Chairman.*) I only propose to examine you on those points where the administration of the Poor Law in Scotland differs from that in England, or where you have suggestions to make for improvements of the existing law. In paragraph 2 you describe what are the powers of the Local Government Board, and the first heading is the right to determine what is adequate relief to a pauper. Can the Local Government Board take the initiative in deciding that or must the pauper apply to them first?—It is only on a complaint from a pauper that the Board can determine what is adequate relief.

Position of Board as to complaints of inadequate relief.

Proposed removal of limitation on persons who may be appointed as special inquiry commissioners.

53512. Then you describe the system of inquiries, which is very much that carried on in England; but if you wish to appoint a commissioner there is a limitation as to the professions from which you can select commissioners?—That is so.

53513. Do you think that advisable?—No, I think it would be advisable if that limitation were removed, and if the Board could secure power to employ whatever description of commissioner they desired.

53514. There might be, I assume, some person with a very special knowledge of the particular question which required inquiry who did not belong to one of those particular professions?—Yes.

The general superintendents of poor and their districts.

53515. Then we pass on to the general superintendents of the poor. Is the division of these four inspectorates an old one?—No. When the general superintendents were first appointed there were only two, and their duties were confined to the Highlands. Then when an additional visiting officer was appointed (he was not called a general superintendent, he was called a visiting officer) he had the South of Scotland, the Lowland Districts. Then a fourth officer was appointed, and the Lowland Districts were divided between the two. There are now four general superintendents, and their districts vary from time to time according as the Board considers desirable.

53516. It seems to me, in the South-Eastern District, the grouping is rather curious; it includes Argyle, Bute and Dumbarton?—Yes, the South-Eastern District was increased by the addition of Argyle, Bute and Dumbarton; that was about ten years ago.

53517. I suppose the South-Western District, having a larger population, it was found difficult to add to the duties of that superintendent?—Yes, it was inadvisable to increase his district.

Duties of the general superintendents, and question as to existing arrangement for inspection of poorhouses.

53518. The duties of the superintendents seem to me much the same as those of the English inspectors; but in paragraph 8 you point out that the general superintendent of the South-Western District has the supervision of all the poorhouses in Scotland?—Yes.

53519. That is a peculiar arrangement, and differs from the arrangement in England. Do you think it works well?—On the whole it works well, but the Board, I think, in the case of any future appointment, will consider whether it is not advisable to give each general superintendent the charge of the poorhouses within his district.

53520. It would seem at first sight that the severance of the two would make it difficult for the superintendent to know or to report accurately, what is going on in his district?—Yes, that difficulty has been found.

53521. Has any superintendent any jurisdiction or authority in the poorhouse other than the superintendent of the South-Western District?—No.

Large number of small parishes and need for further powers of combining them.

53522. The unit of administration is the parish?—Yes.

53523. Speaking generally, many of these parishes are too small?—Some are very small.

53524. You have contrived, partly through pressure by the Local Government Board and partly by the action of the Secretary of State for Scotland, to combine a good many of these areas?—Not very many have been combined.

53525. Do you think that your hands want strengthening for that purpose?—Yes, I think it would be an improvement if there were more initiative given to the Local Government Board to combine parishes. Under section 16 of the Poor Law Act combination may be carried out by the Local Government Board, but the combination must commend itself to the Parish Councils before it can be done. In the case of combinations carried out by the Secretary for Scotland under the Local Government Acts, it is necessary, in the first instance, to have a representation from a local body, either a County Council, Parish Council, School Board, or other authority in the district.

53526. I assume your experience is that there is great reluctance to alter the boundaries unless some financial advantage would accrue from the alteration?—Yes; and naturally if there is a financial advantage to one parish there is very frequently the opposite to a neighbouring parish. Much regard is given to the question of rates; if there is a proposal to combine two parishes, and the poor rate in one is 6d. and in the other 3d., the inhabitants and the Parish Council of the parish where there is the lower rate are very reluctant to combine with the parish having the higher rate.

Effect of small poor law areas on poorhouse classification.

53527. It is taking you a little out of the course of your paper, but you point out later on that there is, except in Glasgow, little attempt made at classification in the poorhouses. Do you think classification is possible if you keep your areas so small?—You must recollect that in Scotland the small parishes are combined for poorhouse purposes. None of the small parishes, or at least very few of the small parishes, have poorhouses of their own.

53528. I assume that where they do combine for the purpose of establishing and maintaining a common poorhouse, the poorhouse is not generally of such dimensions as would permit of any, or certainly a thorough, classification?—That is so. The poorhouses in Scotland are generally small.

Limits of membership of Parish Councils and question as to sufficiency of members in Glasgow.

53529. I suppose you would not be disposed to dispute, if you want thorough classification, you must either have larger areas or larger groups of combination?—Yes.

53530. Now we come to Parish Councils. There is a limitation upon the number of members, 5 being the minimum and 31 the maximum. The largest parish is Glasgow, is it not?—Yes.

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53531. That has a large population, I think?—Yes, about 570,000.

53532. Has there ever been any complaint that the 31 there, which is the maximum, is an insufficient number?—Yes, the Parish Council of Glasgow have endeavoured to have the number increased.

53533. What is your view on that point? Looking at it from an administrative point of view, would you be in favour of increasing the number, or would you keep it much what it is now?—I think 31 is quite a sufficient number.

53534. You think that by a proper distribution of business 31 ought to be able to carry on the Poor Law administration for so large a population as that?—I think so.

53535. I suppose you are influenced rather by the consideration that if you increase the numbers you naturally do not get as good a class as you can obtain for a more limited number?—I am not prepared to say that.

53536. You think there is still a fund upon which you can draw?—I think so; but I think if you have more than about 30 you do not get the same number who take an interest in the work.

Simultaneous election for Parish, County, and Burgh Councils and its success.

53537. What is nobody's particular duty rather becomes ill-done?—Yes.

53538. What is the process of election; I see the Parish Councillors are elected every third year by the County and Burgh electors; are the elections carried on at the same time?—Yes, the elections of Parish Councils are carried on at the same time as the elections of Town Councils and County Councils. The same officers conduct both.

53539. Is there a separate election for Parish Councillors?—Yes.

53540. So that each voter on these occasions votes for two sets of members?—Yes, he votes at two different elections at the same time.

53541. Has there been any difficulty in giving effect to that idea. Have you had complaints that the electors do not understand?—No, we have had no complaints of that sort; but in Glasgow a local Act was passed which separated the election of Parish Councillors from the election of Town Councillors.

53542. Are they held on separate days?—Yes, they are held on separate days in Glasgow; that was by means of a local Act, and I am not sure that there was any necessity for it.

53543. The double election necessitates a sort of double political campaign being carried on at the same time?—Yes.

53544. Have there been any complaints that that is difficult?—No.

53545. It has worked well?—As far as I am aware it has worked well.

Proportion of electorate polling at elections.

53546. Are the numbers that record their votes numerous, do they form any considerable proportion of the total electorate?—It is rather difficult to say, because latterly the number of contests has not been so great, but the first year that the election was carried out, I think about 60 per cent. of the electors voted.

53547. I will put it in another way; are you aware whether there are very many more voters vote for the Town Councillors than do for the Parish Councillors?—I think not. When there is an election for both purposes at the same time, mostly all the electors vote in both elections.

53548. The tendency rather would be to increase the number of people who vote for Poor Law purposes?—I think that is the result.

53549. (*Mr Bentham.*) Is there any disparity between the numbers in Glasgow, where the elections are separate?—I am not in a position to say.

53550. (*Mr Patten-MacDougall.*) Has there been a separate Parish Council election in Glasgow since the Act was passed?—Yes.

53551. (*Professor Smart.*) I think in Glasgow most people were not aware that the two elections were held on one day?—In Glasgow they are not held on one day.

53552. At one time I suppose they were?—I think not. My recollection is that the first election for Parish Councils was not held on the same day as the Town Council and County Council elections; it was held in the month of May, at a different time, and I think it was before the second election that the Glasgow Act was passed. My impression is that there has been no double election in Glasgow.

53553. (*Chairman.*) In certain parts of the country the interest taken is so slight that there is not a sufficient number of candidates?—Yes.

53554. That is perhaps more noticeable in the rural areas than in the urban areas?—Yes, generally speaking.

53555. Is it in the Highlands?—Not specially in the Highlands.

Cost of Parish Council elections.

53556. You say the Parish Council elections throughout the whole of Scotland cost over £10,000. What does that include?—That includes all the cost of the election except the making up of the roll of electors. The roll of electors is made up for other purposes, for Parliamentary, County Council and Town Council elections.

53557. Of course it excludes the expenditure of the individual candidates?—Yes.

53558. (*Mr Lansbury.*) Is there any limit as to what a candidate can spend?—No. They do not expend anything at all as a rule. They have to make a return of their expenses, and I think in almost every case the return is blank.

Board's power in case of incomplete elections and action in case of Barra parish.

53559. (*Chairman.*) If there are not sufficient councillors elected to form a quorum, the Local Government Board can elect others, I understand?—Yes, they are empowered to appoint persons to carry on the business. Usually if any councillors have been elected the Local Government Board appoint those councillors to carry on the business until the number is complete.

53560. In one particular case, the Island of Barra, the constituency apparently has elected only one councillor, and the Local Government Board have taken over the administration of the Poor Law?—The Local Government Board have appointed two of their own officers, myself and Mr Millar, to act as parish councillors, but the Local Government Board can hardly be said to have taken over the administration of the Poor Law.

53561. I believe Mr Millar and you have put in a joint statement about what you have done in Barra?—Yes.

Extent of Parish Council's power to provide dwelling houses for their officials.

53562. Passing on to the offices, the Parish Councils have no power to provide dwelling-houses for their officials?—No.

53563. Not even for the master of the poorhouse?—Yes, as part of the poorhouse. They have no express power to do so, but they do so. It is necessary for the conduct of the poorhouse that the officials of the poorhouse should reside there.

53564. I suppose in the same way they have power to provide dwellings for the matron or nurses of an infirmary?—Yes.

53565. You are thinking here more of the outdoor officers?—Yes.

Question as to qualifications for inspector of poor.

53566. Now we come to the inspectors of the poor. Is any qualification necessary for an inspector of poor?—No.

53567. Would you suggest there should be any sort of test to see that competent persons are appointed?—I think it would be advisable, but when the areas are so small it is extremely difficult to insist on that.

Power of Board as to dismissal of an inspector of poor.

53568. The Local Government Board have no power to interfere as regards an inspector's remuneration, but if a Parish Council tried to so dock the salary of an inspector as to force him to resign, then the Local Government Board consider they have legitimate ground for intervening?—Yes, a Parish Council has no power to remove an inspector of poor from office, and if they tried to do it indirectly by reducing his salary, the Local Government Board are entitled to interfere.

Proscribed offices for post of inspector of poor.

53569. There are certain offices which you enumerate in paragraph 32 which are assumed to be incompatible with the discharge of the duties of inspector of the poor?—Yes.

53570. Those preclude his appointment?—Yes; in most cases if an inspector of the poor who held one of those offices was appointed, the Board would remove him from his office, on the ground that his other duties interfered with the proper performance of his duties as inspector of the poor.

Duties of inspector of poor.

53571. Passing on to the duties of an inspector, they seem very similar to those of an English relieving officer; I see under sub-head 2 he has to make himself acquainted with the circumstances of each individual receiving relief,

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and under sub-head 5 he has to report to the Parish Council and to the Local Government Board upon all matters. Have you the power of making an inspector of the poor report to you on any subject?—Yes, that is a statutory power.

53572. Does he send in an annual report to you, or a periodical report as a matter of course, or does he only report to you when you require him to?—Only when required. There is no annual report required from inspectors of the poor except the returns which they have to make.

Power of inspector of poor as to extravagant relief.

53573. (*Mr Patten-MacDougall.*) If an inspector of the poor has reason to think that the relief which is being given is extravagant and beyond all ordinary reason, it is quite within his power to, and he frequently does, make a representation to the Local Government Board, possibly through the general superintendent?—Yes.

53574. But either through the general superintendent or *proprio motu*?—Yes, he may, but in practice it occurs very seldom, although it does occur.

53575. (*Mr Gardiner.*) Mr Patten-MacDougall put the point of extravagant relief; but, conversely, supposing the relief is inadequate?—Then the pauper can appeal.

53576. But the inspector of the poor can move, cannot he?—Yes, but it is very seldom that that occurs. The inspectors of the poor are very reluctant to complain of the action of their Parish Council, and if they want to bring the matter before the Board they usually do it indirectly through one of the general superintendents of poor.

The inspector of poor as clerk, or acting clerk of the Parish Council.

53577. (*Chairman.*) In a good many cases the inspector of poor is also clerk to the Parish Council?—Yes; and there is a statutory enactment that if the Parish Council does not appoint a clerk, the inspector of the poor is bound to act as clerk, and in the small parishes a great many of the Parish Councils have not appointed a clerk, and the inspector of poor acts.

53578. (*Mr Lansbury.*) Does he get an extra salary for that?—Sometimes he does, and sometimes not. The clerk is a salaried officer, so that if he is appointed clerk, he is not legally appointed unless he gets a salary.

Publication of lists of paupers.

53579. (*Chairman.*) Passing on to the next paragraph, the inspector of poor has to keep a general register of poor. Is that published?—In some parishes the Parish Council print a list of the paupers chargeable to the parish, and that is issued to the ratepayers.

53580. There is no uniform rule?—No, it is very often published along with the abstract of accounts and attached to the demand notes for the rates.

Duty and responsibility of inspector as to applications for relief.

53581. Now we come to applications for relief; an inspector is bound to give an answer to every application within twenty-four hours?—Yes.

53582. If the inspector refuses interim relief, and if any serious consequences result, he is liable to a criminal charge?—Yes; the charge would be for neglect of duty.

53583. Going on a little further, the question apparently arose as to whether an inspector had exempted himself from criminal responsibility by offering relief in the poorhouse, and I gather that the Local Government Board took the view that the mere offer of poorhouse relief, if the applicant refused it, would not free the officer from responsibility?—Yes. The opinion expressed by the Board has not been very clear. The Board of Supervision, the predecessors of the Local Government Board, expressed distinctly the view that if an inspector of the poor offered relief in the poorhouse, and that was refused, the inspector was relieved of criminal responsibility for anything that might happen to the poor person, but the Local Government Board are not inclined to endorse that view; they think it would be the duty of the inspector to watch that case and see that nothing untoward happens to the poor person.

Destitution and disability as the title to relief.

53584. In paragraph 41 you summarise the two points which they have to consider as to whether an applicant is entitled to relief; is he destitute or is he disabled?—It is not alternative; it is "and"; the two must go together.

53585. Just following that up a little, able-bodied persons are not entitled to relief under the Scottish law, but I understand that in practice an inspector would incur some risk, under certain conditions, in refusing all relief to an able-bodied applicant?—I do not quite follow your question.

53586. Under the Scottish law, I understand that the able-bodied are not entitled to relief?—That is so.

Responsibility of inspector of poor when relief refused to an able-bodied person.

53587. But I gather, reading these paragraphs, that if an able-bodied man under certain conditions applied for relief, and relief was refused by the inspector on the ground that the applicant was able-bodied, and if some untoward circumstances arose afterwards as regards the applicant, the inspector would not be immune from responsibility?—I am afraid that some responsibility would attach to him, but I cannot see how it would be a very serious responsibility, because he is acting strictly according to the law.

53588. (*Mrs Webb.*) Would it not depend on whether the man died from starvation; supposing that man, having been refused relief, were killed by an accident in the street, there would be no responsibility?—No.

53589. The only responsibility which would be attached to him would be if he died from insufficiency of nourishment, practically?—Yes.

53590. (*Mr Patten-MacDougall.*) The inspector of poor is protected by the certificate of the medical officer to the effect that the man is able-bodied?—Yes; if he has the certificate from the medical officer that the man is in good health, I think that would relieve him.

Medical examination of applicants for relief.

53591. (*Mr Lansbury.*) Does he always get that when he refuses relief?—I think so.

53592. (*Chairman.*) The practice in Scotland is for the medical officer to examine all applicants for relief?—Yes.

53593. It is general, but is that the invariable practice?—I am not sufficiently familiar with the local administration to say whether it is invariable or not, but that is the practice.

53594. At the ordinary relief committees the doctor would be present, or would have examined each applicant?—The doctor examines the applicant before the application reaches the relief committee.

53595. (*Mr Patten-MacDougall.*) Invariably before it reaches the relief committee?—Yes.

53596. (*Chairman.*) It would only be in a sudden or emergency case, where the doctor's opinion was not immediately available, that the sort of case could arise which we have been talking of?—I think so; an inspector would offer relief in some cases without a medical certificate; it would be obvious in some cases that a man was disabled by disease or by being crippled, or in some other way, but where he refuses relief he usually gets a medical certificate.

Impossibility of enforcing the law as to able-bodied in cases with sick dependants.

53597. Then going on a little further, the able-bodied dependants cannot claim relief legally?—No, not the dependants of an able-bodied man.

53598. In practice that prohibition is relaxed, I understand?—Yes; inspectors find that it is necessary sometimes in the interests of humanity to break the law. That is what it comes to.

53599. These cases of dependants of able-bodied, I suppose, are few and far between, or are there many of them?—I think there are a great number.

53600. A great number?—I suppose in the large cities there are a great number.

53601. Does it not rather come to this, that if you push your law beyond a certain point, in practice you cannot enforce it?—That is so. I do not think that the law that it is illegal to give relief to the dependants of able-bodied, if those dependants are disabled by disease, can be fully carried out.

53602. Has any case arisen in a court of law of an action being brought against an inspector in connection with the dependants of an able-bodied person for having refused relief and serious consequences having ensued?—No, I think the inspectors have always given relief.

53603. (*Mr Gardiner.*) In paragraph 39 you say, "If 'the life or health of a poor person is endangered by such 'neglect, he is liable to prosecution on a criminal charge." If the life or health is endangered, who moves to prosecute the inspector?—The public prosecutor.

Responsibility of inspector when relief refused to an able-bodied person.

53604. On the suggestion of?—Of the police or any individual who likes to complain to the public prosecutor.

53605. (*Mrs Webb.*) Is he liable to prosecution even if he has received the certificate of a medical man that the man is able-bodied?—That would depend on the view taken by the prosecutor. I think he would be liable if there was any neglect of duty on his part.

53606. What would constitute a neglect of duty if the responsibility really lies on the medical man in giving that certificate?—I do not know. No cases, so far as I am aware, have ever occurred. I cannot recall any case where anything happened to a person through having been refused relief by the inspector. There may be cases, but I am not aware of them.

53607. Would it be the duty of the medical man or the inspector to watch the case?—It would be the duty of the inspector, not the medical man.

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53608. (*Chairman.*) Where an inspector refuses relief, he is required to give to the applicant a certificate stating the grounds of refusal?—Yes.

53609. Is that request for a certificate often made to the inspectors, do you know?—Yes, in fact it is the duty of the inspector to give it in every case of refusal.

53610. On that certificate the poor person may apply to the sheriff?—Yes.

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53611. If the sheriff decides that the applicant is entitled to relief, he will give an order on the parish to give it?—Yes.

53612. Last year there were 473 such cases?—Yes.

53613. What is the result of this appeal to the sheriff's court. Do you think that it has resulted at all in establishing uniformity of practice, or has it operated in the other direction?—I am afraid I am not in a position to answer that. The Board have very little information as to the cases that are granted relief at the instance of the sheriff.

53614. I will put it in another way. Are there, as far as you are aware, dissimilar views taken by different sheriffs?—I think the sheriffs vary a good deal in their views.

53615. This, so to say, judicial appeal has not, so far as you know, resulted in the direction of establishing uniformity of practice?—My impression is that it has not. I find it stated in an appendix to Mr Maxwell's statement, with regard to the number of cases in which there were appeals to the sheriff, that last year 316 persons were relieved by order of the sheriff, so I expect that out of the 473 cases that went to the sheriff, the sheriff ordered relief in the case of 316. That gives a sort of idea of how often the sheriff takes the view that the refusal has not been properly made.

53616. The applicants practically succeeded in the great majority of cases?—Yes; but you must recollect that the number 473 does not represent the total number of cases that have gone to the sheriff. We have not complete returns of the number of cases that go to the sheriff. In some sheriff courts a record is not kept.

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53617. Going on to inadequate relief, that is a question which has to be decided by the Local Government Board. As I understand, if the applicant in a sheriff's court receives a decision in his favour, and he becomes entitled to relief, the question of what relief he gets is a matter which, if he is dissatisfied with it, the Local Government Board alone have any concern with; is that right?—Yes.

53618. Has that appeal to the Local Government Board tended to uniformity?—I think it has.

53619. You lay down no particular scale?—No.

53620. Because, I suppose, the conditions of the country are so varied?—Yes, and the condition of the individual varies.

53621. Has this appeal at all strained the relations between the Local Government Board and the Parish Councils?—No.

53622. Do you think they are glad of the opinion of the Local Government Board rather as a guide of what they should do?—I am not sure that they are glad of it, but I think they accept it quite willingly.

53623. I understand that the appeal may be made on the ground that the character of the relief offered is inadequate, not merely the amount; that indoor relief is not suitable?—Yes, very frequently the complaints are to that effect.

53624. Has the Local Government Board adjudicated upon many of those cases?—Yes.

53625. Has it upset the decision, and substituted outdoor for indoor relief?—Yes.

53626. Not unfrequently?—Not unfrequently.

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Procedure as to complaints of inadequate relief and success of system.

53627. Let us take the procedure of the Board so that we may have it perfectly clear in our mind; the complaint has to be made on a prescribed form?—Yes.

53628. That contains a schedule of questions which has to be answered both by the applicant and the inspector. I assume the inspector supplies the applicant with the form?—Yes, he is bound to do so.

53629. Then you go on with the details which have to be filled up. It is then sent on to the Board, either by the inspector or the applicant?—Yes.

53630. May I ask what sort of machinery inside the Local Government Board there is for considering these cases? Do they come up to you, or do they come to the superintendents?—They do not go to the superintendents in the first place. They go in the first place to a clerk in charge of that work. He goes over all the details, and if the information, in his opinion, is not sufficient, more information is asked for, until there is sufficient information to enable the Board to form some opinion on the matter.

53631. Do the cases come before you, as a rule?—Yes.

53632. Do those cases give much trouble; do they take up much of your time?—Not a great deal of my time, but they take up a great deal of the time of the members of the Board.

53633. The members of the Board really are a court of appeal?—Yes.

53634. What is your view, does the system work well?—Yes.

53635. If you were to knock this power of appeal out, would there be much dissatisfaction in Scotland?—I am not aware whether there would be much dissatisfaction over Scotland generally, but I think the poor would suffer.

53636. You think this is a safeguard?—Yes.

53637. At the same time I suppose the decisions have not appreciably affected the rates?—I think not; the number of cases is not sufficiently great, I think, to affect the rates.

53638. But they would determine the general scale of relief?—Yes, indirectly perhaps it has affected the rates.

Number of complaints of inadequate relief and details as to their disposal.

53639. In the next paragraph you give the number of cases, I think?—Yes.

53640. In the last sixty years there have been 21,000 lodged?—Yes.

53641. 16,830 have been dismissed, and in 4,794 cases the ground of complaint has been removed. That means to say that the Local Government Board have adjudicated in favour of the applicant?—Yes, or that the Parish Council, without waiting for the decision of the Board, have given effect to it and have stopped the appeal.

53642. 137 complaints have been withdrawn, and in only 34 cases has it been necessary for the Board to issue a Minute declaring that the applicant has a just cause of action?—That is so.

General acquiescence in Board's decisions and machinery for enforcing them.

53643. Those are the only cases where the Parish Council has declined to act on the suggestion of the Board?—Yes.

53644. (*Mr Patten-MacDougall.*) It is not quite that, is it? It is rather that these 34 are cases that the Board have thought so serious as to justify them in issuing Minutes. In many cases where the Parish Councils have not acceded to the views of the Board, the Board have said—you take the responsibility of it, we have said what we think; but in these 34 cases the Board have thought that the conditions were such as to justify them in issuing a Minute warranting the applicant in going to the court?—Yes, but in those cases where the Board felt that they could not issue a Minute they simply dismissed the case. Those cases are included in the number of cases that have been dismissed.

53645. It does not follow that in every case where the Parish Council does not assent to the view of the Board a Minute is issued?—No.

53646. (*Chairman.*) The Minute gives the applicant a right to go to the court?—To sue the Parish Council for adequate relief.

53647. Then by the action of the Local Government Board the applicant can appeal to the sheriff's court, on the ground of adequacy?—It is to the Court of Session, the highest court in the land.

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53648. So that the court of law is open to the applicant as regards adequacy, assuming that the Parish Council do not carry out the view of the Local Government Board?—Yes, if the Local Government Board gives the applicant a Minute to that effect. But I do not recollect any case having gone to the court.

53649. (*Mr Patten-MacDougall.*) No, but there has been a case of a Minute being issued in the last few years?—Yes, only one since 1890.

Board's practice as to appeals against offer of indoor relief.

53650. (*Chairman.*) In paragraph 59 you say: The Board, in dealing with cases of indoor relief where complaint has been made, require a certificate from the medical officer that the pauper can be removed to the workhouse without injury?—Yes; that is required in every case before a person can be sent to the poorhouse; but in case of complaints of inadequate relief the Board would not consider it an offer of adequate relief to send a person to the poorhouse if the medical officer certified that the person was not fit to go.

53651. Going on, you say that where an offer of indoor relief is made to the mother of a family whose daughters have ceased to be dependants, they cannot be forced to accompany her; and the Board consider that the Parish Council should make provision for the protection of the daughters who are outside the workhouse?—Yes.

53652. There are not many of those cases, are there?—Not many, but they do occasionally occur.

53653. That is the rule laid down?—Yes.

53654. Boys, I suppose, are thought to be able to take care of themselves?—I presume so.

53655. They are not treated in the same way?—No. Of course, that is only boys who are above the age of pupillarity. If they are dependants of the mother they must be treated as paupers also.

53656. The age of a boy is fourteen?—Yes.

53657. And a girl twelve?—Yes.

53658. So that there would be a difference of two years?—Yes.

53659. (*Mr Lansbury.*) Does that mean they would not insist on any provison for a girl over twelve years?—No, it does not involve that.

Parishes with no poorhouse accommodation, their power of acquiring boarding rights in a poorhouse and success of system.

53660. (*Chairman.*) Now we come to the poorhouses. A great many of the parishes poorhouses have either singly, or in combination; but there is a considerable population, amounting to over 600,000, whose Parish Councils have no poorhouses, but have a right to board paupers in a poorhouse?—Yes.

53661. How does that work? Is it an arrangement which has to be made with the consent of those who own the poorhouses?—Yes; a Parish Council that wishes to have boarding rights applies to the poorhouse committee of a poorhouse, and asks for permission to board paupers in their poorhouse.

53662. Supposing the house committee or the Parish Council who owned the poorhouse declined?—Then they would go to another poorhouse; sometimes they do decline because they have no room.

53663 Assuming that there was a general refusal, could the Local Government Board force the proprietors of one poorhouse to arrange with the other parish?—They have no power to enforce it. As a matter of fact that has never arisen; they are only too glad to have boarders, it helps to keep down the expense.

53664. They settle the terms between them?—Yes, but the terms have to be approved by the Local Government Board.

53665. In practice this works fairly well?—Yes, it works very well.

Provision of poorhouse accommodation not compulsory.

53666. As the Poor Law of Scotland stands, I gather that the provision of a poorhouse is not statutory on any Parish Council?—It is not by Statute compulsory on any Parish Council to provide a poorhouse.

Parishes with neither poorhouse accommodation nor boarding rights.

53667. Are there any parishes in Scotland which decline either to put up a poorhouse for themselves or to board out any poor persons in another poorhouse?—Yes, there are a few.

53668. And those parishes must give up all idea of imposing the poorhouse test?—Yes.

53669. There are not many such parishes?—No; I give the number here as 67. I am not quite sure that that is the exact figure, but it is something like that.

53670. Is the proportion of pauperism, or the number of paupers relieved, in those parishes very high?—I think not. They are mostly small parishes.

Approval of poorhouse plans by Board and objections to uniformity of design, etc.

53671. Where a poorhouse is to be erected, plans have to be approved?—Yes.

53672. There is no architect attached to the Local Government Board?—No.

53673. Consequently there is no uniformity in the designs of these poorhouses?—No; there is a general uniformity owing to the object with which poorhouses are built.

53674. Looking at it from an administrative point of view, would there not be some advantage in having some uniformity or some general principles laid down?—Personally I am not very fond of uniformity.

53675. I meant as regards internal arrangement?—Generally speaking the poorhouses have some approach to uniformity in internal arrangement, but I think it is advisable to let the local people devise what they think best for themselves, so long as they do not transgress any obvious necessity.

53676. You would lay down the general conditions, and they would have to comply with them; is that it?—I am not sure that the Board should lay down any general conditions.

53677. If you want to get classification?—If you want to get classification it is necessary to have certain broad principles of construction.

53678. Is your dislike of uniformity rather based on the idea that if there is any mistake or fault in the design, it will become stereotyped in all buildings?—The Board go over all the plans, so that they would not allow any defect in the general scheme of building to pass.

Board's practice as to criticism of poorhouse plans.

53679. Do you employ an architect to go over these plans, or is there some official who is not an architect who goes through them?—The general superintendent who has charge of the poorhouses goes through them in the first place; but lately the Board have employed a surveyor, not an architect, to go over the plans and criticise the provisions.

Large poorhouses.

53680. There must be some very large poorhouses in Scotland?—There are a few large poorhouses.

53681. The Glasgow poorhouses are large, and also Edinburgh?—Yes, they hold about 1700 in Edinburgh; there are two, one with 861 beds, the other with 830.

Question as to Poor Law and burgh areas being co-terminous.

53682. The Poor Law area of big towns is not necessarily co-terminous with the burgh area?—No.

53683. In a big town like Dundee it would not be one Poor Law area?—No, nor is Glasgow one Poor Law area.

53684. Edinburgh?—Edinburgh is, and Aberdeen.

Undue restrictions on Parish Councils' borrowing powers.

53685. I see you have a certain limitation on the borrowing powers; a parish, unless its population exceeds 100,000, cannot borrow a further loan until it has paid off any previous loan?—Yes.

53686. It seems to me that is an undue restriction?—Yes; that is a restriction that in practice works out very badly; it prevents Parish Councils improving the poorhouse until the whole of the borrowed money has been paid off.

53687. (*Mr Bentham.*) What is the period for which the loans are granted usually?—Thirty years.

Absence of classification in small poorhouses.

53688. (*Chairman.*) You have found that in these very small poorhouses no classification is possible?—It is utterly impossible in the small poorhouses; but in the small poorhouses it is not usual to have persons of the dissolute class; there are not many of those in the small poorhouses.

Board's indirect power of enforcing poorhouse improvements and question as to need for direct powers.

53689. You have no direct power to force upon local authorities the improvements in the structure or in the administration of poorhouses which you may think necessary; but you have a sort of indirect power in consequence of the appeal to you as to what is or is not adequate relief?—Yes, that is so. The Board have made use of their power with regard to complaints of inadequate relief to induce parishes to improve their poorhouses.

53690. Ought you not to have direct power?—Do you mean by order?

53691. Yes, by order?—I think possibly the Board

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might attain it better by having power to go to the court to compel a Parish Council to carry out the law; and I think, even at present, the Board could do that, although they have not made use of that power. They have power, under section 87 of the Poor Law Act, to go to the court and compel a Parish Council to carry out its duty.

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53692. Summing up the poorhouse system in Scotland, we may say, excepting Glasgow, there has been no serious attempt to provide separate institutions for the respectable poor and the ill-conducted or immoral poor?—That is so; Glasgow is the only place where any attempt of that kind has been made.

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53693. Now we come to the peculiarity, it seems to me, of the Scottish Poor Law—that is, the parochial lodging-house. Is the qualification to get admission into a parochial lodging-house the same as that of an ordinary pauper?—Yes; these parochial lodging-houses are for the ordinary paupers.

53694. They are considered, I suppose, and looked upon as poorhouses?—They are sometimes even called poorhouses locally, but they are not poorhouses in the statutory sense—that is to say, they are not under the provision that the plans have to be passed by the Board, and the Parish Councils are not entitled to borrow for them.

53695. Do they disqualify an elector who lives in them?—Yes, the same as any other pauper.

53696. I suppose, really, it is a cheap means of obtaining indoor accommodation without going to the cost of raising a loan?—Yes; and these are intended for the respectable poor that the Parish Councils do not want to send to the poorhouse.

53697. Some of the parishes have these lodging-houses in addition to the poorhouses?—Yes.

53698. In one sense it is an attempt at classification?—Yes, it is an attempt at classification, but it is rather for convenience, I think.

53699. (*Mr Patten-MacDougall.*) It often happens, does it not, that a Parish Council, particularly in the Highlands, thinks it its duty, and the proper course to take, to repair the dwelling of a person in receipt of relief rather than send him or her to the workhouse?—Yes, that sometimes happens.

53700. You frequently consider it really cheaper and more economical in every way to have this parochial lodging-house; is that not so?—Yes; and there is another thing they have in view, that a number of the paupers may require attendance, and it is more convenient and cheaper to bring them together and have one attendant looking after them all, than to have a number of attendants looking after individual paupers.

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53702. (*Chairman.*) Do I understand that the Parish Councils, under certain circumstances, spend money for the improvement of the dwellings of people who apply to them for relief?—Yes, especially in the Highlands they spend money in improving the dwellings of the paupers.

53703. (*Mrs Bosanquet.*) Would the house be the property of the pauper then?—(*Mr Patten-MacDougall.*) They are mainly crofters, I think?—And cottars; they belong to cottars, I think, more often than crofters.

53704. (*Chairman.*) What form does it take; does the Parish Council say; we will give you so much out-relief, and a certain portion of this we will apply to improving your dwelling, or do they sometimes give a certain sum for the purpose of improving the dwellings?—If a pauper is found to be living in a house that is not satisfactory—very frequently, for instance, in the Highlands the thatch of a house goes done, and the inspector reports to the Parish Council that this house needs repair—the Parish Council orders the repairs and pays for them.

53705. (*Miss Hill.*) Whomever the house belongs to?—Yes.

53706. (*Chairman.*) Is it legal?—I believe so; it has never been challenged, so far as I am aware.

53707. (*Mrs Bosanquet.*) If the house belonged to a parish councillor would not they make him do it himself, or would they do it for him?—I do not think they would improve a house belonging to a parish councillor, but you see in the Highlands the tenure of a house is so peculiar that usually the house belongs to the occupier.

53708. (*Mr Booth.*) The responsibility to repair would be with the occupier?—I think so.

53709. (*Chairman.*) Is this a common practice?—Yes, it is common in the Highlands. As a parish councillor of Barra, I may say we have paid for the re-thatching of several houses since I became a parish councillor.

Repair by Parish Councils of paupers' dwellings.

53710. Whom did the houses belong to?—That is more than I can say. As a rule a house cannot be taken from the occupier without the occupier getting compensation.

53711. Is it the idea, that it is cheaper to furnish up their houses in this way and keep the inmates in them, than to send them to a poorhouse, or is it the idea that because a person is poor he is entitled out of the poor rate to have his house done up?—It is the duty of a Parish Council, as part of the maintenance of a pauper, to see that he is provided with proper house accommodation.

53712. (*Miss Hill.*) If, as Mr Booth says, the responsibility is with the occupier, then, if the occupier cannot fulfil it, it would be naturally taken over by the Parish Council, would it not; just like the question of board or clothes, it would be a necessity of life which the occupier was bound to provide and could not provide for himself?—I think that is the idea.

53713. It would seem logical if the responsibility were the occupier's. What strikes us as peculiar is that it looks like a present to the landlord; but if the occupier's responsibility is looked at, that would be natural?—You must understand that in the Highlands there are a great many instances of this kind—that a person builds a house without any title from the proprietor, and that house, of course, the proprietor might turn him out of, but he does not, and the house belongs to the person who builds it. When that house falls into disrepair, it is the duty of the occupier, if he wants to have it in repair, to repair it. The proprietor of the ground will not do it.

53714. (*Mr Patten-MacDougall.*) And the occupier would not go to the poorhouse, he would absolutely decline the poorhouse?—Possibly.

53715. (*Mr Bentham.*) It may be less cost than providing a poorhouse?—Yes.

53716. (*Chairman.*) What sort of sums are spent in thatching; very small, I suppose?—Yes, about 30s. or something like that.

53717. Would that constitute the whole amount of the relief, or would he be in receipt of out-relief as well?—He receives out-relief as well; this is an extra.

53718. (*Mr Booth.*) Would he be receiving wages, or would he get his living out of the occupation of the land?—In cases of that kind he might be receiving casual wages. Very seldom would he make his living out of the land; in some cases he might.

Casual sick-houses and need for their provision in outlying districts and for borrowing powers.

53719. (*Chairman.*) Now we come to casual sick-houses, they in some cases are necessary, I suppose where the country is very thinly populated, and where it is very difficult or impossible to send the casual cases of sickness to an infirmary?—Yes.

53720. It is an arrangement which I suppose is compelled by the circumstances of the country?—Yes. In outlying districts there are no infirmaries, and unless there is a poorhouse at hand it is almost necessary to provide a house for persons who casually fall sick.

53721. These casual sick-houses are provided really in connection with the branch of the poor relief which is associated with medical relief?—I think they are largely provided in connection with vagrancy.

53722. For the sick vagrants?—Yes, the vagrant turns up and applies for relief, and the medical officer certifies that he is suffering from some slight ailment, and he is put into this casual sick-house for a few days. If he is suffering from a serious ailment then they make arrangements to send him to a hospital or infirmary.

53723. You think that one of the reasons why the Parish Councils provide houses in this way for the casual sick is that they are not allowed to borrow if they wish to put up a permanent building, and consequently they have to meet that out of their current expenditure?—That prevents a number of Parish Councils providing casual sick-houses, because they cannot borrow and they cannot afford to pay for them out of the year's rate, out of the current assessment.

53724. Why should they borrow to hire a casual poorhouse?—Because the cost is too much to be paid out of one year's rates.

53725. They are casual in the sense that they are taken for a short time, and then got rid of?—No, the houses are

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kept permanently; they are only occupied for a short time.

53726. Why should they be allowed to raise a loan for that purpose?—Because I think Parish Councils should be entitled to borrow for any building that is necessary for carrying out their duties, and I think that in many cases a casual sick-house is a necessity.

53727. The casual sick-house is paid for by a yearly rent?—If they rent it, it is paid for by a yearly rent, but sometimes they cannot get a place to rent, and they have to build or do without.

53728. They purchase the site of the house?—Yes.

Functions of a casual sick-house.

53729. (*Mr Bentham.*) Would it not be called a poorhouse, and not a parochial lodging-house?—It is called a casual sick-house. It is simply a house with one or two apartments, that is used for any person who happens to fall ill in the parish, who does not belong to the parish probably and falls ill there, and has to be attended to for a short time.

53730. (*Mr Booth.*) If not needed, it lies empty?—Yes.

53731. And there is no expense?—No.

53732. It is not like an organised establishment, but is a building which can be used on occasion?—That is so.

53733. (*Mr Bentham.*) That is the distinction between it and the poorhouse; they give it another name in order to distinguish it from the poorhouse?—Yes; really the expression "casual sick-house" is a very good description of the house; it is for those who are casually sick, or happen to fall sick in the parish.

Increased expenditure on medical relief and its effect on the poor rate in certain districts.

53734. (*Chairman.*) We had better postpone questions with regard to the medical relief until we have the officer whose special duty it is to deal with this subject, but I notice in connection with this that you attribute the great rise of the poor rate in certain parts of Scotland to the improved conditions under which medical relief is given?—Yes, that has been responsible for a considerable amount of the increase in the poor rate. I find that the amount expended on Poor Law medical relief has increased very considerably. In 1883 it was £37,000, and in 1906 it was £53,000.

53735. I understand that the rise in the rates has been higher in Barra than anywhere else?—The increase of expenditure has been.

53736. It has risen from nothing to 30s.?—Yes, there was no expenditure at all on medical relief when the Poor Law Act of 1845 was passed, and now there is a medical officer resident in the parish, and he gets a considerable salary.

Effect of improved medical relief on health.

53737. (*Mrs Bosanquet.*) Do you think their health is any better now than it was, when there was no medical relief?—From all accounts they were in a very bad condition in 1845. The description of the people in the Highlands, and the sufferings that they endured owing to the want of medical relief, is really very distressing to read.

Proposed national poor rate, its advantages and difficulties.

53738. (*Chairman.*) I will put a question to you about phthisis. Do you not advocate rather a national poor rate?—If it is practicable.

53739. For Scotland alone you were thinking of?—Yes, I was thinking of Scotland alone.

53740. Phthisis rather leads to that. Phthisis, if it is to be dealt with successfully in your judgment, I imagine, must be dealt with as a whole in Scotland?—I think so. I do not think it is a matter to be dealt with by the Poor Law authorities alone.

53741. What would be your idea now of a national rate. Would you have to make any alteration in the assessment of different districts, or are they more or less on a uniform basis?—They are on a uniform valuation, but each Parish Council is bound to give certain deductions from the gross rental that is given in the valuation roll, and these deductions involve want of uniformity.

53742. Your idea, I suppose, would be to levy one Poor rate for the whole of Scotland?—Yes.

53743. Supposing you did that, would you dispense with local administration, and do all the administration from a central office?—No, I think it is necessary to have local administration.

53744. As regards institutional relief, buildings and so on, you would be able to administer those much more satisfactorily from what you suggest?—I think so. I think it would be possible to insist upon carrying out classification very much better.

53745. You have had great experience. Supposing you did that, how would you deal with the cases of relief in the different localities? Have you ever thought that out?—The only difficulty that I see is the tendency there would be to put persons on the rates. There would be a strong inclination I fear to put persons on the rates without the same inquiry and the same strictness that there is at present.

53746. Supposing you had a uniform rate, you would have to dissociate a uniform rate both from the system of election and the system of full control over expenditure which each local body has?—Yes.

Details of proposed new Poor Law machinery.

53747. Then comes, as you say, the difficulty about relief. Have you ever thought out what you would do? Would you keep the present relief committees or would you substitute some other body to adjudicate upon the cases that came up?—I think there should be in the first instance a small local body with a very small area; a small body having such an area that the members of the body would know everybody within the area, and know a good deal as to their circumstances, but that this small local body should be under the control and supervision of a larger body, with an officer giving his whole time to the supervision of relief.

53748. The officer would have, I suppose, a greater control and directing influence over the local bodies than he has at present?—Yes, he would be able to appeal to the larger body, and also to the central body. There would be a central body, I suggest.

53749. You would always have the fundamental objection, would you not, that each committeee would want to put its hands as deeply as possible into the national pocket?—Yes, that is the difficulty, and I am not prepared with any suggestion for getting rid of that. That is why I think that a national poor rate is really impracticable.

53750. Coming to the other point of relief committees, assuming you were starting the Poor Law *de novo*, would you like the central authority to have more control over the relief committees so as to get more uniformity of practice right throughout Scotland?—No, I should leave a great deal in the hands of the local bodies. I should have something of the same nature that exists at present, the complaints of inadequate relief, but along with that a power of appeal by the inspector of poor (or whoever is in charge of local relief), to the central body against undue relief, or relief given in cases that had not deserved it or required it, and also as to the amount of relief.

Proposed appeal against extravagant relief.

53751. You are clearly of opinion that the power of appeal as regards inadequate relief does tend to check extreme diversity of practice?—Yes, I think so.

Details of proposed new Poor Law machinery.

53752. (*Miss Hill.*) Would your local body be an elected body?—Yes, the basis of it would be elected, but I would give the small local body power to co-opt others. I think that in this way the knowledge of the poor would be better attained. There are, I believe, a number of persons who are quite willing to act in the way of relieving the poor, and inquiring into their circumstances, who are unwilling to stand at elections. I think they might be co-opted.

53753. (*Mr Loch.*) Men or women?—Both.

Lack of co-operation between Poor Law and charity.

53754. (*Chairman.*) Does organised charity co-operate much with the Poor Law in Scotland, so far as you know?—Very little.

53755. We will leave nursing until we get the official more directly responsible for it. As regards lunatics, is the definition of what constitutes a lunatic satisfactory in Scotland? Are there a number of imbeciles or feeble-minded, more or less on the line, in the same category; is the distinction clear enough between the two?—I am afraid I cannot answer that.

Tendency to send too many persons to lunatic asylums.

53756. Complaint is made sometimes of the extreme cost of the maintenance of lunatics, and it is sometimes alleged that a number of persons are sent off to lunatic asylums whom it is not necessary to so send, and that they could be more cheaply and better taken care of outside?—Yes; there are complaints to that effect, and I believe those complaints are well founded.

Observation wards and their objects.

53757. (*Mr Patten-MacDougall.*) And the Local Government Board have recently in certain institutions started observation wards, have they not?—Yes.

53758. With a view of lessening the expense?—Yes, partly to lessen the expense, but partly, I think, to

prevent persons being sent to the asylum at all, although it may cost as much to keep them outside.

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53759. (*Chairman.*) Now we come to the children. The boarding-out system seems to have been in operation for a very long time in Scotland?—Yes.

53760. You like it?—Yes, we think it has been very successful in Scotland.

53761. It requires very careful supervision?—Yes.

53762. You have not had many cases of maltreatment of children?—We hear of very few indeed.

53763. You think that the supervision is such as to bring to your notice the majority of cases where there was maltreatment?—Yes. I am not prepared to say that the supervision is perfect, but I think that the supervision is such that any cases of maltreatment that do not come under our notice would be very infrequent.

53764. As far as I can gather from this paper, the results of the system have been satisfactory?—Yes.

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53765. I suppose there has been or there is some means of tracing how the children have turned out afterwards?—Yes, in the large parishes they keep a record of it. In Glasgow, for instance, they have kept a record, but in the smaller parishes it is only from talking with the inspectors and members of the Parish Council that one hears the results.

53766. I believe there is a little difference of opinion between the English and Scottish inspectors as to what are the necessary methods of examining the children?—So I have heard.

53767. As far as you are concerned, you are pretty well satisfied with your system?—Yes, on the whole I think it is very good.

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53768. It has been alleged to us that the inducement here in most cases is the prospect of making a little money out of it. Should you say that is the same in Scotland?—Yes, I think so.

53769. I have put it perhaps rather coarsely; I will say that the addition of the child with the allowance will rather ease housekeeping?—Yes, but I do not think that they make very much out of it. I do not think they make much profit.

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53770. You would not suggest any alteration in the system as regards the training of children?—No; I think there might be a little more central supervision than there is. The local supervision I think is good, but the central supervision I think is not quite sufficient.

53771. I suppose you would want to have an increase in the staff so that they might see that the local machinery is efficient?—Yes.

53772. Because you must depend on the local machinery in a case of that sort?—Yes.

53773. That is by having proper and adequate committees, or committees with competent persons, in each locality?—In Scotland there are not committees in each locality.

53774. What is done?—The inspector of poor is informed of all the cases, and the boarding parish sends an inspector every now and again to inspect the houses and the children.

53775. Would not the inspector of poor look after the children who are boarded out from other parishes which happened to be in his parish?—He does not look after them beyond keeping his eye on them, and reporting to the inspector of the parish to which they belong. He does not take charge of them.

53776. If he thought there was anything wrong he would consider it his duty to communicate with the authority of the parish?—Yes.

53777. (*Mr Patten-MacDougall.*) And so, I think, would the schoolmaster?—Yes, so does the schoolmaster; they are all at ordinary board schools.

53778. (*Chairman.*) A good deal of that has grown up in the long period that the system has been in force?—Yes, they all seem to co-operate in trying to make it a success.

53779. And the schoolmaster is an important factor?—Yes.

53780. Although you had some trouble with the religious difficulty, that is practically settled now?—Yes, it very seldom occurs now.

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Difficulties as to religious education of boarded-out Roman Catholic children.

53781. The Roman Catholic children are sent to places where they can be looked after by Roman Catholics?—Yes, to Roman Catholic families or places where there is a priest who looks after them. That presents some little difficulty in Scotland owing to the paucity of Roman Catholic families suitable for boarding.

53782. In Glasgow how do you manage?—There are very few country districts where there are Roman Catholic families with whom these children can be boarded.

53783. Then what do they do with the Irish children in Glasgow?—They board them with Roman Catholics as far as they can.

53784. Have they separate schools?—Sometimes.

53785. I was not sure whether they had started boarding schools?—No.

53786. (*Mr Patten-MacDougall.*) All the children are boarded out almost entirely in country districts?—Yes, almost entirely.

53787. (*Mr Gardiner*) There are very few Roman Catholic schools except at Arran, are there?—There are very few Roman Catholic schools.

Urban and rural populations as affecting the character of administration.

53788. (*Mr Booth.*) There is, is there not, considerable difference in the character of the administration that is necessary between the landward and the more populous parishes?—Yes, a very decided difference.

Details of proposed new Poor Law machinery.

53789. If any attempt were made at consolidation of the Poor Law administration in Scotland, would it not be desirable to draw some distinction between these populous portions of Scotland and the more rural, as we call it?—I think they might be dealt with on the same lines. What I advocate is a very small area in the first instance and then a larger area; the town area would be the larger area, but I would have very small districts with a small committee or Parish Council elected simply to look after the applications for relief and the giving of relief within those small districts.

53790. But the organisation of a small area in the landward parishes, by means of landward parishes or divisions of them, would be of a very different character from the organisation of a system to deal with a population crowded together in streets, as in Glasgow or Edinburgh?—Yes, it would differ largely in extent, I think, more than in nature.

53791. You think you could get the same form of committees, or whatever you adopt, to work in urban places and also in the landward parishes?—I think it might be possible.

53792. At any rate a similar system?—Yes.

53793. (*Mr Loch.*) With regard to this last question, you admit persons living outside the particular areas you mention to join in the administration of relief out of those areas?—Yes.

53794. So that all the people in the town who care about it might take their part in the work in areas in which they do not themselves reside?—Yes.

Method of obtaining information as to non-resident poor.

53795. With regard to one or two details: in obtaining information in a country parish as to a person who has been resident in a town parish, we will say Glasgow, how do you make your inquiries?—The inspector of the country parish communicates with the inspector of the town parish, and if he is not satisfied with that, he goes himself and inquires.

53796. That is what I want to come to. Is it not the fact that sometimes they have practically what we call an agent giving them information from the town parish, a man paid by the rural parish?—Do you mean with regard to the circumstances of the individual?

53797. Yes.—I cannot say that I am aware of that; it may be the case, but I am not aware of it.

53798. Are you, generally speaking, able to answer the question whether or not the system of employing inspectors in other districts for the making of inquiries is satisfactory?—I cannot say.

Need for better classification of poorhouse inmates.

53799. With regard to the poorhouse and the use of it, by the instructions of the Board, cases of undesert, women with illegitimate children, and so on, would naturally be referred to the poorhouses, would they not?—Yes.

53800. When we get to the poorhouse itself, I am thinking rather of the rural districts, do you think the classification is such as to make that desirable?—I am afraid not; in the small poorhouses it is not. I think the relief of

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these different classes in one small institution is one of the blots on the system of Poor Law administration.

Proposed parochial lodging-houses for deserving poor.

53801. With regard to meeting that ground that the demand is only for a small institution, and that that is largely filled with old and senile people, do you think that it should be met by leaving the present poorhouse as it is, and having some other place of resort for these undeserving cases?—In the sparsely populated districts I think it would be better to have small local houses, these parochial lodging-houses, not confined necessarily to one parish or one unit of administration, but for possibly two or three combined, and that these should take the place of the present poorhouse for the deserving poor.

Proposed transfer of undeserving poor to an authority, with powers, of detention, etc.

53802. Then what would you do for the undeserving who are sick?—I would have those handed over to an authority with more power than the Poor Law authorities have, with power to go to the sheriff or court for the detention of these persons, with a view to their improvement if possible; if not their improvement, their segregation from the others.

53803. You are practically led by your argument to wish for a grave alteration of the law with regard to this class?—Yes.

53804. Do you know whether now, as a matter of fact, there is any control over these people, or any care taken of them, when they go back into the world?—So far as I am aware there is no supervision of them and no care taken of them.

53805. Do you find at all that the administrators, or any of their people, look after them when they leave and try to better them?—So far as I am aware they do not. There are fitful attempts to do it, but I do not think there is anything regular.

Poorhouse nursing and question of its sufficiency.

53806. Do you think that the nursing in these poorhouses is sufficiently good?—In the best poorhouses it is good, but in some of the poorhouses it is not sufficient.

Parochial lodging-houses, their inspection, nursing, and accommodation, etc.

53807 I want to ask you a question about another kind of institution, I think you would call it possibly a parochial lodging-house. Does the Board control in any way the creation of these parochial lodging-houses?—No, not the creation.

53808. So that it is open to the parish to start an institution of this kind of its own will, quite by itself, without any inspection; is that so?—That is so, but as soon as it is started then inspection begins.

53809. Is the staff sufficient to inspect these small parochial houses?—There are only about 90 of these small parochial houses at present, and the staff can get round them all, but I think it would be an improvement if they were visited oftener and inspected more frequently.

53810. There are very old people in them?—Yes.

53811. Is the nursing in them sufficient?—In some cases it is not, I think.

53812. No regulations as to the amount of space or anything of that kind are in force for this particular type of institution?—No, but I think the accommodation, so far as extent is concerned, is sufficient, as far as I know, but, of course, I have no practical acquaintance with this; it is only from the reports of our superintendents that I know about them.

Relief of sick able-bodied vagrants.

53813. Although you have no system for dealing with the able-bodied vagrants in Scotland, you do have a system of dealing with sick vagrants, whatever they may be?—Yes.

Proposed abolition of settlement.

53814. With regard to settlement, are you of opinion that a system of settlement need be continued in Scotland?—My own opinion is that it need not, but that is not the opinion of the Local Government Board.

53815. Would you give your reasons for wanting it abolished?—I think there is a great deal of unnecessary trouble connected with it.

53816. Do you ever, by any chance, compare figures to see whether, taking the income and outgoings in the question of settlement, the expenses against the recovery, any good in the way of financial good resulted to the parishes?—I have never gone into the matter in detail. I do not think there can be much benefit.

53817. Do you know whether it has been gone into in detail?—I am not aware.

53818. Taking the small area system which you suggest even in a case like Glasgow, would the officer of the larger area that included the several small areas be the inquiry officer for the whole district?—No; there would be a small local officer who would inquire in the first place. The officer of the larger area would supervise all these inquiries, would go into them.

Details of proposed new Poor Law machinery and question of its applicability to large city parishes.

53819. You do not think it would be a very costly question, from the point of view of the money that was spent on the inquiry, and so on?—I think a great part of the inquiry would be done by the members of the Parish Council, or whatever the body was called.

53820. What is your reason for thinking they would do it properly?—Because I think they would be interested in it.

53821. It is really a reversion to Dr Chalmers' idea in a manner?—Very much so. It is a reversion to what actually happens in the landward areas; the local councillors know all the people within the parish, and they are interested in them all, and know all the circumstances, and are quite prepared to do all the inquiries.

53822. The weak point of the proposal seems to me when you come to places like Glasgow?—Difficulties arise there.

53823. It seems to me one might ask you whether you had any alternative proposal with regard to places like that?—No further than this, that I would have a larger number of members of the body who would be sufficiently interested in the matter to try and become acquainted with the people within the locality. I would have very small localities.

53824. You have not had personal experience of that in Scotland anywhere?—No.

53825. Have you seen it tried by any charitable system, such as the movement in 1868 and 1869 in Edinburgh?—I have only a hazy recollection of that.

Insufficient inquiry into cases in large towns.

53826. Are you satisfied with the inquiries made into the cases?—In the large towns I do not think it is sufficient.

Question as to adequacy of relief in rural districts.

53827. In regard to the amount of relief, would it not be better sometimes to give no relief, so small is the relief given in some cases in rural districts?—I have thought of that, but I think not; in some cases in the rural districts the poor person receives a good deal of relief from neighbours, but there are some things that he does not receive. For instance, he needs light, fuel, and some things like that which he does not get from the neighbours.

53828. You look upon outdoor relief, not so much as outdoor relief from the parish, but outdoor relief supplementary to voluntary relief—that is to say, providing through the parish what otherwise might not be provided, but taking for granted a great deal is otherwise provided?—Yes, that is the case; in the present condition of outdoor relief it is very largely that.

53829. You would accept, under those circumstances, 1s. as adequate, possibly?—In some cases.

53830. Or 1s. 6d.?—As a matter of fact, 1s. is given in the parish for which I am partially responsible; in the parish of Barra there are one or two cases where the relief is 1s.

53831. I was talking to an inspector, and he said that the change was, that whereas before perhaps 1s. 6d. was given, it was now 2s. 6d., or where 1s. was given, it is now 2s. Is that what you would call the natural level of outdoor relief in Scotland in the rural districts?—No; I should say the average is a little more than that, perhaps about 3s.; not quite perhaps so much, about 2s. 6d. In the Barra district 1s. 9d. would be the average amount.

53832. You think money from other sources does actually come to these people?—Not money, but help in other ways.

53833. In fact the old system before 1844 is still in progress in a manner?—Yes.

53834. By reason of the relations of the people with one another?—Yes, it is going out, but very gradually.

Proposed larger Poor Law areas.

53835. (*Chairman.*) I am afraid I omitted to take you through your suggestions, which are important. You make first a suggestion with regard to the area of administration. You think it should be of such an extent and population as to engage the whole time of one inspector of poor?—Yes, that is the larger area.

53836. Would you like that divided into small districts of such a size that one individual should be able to become acquainted with those resident within the ward?—Yes.

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53837. In addition to the persons who were elected, you would give power to the councillors to co-opt others?—Yes.

53838. In fact it is rather the German Elberfeld system?—It is something on the lines of that.

53839. In the town perhaps you would be able to get those people; would you be able to get them in the country?—I think the country is largely supplied with them. The parish councillors in the rural districts already know all the people of the parish.

53840. This is more for urban districts?—The provision as to co-option is more necessary in towns.

53841. The case would be dealt with in the first place by a ward inspector or a ward councillor?—Yes.

53842. A ward inspector would be an officer in addition to the present inspector of poor?—Yes; but you see the small parishes would be somewhat in the nature of wards, so that the existing inspector of poor would be the assistant or sub-inspector of poor under what I propose.

53843. But in Glasgow and the big towns he would not be?—You would need far more officers in those big towns.

53844. You would increase the number of officers?—Yes, very largely.

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53845. Then you say no burgh should be in two Poor Law districts?—Yes, I think that is essential.

53846. At present a good many are?—About 30, including Glasgow and Dundee.

53847. What you would propose would be to delimit afresh the burghs?—Yes.

53848. And you would make the area of administration the municipal area?—Yes, somewhat.

53849. Would not you exactly?—Not exactly uniform.

53850. You would try as far as possible?—No, because I would make all these big towns one area, which would break through any role as to uniformity.

53851. Is not a burgh a big town?—Some of the burghs are extremely small. Some of the burghs in Scotland have only 200 or 300 inhabitants.

53852. Your recommendation of keeping the burgh all in one area applies to these medium-sized towns?—I should not suggest that these should be separate areas; they might be combined with a number of rural areas, or other areas in proximity.

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53853. Then we come to the area of rating; admitting the objection to a national rate, you would like to have a district rate?—Yes, I should like to have the area of rating extended, but my objection to the mere extension of the area of rating is this: take, for instance, the Shetland Islands, if you had a large area of rating, probably you would not extend it beyond the area of Shetland, and that is such a poor county that they must be heavily rated. I should like the rate made more uniform over the whole country.

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53854. You could do it if you were to separate the institutions from out-relief, could you not, and have one rate for the indoor relief and one for the out relief?—That would relieve it, yes, and if lunatics were taken out of the poor rate too.

53855. Would that quite relieve it?—It would, perhaps, in many cases.

53856. But supposing you take the Lews; I assume their rate for institution relief is a very low one?—I think not.

53857. Not for the poor rate but for the indoor relief?—It is not separated; I should think the rate required for indoor relief is pretty high. For instance, in Barra I should think that the rate required for the poorhouse, simply the cost of keeping up the poorhouse, is somewhere about 10d. or 1s. in the £ for that alone.

53858. (*Mr Patten-MacDougall.*) That is because there are so few inmates in the poorhouse?—No, apart from the number of inmates, the cost of maintaining the house, and the cost of the repayment of the instalment of the loan and the interest and the necessary expenditure on the house.

53859. (*Chairman.*) You would not be able to give an absolute answer unless you worked it out. You think some idea of that sort would give relief to the poor parishes—that is, having a larger area rate for institutional relief, and a local rate for outdoor relief?—Yes, it would relieve the rates to some extent.

53860. You want to have greater power of restraint or discipline for dealing with the dissolute poor?—Yes.

53861. The ins-and-outs, and others?—Yes.

Need for further powers of dealing with dissolute poor, tramps, etc.

53862. And you want certain powers of detention as regards tramps?—I think it would be advisable in dealing with that class of poor to have powers of detention.

53863. Can anybody who goes into a poorhouse now discharge himself when he chooses?—Yes. An attempt is made in the poorhouse rules to prevent them discharging themselves straight off, but I do not think it can be very successful.

No legal power to detain paupers in poorhouses and objection to Parish Council having such power.

53864. You have no legal power of detaining them?—No.

53865. Would you like to have that power?—I do not think that the Parish Council or the Poor Law authority is the proper authority for detaining persons. The only cases where I think they should have power of compulsory removal and detention are those cases where old people live by themselves, in some remote locality where there is no means of looking after them; I think there should be power to remove those to a place where they can easily be looked after.

53866. You want some power of detention for the feeble-minded and women who constantly have illegitimate children?—Yes.

Proposed provision of work for unemployed by a non-Poor Law authority.

53867. Then you say as regards the able-bodied, if a proper scheme of providing work for people out of employment was in force you could then absolutely refuse to grant relief to able-bodied persons. Who did you propose should provide this scheme. Upon whom should rest the responsibility of providing this scheme for persons out of work. Would you put it on the Poor Law or upon some other authority?—I do not think it should be put upon the Poor Law authority.

Proposal to relieve sick dependants of an able-bodied man.

53868. Putting that on one side, you think that the law should be modified with regard to the dependants of an able-bodied man, and that if they are sick and he is unable to give them the necessary treatment it should be provided?—Yes, I think he should be entitled to relief in that case.

Proposal to separate infirm and chronic sick from acutely sick.

53869. As regards the poorhouses, your idea is rather to reserve those for cases of debility and chronic disease that do not want very careful medical treatment or nursing. Cases of acute sickness or chronic sickness requiring medical treatment you want to be removed to hospitals separate from the poorhouse?—Yes.

53870. But I assume associated with the Poor Law?—Yes.

53871. (*Mr Loch.*) Do you mean by that, hospitals which are paid for out of the rates?—Yes.

Proposed parochial lodging-houses for deserving aged poor in rural districts.

53872. (*Chairman.*) You would like to have a number of small institutions where aged and infirm persons, I assume of good character, could be taken care of without being subject to very rigid discipline?—Yes, I think in rural districts, especially the more sparsely populated rural districts, these would be much more useful than large poorhouses, which are necessarily a long way away from the residences of the poor people.

Proposal to continue present practice as to out-relief.

53873. You are in favour of outdoor relief under certain conditions?—Yes.

53874. You would continue very much the present practice?—Yes.

Proposed compulsory removal of certain cases to hospital, etc.

53875. You would like to have power to remove compulsorily to a hospital or home, persons who are unable to attend to themselves and whose circumstances are such as not to render it possible for them to live in a decent condition?—Yes, that power has been found to be needful. I do not think it would be exercised very frequently, but I think it ought to be given.

53876. There are certain classes of applicants to whom you would uncompromisingly offer the house, and the house only, I understand, such as mothers of illegitimate children?—The whole of those, I think, might be classed with the dissolute poor that I have already referred to, which, I think, should be taken out of the charge of the Poor Law authority altogether.

53877. Let us take these classes—mothers of illegitimate children, and deserted wives—you would hardly put those in that category, would you?—No, it would depend on the inquiry in each case.

53878. This is your classification; first you classify the

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persons to go to the workhouse: (1) mothers of illegitimate children; (2) deserted wives; (3) persons with grown-up families; (3) persons with collateral relatives in comfortable circumstances; (5) wives of persons in prison, and (6) persons of idle, immoral or dissipated habits?—Those are the classes that the Local Government Board suggest to Parish Councils should receive indoor relief only. I think that Parish Councils are too much inclined to take this as a hard and fast rule; I think they should inquire into each case.

Classes recommended for indoor relief and objection to stringent rule on the subject.

53879. You do not think there should be a hard and fast rule?—No.

53880. But each case should be inquired into, and adjudicated upon according to its circumstances?—Yes, according to the individual circumstances.

Inadequate medical assistance to non-pauper classes in rural districts.

53881. As regards medical relief, I see you are not satisfied with the present arrangement—that is, not only for the pauper poor, but you are thinking of the non-pauper poor?—Yes, it is more particularly of the non-pauper poor that I am thinking.

53882. That is to say, that class just above pauperism who can maintain themselves in ordinary times, but cannot provide medical relief?—Yes, and even can maintain themselves in sickness, but are not able to afford medical treatment, they are too far from a medical man sometimes. There are a great many places in Scotland where the inhabitants are very far removed from a medical man, and in most cases they simply die without attendance.

Abuse of gratuitous medical assistance in towns.

53883. You indicate that in your judgment there are two evils now as regards the present system of medical relief in Scotland—that in the towns the gratuitous attention given in hospitals and dispensaries has gone too far?—Yes.

53884. But, on the other hand, in the country a large number of people are not able to procure medical attendance in sickness and many of them die without being seen by a medical man?—Yes, a great many.

Proposed national health service.

53885. Your idea is that there should be a national health service dissociated from the Poor Law?—Yes.

53886. Your idea is that every person should be entitled to receive medical relief, attendance and treatment, but those who are able to pay should pay a certain sum?—Yes, a small sum.

53887. And you would affiliate all general hospitals and infirmaries to the national service?—Yes.

53888. You would make a charge for treatment?—Yes.

53889. Those who could not pay under this system must either get the payment made for them by organised charity, or in the last resource be entitled to fall back upon the Poor Law or the Public Health authority?—Yes.

53890. An idea has been suggested to us as regards England, that some scheme of this kind might be elaborated through the provident medical institutions, that pressure should rather be put on persons to join these institutions by which they would make provision by a weekly payment for medical attendance; that the gratuitous out-assistance in hospitals should cease, and that those persons who did not belong, or were not able to belong, to these provident institutions should get relief at once, but there should be a power to recover from them if they were able to pay; if not, the Poor Law should pay. Is that the sort of idea that is underlying your scheme?—Yes, but that is a scheme that has in view chiefly the large towns. What I am thinking of is the sparsely populated rural districts That is what I think of chiefly.

Large proportion of uncertified deaths in certain districts and causes thereof.

53891. You do not think the medical relief there, to put it plainly, is adequate?—I think not. The Departmental Committee on Medical Relief at page 71 of their report, quote the opinions of a number of medical men, and they point to the large number of uncertified deaths in certain parts of Scotland—people who die without having any medical attendance whatever, and in certain parishes that percentage is extremely high; in the parish of Kilmuir 70 per cent. of the deaths are uncertified.

53892. Is that due to their being unable to provide relief, or is it due to the distance being so great and the medical men so few?—The two really go together. The number of medical men is so few, and the distance they have to travel to attend the patients so far, that the cost of attendance is very high. The charges of the medical men are extremely high; not that they receive more than is necessary, but it involves such an amount of travelling and such an expenditure of time that the charges are necessarily high, and the people are unable to afford them.

Proposed national health service.

53893. Have you read the report of the Commission on the Irish Poor Law?—Yes.

53894. Your ideas with regard to medical relief very much tally with the recommendations which they make?—Yes.

53895. They seem to be very much on the same lines?—My ideas were formed before I read that. In fact, my idea about this was formed very long ago. I was crossing the hill country in Dumbartonshire when I was a young fellow, and I met an old man who asked me if I was a doctor; he was suffering from paralysis, and he could not afford to get a medical man. It would have cost him 15s. to get a medical man, and he was quite able to pay something, and quite willing to pay something, but he was unable to pay the full fee of a medical man, and he did not like to call one in without paying.

53896. I do not suggest your ideas were drawn from the Irish Commission report, but they seem to be very much the same?—Yes, they run on the same lines.

53897. Those suggestions were mainly applicable to rural districts not very dissimilar from those which you mention?—They are very much alike; the conditions are very similar.

Proposal to make lunacy a national charge.

53898. As regards lunatics, you think they should be a national charge?—Yes, they are an extremely heavy charge on the small parishes.

53899. By a national charge you mean a national rate, or did you mean an Imperial charge?—An Imperial charge, I think.

Proposed abolition of settlement and difficulty as to removal as between England and Scotland.

53900. With regard to the law of settlement and removal, on the whole you would like the parish settlement to be abolished?—Yes.

53901. Would you abolish the law of settlement altogether, or would you increase its area?—I would abolish it, I think, altogether. I would prefer an increase of area to nothing being done, but I should abolish it altogether, I think.

53902. (*Mr Bentham.*) Between Scotland and England?—You mean the law of removal?

53903. Yes.—No, but I would reduce the cases in which removal was possible very much. I do not think I should abolish it altogether.

53904. (*Chairman.*) You would have a national law of settlement, so to say?—Yes.

53905. That would be rather difficult to enforce, if the person removed had no definite settlement in the country to which you removed him. If you abolish settlement you cannot retain it nationally. Does not the one follow the other?—I am not sure that it does. Will not you still have the law of removal although there is no settlement?

53906. (*Mr Bentham.*) Some parishes in Scotland would suffer very greatly, would they not, by cases removed from England being put more numerously in one place than another; if they could not remove them to the parish of settlement, some parishes on the border would suffer very grievously, would they not? (*Mr Nunn.*) If you had to remove a man from the Hebrides, what part of England would you dump him down in, if there were no laws of settlement?—I am afraid I should find some difficulty in deciding. The only suggestion I would make would be that the men might be removed to the places to which they want to be removed.

53907. (*Mr Patten-MacDougall.*) Do you propose to retain all the Irish paupers in Scotland?—No, I think there should still be a removal act.

Extent of control by Board over Parish Council contracts.

53908. (*Mr Lansbury.*) Has the Local Government Board any power over the Parish Councils with reference to spending their money on contracts, and that sort of thing, for the supply of goods, and other necessaries, for the poorhouse?—No, the Local Government Board has no power of interference; the auditor, of course, goes over the accounts; but there is no power of interference with the making of contracts.

53909. Is there any regulation that a Parish Council must advertise for tenders if they want to spend any money?—No; there is a requirement in the poorhouse rules to this effect, that goods required for the poorhouse are to be obtained by means of tenders, but I do not think

there is any requirement as to advertising; but they usually do advertise.

53910. That is the custom?—Yes, I think so.

53911. And the Local Government Board does not interfere to see that that is carried out? You simply trust to the auditors?—Yes.

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53912. Who appoints the auditors?—The Local Government Board appoints the auditors.

53913. What kind of men do you appoint as auditors?—They are mostly men in business as chartered accountants.

53914. Do they pass any examination?—Not for the purpose of Poor Law audit.

53915. But they are, as a rule, chartered accountants?—Yes.

53916. You do not appoint just anybody?—No; they are mostly chartered accountants.

he general perinten- ents of the oor, their ppointment, ialifications, id early duty to inform- g the poor their right relief.

53917. The general superintendents are appointed by the Local Government Board?—Yes; they are officials of the Local Government Board.

53918. They are similar to the inspectors in England, are they not?—I believe so.

53919. What sort of qualification do these gentlemen have?—There are four at present; two of them have had experience in the office of the Local Government Board, the other two were appointed from outside.

53920. Had they had any experience in the work?—No.

53921. Do they have to pass any examination?—No.

53922. So that they might not know anything about it?—They might not.

53923. These gentlemen supervise the work of the inspectors of the poor?—Yes.

53924. And of the Parish Councils?—Yes.

53925. I notice in your statement that one part of their duty is to inform the poor of their rights?—Yes, that was one of the original duties laid upon them. That was one of the objects of their appointment at the very first.

53926. Is that in vogue now?—I am afraid it is not carried out to any great extent now.

53927. Do you think that people in Scotland know that, or look upon Poor Law relief as a matter of right?—I think they do.

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53928. Do they look upon it as a matter of disgrace that they are getting the Poor Law relief?—I am not sure that they do. A number of poor people think it a disgrace and will not apply.

53929. (*Mr Patten-MacDougall.*) Is there not a distinction also between outdoor and indoor relief?—Yes; some will accept outdoor relief who will not go to the poor-house.

53930. (*Mr Lansbury.*) What I rather wanted to get at was whether you had established in Scotland a sort of public opinion that this outdoor relief which people get they get as a matter of right, and that it was a kind of pension that they were receiving?—A considerable number of people think that if they have paid rates during their lifetime they are entitled to be relieved out of the rates when they come to need it.

53931. They do not look upon themselves as paupers in the ordinary sense?—I do not know what meaning they attach to the word "pauper."

53932. Do they consider it disgraceful because they are getting outdoor relief?—Some of them do.

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53933. Do you think that the giving of outdoor relief in Scotland has led to an increase of pauperism? Do you think if you abolished outdoor relief, pauperism would decrease?—If the outdoor relief was abolished I think the number of paupers would be considerably reduced.

53934. Do you think any harm would befall the people who refused to go to the poorhouse?—Yes, I think so.

53935. You think there are some people who would rather die of starvation than go in?—I think so. Of course, I think very few would be allowed to die, but I think they would suffer very considerably.

ractice as to lief of able- odied.

53936. You think the same would happen as happens to the able-bodied, that you would have to relieve them anyhow? You told us this morning that you had to break the law occasionally?—What I was thinking of was not the relief of the able-bodied, but the relief of those able-bodied who have disabled dependants.

53937. Assuming a man is ill, would you then relieve the wife and children?—Yes.

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53938. You do that?—Yes; that is to say, if the family are destitute.

Board's control over appointment and discharge of local officers.

53939. Does the Local Government Board approve of the appointments made as inspectors of the poor?—No; they do not actually approve of them, but they have the power to remove any inspector of poor from office; so that if a Parish Council appoints a man whom the Local Government Board consider unfit for his work, the Board would have power to remove him. As a matter of fact, very few cases of that kind have occurred.

53940. Do you approve of the appointment of governor of the poorhouse and other officers?—Not at all.

53941. The Parish Council has a clear right to appoint whom they please?—Yes.

53942. You do not interfere in that at all?—Not in the least.

Cases where Board and Parish Council have differed as to adequacy of relief.

53943. Could you give us any sample cases where the Local Government Board has decided against the Council? Would it be possible to do that, so that we could see the difference between the point of view of the Council and the point of view of the Department?—That is in the case of complaints of inadequate relief?

53944. Yes. Those you refer to in paragraph 48.—I am sorry I have not a case with me.

53945. Will you send in a few sample cases where you have decided against the Parish Council?—Certainly.

53946. (*Chairman.*) Showing what the Council proposed, and what you decided?—Certainly. (*See App. No. CLVIII (K).*)

Objection to fixed scale of relief.

53947. (*Mr Lansbury.*) I understand that you are not in favour of laying down a cast-iron rule as to how much a week should be given to each person, without regard to the conditions?—No, I am not in favour of that.

53948. You think that the conditions of place and everything must be taken into consideration in fixing the amount of relief?—Yes.

53949. Do you board out any children with their mothers; I suppose you call that out-relief, do you not?—That is out-relief.

The relief of respectable widows with children, and question of obtaining statistics thereasto.

53950. In paragraph 56 you say that on the 5th June 1902, the Board issued a circular recommending liberal allowances to respectable widows with young children?—Yes, we do not call those boarded-out children, but we call it out-relief.

53951. Do they give the mothers relief as well as the children?—Yes, the mother receives the relief for herself and her children.

53952. Where possible you carry that out, I suppose?—Yes.

53953. You would rather the child stayed with its mother than that it should go away to some other person to take care of it?—Yes; if the mother is a suitable guardian for the children I think it is better that the children should stay with her.

53954. Could we have any kind of return showing the proportion of children whom you have helped with their own parents as against those who are boarded out? What I want to get at is how many of the women are not considered decent women to have charge of their children?—I am not sure whether we could get a return of that kind or not. I am not sure that the Parish Councils keep a note of it, but they might make it up.

53955. In England, I think you can only board out a child away from the Union whose parents are dead; in Scotland, I suppose, you board out the children of what you would consider not respectable mothers, do you not?—In some cases, especially illegitimate children.

53956. I am talking just for the moment of the ordinary widows, and what I want to find out if I can is what percentage of these women are unworthy, in the judgment of the Parish Council, to have charge of their own legitimate children?—I am not sure whether we can get a return of that kind or not. I do not think there are many cases.

53957. You think that in the majority of cases where there are legitimate children that the mother is allowed to retain the children?—Yes.

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53958. Is the outdoor relief in those cases adequate, do you think?—Yes, as a general rule, I think it is.

53959. Perhaps someone else could give us this; you will tell me if I ask you something I can get from someone else: could we get the scale, say in Glasgow, where I suppose it would be tolerably uniform, of relief given to children and the mother?—Yes, I have no doubt the inspector of Glasgow could give you that.

53960. And also the cost of children boarded out?—Yes, he can give you that.

Method of dealing with tramps.

53961. Then as to vagrants and tramps, are there any in Scotland?—Yes.

53962. What happens to them. I understand that when they are sick they are taken care of?—Yes.

53963. What happens to an ordinary tramp who is tramping around to-night with his wife and perhaps one or two children; where will he sleep?—He sleeps frequently outside; he goes to any farmhouse and gets shelter in a barn or shed or something.

53964. Then I suppose they beg their way along?—Yes.

53965. You have got a tramp question in Scotland?—Yes.

53966. Only it is not dealt with at all. You have no casual wards, have you?—No.

53967. And there is no provision made for them at all?—No.

53968. (*Mrs Bosanquet.*) I believe that a good many of those people find lodgings in the police cells, do they not?—Possibly sometimes they do, and sometimes there are shelters which are under the charge of the police.

53969. In fact the police are recognised as the guardians of the tramps?—I do not know that I would go so far as to say that, but in some towns there is an arrangement between the inspector of poor and the police, and the inspector sends all those whom he is not able to receive to the police, and they sometimes shelter them, but that is not prevalent all over Scotland; it only occurs in the south of Scotland.

53970. Still it does occur pretty frequently?—In the south of Scotland in a number of cases they have that arrangement.

Police census of tramps.

53971. (*Mr Gardiner.*) Are any statistics available as to the number of tramps?—Yes, the police take a census of tramps.

53972. On a particular night?—Yes, twice a year, I think.

53973. Are those figures available?—I think so.

53974. (*Mr Patten-MacDougall.*) Some evidence was given before the Vagrancy Committee, I think, on this point, and the figures are probably given there?—I think that is so.

Proposal to prohibit tramping with children and to remove them from their parents.

53975. (*Mr Lansbury.*) You would approve of some law to prevent tramps carrying children about the country?—Yes, I would.

53976. You would take the children away from them altogether?—Yes.

53977. Have you any proposals as to what to do with the vagrants generally?—No, I have no definite proposals further than that some reformatory methods should be applied to them.

Absence of Poor Law powers of emigration.

53978. Have you any powers in Scotland to emigrate people under the Poor Law?—No.

53979. The Parish Councils cannot emigrate?—No, there is only a power under the Unemployed Workmen's Act; there is a power of emigration under that.

Proposed machinery for dealing with dissolute paupers.

53980. I did not gather from your answers to the chairman or to Mr Loch what was the authority that you would hand over the indolent, the vagrants and that class of persons to. You have not in your mind handing them over to the police, have you?—I have in my mind a combination of prison authorities and an authority for dealing with these persons. A number of the inmates of our prisons are very much of the same class; some of those, I think, should not be dealt with in prisons; they should not be committed to prison, but should be dealt with in some other way.

53981. I notice here you say that it should be reformatory rather than penal?—Yes.

53982. You want some authority that is not the Poor Law and not altogether the police, but something perhaps that would combine the two, is that it?—Yes, or something between the two.

Need for further provision for the able-bodied, apart from the Poor Law.

53983. Then with regard to able-bodied, from what you say, do you want us to gather that the able-bodied problem in Scotland has become such that measures must be taken for providing either work or some other means of living for a number of able-bodied men?—Yes; in the large towns, I think, something must be done.

53984. You would not advocate that this should come under the Poor Law at all, in any sort of way?—No, I think the Poor Law authorities should not give relief to the able-bodied.

53985. But, on the other hand, you think that there should be some means whereby these men could either get work or relief through work?—Yes, relief through work, if possible.

53986. (*Mr Patten-MacDougall.*) As regards the four general superintendents, I think it is the case, is it not, that they are furnished by the Board with certain forms which they have to fill up, giving very full information as to the administration by Parish Councils and by poorhouse committees of the Poor Law in their respective districts?—That is so.

Improved character of reports by General Superintendents of Poor.

53987. And I think that in recent years the Local Government Board has very much elaborated and made much fuller the questions which they put to the general superintendents?—Yes.

53988. Tell us on what lines those alterations have proceeded, and generally how they have worked?—Generally speaking, prior to four or five years ago, or not so much, the general superintendents were left very much to themselves as to what they should report, and they had no leading ideas, no leading subjects put before them on which they were to report. Now it is different; the Local Government Board have prescribed a long list of points which the general superintendents are to report upon in each case.

53989. Accordingly, although prior to five years ago they were enabled to visit all the parishes within their district each year, now, owing to the larger duties that are put upon them, and the fuller investigation which they have to make in order to forward complete replies to the questions, they are not able to overtake all the parishes; at the same time they do those parishes which they overtake very much more completely?—Yes, that is the result.

Action taken by Board on General Superintendents' reports.

53990. When these reports are received by the Local Government Board they are gone over very carefully?—Yes.

53991. And if any points occur which seem to the Local Government Board to be of importance, and to be such as they should bring under the notice either of the Parish Council or of the poorhouse committee, they are sent down for their observations?—That is so.

53992. It may be that the Local Government Board find it necessary to take action in order to induce the Parish Councils or other committees to give effect to their suggestions?—Yes.

The General Superintendents in close touch with Board.

53993. There is also this provision or this practice, I think, with regard to the general superintendents, that they are in constant touch with the Local Government Board, and form a very effective bridge of communication between the Local Government Board and the Parish Councils?—Yes.

53994. And they attend at the Board's offices in Edinburgh from time to time, and there, I think, they make themselves acquainted with all the official work which has been done with regard to their district during whatever the period may have been since they have last been there; is that not so?—That is the practice. The two superintendents who live in Edinburgh are generally in the office once a week, and the others come at irregular intervals and ascertain what is going on and what the views of the Board are on any special points.

53995. Those you have spoken of as living in Edinburgh generally attend upon a certain day of the week, and on the other days of the week they are doing their duty in their district?—Yes.

53996. The other two, who live away from Edinburgh, come at stated intervals to the department?—Yes.

53997. To keep themselves thoroughly in touch with all that is going on there?—Yes. There is one point that I might have called attention to in my statement. One of the points that the general superintendents are asked to

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report upon is this: How many cases on the roll of poor in your opinion call for reconsideration by the Parish Council? They note any of those cases, and it is the practice of the Local Government Board to communicate with the Parish Council and ask for their observations on those cases, and in that way the Board are brought into touch with the Parish Council in connection with those cases which the general superintendents think ought not to receive relief at all, or where they think the amount of the relief ought to be revised.

53998. It is part of the duty of the general superintendents to take the relief roll of the Parish Council and form their own opinion whether the relief that is given is properly appropriate to the cases in question?—Yes.

53999. If it is not so, they call attention to each individual case?—Yes. In addition to that, it is now the practice of the general superintendents, under the instructions given in that form, to visit as many of the paupers in the parish as they conveniently can, and report upon the relief that is given to them.

54000. That is, the outdoor paupers?—Yes.

54001. And also, I think, the boarded-out children?—Yes.

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54002. It is the case, I think, that the general superintendents find, since this new system has come into operation, that their work has very largely increased, and they are not able to overtake it as rapidly as they would wish?—That is so, and I believe they would carry out their work still more fully than they do at present if they did not feel that they would thereby be neglecting other parishes. They would visit more of the poor and more of the boarded-out children if they felt that they had more time at their disposal.

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54003. As regards the elections of parish councillors, they now take place every third year?—Yes.

54004. Have you had brought under your notice the suggestion which has been made by some Parish Councils that it is an unfortunate state of matters that the whole council should go out every third year?—Yes.

54005. And the proposal is now made that one-third should retire every year just as is the case with town councils. Have you heard that suggested?—I have heard it suggested.

54006. What is your view on that?—I do not see any objection to it in the large towns, but I think it is quite unnecessary in other districts.

54007. Because in other districts I suppose what happens is this, that very much the same Parish Council is returned every period of three years?—Yes, as a general rule; there may be exceptional cases where a great majority of the council retires, but usually the majority of the council is returned every third year.

54008. Does it occur to you that, if there be justice in the suggestion, it might be a solution of it, that in burghal parishes the Parish Council should retire along with the town councillors, and that in counties, the rural areas, the present system of the County Council and the Parish Council retiring every three years should remain?—Yes; and even in a big town I am not convinced of the necessity of it.

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54009. As regards the office of inspector of the poor, I think there are, as was pointed out, a number of disqualifications in this sense that certain people holding certain official positions may not become candidates for the inspectorship of the poor?—Yes.

54010. I think the Board has in the past had to put into operation that provision, has it not?—Yes, they raised an action in one case to prevent a school board officer from holding the office of inspector of the poor.

54011. I think they found also that it was extremely essential that no one in the position of a collector of rents or factor should become an inspector of the poor?—Yes, they found that sometimes men who held those two positions made use of their appointment as inspector of poor to further their interests as collector of rents, and in letting houses, and in providing houses for poor persons.

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54012. You think that these disqualifications are very essential?—Yes, that one is. I am not convinced as to the necessity for all the disqualifications.

54013. The inspector of poor in many cases, besides being clerk, to which you have spoken, is also the collector of rates for the parish, is he not?—Yes.

54014. As you point out, in many cases the salary of the inspector of poor by itself is very insignificant, and frequently it happens that his salary as collector of rates is greater than that as inspector of poor?—It sometimes happens so.

54015. That conjunction of offices has been found to work very well?—It has this advantage, that the combined salaries enable the Parish Councils to get a better class of man than they could get for the salary that is given to an inspector of the poor alone.

Advantage of whole-time inspectors of poor and larger areas.

54016. You would extend that a little further, would you, in the case of small parishes, where the amount of pauperism is not large. You would even think it advisable that the inspector of poor might give up his whole time to the duties of his office, but that his duties might be extended to two or three parishes, that they might be combined for that purpose?—Yes, that comes to be a question of enlarged area. If you have an enlarged area you can get better officers; that is one of the objects of combining.

54017. It is possible to combine the parishes now, is it not?—Yes, but the initiative comes from the parish itself, or from the locality.

Question as to number of appeals to sheriff against refusal of relief.

54018. I want to ask you a question on paragraph 48; I am not sure whether your attention has been directed to this, these 473 cases may be not the cases that originally came before the sheriff, but the cases in which, after giving interim relief, the inspector of poor has appeared to defend his action, and that these are cases which are heard out. Do you know to what the figures really apply? Do you see what I mean?—I cannot say positively, although I see what you mean.

54019. What happens is this: when the pauper is given the certificate that relief has been refused he goes to the sheriff, the sheriff thereupon gives him interim relief, but that interim relief is really obtained before the inspector of poor has had an opportunity of appearing and presenting his side of the case?—Yes.

54020. I thought what you might probably make clear is whether the 473 cases are cases of interim relief, or whether they are cases of relief being given by the sheriff after the cases have been heard on the appearance of the inspector of the poor?—What we wanted to get at when we got these returns from the sheriff clerks was the total number of applications to the sheriff. I think some of the sheriff clerks give that and others do not. It is impossible to say how many of the 473 are cases of original application and how many are those in which the inspector has appeared to defend his side.

Practice of Board as to relief of a woman with grown up unmarried daughters.

54021. In paragraph 59 you deal with the case where an offer of indoor relief is made to the mother of a family who has daughters. I think it is the invariable practice of the Board, is it not, to require that a daughter living in the family with the mother, who is now offered indoor relief, is to be provided with a home or house outside?—Yes.

54022. And that they shall be themselves carefully looked after by the Parish Council while the mother goes into the poorhouse?—Yes.

54023. That is the essential requirement of the Board?—Yes, they require that in every case. They have in each case the information as to the names and ages and occupations of the family, and when they find that there are young daughters just beginning to work, they insist upon some provision being made for them, either that they are boarded with some respectable family or otherwise looked after, and the inspector is held responsible that that is done.

54024. (*Mr Lansbury.*) In a case like that, would the Parish Council be compelled to pay, if necessary, for the home for those girls?—Not compelled, but sometimes they do give something; if the girls are not earning a very large sum, and they want to have them in a better home, I think they do give something.

54025. In any case a home has to be provided by someone if the mother is taken into the poorhouse?—Yes, that is insisted upon by the Board. They do it under their powers dealing with complaints of inadequate relief. They regard the offer of relief in the poorhouse to the mother as being inadequate, if the Parish Council does not at the same time see that the daughters are looked after.

Need for increase of Parish Council's borrowing powers and abortive attempts at legislation.

54026. (*Mr Patten-MacDougall.*) You have spoken already of the difficulty which is now experienced because where the population of a parish is less than 100,000 no money can be borrowed unless all the previous loans have been paid off?—Yes.

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54027. You are aware that it has been endeavoured for many years to get legislative enactment in order to do away with that?—Yes.

54028. You think that is a thing which is of very pressing necessity?—It is a very pressing necessity; there are some poorhouses which the Board think require improving, but which they are compelled to let alone. The Board cannot insist upon improvements because it would necessitate borrowing, and the Council have no power to borrow.

Board's proposal to transfer phthisis cases to sanitary authority and general public approval thereof.

54029. I think you are aware that recently the Local Government Board have issued a circular relating to tuberculosis and phthisis?—Yes.

54030. With a view of handing over all such cases from the Poor Law authority to the public health authority to deal with?—Yes, that is one object of it.

54031. Can you say whether the terms of the circular and the proposals of that circular have met with acceptance?—I think they have met with very general acceptance.

54032. You have heard nothing to the contrary?—There have been some letters in the newspapers complaining of it, and objecting to it, but I think the vast majority of the population of Scotland concur with the Board.

Erection of sanatoria for phthisis and notification of cases.

54033. Are you aware that any steps are being taken to meet the situation by the erection of sanatoria or otherwise?—Some of the public health local authorities have made provision for dealing with cases of phthisis, but the extent of the provision as yet is not sufficient to relieve the Poor Law authorities to any great extent.

54034. Notification exists, does it not?—In a few cases.

54035. And the public health authorities are slowly taking the matter up?—Yes, slowly, but I think earnestly.

54036. As regards the boarding-out of pauper children, when pauper children are boarded out, it is the duty, I think, of the inspector of poor of the parish which is boarding them out to make an intimation to the inspector of poor of the parish in which they are to reside?—Yes.

54037. Not with a view of any inquisitorial observation on his part, but that he may generally keep his eye upon them with a view of seeing that all goes well so far as he is able to judge himself?—That is so. He is not expected to interfere with them.

The supervision of boarded-out children, its object and success.

54038. The object being that they shall not, if possible, carry any stigma of pauperism with them, or be known in the parish of residence as pauper children?—That is so. The one great object is that these children who are boarded out shall be indistinguishable from the ordinary juvenile population of the parish.

54039. And that plan is one which has worked extremely well, has it not?—Yes, I think so.

Objection to local boarding-out committees.

54040. Accordingly, would you think that there ought to be a committee of inspection in the parish of residence, as there is in England?—I am not in favour of local committees of inspection.

Proposed female inspector of boarded-out children.

54041. You are in favour, as I think you said previously, of the general superintendents having more time to devote to the inspection of boarded-out children?—Yes; in fact, I think it might be desirable to have a special inspector to look after boarded-out children.

54042. Male or female?—Female, I think.

Functions of local inspector of poor, etc. as to boarded-out children.

54043. (*Mr Bentham.*) Is that to take the place of the inspector who inspects the children in the place of residence now, or in addition?—In addition. The inspector of the locality does not inspect the children; he simply knows that they are there, and if he thinks there is anything wrong, or anything that needs looking after, he refers it to the inspector of the parish where the child comes from.

54044. Is he paid by the Parish Council for that?—Yes; in so far as he has any duty connected with the children boarded out in his parish he is paid for it, if it amounts to anything unusual.

54045. (*Mr Patten-MacDougall.*) That shows how unusual the duty is, that it is outside his regular duties?—Yes, it is outside his duties as inspector of the poor.

54046. With the same object of keeping them as far away from pauperism as possible, pauper boarded-out children are entitled to have the service of any medical man they please, not of the Poor Law medical officer?—That is the arrangement—that the guardians with whom the children are boarded out can select the medical attendant to attend to the children.

54047. That is with the object of dissociating them as far as possible from pauperism?—Yes.

54048. And the officials connected with the Poor Law?—Yes. Of course it very often happens that these children are boarded out in sparsely populated districts where there is only one medical man, and he is the medical officer of the parish, but he does not attend as the medical officer, he is paid specially for this work.

Advantage of Board deciding certain cases of disputed settlement and proposal to extend the practice.

54049. As regards settlement, the law under which cases of settlement, where the respective parties are agreed on the facts, are referred to the Local Goverment Board for arbitration has worked well, has it not?—Yes, so far as it goes. It has saved litigation.

54050. Assuming the law of settlement to remain, would you be of opinion that all cases of settlement should be referred to the Board with a view of saving expense in fighting cases, and so on?—Yes; I think it would be an advantage.

54051. At the same time that the Legislation of 1898 provided for a reduction in the years necessary to give a settlement by residence in Scotland there were also provisions modifying the removal laws?—Yes.

54052. And those have operated well, you think?—I think so. I think there are still too many restrictions.

Need for amending law as to removals between Scotland and England.

54053. In what way?—At present an Englishman who has been five years in Scotland is irremovable, provided one of those years has been spent in the parish where he becomes chargeable. I do not think there is any necessity for that limitation.

54054. You think that operates hardly?—I think so. I think it may prevent a man who has been working in various places in Scotland for years, but has not been for a year within the parish where he applies for relief, getting relief in Scotland. I think he should be irremovable.

Need for power to amend medical relief rules.

54055. You are aware, I think, of the report of the Departmental Committee on Poor Law Medical Relief, which reported three years ago, and you are aware, are you, of the recommendations of that report involving legislation?—Yes.

54056. The first is to remove the stereotype of the Acts of 1889, under which the distribution of certain grants provided under that Act are stereotyped according to the rules and facts as they existed at that time?—Yes.

54057. You are of opinion that there are many reasons why that stereotype should be removed?—Yes.

54058. Are the conditions under which these grants are being administered so very inequitable and unfair to many parishes?—I am not prepared to say they are very inequitable, but they could be considerably improved—made more equitable.

Proposed grant for probationer nurses.

54059. There was also a proposal or recommendation by that committee, that part of the medical relief grants should be distributed by way of paying probationer nurses, with a view of improving the medical relief service in the poorhouse?—Yes.

54060. You think that is amply justified?—I think so. The only objection is that the more you take for nursing the less you have for ordinary medical relief, the amount of the grant being fixed.

54061. And the amount of the grant being extremely small?—Small in proportion to the requirements.

Diminishing proportion of medical relief expenditure met by grant.

54062. And as the medical service improves and becomes more costly the grant per case is reduced?—Yes, it is now down to 5s. per head.

54063. Do you recall what it was at one time?—It was meant to be half; at one time I think it was a little more than half.

54064. At any rate it was somewhere about 10s., and it is now reduced to 5s. per head?—Yes. In 1884 it was 10s. 9¼d.; it is now 5s. 5d., almost exactly half.

Question as to improved tenure for certain Poor Law officials.

54065. You are also of opinion that the positions of outdoor relief medical officer, and governor and matron of poorhouses, should be placed on a statutory footing, which they are not at present?—That is one of the recommendations; I do not know that I am very strong in support of that. I do not think it is very urgently called for.

54066. Then with regard to the excessive rates in certain parishes in Scotland, I think you know the suggestion that was made by the Local Taxation Commission as regards Scotland?—Yes.

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54067. Namely, that the ability of the various parishes should be tested by the assessable value, and their requirements should be proved partly by population and partly by the expenditure actually incurred?—Yes.

54068. That suggestion was made with a view of relieving the over-burdened parishes?—Yes.

54069. You are of opinion, are you, that the conditions which now exist in the West Highlands and at Barra are such as to make that even more desirable, and more necessary, than it was at the time when this Commission reported?—Yes, the conditions are worse now than they were when the Commission reported.

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54070. That might be to some extent relieved, I think you told the chairman, if the cost of lunacy were made an Imperial matter?—Yes. In Barra not only is the cost of maintaining the lunatics heavy, but one very heavy item is the cost of removing them from Barra to the asylum, which is at Inverness. A lunatic requires attendance in being removed, and in most cases two attendants have to be sent, and in some cases three, and it is a very costly business, and the whole cost falls upon the parish. To take one lunatic to Inverness from Barra means an addition to the rates of Barra of something like 2d. in the £.

54071. I think the Board proposes now to alleviate that condition of things if they can by having provision made in the poorhouse at Lochmaddy for observation wards?—Not observation wards, they are rather wards for harmless lunatics.

54072. Lunatics who have hitherto been sent to Inverness?—Yes.

54073. It frequently happens that some of these lunatics from the island go to Inverness at great cost; three people to look after them; and they come back again within a fortnight or three weeks, perhaps not so soon as that, but say within a month?—I have had no experience of that in Barra as yet. It does occasionally happen that after a month or two's treatment they are quite fit to go back to their homes.

54074. Which means probably another large addition to the rates?—Yes; there is no cost for attendants in that case.

54075. (*Miss Hill.*) Have they to be paid for by Barra when they get to Inverness?—Yes.

54076. So that it would be much cheaper to keep them in these wards attached to the poorhouse?—Yes, it is much cheaper, but the wards attached to the poorhouse are suitable for certain cases only—harmless cases.

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54077. (*Mrs Bosanquet.*) Do you really think it is possible that the boarded-out children should be indistinguishable from the other children of the parish they are boarded out in?—I think so.

54078. But having regard to the way in which they come; the other children do not come like that. They suddenly appear at the age of eight, nine, or ten, as strangers; they must be the objects of great interest?—Only in the very immediate neighbourhood. They are not known generally over the parish as being boarded out.

54079. You think they are accepted as members of the community on the same footing exactly?—Yes.

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54080. Are all the applications for relief registered whether they are acceded to or refused?—Yes.

54081. Are they all brought before the Parish Council?—No, the inspector refuses.

54082. On his own responsibility?—Yes.

54083. And does not report them?—He has to report them to the Parish Council.

54084. I have heard, in connection with some inquiries that were made, that the inspector could not tell of any cases that had been rejected because there was no register kept of them. Is that a conceivable state of things?—It is certainly conceivable, but I do not think it does occur. It could not possibly occur, I think, without the general superintendent finding out.

54085. What would be the check on the local inspector, supposing he refused cases on his own responsibility and did not record them? Who would know?—No one would know.

54086. So that for any check there is, there may be any number of cases simply shelved by him?—Yes; but the pauper has the right of appeal to the sheriff. If he thought he was refused unjustly or improperly he could go to the sheriff.

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54087. Do you think that would be universally known?—I cannot say as to that; I do not know.

Question as to record of applications refused by inspector of poor on his own responsibility.

54088. The superintendent inspector would have no chance of telling him if there was no record kept?—The inspector of poor ought to tell him, but there would be no way of knowing.

54089. If he came to the office and the inspector said: Go away and see if you can get along, there would be no record kept?—There might be no record kept.

54090. Is there any system by which you could check any cases like that?—It would be extremely difficult, I think.

54091. It would not be possible for him to do that, would it, if the responsibility for refusal lay with the Parish Council; he would then have to bring every case before the Parish Council?—Yes; but that would mean very frequent meetings of the Parish Council.

54092. About how often does the Parish Council meet in country districts?—About four times a year.

Constitution of Local Government Board (Scotland).

54093. Can you tell us who are the members of the Local Government Board in Scotland, how is it constituted?—The president is the Secretary for Scotland. Then the Under-Secretary for Scotland is a member, and the Solicitor-General for Scotland. Those are *ex officio* members. Then there are, besides those three members, the paid members, the vice-president, the legal member, and the medical member.

Board's practice as to appeals.

54094. When you tell us that the cases in which appeals are made are considered by the members of the Local Government Board, I conclude it does not mean the Chief Secretary for Scotland and the *ex officio* members?—Not usually. Very occasionally a case goes to them, but very seldom.

54095. It would be the three paid members?—Yes.

Proposed higher type of inspector of poor.

54096. (*Mr Gardiner.*) Would you wish to see a regular service of inspectors of poor established?—I think it would be an advantage.

54097. Have you ever thought out a system under which a scheme may be organised?—No, I have not thought out a system. I have simply thought of the advisability of having a better class of men than we have at present, men of wider views and wider information.

54098. And I suppose promote them from time to time?—Yes.

54099. I see some are paid as much as £1,000 a year?—One. That is a very exceptional rate. There is nothing near it.

Need of record of after-careers of boarded-out children.

54100. Do the inspectors of poor take any steps to follow up boarded-out children when they are placed out in service?—Yes, most of the inspectors do, and some of them keep a record of the cases.

54101. They are not required to keep a record?—No.

54102. Do you think they should be?—I think it would be extremely useful if they were to.

54103. Then you would get a double check?—Yes.

54104. Would you like to see an additional column in your record of applications book giving the name of the landlord? You tell us here what your book contains.—I have never considered that.

54105. You have never had it suggested it might be a good thing?—No.

Cost of Parish Council elections and need for fixed scale of charges.

54106. Could you give us a little more information showing the reasons which led the Board to reduce the cost of conducting elections? You simply record the fact.—What happens is this, that in the towns the town clerk has charge of the elections, and there is no scale laid down for his expenses; he can charge very much what he likes. The town clerk is usually a lawyer, a solicitor, and he very often draws up an account as if it was between agent and client, charging for each thing he does; *e.g.* for reading the Local Government Board circular 10s. or 6s. 8d., or something, and so he goes on over a great many pages of charges, amounting altogether to a very large sum.

54107. You want to have some power with regard to that, do you not?—Yes, but at present the Board have the power of deciding how much the Parish Council has to pay.

54108. Would you prefer to see a fixed scale laid down?

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—I think it would be desirable; in the counties there is a scale for each county, approved by the Secretary for Scotland.

54109. So much per number of voters on the roll, I suppose?—Yes; something like that.

Questions at issue at Parish Council elections.

54110. At the Parish Council elections is the party political machinery used?—No.

54111. What makes the line of cleavage? Is there any line of cleavage between the people who are on and the people who want to get on?—Sometimes there is some local question that comes up.

54112. Does the question of vaccination arise with you?—Yes, but not to any great extent; it is not a very urgent question in Scotland.

Difficulty in obtaining Parish Councillors.

54113. Was I right in gathering from what you told the chairman a short time ago that, speaking generally, there is not much interest taken in your Parish Council elections?—Not as much as I should like to see; in a large number of rural parishes it is difficult to get many people to stand. In some parishes the inspector of poor goes round and tries to get people to stand.

54114. He tries to get people to become his masters?—Yes; and sometimes even after the Local Government Board have appointed a further election, they cannot get persons to stand. In some places they have had to reduce the number of members on the Parish Council.

Contributions by children to their parents' support.

54115. Has the Local Government Board in Scotland power to compel children to contribute to the support of their parents?—Not the Local Government Board, but the Parish Council has.

Need for more general superintendents.

54116. I gathered from what you said just now in answer to Mr MacDougall, in your view the number of general superintendents should be increased?—I think so; there is work for far more of them.

54117. Would you like to see a system organised something on present lines, or would you like to see general superintendents such as you have now, and subordinate officers to them?—I have no objection to that.

54118. Then you would get the senior officers training the junior?—Yes.

54119. Which would be an advantage from the point of view of continuity of policy?—Yes, it would be an advantage, I think.

54120. Speaking generally, not only is the number of inspectors too few, but the districts are too large?—Yes.

54121. Your distances are so great that they cannot get round?—The amount of travelling in the Highland districts means the consumption of an enormous amount of time.

Proposal to make lunacy a national charge and question as to inspection of lunatics.

54122. You said just now you would like to have the cost of lunatics made an Imperial charge?—Yes.

54123. If that were done, they would be under central control and management?—I suppose they would have to.

54124. Then who would inspect them?—The officers from the central board.

54125. So the same department would control manager and inspector?—I think so.

54126. Do you think that would be a satisfactory plan?—I do not see any reason why it should not.

54127. In England it is not quite so; the Home Office with us inspects the lunatics?—That is so.

Lack of co-operation between charity and Poor Law, and proposed remedy.

54128. (*Mr Phelps.*) You say that in Scotland there is very little co-operation between charity and the Poor Law?—Yes, I think that is the case, very little.

54129. Could you suggest any means by which it could be improved?—I think it would be easy to suggest means, provided that it were made compulsory by statute, but I am afraid it would have to be compulsory.

Advantage of Parish Councils administering all endowed charities.

54130. Do you think it would be possible, for instance, to make the Parish Councils trustees for all the endowed charities in a place?—Yes.

54131. Would you be prepared to see in large and populous districts the administration of charity and the Poor Law put into the hands of perhaps two distinct bodies, but each represented on the other?—I think that would be an advantage.

54132. You are familiar, of course, with Dr Chalmers' plan?—I have read his book.

Dr Chalmers' plan; and its practicability of charity superseding poor relief.

54133. Could you state shortly why that fell to the ground?—It was the introduction of the Poor Law Act, I think, which killed it.

54134. Do you think that the provision which charity would be making now, if it had not been for the Poor Law Act, would have been adequate?—I am afraid not.

Need for greater disciplinary treatment of dissolute poor, etc., and attitude of public opinion thereasto.

54135. I see that you draw a great distinction between the deserving poor and the dissolute poor?—Yes.

54136. You would like some disciplinary treatment of the latter?—Yes.

54137. Do you think public opinion would support you in that?—I am inclined to think it would, and I think public opinion is getting stronger in that direction every year.

54138. That is to say, it would rather tend to obliterate the distinction between what is now called criminal and what is called vicious conduct?—Yes, I think there is a tendency to restrict prison discipline to a smaller class, to remove some of the prisoners from the care of the Prison Commissioners, and treat them by different methods altogether, especially those who are weak-minded. I think there is that tendency, and at the same time a tendency to see the ins-and-outs and the dissolute poor treated much more strictly than they are at present, and much more stringently.

54139. Do you think public opinion would support you in applying that to tramps?—I think so. I have no means of gauging what public opinion would be except my general knowledge of the opinion of the country gathered from newspapers and otherwise, but I think it would.

Proposed procedure, etc., for detention of dissolute poor.

54140. To whom would you entrust the power of classifying the people morally?—That is a very difficult point, and I think there would have to be different bodies—the Poor Law authority in some cases. I think if a man, for instance, comes frequently and applies for relief owing to disability due to his own vicious courses, that after two or three applications of that kind within say six months or a year, the Parish Council should be able to go to the sheriff or to some court, an open court (I would have it done in open court), and have that man sentenced to detention for, possibly, years.

54141. You would make it after a legal and public trial?—Yes.

54142. You would not leave it to the Parish Council to decide, *in camera*, what class the man belonged to?—No, I would not.

54143. You do not think it would be safe?—No.

54144. When a person had been put in the class of dissolute poor, you would put him under discipline that would be reformatory?—Yes, as far as possible.

54145. Do you suggest any limits of age for that treatment?—No, I think not. I think that age would be a consideration as regards the length of time that a person would be detained, but if he was beyond reform altogether I do not see any reason why he should not be confined altogether.

54146. You mean, supposing a man was sixty-five and had fallen into destitution through his own foolish or evil courses, you think he might be locked up for life?—Yes, I think he might.

Extent to which dissolute poor are detained in poorhouses, and proposed improved classification.

54147. How far does the poorhouse serve that function now?—There is no power of detention, but, of course, a considerable number of these dissolute poor remain in the poorhouse for a long number of years, until they die.

54148. Do you think it would be possible to combine poorhouses in the sense of classifying their inmates, sending all class A to one poorhouse and all class B to another, in the one area?—Yes, in populous districts it would.

54149. Do you think that that would be a useful change?—Yes.

Unsuitability of poorhouse governors for dealing with deserving poor.

54150. Do you find that the governors of the poorhouses are people who are qualified to deal with that kind of distinction?—I think that at present governors of poorhouses are selected because of their administrative ability in dealing with the worst cases.

54151. With the refractory cases?—Yes; I do not think they are fitted to deal with the better class of poor and the infirm poor. They are rather selected for their strength of will and strength of mind in dealing with the dissolute cases.

54152. And rather with regard to disciplinary work with regard to that class?—Yes.

54153. On the whole you would rather see a new set of institutions for that purpose?—I think so.

54154. You do not think the present institutions or system could be adapted to meet it?—No, a few of them might, but taken all over Scotland I do not think they could.

Question as to attitude of people towards relief.

54155. Do you think from your experience that there has been of late years any change in the feeling of the country with regard to the acceptance of relief?—I have heard that people do not regard it as so much of a disgrace now as they used to, but I have no personal knowledge on the subject.

54156. Would the general superintendents be able to tell us more about that, do you think?—Yes, they can tell much better than I can.

Issue restrictions on Parish Councils borrowing powers, and proposed removal thereof subject to certain safeguards.

54157. (*Miss Hill.*) You say that where the population of a parish does not exceed 100,000 they cannot negotiate one loan until the other is paid off?—That is so.

54158. Do you think that unduly restricts their powers in doing what would be useful?—Yes.

54159. So you would like to see their power extended?—Yes.

54160. Would you be in favour of giving as much power of borrowing as we have in England?—I am sorry I do not know what the powers are in England; but I think that all borrowing should be under the control of the central body. I do not think a local body should be entitled to borrow without the consent of the central authority.

54161. What is the limitation you would propose—that the loans should be under the control of the Local Government Board?—Yes, that the purpose of the loan, the amount of the loan, and the length of period of payment, should all be approved by the central body.

54162. Would you have any limitation according to the assessable value of the parish, that it should not exceed a certain proportion of the assessment?—Yes, I think so. There is that at present; a Parish Council cannot borrow more than one-fifth of the gross rental of the parish.

Control of Board's consent over total expenditure and borrowing by Parish Councils.

54163. (*Mr Bentham.*) When a Parish Council sends up its plans for the sanction of the Board for either an extension or a new poorhouse, are they accompanied by estimates of cost?—Yes, only a lump estimate.

54164. If that estimate is exceeded, has that Board any power?—No, the Board have no power, they do not interfere at all.

54165. They are often exceeded, I suppose?—I think they are mostly always exceeded.

54166. Was not the Barn Hill estimate very much exceeded?—Yes; I am not sure to what extent, but I have no doubt it was; in the other Glasgow poorhouse hospitals the estimates were very largely exceeded.

54167. And the Board there readily gives borrowing powers for providing the excess?—The Board does not grant borrowing powers for the excess. The only thing the Board needs to do is to grant a certificate that the Parish Council has provided for the payment of any existing loans.

54168. A general order?—It is simply a certificate to that effect. Without that certificate they cannot borrow any further. There is really very little central control as regards borrowing.

Relief of widows with children.

54169. With regard to the method of dealing with widows with children, are they sometimes sent out into the country and provided with homes there?—The mother and the children?

54170. Yes.—Not very often. I think not. There is no general scheme of that kind. It may be done occasionally, but I do not think it is done frequently.

Question as to granting interim relief by inspectors of poor.

54171. According to this report, the inspector has power to grant interim relief to all classes of applicants?—Yes.

54172. And we are told that at Glasgow every applicant for outdoor relief, whether certified able-bodied or not, is offered indoor relief until the next meeting of the indoor committee. Is that the general practice?—No, I do not think it is the general practice. I think you had better inquire of the general superintendent when he comes up as to these points.

Objection to certain districts having no power to enforce poorhouse test.

54173. There are some general rules laid down as to the classes of persons who should be granted indoor relief only. In cases where there is no poorhouse, and altogether I think there are nearly 400 that have not a poorhouse at all, 306 have power to board out in other poorhouses, and 67 have neither a poorhouse nor have they power to board out in other poorhouses, how can they adhere to this and refuse outdoor relief to these cases that are mentioned here? Will it not resolve itself into giving outdoor relief in all those cases?—Yes.

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54174. Is not that held to be objectionable?—Yes.

54175. But inevitable?—A number of these parishes have no applicants of that kind; they are small parishes. Only small parishes have no poorhouse accommodation.

Difficulty of removing paupers to distant poorhouses, and effect thereof on use of poorhouse as a test.

54176. You say there are 482 parishes in combination and they have 44 poorhouses for the 482 parishes. Will there be any great distance to take the people in some of those cases?—Yes, in some cases the area is exceedingly large. For instance, take the county of Sutherland, which is a large county and a county with very poor means of communication; I cannot speak quite definitely, but I think the poorhouse would be quite 70 miles from some of the parishes; and in the case of the Long Island poorhouse, which is not a very large combination, only four parishes, the poorhouse is 50 miles from Barra, and that means a sea voyage of six and a half hours or so.

54177. Then it will be held by the people to be a very serious matter to be removed away to the poorhouse?—It is a very serious matter, not only to the people, but the Parish Council themselves feel it is a very serious matter to send the people so far, and expose them to a voyage of that kind.

54178. So that the general rules that are laid down in principle to guide the Parish Councils in giving relief must to a certain extent be altogether inoperative in many cases?—Yes, but in the sparsely populated districts cases of that kind do not very often occur. Most of the paupers are elderly people.

54179. In paragraph 85, referring to the boarding-out system, you give the number of children that are boarded out?—Yes.

Number of deserted children boarded out, and question as to parents claiming such children.

54180. You say that 1209 were deserted children?—Yes.

54181. But are those boarded out at a great distance from the parishes?—Some of them are a long way off.

54182. And the Parish Council have no power to detain them, have they?—There is no express power to detain them.

54183. When the parents turn up and apply for them, they have to be fetched back again from the boarded-out homes?—Yes. I suppose the parents would be legally entitled to have them brought back, but I do not know how often it occurs. I do not think it occurs very frequently. The Parish Councils do all they can to prevent the parents getting access to the children.

Number and class of children separated from their parents.

54184. There are 3044 separated from their parents; what does that mean?—That means that in some cases the Parish Council have induced the parents—dissolute parents—to allow them to take the children. Others are illegitimate children, others are children where the parents have been convicted of cruelty and the Parish Council have taken charge of the children.

54185. Taking the deserted children, and those that are separated from their parents, it comes to considerably more than half the total number of children dealt with?—Yes.

Number of children in poorhouses, and question of receiving homes for them.

54186. And it leaves a balance of something like 643 children that are not boarded out. Are they in poorhouses?—Yes, I think they are.

54187. Are the poorhouses used as receiving quarters for all children prior to being boarded out?—No, not for all children.

54188. Where are they received in Glasgow?—In Glasgow they are received in the poorhouse.

54189. Are they taken to Stobhill?—Yes.

54190. Are they also taken to the poorhouse at Edinburgh?—Yes.

54191. And they may remain in the poorhouse a long time, may they not?—Yes.

54192. (*Mrs Webb.*) I thought there were 2,000 children in the poorhouses in Scotland?—Those that are dealt with in my statement are children that are not dependent. The 2,000 or thereabouts in the poorhouses include a number of dependants. That is to say, the parents are in the poorhouses or in prison, or something.

54193. That means rather a large number who are

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yet in the poorhouse?—Yes, a considerable number. I see the number on the 1st January 1905 was 1862.

54194. That means that all children are dealt with either in the poorhouse or boarded out. If they are not eligible for boarding out they remain in the poorhouse?—Yes, roughly speaking, I think that is so.

Incomplete Parish Council elections and question of obtaining a return of proportion of electorate who polled.

54195. With regard to the election of guardians, I think you give some figures with regard to the number of incomplete elections?—I do.

54196. There were one in seven incomplete in 1901, and one in eight in 1904. That seems rather a large number. Could we have a return as to the number of electors of each of these parishes and the number of persons who recorded their votes?*—I do not think we have the numbers for 1904. I think there were returns published of the number of electors; I am not sure whether it included the number who voted. There are returns as to the elections in 1895 and 1898. I could send in those. I might explain that in a large number of cases that was due not to want of the candidates coming forward, but to mistakes, technical errors, in the election procedure. Nominations have to be lodged within a certain time, and sometimes they were beyond the time, and a new election had to take place. Would you want the number of electors and the number who voted?

54197. Yes.—I am afraid it could not be done now. The returns, I think, would be destroyed now. We could supply the returns in the 1895 and 1898 elections, but I am afraid as regards later elections the returning officers have destroyed the voting papers.

Percentage of uncertified deaths in Kilmuir.

54198. (*Mrs Webb.*) Mr Hancock Nunn wishes me to ask you three questions. The first is with regard to the place which you call Kilmuir; 70 per cent. of the deaths registered were of people who died without medical assistance. Mr Nunn wants to know the total from which that percentage was worked?—I took these figures from the report of the Departmental Committee; it does not give anything more than the percentage.

54199. That might be such a very insignificant thing. 70 per cent. might be three out of five, or something like that, if it was a very sparsely populated district?—Kilmuir is in Inverness-shire, and in his report for 1900 Dr Ogilvie Grant records the fact that during that year nearly 400 persons in Inverness-shire died and were buried without having been seen by a doctor, and that during ten years 3,967 persons had died under similar conditions.

54200. Mr Nunn also wants to know, if the applicant desires to appeal, how, and from whom, and under what formalities, does he obtain the form to appeal?—He obtains the form from the inspector of poor; he simply goes to the inspector of poor and asks for a form, and the inspector is bound to help him to fill it up.

Procedure for appeals as to relief.

Responsibility of inspector in cases where relief refused.

54201. Should an applicant be denied relief altogether, he has an appeal to the sheriff. Is the sheriff responsible for the relief of the applicant under those circumstances, or is the inspector still responsible, if he dies of starvation after the sheriff had refused him relief. Who is responsible for his death if he dies?—I suppose it would still be the inspector. Any responsibility that would exist would lie, I think, on the inspector.

Proposal to transfer medical relief to sanitary authorities and advantage thereof in dealing with able-bodied and persons suffering from trivial ailments.

54202. To come to the question of medical relief, would it not help to carry out your provisions with regard to the non-relief of the able-bodied if you hand over the medical relief to the public health authorities, because they would become responsible for seeing that a man did not die of starvation?—Yes, if the public health authorities were responsible for the health of every individual.

54203. If they had a system of medical inspection and medical treatment, would that not enable you to carry out your able-bodied provisions with less hardship or danger to the public?—Certainly.

54204. In the case, for instance, of the dependants?—Yes, in the case of the dependants; that is what I am looking to, the case of the dependants of able-bodied persons. I think at present they are in a very defenceless position; they have no recourse whatever, and if the general charge of medical relief was under the public health authority, or any other authority, if there was power to give medical relief in every case, of course the parish would be relieved.

54205. I notice that one of your difficulties is to decide whether a man is really able-bodied or not; that the examination of the able-bodied person is often very indifferently done?—Yes, naturally it is.

Proposal to transfer medical relief to sanitary authorities and advantage thereof in dealing with able-bodied and persons suffering from trivial ailments.

54206. Supposing you had a complete system of medical inspection and medical treatment, would you be able to inquire from the public health authority; they would know by long experience of that man whether he was ill or not?—Yes, if they had a long experience of him. With a tramp they might not know whether he was a malingerer or not.

54207. With regard to the man himself, the resident, they would know if they had a complete system of medical inspection?—Yes.

54208. I notice that one of the reasons why you have an able-bodied male population growing up in your poorhouse is that they suffer from some slight complaint and are kept in without the necessary consideration of whether they are really ill or are malingering?—Yes, that sometimes happens; a man applies for relief and he is temporarily disabled.

54209. By dyspepsia?—Yes, or a sore foot or something.

54210. Or a cold?—Yes; and he gets relieved, and he is often kept in the poorhouse after he has really recovered from the disability which entitled him to relief.

54211. My suggestion is that if the whole treatment of the illness were in the hands of a public health authority who had properly equipped hospitals, that man would go into the hospital?—Yes.

54212. Because he was ill, too ill to work; then he would be considered from the point of view of a patient who had to be got well and discharged when he was well?—Yes.

54213. Would that not be another help towards your carrying out your condition of not giving relief to the able-bodied?—Certainly.

54214. (*Miss Hill.*) Would he not be under the medical man in the poorhouse? (*Mrs Webb.*) Unfortunately poorhouses are not run as hospitals with a view of getting the men well; they are run as poorhouses. (*Miss Hill.*) They have a medical officer? (*Mrs Webb.*) I gather from this report of the Glasgow administration, that that is given as the distinct cause of the upgrowth of the able-bodied male population in poorhouses. "Great vigilance should 'be exercised over paupers suffering from slight ailments, 'such as catarrh, cold, diarrhœa or constipation, which 'three or four days may cure. They should not be allowed 'to remain in the poorhouse for an indefinite period, or 'until they see fit to discharge themselves" My point is that if the public health authority had taken those people as they were ill into a hospital, they would be discharged when they had been treated and cured?—Yes.

54215. Quick cure and discharge would be the main aim of the institution?—Yes.

54216. (*Miss Hill.*) Might that not be done just as well by the medical officer of the Poor Law? (*Mrs Webb.*) It is not done because the poorhouse is not run as an institution to make people well?—It ought to be done; but in many cases it is not.

54217. (*Miss Hill.*) It would be their duty to do it surely?—Yes.

54218. (*Mrs Webb.*) The question is whether under the other system you would get it done more adequately? (*Miss Hill.*) It would depend on the people. (*Mrs Webb.*) It rather depends on the object of the institution and the equipment for carrying the specific purpose. With regard to the able-bodied people who are out of work, I gather that you would prefer that they should be dealt with by an authority separate from the Poor Law?—Yes; I think it would be preferable.

Proposals as to the unemployed, the dissolute poor and the sick.

54219. That the refractory people should be dealt with by some authority with powers of compulsory detention?—Yes.

54220. And the genuine unemployment by a distress committee?—Yes; something of that style.

54221. And in that case there would be no stigma of pauperism in the case of the genuine unemployed?—If that were effective there would be no pauperism due to unemployment.

54222. You would prefer that?—I would prefer that.

54223. You would prefer the sick people to be dealt with by the public health authority?—Yes, by a non-Poor Law authority; I do not care whether it is the public health authority.

* At the suggestion of the Commission a special return was obtained giving particulars respecting the election of Parish Councils in Scotland in the year 1907. The return was published as a parliamentary paper. (H.C. 247-1908.)

Objections to poorhouse children mixed with other paupers and question of transferring such children to education authorities.

54224. With regard to children, would there not be a great advantage that the children should be dealt with by the education authority? Would it not be desirable that the education authority should take those 2,000 out of the poorhouses and have either industrial schools (I do not know whether you have them in Scotland) or board them out?—Yes. Of course these children that are in the poorhouses are mostly children who would not remain long in the poorhouse. They are children whose parents are in the poorhouse and might leave at any time and take the children with them, or children of men who are in prison, for instance, for a short time. Even the education authority might have difficulty in keeping hold of such children.

54225. Would it not be desirable to give the authority that deals with them some power of detaining them, at any rate for a given period?—Yes, if the parents were unfit to take charge of them.

54226. It is not desirable to have those children mixed up with other paupers, is it?—Certainly not; I think it is very undesirable.

54227. Would it not, on the whole, be more desirable to transfer the children to the education authority, if you can do so administratively?—I am afraid it would be a difficult problem for the education authority.

54228. They already provide industrial boarding schools for children neglected by their parents or truant children in England; I do not know whether they do with you?—Yes, there are industrial schools; but it is not the education authority which has them in Scotland.

54229. In England industrial schools are apart from reformatories?—There are no schools in Scotland where the education authority board the children.

54230. Would there be any objection to following the English precedent of their having boarding schools for a certain type of child?—No, I think it would be an advantage.

54231. Is it not better, *prima facie*, that the authority concerned with education should deal with children?—Yes.

54232. It is not desirable to penalise children in any way?—No.

54233. Supposing your idea were carried out, and that the refractory able-bodied were dealt with by the police, or by an authority having compulsory powers; the unemployed dealt with by the distress committee; the sick dealt with by some authority, we will not say necessarily the public health authority, but some authority other than the Poor Law; and the children by the education authority—would there be any necessity to keep up a separate Poor Law authority, except for such things as chargeability, and granting aliment in the homes, and that sort of thing?—It would still be required for the aged poor.

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Question as to need for a separate Poor Law authority if certain classes were removed to other authorities.

54234. The aged poor are presumably going to be dealt with partly by pensions?—Yes. I am afraid that the pensions would not quite meet the whole difficulty, because many persons would be entitled to pensions that need also care and attention.

54235. Is not the authority who deals with the sick the proper authority to deal with senile decay or disablement?—People not acutely sick?

54236. Yes.—That was your intention?

54237. Yes, that was my intention?—Suffering from old age you would regard as a form of sickness?

54238. Yes; why should not they be dealt with by the same authority which deals with defectives or chronic invalids, or sick persons of all sorts?—They might be dealt with by the same authority as the sick.

54239. Assuming that, would it not be possible to do away with this representative authority concerned with the Poor Law, and to replace it by a stipendiary, who would deal with such cases of chargeability and removal, and who would determine in case of dispute the right authority to deal with a particular person; who would allot the person to the sick authority, the education authority, the compulsory detention authority, and the unemployed committee; there would not seem to be anything else left?—I should not be inclined to leave the aged poor simply to the charge of an authority such as the public health authority. I should prefer to have a body of persons interested in the poor, in the way of philanthropic interest in them.

54240. Could you not join with the public health authority your committee of voluntary persons to deal with the aged?—It might be done in that way.

54241. To put it shortly, could you not get rid of the Poor Law altogether?—Yes, it would be quite possible to get rid of the Poor Law.

54242. And yet deal better with all these separate classes?—Yes, it is possible, I think.

Mr Abijah Murray, recalled, and further examined; and Mr Alexander Baigrie Millar, called and examined.

54243. (*Chairman*, to *Mr Murray*.) In conjunction with Mr Millar, general superintendent of poor, I understand that you have been appointed by the Local Government Board for Scotland to act temporarily as parish councillors of the parish of Barra in Inverness-shire?—(*Mr Murray*) Yes.

54244. And you have prepared a statement which we can take as your evidence-in-chief on that point?—Yes.

(*The witnesses handed in the following statement.*)

Population and area of Barra parish.

1. The parish of Barra is the most southerly portion of the string of islands forming the Outer Hebrides. It consists of a number of islands, by far the largest of which is the island of Barra, with 2,362 inhabitants. The other inhabited islands are Vatersay, with 13 inhabitants, Pabbay with 11, Bernera with 17, Mingalay with 135, Sunderay with 3, and Fuday with 4. The parish extends from north to south for about 20 miles; it has a total area of 22,212 acres, and a total population of 2545.

2. The chief industries are agriculture and fishing.

System of agriculture, and profits therefrom, etc.

3. *Agriculture.*—There are two large grazing farms, but much the greater part of the land is occupied by crofters. There are over 350 crofters. The crofts are small, the rents of most of them being form 30s. to £2. The chief crop is potatoes, which are grown in little patches, not in drills, but in "lazy beds." The larger crofts grow oats of an inferior class. The crofters have their grazings in common. They have usually from one to three cows, and a corresponding number of calves and stirks, a pony, and perhaps a dozen sheep. They also keep a few fowls.

4. The profit to be made from a croft is not much. None of the crop is sold. The potatoes are used as food for the family, and the oats for the cattle and ponies. The only cash income is derived from the sale of stirks, sheep, and ponies. A stirk sells at about £4 to £5, a two-year-old wether brought last year 13s., and a one-year-old pony about £5.

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5. A number of the crofters are purchasing their holdings with the assistance of the Congested Districts Board. There are 58 of these settlers, and their holdings are entered in the Valuation Roll at from £1 to £3, the majority being £1, 10s. The position of a settler with a holding valued at £3 is as follows:—

Annuity for purchase of croft . .	£4	12	6
Do. for building house . . .	1	2	1
Parish rates (1905–6) . . .	1	12	1
County „ „	0	5	9
Minister's stipend	0	7	1
Total burdens . .	7	19	6

6. His income depends on the amount of his stock, but will probably not exceed £12.

7. As the settler has to purchase all the provisions for the family, except potatoes and milk, it is obvious that he cannot maintain himself by his croft alone. Most of them have other occupations. A few are masons, joiners, and blacksmiths. Some make a profit out of kelp-burning. Others gather and export cockles. A few are labourers, but there is little labour to be had in the island. A number used to go in the winter to Glasgow and act as labourers

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there, but not many now follow this practice. Some of the young women go to service on the mainland during the winter months.

Importance and profitableness of fishing industry.

8. *Fishing.*—The most profitable industry is fishing. Castlebay, in Barra, is an important centre of the herring fishing. This is prosecuted both by the local fishermen and by outsiders. The herring fishing season begins about the middle of April, and is at its height from 10th May to 10th June. At that time from 150 to 200 steam drifters and from 300 to 400 sailing boats will be engaged at the Barra fishing. There are between 30 and 40 curing stations at Castlebay, and the curers employ large numbers of the Barra women as gutters and packers. These women are well paid. They receive at the time they are engaged an "arles" of 30s., and during the period of their employment they get 3d. each per barrel of herrings cured.

9. About 10th June the outside boats (*i.e.* those from the East Coast of Scotland, England, Ireland, and the Continent) leave Barra, and from that time on till about Christmas the herring fishing is prosecuted by the local fishermen. The number of fishing boats belonging to the island is 37. Each has a crew of five or six men. The average earnings of the local boats last year was about £230 per boat, or possibly a little more. The profitableness of the local fishing varies from year to year, but for the past few years it has been good. The white fishing is not prosecuted to any great extent. A little is done at lobster fishing.

10. Apart from the local fishing, a large number of the inhabitants are engaged for the fishing in other places—Shetland, the East Coast of Scotland, and Yarmouth and Lowestoft. The young men go as hired hands on the East Coast boats, while the young women are engaged as gutters, and go from place to place following the fishing.

11. Last year about forty Barra men went as hired hands on East Coast boats. The method of payment is by share in the profits, after paying the food bill, harbour dues, and coals. In sailing boats the hired hand receives $\frac{1}{13}$th, in steam drifters $\frac{1}{20}$th, of the profits. One young man stated that at the Shetland fishing last year the boat he was in cleared over £1000, of which he would receive $\frac{1}{13}$th, or over £70 for three months' work.

12. Some 200 or 300 Barra women go annually to the East Coast and English fishing. For the latter the women receive no "arles," but the curers pay their fares to and from the fishing quarters. The curers also provide lodgings for the women. The wages are 10s. a week and 8d. a barrel, or 12s. a week and 6d. a barrel. There are three women to each barrel, two gutters and one packer, and the amount paid per barrel is divided equally among the three. The women sometimes earn 30s. a week or more. Many of them earn £30 to £40 per season, lasting from April to December.

Housing conditions in Barra and improvements therein.

13. *Housing.*—The houses in Barra are as a rule very bad. The practice of housing cattle along with the human beings does not now prevail in Barra, but is occasionally to be met with. A few houses are built of turf, but the usual type is of stone. The older houses have double walls of dry stone about three feet apart. The space between is filled with turf or earth. The walls are about five feet in height, sometimes less. The roof timbers rest on the inner wall. The roofs are thatched with turf and straw. Any rain falling on the roof runs into the earth between the double walls. In the old houses the windows are in the roof and are very small—a foot or less square. They do not open. There is sometimes a built chimney, but more often a mere hole in the roof. There is no flooring—nothing but earth or bare rock. It is the practice in Barra to sprinkle sand on the floor, which gives a clean and fresh appearance. The houses are sometimes of one apartment, but more frequently there is a partition, and in the larger houses there are three apartments.

14. In Barra there is at present great activity in house-building, and a large number of the old houses are being replaced by improved structures.

Pauperism of Barra.

15. *Pauperism.*—The total number of paupers chargeable to Barra at this date is forty-three, with ten dependants, the ordinary paupers being thirty-five, and the lunatics eight. Of the thirty-five ordinary paupers, twenty-five are resident in the parish, eight reside in other parishes (three are children boarded out, and one is in an industrial school), and two are in the poorhouse. There are no paupers chargeable to other parishes resident in Barra. Of the twenty-five resident poor, thirteen are over seventy years of age.

16. The aliments range from 1s. to 2s. 6d. per week. In four cases an allowance is given for attendance, and in three cases an allowance is given for fuel; but these additions do not in any case bring the weekly allowance to more than 2s. 9d. When required, the Parish Council carry out repairs on the paupers' houses.

Allowances, etc. to outdoor poor.

17. Of the eight lunatics, five are in the asylum and three are boarded in the parish.

Lunatics.

18. *Finances.*—When the present acting Parish Council was appointed in October 1906, the finances of the parish were in a serious position. The parish had been getting annually more deeply into debt, and the annual expenditure had been increasing year after year. In the year 1905–6, the parish rates were:—

Serious financial position of parish.

	Owners.	Occupiers.	Total.
Poor rate	6s. 2d.	7s. 1d.	13s. 3d.
Registration	1d.	1d.	2d.
Education	2s. 0d.	2s. 6d.	4s. 6d.
	8s. 3d.	9s. 8d.	17s. 11d.

19. In addition, there were the county rates of 2s. 9d. per £, bringing the total rates payable by the ratepayers of the parish up to 20s. 8d. per £.

Refusal of ratepayers to pay high local rates, and action taken to maintain the poor.

20. The great majority of the ratepayers refused to pay these very high rates, and as the Parish Council had exhausted their power of borrowing on the security of the rates, no income was forthcoming. To enable the aliments of the resident poor to be paid, the Local Government Board approached the Treasury, and that Department paid certain grants in advance, and also gave a guarantee to the bank, who agreed to advance money on that guarantee, to the extent of £200.

Bank credit exhausted: resignation of Parish Councillors and action by Board to carry on the Poor Law.

21. At 15th May 1906, the Parish Council found themselves in debt to the bank to the extent of £771, and in addition they had liabilities of over £500 that they were unable to meet. They had no receipts coming in, and their credit with the bank was exhausted. The members, with two exceptions, resigned office. Of the two remaining, one was away from the parish on account of ill-health. The Local Government Board appointed the other member to act till a new election should take place. At the new election no person could be induced to stand, and the one remaining member continued to act alone. In October 1906, the Board appointed Mr Murray, their Chief Clerk, and Mr Millar, the General Superintendent of Poor for the Northern Highland District, to act along with the remaining local councillor, and this arrangement still continues.

22. When the acting Parish Council came to frame the budget for 1906–7, they found that the total amount required for the year was £2140. To meet this expenditure a rate of 17s. 6d. per £ would have been necessary. It was deemed advisable, however, to leave a portion of the debt to be met out of future assessments, and a total rate of 13s. 4d. was imposed.

Unavoidableness of high rates in Barra and reasons therefor.

23. This is an extremely high rate, but in a parish like Barra a high rate cannot be avoided. The gross rental of the parish is £2534. After allowing for the deductions prescribed by section 37 of the Poor Law Act and by the Agricultural Rating Act, the assessable rental is for owners £1726 and for occupiers £1035. A rate of one penny in the £ ($\frac{1}{2}$d. on owners and $\frac{1}{2}$d. on occupiers) produces only £5, 15s.

24. The salaries of officials (inspector of poor, £30; clerk and collector of rates, £45; medical officer and vaccinator, £115; registrar, £10; and auditor, £5) amount to £205. To meet this item alone, an assessment of 3s. 2$\frac{1}{4}$d. would be required, but about one-third of the medical officer's salary is recovered from the Medical Relief Grant.

25. The lunatics chargeable to the parish cost over £200 a year. This also would require a rate of 3s. 2d., but about £50 is recovered from the Pauper Lunacy Grant.

26. The aliment of the outdoor poor costs over £200 per annum. This again requires a rate of 3s. 2d. per £1.

27. It is obvious that such rates are an intolerable burden on a poor parish. It is true that the *amounts* payable by the crofters are small. A crofter with a rental of £2 has this year only 4s. to pay, although the rate on occupiers is 7s. 8d. per £. But if he is purchasing his croft under the Congested Districts Board scheme, and is rated as owner also, he will have to pay 12s., which is a heavy burden on a rental of £2.

28. As might be expected, the ratepayers complain of the heavy rates and are averse to paying them. There are

usal by ratepayers to high rates, and lack of facilities for enforcing payment.

no facilities for enforcing payment. Last year the Parish Council obtained some hundreds of justice of peace warrants. There is no J.P. officer in Barra, and one had to be brought from South Uist to serve the warrants. After serving a few and collecting about £18, he declined to do more. No sheriff court is held in the parish, the nearest being at Lochmaddy, some 50 miles off. The Parish Council have obtained sheriff court decrees against some of the defaulting ratepayers, but they have been unable to get an officer to serve the charges. The only sheriff officer in the Long Island lives in North Uist, about 50 miles away. Though repeatedly applied to, he declines to come to Barra to serve the charges, and the Parish Council have been unable to enforce the warrants. They have now instructed that an officer be brought from Inverness for the purpose. This will cost at least £10, a most wasteful piece of expenditure.

29. The ratepayers in the smaller islands of Mingalay, Pabbay, and Bernera have not paid any rates at all for a long series of years. These islands are so difficult of access that it would be a very costly matter to collect the rates, and no attempt has been made to enforce payment. The ratepayers in the island of Barra complain loudly of this injustice.

Difficulty of reducing the rate pressure, reasons therefor, and proposed remedies.

30. It is difficult to suggest any means of reducing the pressure of the rates. The parochial expenditure is necessarily heavy. Possibly by a combination of the offices of inspector, clerk, and collector of rates, a reduction of salaries might be effected. But, in a place like Barra, the number of persons capable of performing the duties of these offices is very limited.

31. The medical officer's salary is a heavy charge, but it cannot be reduced. It is essential to have a medical man resident in Barra, and, to secure this, it is necessary for the Parish Council to offer a large salary, for the income from private practice is small.

32. The poorhouse expenditure is also heavy. The Board of Supervision, by an action in court, compelled the Long Island parishes to provide a poorhouse. It has not been much used. There are at present only six inmates, two of them being from Barra. It costs Barra Parish Council over £50 a year, involving a rate of 10d. per £. This is for the house expenses alone, apart from the maintenance of the inmates. The burden would be less if the poorhouse were more fully made use of. The Parish Council of Barra cannot well send more paupers there. Aged and infirm poor persons cannot be safely exposed to a sea passage of six hours or more. Something is at present being done to utilise the poorhouse for harmless lunatics, and, if successful, this will relieve the burden on the parishes.

33. But, after every economy is exercised, the rates in Barra will still be high, and something ought to be done to relieve them. The best course would be to make the poor-rate a national rate, and so assimilate it all over Scotland. Or, lunatics might be made a national charge, and a change might be made in the method of distributing the local taxation grants in relief of rates, so that, instead of being given in proportion to valuation and population, they might be given in proportion to the burden of local rates.

Effect of low rateable value on local rates.

54245. (*Chairman.*) The peculiarity of this island, I understand, is that it has a very small rateable value?—(*Mr Murray*) Yes. A penny in the £ only produces £5, 15s.

54246. Although the island contains between 2,000 and 3,000 inhabitants?—Yes.

54247. I understand that the expenditure went up to such a point that the poor rate, the registration rate, and the education rate amounted to 17s. 11d. in the £?—Yes; that was in the year 1905-6.

Financial situation as affected by bad management.

54248. And when the county rates were added, the rate in the £ was over 20s., I believe?—It was 20s. 8d. (*Mr Millar*) It was not exactly the expenditure that went up. The large rate was due to bad management, and the fact that the banker's overdraft was increasing. The expenditure was normal, and did not rise considerably.

54249. It was not the expenditure that rose, you say?—No. They failed really to collect the rates.

54250. But I understand that the rate was 20s. 8d. in the £, whether collected or not?—That is so. (*Mr Murray*) It was all owing to the accumulation of debt over a series of years—not to the excess of expenditure or the increase of expenditure; but to the fact that the annual expenditure was not met by the annual income for a succession of years. (*Mr Millar*) There was no increase in the expenditure for the relief of the poor.

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54251. What do you put the normal expenditure at? What sort of rate would be required to defray the charges?—It would require a much heavier rate, of course, than other parishes with a heavier rental would.

54252. Assuming that there were no arrears, what would be the normal rate?—Between 8s. and 9s.

54253. (*Chairman to Mr Murray.*) Do you say about 8s. or 9s.?—(*Mr Murray*) Yes.

54254. I understand that this small body were extravagant, and did not enforce the payment of rates, and that those two causes got them into such financial trouble that the rate they had to levy was more than 20s. in the £; is that right?—Yes. There was an accumulation of debt, and there was a laxity in the collection of the rates. The general result was that the rates went up to that extreme point.

54255. On the top of that, if the Parish Council wished to enforce the payment of rates, they could get no sheriff officer to undertake to serve a warrant as I understand; is that correct?—That is correct.

Action by Board to carry on the Poor Law in Barra.

54256. That being the state of affairs, you and Mr Millar were nominated to take the place of the old body, or were you elected by the electors to take the place of the old body?—We were appointed by the Local Government Board for Scotland. (*Mr Millar*) The Board appointed the remaining member of the old Parish Council to act as the Parish Council. Two did not resign.

54257. How did you get rid of the other members?—The Board ordered an election, but the ratepayers did not come forward when the election was called. The arrangement went on for four or five months, and the bank then stopped advances; the Board had to step in and relieve them, and then they appointed Mr Murray and myself to act along with the present member.

54258. (*Mr Patten-MacDougall.*) To act with the one remanent member?—Yes.

54259. (*Chairman.*) How long have you been acting?—(*Mr Murray*) Since October.

Re-adjustment of parish finances.

54260. Have you reduced the poor rate at all?—Yes. When we were appointed, the one remaining member had been acting for some months, and during the period of his *régime* he had framed a budget and imposed a rate of 22s. in the £. That high rate had not been collected, and we thought it was extremely inadvisable to seek to collect such a huge rate. So we postponed the repayment of some of the debt to future years, and fixed the rate at 13s. 4d. altogether—I mean including poor rate, education rate, and registration rate.

54261. Has that been paid?—It is being paid; it has not been paid.

Recourse to warrants for collecting rates.

54262. Have you had to have recourse to warrants?—We are now having recourse to warrants, because the year is now almost complete. The year finishes on the 15th May, and I think only about one-third of the ratepayers have paid the rate. (*Mr Millar*) It is just about a third.

High local rates due to bad financial management.

54263. Assuming there had been a competent authority managing the affairs of Barra, do you think, with your present knowledge of the state of affairs there, that they would have got into the mess that they have done?—(*Mr Murray*) No. It would not have been necessary to have had such a high rate if the finances had been properly conducted during the past five or six years.

54264. Was the Poor Law administration extravagant for the number of people on the island?—No. They cannot be accused of extravagance.

Question as to effect of high local rates on rent.

54265. (*Mrs Webb.*) Might I ask what happened to the rent? When the rates were 20s. in the £, was the rent paid? Was there any landlord who had tenants?—Yes.

54266. When those tenants had to pay 20s. in the £, did they go on paying rent?—(*Mr Millar*) Yes; but it was not 20s. in the £ for them. They only paid the occupier's share, which was a little more than one-half. The 20s. 8d. included the county rates, and about one-half only of the 17s. 11d. which was levied by the parish was payable by the occupiers.

54267. Might I ask as regards such rents as did exist, whether the land was held on lease or on a yearly rental?—They are crofters. (*Mr Murray*) Paying a yearly rent.

54268. Did the rent go down as the rates went up?—

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(*Mr Millar*) No. The rent is fixed by the Crofters' Commission. They have fixity of tenure.

54269. It is not a rent that could go down?—No.

54270. (*Chairman.*) Lady Cathcart is the owner, I think?—(*Mr Murray*) Yes.

Question as to effect of high local rates on rent.

54271. She has received scarcely any rent for years, I think?—She receives a rent from the greater number of the occupiers, but in one or two of the islands I understand that she is not able to collect the rents.

54272. Is she liable for the rates though she does not get rent?—Yes; she is liable for the owner's share whether she gets her rent or not.

54273. Assuming the present distribution or incidence of the charge remains as it is, there will always be a very heavy burden on these islands, I presume?—Yes; the rental is so low that the rate must necessarily be high.

54274. (*Mrs Webb.*) Do explain that; it has a very interesting application to the theory of rent?—The rate is paid on the amount of the rental. If you want to collect £100, say, on a rental of £100, then you must impose a rate of 20s. in the £. In Barra the rental is just about £1 per head of the population, and the amount which has to be collected is normally about one-half of the total rental every year.

54275. You are rather suggesting that the owner does not get the real economic rent because the rent is a fixture; but if no rents were fixed, would the owner be able to get a higher rent?—I am not prepared to say that the owner would.

Question as to Long Island parishes being compelled to build a poorhouse.

54276. (*Chairman.*) What I rather want to get at is, what suggestions can you make? I understand that the Board of Supervision have forced these islands to build a poorhouse?—(*Mr Millar*) That is not exactly correct.

54277. What is the fact then?—The four parishes, Harris, North Uist, South Uist, and Barra, agreed to combine and erect a poorhouse. After this agreement had been in existence for about a year or eighteen months, South Uist wanted to back out of it, and the Board said, No.

Proposed remedies for reducing Barra rates

54278. Is one of the suggestions you are thinking of in reference to Barra to make the poor rate a national one, or would you say that the lunatics might be made a national charge?—(*Mr Murray*) That would relieve the parish of Barra very considerably.

54279. If you made the cost of the poorhouse and other institutions a charge over a larger area, would that help?—Yes, it would; but I am not sure that it is practicable, because the area at present for the poorhouse is exceedingly large. The poorhouse is 50 miles from Barra.

54280. I see the education rate has gone up enormously?—Yes. That is an exceptional circumstance. They had to build increased school accommodation, and they built houses for the teachers, and they built them in such a way that they were not allowed to borrow for them, so they had to spread the payment over only three years. That sent the education rate up to 4s. 6d. in the £.

54281. Practically you have exhausted your remedies?—I think so.

Ability of Barra ratepayers to pay existing rates, and question of effect of substituting a poll tax for rates levied on rental.

54282. (*Mr Bentham.*) Could you say this community is so poor that it cannot provide for its own poor?—Yes. But there is this to be considered—that the rental does not really represent the ability of the ratepayers to pay. The rental is extremely low, because the land is of very little value, but the income of the inhabitants comes much more largely from fishing than from the land. The average income of the inhabitants is, I think, quite sufficient to enable them to pay for the support of the poor, but owing to the rating being on the rent of the land alone, it falls upon the crofting class, some of whom are not fishermen at all, and are very poor. It is a difficult question.

54283. Still, they might afford to pay a higher rate to meet their own local expenses?—Yes. The amount payable is not large, apart from the rate in the £.

54284. The rate in the £ is high, but the total amount they have to pay is not large?—That is so. For the present year, a crofter who pays £2 in rent has only about 4s. a year to pay in rates, although the rate is very high.

54285. Could you say the difficulty has arisen from their unwillingness to pay the rate?—They are unwilling to pay the rate, because the rate is so high, and that is the reason they give; but, as a matter of fact, although the rate is high, the amount they have to pay is not high.

54286. (*Mrs Webb.*) Supposing it was levied as a poll tax, they would not so much object, perhaps?—They would object to anything, but they would not have the same grounds for objection.

54287. (*Chairman.*) If it was a tax per head, it would not amount to very much, would it?—No, the amount would not be large.

Payment of rent.

54288. (*Mr Bentham.*) Do they pay their rent fairly well, and yet refuse to pay the rate?—I cannot speak positively as to their payment of rent, but I think they do pay the rent. (*Mr Millar*) I think they pay it well, with the exception of one or two in the South Island; the others pay.

Education charges as affecting Barra rates.

54289. (*Chairman.*) Does it not really come to this, that as regards education, we are providing for them a costly piece of machinery which is far in excess of what they want?—Building is very expensive out there; although they get stones cheaply, yet getting it ready and dressing it for the builders is very expensive.

54290. (*Mr Bentham.*) As far as education is concerned, it is part of the county of Inverness, is it not, and, therefore, it only pays its own share?—(*Mr Murray*) The parish is a school area.

54291. But it pays its own share and no more?—Yes.

54292. (*Chairman.*) How many schools have they?—They have five schools.

NINETY-SEVENTH DAY.

Monday, 13*th May* 1907.

AT THE FOREIGN OFFICE, DOWNING STREET, S.W.

PRESENT.

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I., etc., etc., etc. (*Chairman*).
The Right Hon. CHARLES BOOTH, F.R.S.
Sir SAMUEL B. PROVIS, K.C.B.
Mr F. H. BENTHAM.
The Rev. T. GAGE GARDINER.
Mr GEORGE LANSBURY.
Mr J. PATTEN-MACDOUGALL, C.B.
Mr T. HANCOCK NUNN.
The Rev. L. R. PHELPS.
Professor WILLIAM SMART.
The Rev. H. RUSSELL WAKEFIELD.
Mrs BERNARD BOSANQUET.
Mrs SIDNEY WEBB.
Miss OCTAVIA HILL.
Mr FRANCIS CHANDLER.

Mr R. H. A. G. DUFF (*Secretary*).
Mr J. JEFFREY (*Assistant Secretary*).

Mr ALEXANDER BAIGRIE MILLAR, called and examined.

Mr. A. B. Millar.

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54293. (*Chairman.*) You are the general superintendent of the Local Government Board for Scotland for a large portion of the Highland area?—The northern Highland district.

54294. Under your jurisdiction come most of the Islands?—Yes, with the exception of the Argyllshire Islands.

54295. We will treat the statement you have prepared as your evidence-in-chief if you will kindly hand it in?—Certainly.

(*The witness handed in the following statement.*)

1. I was appointed in January 1882 to a clerkship in the Board of Supervision for the Relief of the Poor and of Public Health in Scotland, which Board was formed into the Local Government Board for Scotland on the passing of the Local Government Act of 1894, and in April 1900 I was appointed General Superintendent of Poor and Inspecting Officer under the Public Health Acts.

Northern Highland District.

2. The counties comprised in the district are Banff, Elgin, Nairn, Inverness, Ross and Cromarty, Sutherland, Caithness, Orkney and Zetland. There are 167 parishes in these counties, 149 of which have provided poorhouse accommodation. These poorhouses are situated in the following counties:—

Poorhouses.

Elgin, 1.	Nairn, 1.	Inverness, 3.
Ross, 3.	Sutherland, 1.	Caithness, 2.
Orkney, 1.	Zetland, 1.	

With the exception of Inverness, they are all poorhouses belonging to a combination of parishes.

Population.

3. The population according to the census of

1891 was	401,395
while in 1901 it was	394,308
showing a decrease of	7,087

The decrease is in the rural districts and in some of the small burghs. The counties of Banff, Inverness, Ross, Sutherland, Caithness, Orkney and Zetland are responsible

for a decrease of	9,191
while Elgin and Nairn show an increase of .	2,104
The net decrease thus is	7,087

Although Ross and Cromarty shows a decrease, it is worth noting that three of the four parishes comprising the Lews (Outer Hebrides) show an increase of 1,483, the remaining parish of Uig showing a decrease of 124. The total increase in population in the Lews is thus 1,359. The total decrease for the county of Ross was 2,277.

In the Long Island parishes (Outer Hebrides) belonging to the county of Inverness there is a decrease of 174. Two of the parishes, Barra and Harris, show an increase of 427, while North Uist and South Uist show a decrease of 601.

The seven parishes in the island of Skye belonging to the county of Inverness show a decrease of 1,954, while the parish of Small Isles, comprising the islands of Eigg, Rum, Muck, and Canna, also belonging to the same county, shows an increase of 59. The total population of this parish is 495. The total decrease for the county of Inverness was 86.

4. The area of the district is 7,813,632 acres.

Area.

5. The valuation of the district for the year 1905–6 was £1,772,389. The rental per acre is thus about 4s. 6d. The rental per head of population is almost £4, 9s. 10d.

Valuation.

6. There are no works of any considerable size employing a large number of hands, such as we have in the south. The district may be said to be mainly agricultural, sporting, with fishing industries along the seaboard. There are several deer forests and many large shootings, which bring high rents and have considerably lessened the burden which would have fallen on the resident ratepayers. One large deer forest brings a rental of £4,349, an increase of £2,029 since 1902. The total rental for the year 1906–7 for the parish is £6,613. There are several large sheep farms, and many pedigree cattle are reared, and others are fattened for the various markets.

Industrial, etc. conditions:—

The counties of Banff, Elgin, and Nairn have several large fishing harbours along the coast; there are many steam drifters and large sailing-boats, and a considerable fishing. In the lower districts are many large farms where cattle breeding and fattening are carried on; in the upper districts (with one or two exceptions) sheep are mainly raised, and there are several large shootings.

in Banff, Elgin, and Nairn.

In Inverness county there are many large-sized farms, and sheep-raising is carried on on a large scale. There are several large shootings and fishings. In the Long Island of Inverness (Barra, etc.) there are a great many crofters and some large farms. Congestion is very marked, especially in some parts in South Uist. There are a few shootings, and rod fishing is carried on in all the four parishes Herring fishing is prosecuted to a considerable extent at Castlebay (Barra) and Lochboisdale (South Uist). In Skye are several large farms and many crofters, also several sporting properties.

in Inverness.

In Easter Ross many cattle are reared and fattened. Central Ross and other districts have large sheep farms and deer forests. On the west coast of Ross there are crofters; herring and mackerel fishing are prosecuted at times. The Lews (Barvas, Lochs, Stornoway, and Uig) benefits to a great extent by the shooting and fishing rentals. Herring fishing is prosecuted at Stornoway, also white fishing. There are a few large farms and a great many crofters. Housing is very bad, and many of the townships are congested; a slight improvement in building is noticed yearly. Many men go as paid hands on the herring fishing boats, also to the Royal Naval Reserve and Militia. The women leave the island to follow the herring fishing round the coast, and are employed at the "gutting."

in Ross.

In Sutherland there are many large sheep farms and deer forests. Crofters are principally on the north and west coasts; fishing is not a success, owing to the distance from the railways and the want of harbour accommodation.

in Sutherland.

Caithness raises many sheep, and the slate quarries at one time gave employment to many men, but they are now employing only a few (on short hours in many cases),

in Caithness.

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Industrial, etc. conditions:—in Orkney.

and in Shetland.

Scarcity of farm labourers.

and in some cases the quarries have been shut down. Destitution prevailed in some of the parishes where the quarries existed, but this was relieved to a considerable extent by local benevolence. Herring fishing is carried on at Wick and Scrabster principally.

In Orkney Islands herring and white fishing is carried on. Many cattle, horses, and sheep are raised, both by the small and the large farmer.

Shetland possesses many herring fishing stations, scattered all over the islands. Cod, ling, and haddock fishing are also carried on. Sheep are raised in considerable numbers, also ponies.

I hear complaints on all hands of the scarcity of farm labourers, and the wages of farm servants are stated to have risen considerably. Mr Wilson Fox, in his Report for 1905, gives the following figures:—

Wages of farm labourers.

County.	Horsemen.				Cattlemen.				Orramen.			
	Average Yearly Cash Wages.		Average Yearly Earnings.		Average Yearly Cash Wages.		Average Yearly Earnings.		Average Yearly Cash Wages.		Average Yearly Earnings.	
	£	s.	£	s.	£	s.	£	s.	£	s.	£	s.
Banff,	31	15	47	6	33	2	48	3	27	15	44	13
Elgin,	32	1	46	5	31	12	45	7	35	0	44	4
Nairn,	30	14	44	8	30	18	45	16	28	16	40	18
Inverness,	29	9	46	0	26	14	43	11	33	9	43	6
Ross,	27	1	43	17	29	11	44	14	29	16	40	18
Sutherland,	25	15	41	2	22	16	40	4	22	19	40	11
Caithness, Orkney, Zetland,	18	8	35	8	18	6	37	4	16	11	34	12

Classes of persons becoming paupers.

7. In several parishes in the crofting counties I find that the persons who become chargeable to the rates are drawn mainly from farm labourers, labourers, and fishermen, while those with land do not so readily fall on the rates. In many instances, however, there are cases on the roll of poor who were crofters, and who, now being unable to work their crofts themselves, or whose families have left the district, have been compelled to apply to the parish. In some parishes the Parish Council do not admit crofters to the roll, these being required to relinquish their croft before being admitted.

Comparatively low pauperism in Long Island and reason therefor.

In the Long Island, including the Lewis (Outer Hebrides), the pauperism per 1,000 is not high compared with the average for the counties, but is above the average for Scotland. In one or two parishes in the Long Island crofters are allowed to hold their land and are not asked to pay the rent, the reason being given by the factor for the estate that it is cheaper to do that than take the land from them and allow them to go on the roll of poor. The Parish Council would require to provide house accommodation for these cases. This helps to keep down the roll of poor and the already heavy rate, more than one-half of which falls on the estate.

Method of paying outdoor allowances.

8. The allowances are paid in advance, and in most cases in cash every four weeks, especially in the country parishes. In one or two cases payments are made quarterly, but this is being gradually done away with, it not being considered advisable to grant such large sums at one time, as before the next payment becomes due some of the paupers who could not dispose of their allowances in a careful manner would have incurred liabilities with the local merchants.

In the more populous parishes and in the villages payments are made weekly. In a few cases payment is made in kind.

Medical attendance, difficulties thereasto, and proposed remedies.

9. In most of the parishes there is a resident medical officer, or if not, there is one in the larger parishes in the immediate neighbourhood. Many of the smaller parishes cannot maintain a doctor. Some of the smaller islands in Orkney and Shetland are without medical officers. The salary offered is small, and the private practice being very little, great difficulty is experienced in getting anyone to settle even in a small parish. In these small island parishes the medical officers are continually changing, and the cost of advertising (it may be for months) becomes a heavy charge on the rates. A trained nurse would be a great benefit, and the salary or donation granted by the Parish Council might be allowed to rank against the Medical Relief Grant. The difficulty of finding a house often keeps medical men from applying. If a Parish Council were desirous of providing a house for the medical officer, they should be empowered to do so, the plans being approved by the Board, and the number of years over which the loan is to be spread being also fixed by the Board.

Method of providing medicines and proposed reforms.

10. Medicines, as a rule, are provided by the medical officer in the country parish; in some cases a sum is allowed for medicines, in others an account is rendered quarterly, while in many cases the medicines are provided out of his salary. In the town parishes, or parishes near to towns, medicines are provided through a chemist or druggist. In the large Highland and Island parishes some depots might be maintained by the Parish Council, at which medicines might be obtained on a certain day or days in each week, the medical officer or nurse being in attendance at stated hours. In no case should the medical officer supply medicine in respect of his fixed salary.

Revision of cases on poor roll and need for more frequent revision in larger parishes.

11. The roll of poor is revised half-yearly as a rule. One or two parishes revise so many cases at each monthly meeting, and so complete the revision at the end of the half year. The poor in the Highland parishes are known to most of the members of the Parish Council as well as the inspector of poor, so that a half-yearly revisal seems sufficient; the inspector or some member would report any change of circumstances, and at the first meeting the pauper's case would be reconsidered. In the larger parishes I would advocate a revisal of the roll of poor at more frequent intervals.

Cottages for paupers provided by Parish Councils.

12. In some parishes there are rooms or cottages provided for the accommodation of the poor. These cottages may have been provided by the proprietor or by the old Parochial Board, and some may be leased by the Parish Council. I am only aware of one Parish Council having provided such accommodation; and as they have no power to borrow for such a purpose, the building was paid out of the rates. Great difficulty has been experienced in persuading old people to leave—in many cases their miserable huts, which may be miles from the nearest house—and enter the poorhouse or the parish cottages. At one time these cottages were known as the local poorhouse, and this prejudiced the old people against them. Nursing or attendance for the outdoor sick is difficult to procure and is very costly. It could be more cheaply provided in these cottages, which might be erected near the residence of the medical officer. I am of opinion that some power of removal to the poorhouse or parish cottages ought to be granted to Parish Council—of course, the poor person having the right of appeal to some central authority. Parish Councils wishing to provide such accommodation should be empowered to do so, subject to the approval of the site and plans by the central authority, who would also determine over how many years the loans for such buildings should be spread. In one case the Parish Council had to pay 21s. weekly for attendance, the pauper being very difficult to get on with. The medical officer certified her fit for removal to the poorhouse, but she would not go. After some months a woman was obtained to attend on her at 10s. weekly. Some parishes are so far from the poorhouse to which they belong that it is of very little use. The parishes in the west of Sutherland are from fifty to seventy miles from the railway station, and about ninety from the poorhouse. The parishes of Harris, South Uist, and Barra, in the Long Island Poorhouse Combination, have to send their paupers by sea, and a very rough passage it is at certain times of the year. A poorhouse, to be of value, should be available at any time, and should not be too far distant, so that friends might have an opportunity of visiting the inmates.

Need for compulsory removal to Poorhouse, etc. of certain classes.

Need for further power to provide cottages for paupers.

Comparative inutility of distant poorhouses.

Statistics of pauperism, etc. of Northern Highland District.

13. The following table shows the paupers and dependants at 15th January in each year since my appointment:—

Year.	Paupers.	Dependants.	Total.
1901	10,366	3,380	13,746
1902	10,152	3,374	13,526
1903	10,068	3,258	13,526
1904	10,058	3,297	13,355
1905	9,933	3,266	13,199
1906	9,946	3,310	13,256
1907	9,845	3,332	13,177

14. This table shows the numbers on the outdoor roll, indoor roll, and in the asylum:—

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atistics of uperism, of Northern Highland District.

Year.	Outdoor.		Indoor.		Asylum.		Total.	
	Paupers.	Dependants.	Paupers.	Dependants.	Paupers.	Dependants.	Paupers.	Dependants.
1902,	8,579	3,309	444	50	1,129	15	10,152	3,374
1903,	8,482	3,196	418	52	1,168	10	10,068	3,258
1904,	8,458	3,222	416	58	1,184	17	10,058	3,297
1905,	8,292	3,221	436	40	1,205	5	9,933	3,266
1906,	8,328	3,283	415	21	1,203	6	9,946	3,310
1907,	8,320	3,295	413	33	1,212	4	9,845	3,332

15. The following table shows the expenditure in each county on maintenance, medical relief, and management for the year ended 15th May 1905:—

County.	Maintenance.	Medical Relief.	Management.
	£	£	£
Banff,	13,672	867	2,044
Caithness,	10,184	808	2,124
Elgin,	12,271	750	2,419
Inverness,	28,676	3,210	6,195
Nairn,	2,124	103	616
Orkney,	6,513	876	1,384
Ross,	23,857	3,077	4,874
Sutherland,	6,786	1,346	1,484
Zetland,	6,101	635	1,314

16. The following table shows the number of poor and their dependants in each county at 15th January 1906; also the total pauperism, the population, and the ratio per 1,000 of population in receipt of relief:—

County.	No. of Poor, 15th January 1906.	Dependants.	Total.	Population of County.	Ratio per 1,000.
Banff,	1,041	387	1,428	61,488	23·2
Caithness,	873	304	1,177	33,870	34·7
Elgin,	1,008	444	1,452	44,800	32·4
Inverness,	2,496	723	3,219	90,674	35·5
Nairn,	168	72	240	8,721	27·5
Orkney,	580	204	784	28,699	27·3
Ross,	2,354	851	3,205	76,450	41·9
Sutherland,	723	240	963	21,440	44·8
Zetland,	703	85	788	28,166	27·8

uper ildren arded-out Northern ighland District, and eir condition.

17. At 15th January 1906 there were boarded out by parishes in the district 287 children, while 924 children belonging to parishes outwith the district were boarded out in the district. A great many of these children are from Glasgow, and are generally found in Catholic districts such as Kilmallie, Kilmonivaig, Arisaig, Keith, Kirkmichael, Rathven, Kilmorack, and Kiltarlity.

I have visited many of these boarded-out children, and found them, as a rule, healthy and well cared for, and no complaints were made of their conduct. I have visited them in the schools, and the teachers speak favourably of them. The allowance runs from 3s. to 4s. weekly, with clothing in addition.

stances of gh local tes.

18. In the Northern Highland district some parishes, owing to their very low rental, have a very high rate. The rental is reduced under section 37 of the 1845 Act, which makes the rate appear higher. I give some figures taken from the Report of the Local Government Board for 1905.

Instances of high local rates.

County.	Average Poor-rate for County.		Highest Poor-rate in County.		Lowest Poor-rate in County.	
	Owner.	Occupier.	Owner.	Occupier.	Owner.	Occupier.
	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
Banff,	0 7	0 7	0 10½	1 0	0 1¼	0 0¼
Caithness,	0 10⅝	0 10¼	1 8	1 8	0 5 37/60	0 6 13/100
Elgin,	0 7⅜	0 7⅜	0 10	1 1	0 3	0 1¼
Inverness,	0 9⅜	0 9¼	3 9	5 0	0 2¾	0 3
Nairn,	0 7	0 5⅞	0 9	0 9	0 6	0 6
Orkney,	1 1¾	1 1¾	2 2	2 2	0 6	0 7
Ross,	1 2 5/18	1 2⅝	6 3	6 3	0 3	0 3
Sutherland,	0 11⅜	0 11¾	2 9	2 9	0 7	0 7
Zetland,	1 10	1 7¼	4 4	4 4	0 11	0 11¾

The rates have in some parishes increased since these rates were levied. The following table shows the total rates (Poor, Education, Registration, and it may be Special Parish) levied by the Parish Councils in the parish having the highest poor-rate in each county:—

Parish.	County.	Total Rates levied by Parish Council.		Grand Total.
		s. d.	s. d.	s. d.
Gamrie and Macduff,	Banff,	1 2¾	1 4¼	2 7
Latheron,	Caithness,	2 5	2 5½	4 10½
New Spynie,	Elgin,	Burgh 1 6¼	Burgh 1 8½	3 2¾
		Landward 1 1½	Landward 1 2¾	2 4¼
Barra,	Inverness,	5 8	7 8	13 4
Auldearn,	Nairn,	1 1¾	1 4¼	2 6
Westray,	Orkney,	2 5	2 9	5 2
Barvas,	Ross,	6 0	8 4	14 4
Tongue,	Sutherland,	3 3	3 2	6 5
Nesting,	Zetland,	4 6	4 6	9 0

In Barvas parish the school rate is 1s. in the £ (6d. owner and 6d. occupier); the Scotch Education Department make up the deficiency by special Grants.

Proposed re-adjustment of Grants so as to relieve highly rated parishes.

These heavy rates—in addition to which are the county rates—are a heavy burden on many of the poor people. Some alterations in the Grants might be made by which these parishes would receive larger Grants so as to reduce the local rate, or the proposals of Lord Balfour of Burleigh and Lord Blair Balfour might be adopted. Some safeguard, however, would require to be imposed on Parish Councils, so that lax administration or too generous treatment of paupers should not be the result. To obviate this a certain percentage of the rate should still be collected from the ratepayers.

Complaints as to cost of advertising abstract of accounts.

19. I have heard complaints of the cost of advertising in the newspapers the abstract of accounts, and consequently several parishes object to print and circulate a list of persons on the poor roll. When such list is printed the whole abstract of accounts is generally printed. I consider that the printing and circulating of the roll of poor along with the abstract is sufficient, and that the advertisement might be dispensed with. Every parish should, however, be bound by statute to print the names of those on the roll of poor. Objections are sometimes made that the circulation of such names causes dispeace among the paupers, as they then know what each is receiving. Against this objection it should, however, be observed that the Parish Council fix the rate of aliment; and if every case is properly inquired into and a definite policy carried out, there should be no need for withholding the information. Ratepayers are entitled to see the information, and the publication of the printed list should be compulsory. At 15th January 1906, 128 parishes in the North Highland district published such lists.

Proposed compulsory publication of list of paupers.

Need for further power to enforce Board's suggestions as to relief.

20. More power should be given to the Central Board—by reduction of grants or otherwise—to compel Parish Councils to carry out the suggestions of the Central Board as to granting of relief in certain cases. I cite one or two cases:—

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Need for further power to enforce Board's suggestions as to relief.

Woman, single, two illegitimate children, had other two illegitimate children. The parish to which this woman was chargeable possessed no poorhouse accommodation, and the Parish Council considered the cost of providing such would be out of all proportion to the advantage to be received.

A single woman with three illegitimate children receiving a small outdoor allowance. The case was brought under the notice of the Parish Council, but nothing was done, the Parish Council saying the expense of sending to the poorhouse would be ruinous, and that it would be detrimental to the well-being of young children, by removal from the oversight of the members of the Council.

Single woman with two illegitimate children, with a small outdoor allowance. The parish possessed no poorhouse accommodation.

Single woman with two illegitimate children. The Parish Council considered a small outdoor allowance would be a saving to the ratepayers. The cost in the poorhouse, they stated, would be 30s. weekly.

Single woman with five illegitimate children was granted a weekly outdoor allowance of 2s. 6d.

Single woman with four illegitimate children was in receipt of an outdoor allowance of 1s. 3d.

Advantage of refusing outdoor relief to women with illegitimate children.

It has been proved to be misguided policy to grant outdoor relief to women with illegitimate children, and in support of this I quote from one or two inspectors of poor :—

"For some years now the poorhouse test has 'been strictly enforced, especially in cases of young 'women with illegitimate children, with such good 'results that there are often now years passed with-'out one application. The pauperism in this 'parish has decreased almost 60 per cent. within 'the last thirty years. As our numbers have 'decreased we have increased our allowances, until they now average almost £12 per annum per head."

"The poorhouse is applied in all necessary cases 'with excellent results. A judicious application of 'the test has the effect of keeping down the number 'of applications. The ratio of poor chargeable to 'the population remains about 5 to 6 per cent. 'below the average for Scotland."

"The Council is becoming a terror to women 'having bastards."

"To all such cases, after the Council came to 'realise the state of matters, the poorhouse test 'was applied, such aid, however, being declined 'without any apparent hardship. It may be of 'interest to state in this connection that recently 'the proportion of illegitimate to legitimate births 'has fallen very decidedly in the parish. In the 'month of December there were twenty-one births, 'all legitimate, and in January eighteen births, one 'being illegitimate,—that is, for the two months, a 'rate of not quite 3 per cent., compared with fre-'quently about sometimes more than 20 per cent. a 'few years ago. I could hardly venture to assert 'that the two things are connected as cause and 'effect, but to me, at any rate, they are very 'suggestive."

Advantage of refusing outdoor relief to cases where families are able to contribute.

Then there are cases where the families should support :—

Widow, weekly allowance 1s. 3d., living with a son and daughter both working, other three daughters were in domestic service, a son resided with an aunt, two sons (single) were in New Zealand, and two daughters were married.

Widow, weekly allowance 2s. This woman had three sons and one daughter, all married and in good circumstances.

Widow, weekly allowance 1s., living with son and daughter, both working. Another daughter married.

Man with wife and son aged 13, weekly allowance 9d. Has seven of a family working.

Widow, weekly allowance 2s. Has seven sons and three daughters at work.

Widow, weekly allowance 1s. 6d. Has four sons and four daughters.

A rigid adherence to the recommendations of the Board would in all likelihood have compelled the families of the above to support their parents. I have been informed that in some cases the parents apply to the inspector of poor without the knowledge of their families, and when the children have been communicated with it has turned out that they are remitting funds regularly to them quite sufficient for their support, and were most indignant at the action of their parents.

Class of persons becoming paupers.

54296. (*Chairman.*) You give a clear statement of the conditions existing in the various counties; and in paragraph 17 you state that the persons who become chargeable are mainly drawn from farm labourers, labourers, and fishermen?—That is so.

Decline of population and its effect on age distribution.

54297. The population of the Highland district has slightly diminished of recent years?—With the exception of one or two parishes.

54298. Which are mainly of an urban character?—Yes.

54299. I presume the result of the diminution of population is that the old people bear an abnormally high ratio to the general population?—Yes.

54300. That is, in the districts where the population has diminished?—Yes.

Paupers who are crofters.

54301. You have a certain number of crofters in receipt of relief?—There are a few; but in many cases they will not admit a crofter on the roll of poor until he gives up his croft, and in South Uist the estate does not collect the rent from twenty crofters, otherwise they would be put on the roll of poor.

Remission of rent and rates of poor crofters and its effect on pauperism.

54302. The rule in certain parts of your area is to refuse relief to crofters so long as they are on their crofts; but this rule in certain cases is modified, where the crofter is allowed to remain on his croft on the ground that it is more economical?—Yes, the estate find that so.

54303. He pays no rates then?—No rates and no rent. There is no rent collected.

54304. Does the Parish Council come to an agreement with the landlord on that point?—No, but the estate factor is one of the members of the Parish Council.

54305 And he agrees to that?—Yes.

54306. Does that practice prevail in any other part?—No, it is only on that estate, so far as I am aware.

54307. What is your own opinion about that?—I think they would be much better put on the roll of the poor, but then you would have to find house accommodation for them, and that would be expensive.

54308. In these cases do they take into consideration whether the crofter has sons?—As a rule they do.

54309. I suppose they would not remit the assessment if the son was able-bodied?—No, they would not.

54310. That is, if the man had able-bodied sons?—No; they would try and get it from them.

54311. Really it is this: that in practice it amounts to allowing old people to remain on their crofts although they are unable to pay rates or the rent?—Yes, that is so. It is only the very old people that that is done with.

54312. It is a sort of ready-made old age almshouse?—Yes.

54313. That is the idea?—That is so.

54314. Do they appear as paupers?—No, they do not.

54315. The assistance they get is the remission of the rates?—And the rent.

54316. Then they are expected to scrape along as best they can?—Yes; they get nothing from the Parish Council.

54317. (*Mr Patten-MacDougall.*) The whole island, I think, belongs to the one proprietor, does it not?—Yes, the whole parish belongs to one proprietor.

54318. (*Mrs Webb.*) It would really be a co-operation between private charity and the Poor Law, would it not?—It is between the estate and the Parish Council.

54319. (*Mr Booth.*) It does diminish the number on the roll of paupers?—Yes, in South Uist to the extent of twenty.

54320. There are only about twenty, are there?—Twenty.

54321. (*Chairman.*) If they had able-bodied dependants, that arrangement would not be made?—No; it is probably an old woman or an old man and wife with no dependants.

54322. (*Mr Booth.*) Does that happen at all generally?

—I am only aware of it in that one parish. I think it came out in evidence before Sheriff Fleming.

hod of ing out- r allow- es.

54323. (*Chairman.*) The allowances are made in most cases in cash every four weeks?—Yes.

54324. Is that a good arrangement?—It is in those Highland parishes, because the distances the inspector has to travel are tremendous. As a rule he pays personally at the homes of the poor in a great many cases.

54325. In this country there is a good deal of objection to making payments of such long duration, especially in towns where there is the temptation of the public-house, and so on?—In towns the aliment is paid weekly or fortnightly, probably.

54326. There are not the same temptations or liabilities in those cases to have the money wasted as there would be in a town?—I do not think so. The inspector would require to get extra assistance if he paid weekly in some of those parishes.

54327. I am thinking of the effect on the persons?—I do not think they abuse their allowance.

54328. There is not the temptation?—No.

ficulties as medical ef.

54329. One of your greatest difficulties is to ensure medical relief?—Yes; but most of the parishes have a doctor now, or one in the immediate neighbourhood; but the salaries paid to the doctors are very heavy in some cases.

ality of lical relief affected by k of table house doctor.

54330. And the parishes are not allowed to provide a house?—No; the Parish Council cannot build a house. They often cannot get a doctor to come because there is not suitable house accommodation.

54331. In the long run, I suppose, it would not be more expensive?—I do not think it would be more expensive; and they would probably get a better class of man to go there.

54332. There would always be the house?—The house would always be there.

54333. Is the stamp of men you get as medical officers satisfactory?—I think, taken as a whole, it is very satisfactory.

mber of certified aths as ected by t of medical endance.

54334. There is a considerable number of uncertified deaths in your district, is there not?—Yes, a great number.

54335. What is your view on that point?—They simply will not send for a doctor; the cost is very heavy for an ordinary ratepayer. It would probably cost more than he was earning in two or three weeks. The doctor cannot be expected to travel fifteen or twenty miles unless he gets his fee.

jection to dical officer oviding ugs out of s salary.

54336. The drugs have frequently to be provided out of the salary of the medical officer, have they not?—In a few cases that still is so, but not many.

54337. What is your view of that practice?—I think they are better to charge their account against the Parish Council.

54338. It has been suggested that there is a tendency to order alcohol and other things for the patient, which save the drug bill; has that ever come before you?—No; I have never heard it put that way.

54339. You do not think that is so?—No, I do not think so.

equency d suffi- ency of vision of ses.

54340. The revision takes place every half year. You think that is sufficient, because in these out-of-the-way, thinly populated districts the Parish Council know everybody?—Yes, they know everyone in the parish, and are quite aware of their circumstances. I know that they do bring up cases between the revisions and have the cases struck off the roll.

rejudice ainst local" poor- uses.

54341. You provide local poorhouses for persons who are unable to take care of themselves; but there is a great prejudice on the part of people to go into these poorhouses?—Great prejudice.

ifficulty of oviding at- ndance on ged paupers nd need for ompulsory ower of emoval.

54342. In certain cases there is the duty put on the Parish Council of providing some sort of attendance on the old people in order to take care of them? That is a difficulty?—It is very difficult to get attendants. There is one case where they paid 20s. a week for a nurse.

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54343. In a district where wages are low that seems a serious sum to pay?—That was a trained nurse.

54344. You want really some power to compulsorily take people who cannot look after themselves and put them into these houses?—Into the poorhouse or into these cottages. The doctor in the case I am referring to in my statement was quite willing to take the woman to the poorhouse himself.

54345. But the main cause, you think, is prejudice?—Yes. Now they have changed them to parish cottages instead of local poorhouses the prejudice is not so strong against them.

54346. If there were compulsory power, would there be very great reluctance on the part of the old people to leave their cottages?—I expect there would be; they prefer to stay in their old hovels.

54347. But on sanitary and other grounds you would still recommend it?—Yes, it is better for themselves.

Accessibility of medical relief.

54348. In paragraph 15 you give the cost of maintenance, medical relief, and management; in these districts where people are very far apart, I suppose, a person who wants medical relief has first to go to the inspector of poor?—Yes, he applies to the inspector of poor.

54349. Does that interfere with prompt attention; the difficulty first of sending to the inspector of poor and then catching the doctor afterwards?—I have never heard of any complaint.

54350. You have never heard of that on account of delay?—No. Of course if they are on the roll of poor a parish councillor can intimate to the doctor.

54351. But supposing they are not on the roll?—Then they apply to the inspector of poor first.

54352. You do not think there is any practical hardship experienced?—No, I do not think so. There are very few who apply for medical relief only.

Healthiness of district as indicated by large proportion of aged paupers.

54353. I suppose, notwithstanding the bad housing accommodation, the health of these districts, taking it all round, is fairly good?—Yes, the health is good.

54354. I see the age is great?—They live to very long ages.

54355. You have a far larger proportion of old paupers on your roll than is the case in the urban districts?—Yes, fairly old people, and mostly females, more than one-half of them are females.

Success of boarding-out system, and allowances paid.

54356. You think the system of boarding out children works well?—I think so. I have inspected a great number of the children, and can safely say there are only one or two cases where you might raise the objection that the housing accommodation was not very suitable.

54357. The allowance varies between 3s. and 4s. a week?—With clothing extra, and boots.

Relief of widows with children.

54358. Supposing a widow with a considerable number of children came for relief, is the practice to relieve her of one or two children and board them out?—A respectable widow?

54359. Yes.—No, they would leave the children with her.

54360. If there were four or five?—Yes.

54361. You would increase her allowance proportionately?—They give widows with young families good allowances as a rule.

54362. Have you any scale?—It depends on the number of children, and whether they are healthy or not.

54363. I mean per head?—A widow with four children would probably get 8s. to 10s. a week, and clothing extra for the children.

54364. More is paid per head for the children boarded out than is given to a widow for her children if they live with her?—Yes, more is paid for the boarded-out children.

Supply of foster mothers, and their treatment of the boarded-out children.

54365. Have you experienced any difficulty in getting satisfactory foster-mothers?—No; the children take very kindly to their foster-parents, and return in many cases to see them.

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54366. And the foster-mother is kind to the children?—Yes, I have never heard of any complaint.

54367. It is almost a national practice, it has gone on for many years?—Yes, many years.

54368. Almost centuries, one might say?—Yes.

Difficulty of raising poor funds in highly rated and low-rented Highland parishes.

54369. You experience very considerable difficulty in connection with levying the poor rates in parts of the Highlands?—Yes; the low rentals make a very heavy rate.

54370. And the rental is low because the value of the land is low, I assume?—Yes; their income is not from the land, it is from other sources—fishing generally.

54371. Consequently there is very considerable difficulty in getting the necessary funds?—Yes; but they pay up after the financial year, almost everybody, and if you take a series of years together the rate is fairly well collected, I would say.

54372. It is not purely a Poor Law difficulty, it is really a rating difficulty, because the same difficulty is experienced with regard to the education rate?—Yes. The whole rates together are levied by the Parish Council: the poor rate, the education rate, and the registration rate, and sometimes a special parish rate.

Question as to effect of larger rating areas for institutional relief.

54373. Have you any suggestion to make about that by increasing the area and throwing the charge of poorhouses or institutions over the larger area; would that help the difficulty, or mitigate it?—That is spreading it over the county so as to extend the area?

54374. So that the institutional relief was spread over a county?—It would reduce the rate in certain parishes and increase it in others.

54375. Would it diminish it in these?—It would reduce it in these out-lying heavily-rated parishes.

54376. The out-relief would fall on the same area as before, it would only be the institutional relief or the poorhouse that would fall on the larger area. It is rather doubtful, is it not?—Yes, very doubtful.

54377. Only a comparatively small proportion of this rate is spent on the poorhouse or the institutions?—It depends on how long the poorhouse has been in existence. There may be a debt still on the poorhouse. If there is not a debt, it is just the maintenance and management of the poorhouse.

Loans for poorhouses and their repayment.

54378. These parishes have no power of raising a loan, I suppose?—Yes, for poorhouse purposes they have.

54379. And they avail themselves of their power?—Yes.

54380. Can they borrow?—Yes, for the poorhouse.

54381. Will people lend them the money?—We have got the poorhouses there, so they must have got the money.

54382. Who lends the money; is it the banks?—Banks and insurance companies.

54383. It is not exactly a permanent loan from a bank, it is an overdraft?—No, it is a loan repayable in thirty years, or probably fifty years.

54384. Has the Local Government Board to give its assent?—Yes; if the loan is from the Public Works Loan Board the Board will inquire into it, otherwise they do not; if it is a private loan, they do not approach the Board.

54385. It is only in those cases they have to go to the Local Government Board?—If the loan is from the Public Works Loan Board.

54386. Is the greater proportion of the loans obtained from the banks or from the Public Works Loan Board?—I could not say.

54387. You cannot suggest any means, by increasing the area or otherwise, of reducing the incidence of these rates?—No.

Difficulties of rate collection.

54388. Is the difficulty of levying the rate a great impediment and obstacle to good administration?—It is the collection of the rate which is the difficulty.

54389. Is that difficulty due to the unwillingness of the people to pay, or is it due to the unwillingness of the parish to have recourse to summary process?—It is due to both.

54390. One reacts on the other?—Yes; and the cost of prosecution to recover rates is very heavy.

54391. You may really say that some of these parishes are almost on the verge of insolvency?—No, I would not say so.

Unsatisfactory financial position of Barra and reason therefor.

54392. But there is your territory at Barra?—Barra should improve in another year or two, I fancy.

54393. When you have paid off a certain amount of the debt?—Yes, the large overdraft on the account.

54394. (*Mr Patten-MacDougall.*) The condition of Barra is due to bad administration?—To bad financial administration.

54395. (*Chairman.*) On the top of this difficulty you have a very low valuation?—Very high assessment.

Disregard by Parish Councils of Board's recommendations as to relief.

54396. You think that the Central Board should have more power to compel the Parish Council to carry out those suggestions as regards granting relief in certain cases?—Some Parish Councils pay very little attention to the Board's recommendations, and their administration is not what it should be. Cases are admitted that should not be, or should be limited to the poorhouse.

Infrequency of Parish Council meetings.

54397. Do you ever attend the relief committees?—I have attended the Parish Council meetings. In those rural parishes there are very few meetings; they have only five meetings in the year, as a rule.

Practice of applying for relief immediately prior to Parish Council meeting.

54398. Do you ever attend the meeting, whether it is a Parish Council or committee, which considers questions of relief?—Yes; they are considered at every meeting. As a rule, in the North, the poor persons do not apply for relief until just before the meeting is to be held. They know when the meeting is to be held, and they make their application two or three days before.

54399. You consider that suggestions and advice are not sufficient?—No, there should be some way of stopping a grant, or something to compel them to carry out the Board's advice.

Out-relief to women with illegitimate children.

54400. Do illegitimate children and their mothers contribute largely to the poor roll?—There are a good number of women with illegitimate children, and the greater number are on the outdoor roll.

54401. If a woman has certain illegitimate children, and then marries the father, the children all become legitimate, do they not, by the Scottish law?—I could not say for that, but they take the father's settlement.

Decreased pauperism in Caithness and Banff.

54402. Which is the district to which you allude in the second paragraph of the last clause of your statement where poor relief is so much diminished?—The first one is in Caithness.

54403. That is in your district?—Yes; the other one is in Banffshire, and the other one is in Caithness too.

Effect of poor law administration on illegitimacy.

54404. You say here the Council is becoming a terror to women having bastards, and a little further on you say it may be of interest to state in this connection that recently the proportion of illegitimate to legitimate births has fallen very decidedly in the parish?—These are quotations from the report of inspectors of poor to me.

54405. I want to bring rather cause and effect together. Do you think that the tightening up of the test, and the refusal to give relief to women having illegitimate children, has contributed to this result?—Yes, by the strict use of the poorhouse test in all cases of illegitimacy.

54406. It tends to morality and has kept the women straighter?—Yes.

54407. (*Mr Patten-MacDougall.*) Cases have occurred, have they not, where the father has married the woman rather than she should go to the poorhouse?—Yes, or supported the child.

54408. (*Chairman.*) Then reversing it, a lax relief in these districts rather tends to encourage immorality?—Yes.

Relief of widows with children, and their inspection by General Superintendents.

54409. (*Mr Lansbury.*) Do you visit the children who are getting relief with their mothers?—Yes, that is one of the duties now imposed by the Board.

54410. Are they as well nourished and generally as well cared for as the children who are boarded out at a higher rate?—A great deal depends on the mother.

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54411. They are much better with the mother?—A great deal depends on the mother.

54412. What I wanted to find out was whether the fact that you paid so much less to a mother meant that the child with its own mother had a lower standard of life than the child boarded out?—No, I do not think so. Probably the mother with the young children is getting assistance over and above.

54413. From other people?—Yes, probably some relative, friend, or neighbour.

54414. Is that taken into account in fixing what relief you will give her?—They know what position the widow is in.

54415. So if necessary you would increase it for the mother just as you would for a foster-mother?—Yes.

medical ination plicants elief.

54416. (*Mrs Webb.*) I gather that in cases of aged persons, and women with children, you do not medically examine them for relief?—There is a medical certificate granted by the doctor in every case.

54417. In this Report on Methods of Administering Relief, which was circulated, the suggestion was made that in Aberdeen an aged person or a woman with children might be exempt from examination?—That is in the large towns. I have no large towns in my district.

54418. You signed that report?—Yes, I was on that committee.

54419. In the large towns are the women with children not usually medically examined?—That came out in evidence.

54420. Would that apply to the women with illegitimate children as well as legitimate?—No.

54421. You would examine those?—She would not be examined either.

-mainten- as the rion of -bodied-

54422. I notice that with regard to the able-bodied, in order to say that a person is able-bodied you must be satisfied that he can maintain himself wholly?—Yes.

54423. What is your standard of whole maintenance. Have you got a standard wage, or what is the standard of a person being able to maintain himself wholly. Supposing a man, for instance, could not earn say 20s. a week, would you take that as wholly maintaining himself?—I expect less than that.

54424. Would you expect 15s.?—I could not put a figure.

54425. I only wish to solve the practical problem. I understand that a person is not considered able-bodied unless he can maintain himself wholly. That implies a standard of life?—Yes.

54426. A definite standard of life. Do you imagine there is that idea of a definite standard of life in the inspector's mind?—Every case would be considered separately. I do not think you could fix a standard.

54427. One would think, supposing the inspector was satisfied that a certain man could only earn say 10s. a week, he could not maintain himself wholly, and then he would not be able-bodied. It does seem to imply a definite standard of life, does it not?—I do not think the inspector would look at it in that light.

54428. Could you tell us in what light he would look at it? There might be a man who could earn 7s. or 8s. a week; would that be considered whole maintenance?—I am afraid I cannot answer.

poorhouse test of tution in bodied es.

54429. With regard to the poorhouse as a test of destitution, I gather from this Report that you think that it came out that the poorhouse is used as a mere test of destitution to the able-bodied persons?—Yes.

54430. And every able-bodied person is taken in who chooses to come in?—That was what was brought out in evidence, in the large towns.

fficulty of charging e-bodied orhouse in- tes and posed edy.

54431. I notice another fact that was brought out in this evidence, that the great difficulty when an able-bodied person gets into the poorhouse was to discharge him?—Yes.

54432. Because you had no keen observation as to whether he continued to be disabled?—Yes, that was brought out in evidence too.

54433. Do you see your way to get over that difficulty?—The doctor ought to examine the cases regularly.

54434. And he does not do so?—No.

54435. Not sufficiently?—No, not sufficiently.

54436. Would the doctor consider as disabling a state of inanition, a state of under-nourishment?—I expect he would take it into account.

54437. That would seem to him a definite disease?—Yes.

54438. Which could be tested?—Yes.

54439. And would be equivalent to being non-able-bodied?—Yes.

54440. So that if the law was properly carried out, an able-bodied person who was out of work would presumably suffer from the disease of inanition, and then he would not be able-bodied?—He would not be able-bodied.

Proposal to remove "fatuous poor" from the ordinary to the lunatic wards of a poorhouse.

54441. I gather that you are in favour of removing what are called the fatuous poor out of the poorhouse—that is the expression which is used—does that mean the imbecile poor?—Yes.

54442. You are in favour of their being moved into separate establishments?—They should not be in the poorhouse.

54443. But they are in the poorhouse now?—No.

54444. Do you have no imbeciles or defectives in your poorhouses?—We have lunatic wards.

54445. Is the lunatic ward in the poorhouse?—Probably attached to the poorhouse.

54446. Would you be in favour of taking the lunatics and the fatuous poor right out of the poorhouse altogether into other asylums?—It is cheaper to have them in the lunatic wards of the poorhouse, as a rule.

54447. Supposing you had an asylum which was not so expensive as a curative asylum, would it not be better to take them out of the poorhouse?—I do not see any harm in having them in the lunatic wards.

54448. With regard to this medical relief question, would you be in favour of handing over the Poor Law medical relief to the public health authorities?—The Poor Law medical relief?

Question as to transfer of medical relief to sanitary authorities.

54449. All medical relief, putting the medical attendance on the poor and any medical inspection which was required, under the medical officer of health, and increasing his staff?—The medical officer of health in Scotland is probably for a whole county, one man; you would require to continue the medical man in the parish as at present.

54450. You might have those medical men working under him?—I think the present system has worked fairly well.

Insufficient medical attendance on persons immediately above pauper class and question as to remedy therefor.

54451. But you do not get sufficient medical attendance?—I do not say you do not get sufficient medical attendance. Our doctors attend fairly well on them now. Probably the poor people who are not on the roll do not get proper medical attendance.

54452. People who do not apply for medical attendance do not get proper medical attendance?—They cannot afford to.

54453. Supposing you had a scheme of free medical attendance, would that meet the difficulty?—I question very much whether it would in the Highland district.

54454. What do you suggest; what is the way out of this absence of medical attendance?—Increasing the medical men in some of those very wide parishes.

54455. You would have to pay them then?—They would have to pay them.

54456. Then it does mean the State paying the medical man in some sort of way?—The parish could not very well afford probably to be rated for a second medical officer.

54457. It means then that they would have to be paid out of public funds in some way or other?—Yes.

54458. You desire that they should be paid out of public funds?—The present system seems to have worked fairly well.

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54459. But you get uncertified deaths, do you not?—We have a certain number of uncertified deaths.

54460. And you get people who lack medical attendance?—Yes, there are cases of that too.

54461. Therefore it does not work well. What about these people who do not get medical attendance, would they be qualified to receive parish medical attendance, or would they not be qualified. These people who, in answer to the chairman, you said lacked medical attendance because they could not afford to pay for it, would they be qualified? Would they be sufficiently destitute to get medical attendance under your administration. Why do they not apply to the parish doctor?—Because they will not apply to the inspector of poor.

54462. Why do they not apply to the inspector of poor; do they dislike to be paupers?—I do not say it is that, but they do not apply, and of course the inspector will not interfere until an application has been made to him.

Duties of an "orraman."

54463. (*Mr Bentham.*) At the end of paragraph 6 you give a classification of the men. What does orraman mean?—A man doing odd jobs about a farm.

54464. That is, a miscellaneous workman?—Yes, probably hedging, fencing, or draining.

Voluntary nursing associations and subscriptions by Parish Councils to their funds.

54465. Are there any nursing associations for nursing the poor in Scottish parishes?—Some parishes have district nurses. In Sutherlandshire there is the Sutherlandshire Nursing Association, and a nurse is provided, but she has a big extent of ground to cover.

54466. But in the sparsely populated parishes, are there any?—We have in some parishes a district nurse.

54467. Very few or many?—We are gradually getting more year by year; it seems to be extending.

54468. Are they supported by voluntary subscriptions entirely?—Yes, and some Parish Councils give a donation.

54469. They are permitted to make grants?—Yes, and the district committees give donations too.

Pros and cons of publishing a list of paupers.

54470. You recommend that a roll of the poor should be published by all parishes. Do you think that tends to encourage people to make applications who see other people who are not quite as poor as themselves on the roll, or do you think it deters them from making application?—It deters them rather. They do not care to see their names published. Of course, if it is a deserving case they do not mind, but it keeps cases off which are undeserving.

54471. Is the object of not publishing a roll to save expense only?—To save expense; they have to publish an abstract of accounts in the newspapers.

54472. Do you think it would be worth while to incur the expense, because of the number of people who would be deterred from making application?—It would not deter them from making application, I think.

54473. Or possibly getting relief?—A deserving case would not be deterred, but an undeserving case would be.

54474. Deserving cases sometimes are rather sensitive about making application to the inspector of poor or relieving officer for relief. It is just that class of case that would be deterred, is it not?—I do not think so; that is not my experience.

54475. Are these cases that you give in paragraph 20 mostly cases which you have visited yourself?—The first case I did not visit; the second one I did, and the third one I did. The others I have not seen.

Relief to persons whose families are able to support them, and difficulty of obtaining maintenance orders.

54476. In those two cases where the family could support, are we to understand that the married sons and daughters are residing with the applicants?—Not with the family, but in the immediate neighbourhood.

54477. You do not say which, I notice?—Unfortunately my notes, or most of them, were destroyed, and I could not.

54478. In some cases old people might be granted relief who have sons and daughters in the neighbourhood, who would not support their parents unless relief were given?—In that case of the widow with a weekly allowance of 2s., it was her own house, and one of her sons was earning £5 a week.

54479. Three sons and one daughter, all married and in good circumstances?—Yes, one of the sons was earning £5 a week.

54480. Living in the same house?—No, the mother was living alone in her own house.

54481. In that case would the son be compelled to pay the whole of the allowance made by the Parish Council?—No, the Parish Council would not take proceedings against the family, the cost is too great.

54482. Is the difficulty of getting them before a magistrate and enforcing payment very great?—Yes, it is always said that the cost of prosecution is too heavy.

54483. So that really forms a very big loophole for aged people to get on to the relief roll where the sons and daughters are well able to maintain, but are unwilling to do so?—Yes.

Relief of widows with children.

54484. Are there many instances where widows with children are boarded out in the country, away from the parish?—Receiving relief?

54485. Yes.—There are quite a number of cases.

54486. What is the object of sending them away?—They are not sent away.

54487. I mean where they are found homes in the country and relieved there instead of being relieved in their own native parish?—They never shift a widow and family.

54488. Never?—I am not aware of any case.

54489. (*Mr Patten-MacDougall.*) It is only when they board out the children?—Yes, they never separate the children from the mother if she is a suitable guardian at all.

54490. (*Mr Bentham.*) I mean the children along with the mother?—I have never known of cases where they have been removed from one parish to another.

54491. Does not that system obtain in Glasgow?—I cannot say. The children are boarded out from Glasgow, but I never heard of a widow and children being boarded out.

Occasional attendance of General Superintendent at Parish Council meetings.

54492. When you are making your visits, do you sit with the Parish Councils?—If there is a meeting about the time I am visiting, I attend it.

54493. It would be very difficult to make them fit in, I suppose?—Some parishes have only four meetings in the year, others five; the parishes have a big area, but they do not meet often.

Inspection of boarded-out children by General Superintendent.

54494. Do you take any interest in the homes of the boarded-out children?—I visit as many as I possibly can of the boarded-out children; if I do not see them in their own homes, I go to the schools and see them there, but I see the accommodation that is provided for them.

54495. Really inspection of the boarded-out children comes under the general inspectors?—The Local Government Board put that duty on us last year.

Method of selecting homes for boarded-out children.

54496. Who selects the homes to which these children are sent?—The inspector of poor of the parish of residence communicates with the inspector of the parish; he knows all the people of the parish and can recommend good guardians.

54497. He recommends them to the parish of chargeability?—Yes.

54498. (*Mr Patten-MacDougall.*) They would also make inquiries for themselves?—Yes, they do make inquiries themselves.

Visitation of boarded-out children by Inspector of Poor, etc. of parish of chargeability.

54499. (*Mr Bentham.*) Do the parish councillors of the parish of chargeability visit the children in the homes?—They have an inspector who visits, and sometimes the committee go themselves; once a year the committee make it a rule to go—two or three of them.

54500. Do they go in strong force?—Two or three only. I have never met any of them; but the inspector goes twice a year.

54501. They do not make a holiday of it?—I think they do their duty fairly well in looking after the children.

Sufficiency of boarding-out allowances.

54502. Do you consider the amount paid for boarded-out children is quite sufficient?—I think it is quite

sufficient when you know the circumstances of the houses that the children live in. In a great many cases they are a small crofting family.

54503. Upon the whole it would be rather more than the cost per child of their own children?—Yes, they get rather more.

54504. (*Mr Patten-MacDougall.*) And the cost of feeding is not so much?—No.

54505. Porridge and milk being the staple diet?—Porridge, milk and potatoes produced on the croft.

54506. And no tea?—No tea, except on Sundays.

Children boarded with their parents of same religion as themselves.

54507. (*Mr Bentham.*) With regard to Catholic children boarded out, are they allowed to be boarded out in mixed families?—Not as a rule, they are boarded out with Catholic families.

54508. Do you put Protestant children in the same homes as Catholic children?—No; Protestant children will be boarded with Protestant families.

Parishes of large extent and question as to difficulty of administering relief therein.

54509. Take this parish in Inverness-shire with 267,000 acres, is there only one inspector for that area?—There is an assistant, but he is not inspector; he just receives applications in one end of the parish, and hands them to the inspector, who resides at the other end.

54510. There must be a great distance between the two points, between the inspector of the poor and his assistant?—It is a long distance; a new communication has been opened up within the last two years, a new railway.

54511. Have all applications to be made either to the inspector or the assistant inspector?—Yes, but fortunately I think there has not been an application within the last two years.

54512. An inspector has to reply to all applications within twenty-four hours?—Yes.

54513. Do you find that this large area is the cause of hardship to the poor?—No, I do not.

54514. Twenty-four hours is rather a long time in the urgent cases, is it not?—Yes, in an urgent case.

54515. There are no means of relief in an urgent case except through the inspector?—No, through the inspector of the poor. Of course the assistant would relieve if he considered it absolutely necessary.

Question as to amalgamation of small parishes.

54516. If this works satisfactorily, what objection is there to amalgamation of the smaller parishes, in areas where the parish is exceedingly small?—Enlarging the area of the smaller ones?

54517. Amalgamating their parishes, in order to get a larger area of administration?—In the present areas the inspectors, as a rule, know everyone in the parish. The smaller parishes may be more heavily populated.

54518. There is no disadvantage in having this larger area so far as distance is concerned, no hardship to the poor? What advantage is there in retaining a smaller parish where an inspector has to be paid for a very small number; in many cases they have no paupers at all, and in others very few, and some parishes only cover 28 acres. Would it not tend to better administration if those parishes were amalgamated with others, they could have one common poorhouse?—They will probably not have a poorhouse in those small parishes, they are members of some combination.

Success of administering relief parochially.

54519. Put it in another away; do you prefer to adhere to the present system of the parish unit for Poor Law administration?—I think it has worked fairly well in the past; I have never heard any complaints.

54520. In spite of these tremendous differences both in area and population?—Although the area is so large, the population may be in one or two centres.

Scarcity of farm labourers in Northern Counties.

54521. (*Professor Smart.*) You say you hear complaints on all hands of the scarcity of farm labour?—That is so.

54522. That seems an accepted fact about Glasgow; but in Glasgow, whenever the distress committee makes an application for a man on a farm, we cannot find him a place?—In almost every county in the North they complain bitterly, and the wages are going up every year, they say, and the men are not suitable men that they do get.

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Means of communication with parishes in West Sutherland.

54523. You say some parishes in the West of Sutherland are from 50 to 70 miles from a railway station?—That is so.

54524. Is there any possibility of communication by steamer?—Once a fortnight probably, in the winter time once in three months. The parish of Durness is between 60 and 70 miles from Lairg station.

54525. Is that on the coast?—The station is on the east side of the county, and Durness is on the north-west. We have no communication by rail on the west side of Scotland after passing Dingwall.

54526. (*Mr Patten-MacDougall.*) No communication with Durness?—Except by mail-coach.

54527. Is there not by sea?—The steamer comes into Loch Erriboll once a fortnight in summer, and once in three months in winter.

The relief of the able-bodied in theory and in practice.

54528. (*Professor Smart.*) The conception of the definition of able-bodied in Scotland is evidently very rough and ready?—An able-bodied man is not supposed to be entitled to relief in Scotland.

54529. I know; but your definition of what an able-bodied man is is rather rough and ready; a good deal is left to the discretion of the inspector, is it not?—Of the medical man.

54530. And an inspector, for example, may take the view that if a man is starving he really is not able-bodied?—No, he is not able-bodied.

54531. You have heard that stated?—Yes.

54532. Does that appeal to you as very logical?—I know the able-bodied in some of my parishes have received relief.

54533. The system works well enough; it is like a distinction between a tall man and a short man. You know what it means, but you do not like to draw the line very closely?—That is so.

Appeals to sheriff by able-bodied men who have been refused relief.

54534. Do you ever have appeals to the sheriff if a man is refused relief on account of his being able-bodied? Does he ever appeal to the sheriff to say that his wages are so small that they cannot be considered?—That came out in the evidence before the committee on the administration of relief, that in the large towns they did make an appeal to the sheriff.

54535. On that ground?—Yes.

Movements of population in Northern Highland District.

54536. (*Mr Phelps.*) The fall in population is very unevenly distributed, I gather, in your district. What has been the cause of the movement of population in Elgin and Nairn and that part of the world?—The young people are going away, leaving the country altogether.

54537. Are the local manufactories in those towns, such as they were, diminishing?—We have very few big works in the North at all.

Scarcity of farm labourers.

54538. Have you much domestic industry?—Yes, farm labour, but they cannot get farm labourers.

Question as to extent of home industries.

54539. In a smaller town, such as you find in that district, would you find many people working still in their cottages?—Yes.

54540. At looms, or what not?—No, they work on outside labour.

54541. Do you find any manufactures going on in the cottages as well?—In certain districts we do.

54542. What kind of manufacture?—There is the Highland tweed industry, and some of them make blankets for themselves.

54543. That is in the western half?—Yes.

54544. Do you find anything in the eastern division?—No, I am not aware of any.

Effect of tourists and summer visitors on pauperism and employment.

54545. How do the small towns that you speak of support themselves; what industries have they? Is the tourist industry a growing one?—There are more people passing through the North.

54546. Take places like Nairn, for instance, has that grown of late years in consequence of visitors?—Considerably.

54547. What effect do you find that has on the

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pauperism of the place?—I do not think that it has any effect on it, except it tends to keep down the pauperism, because a great many let their rooms; that is always a means of earning a little.

54548. Does it concentrate employment on a certain part of the year?—Yes, in letting their rooms.

54549. And in employment?—No, there is no employment.

54550. Does not the presence of visitors increase the casual employment of the town?—To a certain extent in Nairn; they go as golf caddies on the links.

54551. What effect has that on the habits of the people?—I think it is better for them; it is always bringing money into their hands.

54552. Do you think they form regular habits of industry?—I think so; I have heard no complaints.

Question as to effect of shootings and deer forests, etc. on rural depopulation.

54553. With regard to shooting, you say that in some places the shooting and fishing have increased the rates, and diminished the burden?—Have increased the rental.

54554. What has been the effect on the industry of those districts of the spread of fishing and shooting properties?—There are no industries in those districts.

54555. Did they supplant any industry?—Some people said they did away with the sheep farms.

54556. Is that your experience?—I have not had sufficient experience to answer that question.

54557. Have you any experience of their diminishing the number of crofters?—I am not aware of that either.

54558. You have no experience of that?—No.

54559. You do not attribute the diminution in the population to the shooting properties?—No.

54560. Nor the deer forests?—No, I do not think there is the same demand by crofters now.

54561. You do not think the deer forests have done anything to diminish population?—I am not aware that they have.

Comparative pauperism among occupiers of land and ordinary labourers.

54562. You say that people who hold land come upon the rates less often than people who live purely as labourers?—That is so.

54563. Why is that?—They are always able to grow a few potatoes, and have got the corn, and they have a few hens and a cow, and they are not so liable to come on the rates.

54564. They have more to fall back upon?—They have more to fall back upon. An ordinary labourer with a family to keep, when he has to pay the rent and taxes, and so on, cannot afford to save much money.

54565. Do you think the occupation of land in that way tends to promote thrifty habits?—It has a tendency to keep them off the rates.

54566. I am asking what the cause of that is, what is the immediate cause; do you think it makes their habits more thrifty?—They have always had something off their piece of land attached to their house.

54567. Then you think people in that position are more temperate than ordinary labourers?—I could not say.

54568. You can only state the two facts, that they have land, and that they are not on the Poor Law?—Yes.

Building activity in Barra, and causes thereof.

54569. You say that in Barra the building of houses is proceeding rapidly?—Not rapidly.

54570. At any rate you say it is proceeding? I was rather struck with the expression in your separate report, in paragraph 14: "There is at present great activity in 'house-building.'" That is your expression?—That is not the crofters, that is a different class of people altogether.

54571. By whom is that building done? Who are putting them up?—Local merchants.

54572. It is a speculation on the part of local capitalists?—Yes.

54573. Is there a good market for such houses; do they let readily?—In the fishing season there is no accommodation, and that, of course, is the reason they are going up.

54574. They are occupied during the fishing season, but are not occupied the rest of the year?—They will be occupied the rest of the year.

54575. By whom?—The shopkeepers and their families.

54576. And they will take in fishers as lodgers in the fishing season?—Yes.

Accommodation and rents, etc. of new houses at Barra.

54577. What sort of houses are they; how many rooms would they have, for instance?—Four or five rooms; two-storeyed houses, stone and lime, and slated.

54578. With slated roofs?—Yes, those that are going up will all be slated roofs.

54579. And glazed windows?—Yes, they are good houses.

54580. What return do people expect to get on their capital for building houses of that sort?—I expect they will get a good return if the fishing season is good; if the fishing is bad for a year or two they will get no return.

54581. It is payment by results?—Yes.

54582. A man goes down for the fishing and wants to be accommodated with a bedroom, I suppose; he would have no more?—Just a bedroom, probably.

54583. What would he pay a week for it?—Previous to this you could not get accommodation; they built wooden huts on their curing stations, and stayed there, and, of course, they were not rated.

54584. What should you expect them to be charged?—I could not say what the Barra people would charge. There is really no accommodation to be got. I know one or two that have had accommodation, and they have complained bitterly; but what they paid I do not know.

54585. They complained that the charges were too high?—Yes.

54586. Supposing a cottage of the kind you describe was let as a whole by the week for a year, what sort of rent would you get for it?—£12 or £13.

54587. 5s. a week you would get for a cottage of that sort?—Yes, that is what they expect. That is what they will be rated at, from £12 to £13.

54588. The assessment would represent their value?—Yes.

Emigration from Protestant districts of the Hebrides.

54589. Is there much emigration going on from the upper parts of the Hebrides?—From the Protestant part, but not the Catholic districts.

54590. Which are the Catholic districts?—Barra and South Uist.

54591. They are almost invariably Catholic, are they?—Yes, the bulk of the population in Barra and South Uist are Catholic.

54592. Can you explain why emigration is more active in one than in the other?—No, but they are not leaving Barra and South Uist.

54593. Taking them as a whole, could you distinguish between the standard of living in the two parts?—No.

54594. Is it about the same?—Yes.

54595. But the Protestants are less averse to moving?—They are going away in greater numbers.

Children boarded with co-religionists.

54596. When you board out children, you send the Protestants to Protestant homes and the Catholics to Catholic homes?—That is so.

54597. Do you make any distinction between the different kinds of Protestants?—Not that I am aware of.

54598. You would class them together in that way?—Yes.

Poorhouse inspection.

54599. How many poorhouses have you under your inspection?—I have none under my inspection.

54600. You do not inspect the poorhouses. Do you ever visit them?—I have visited them when Mr Barclay has been present. He is the senior outdoor officer.

54601. You have no responsibility with regard to their management?—No.

Division of local rates between owner and occupier.

54602. The local taxes in Scotland are divided equally, are they not, between the owner and the occupier?—The amount required is divided, but it sometimes happens the occupiers' rate may be a little higher than the owners', or it may be the other way.

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54603. How is that?—The grants have something to do with it. The agricultural rating grant in the rural parishes, if the expenditure has gone down, is still the same, and that makes a slight difference.

54604. And the benefit of that goes to which of the two?—The occupier.

Advantage of woman inspector of boarded-out children.

54605. (*Mr Gardiner.*) With regard to paragraph 17, would you be glad if a woman inspector were appointed for the girls, pure and simple?—I think a woman inspector would be a very good thing.

54606. Would you welcome it rather?—Yes.

Relief to sick wife of an able-bodied man.

54607. I do not quite understand how you manage your able-bodied men even now. May I put a case and ask how it would be dealt with. An able-bodied man is out of work, his wife is suffering from pneumonia, say, and needing medical attendance, nourishment, nursing, and so forth, the husband applies to the inspector of poor for relief; what happens?—I should think relief would be granted in that case.

54608. Although the man is able-bodied?—Yes.

54609. So it would simply be the necessity of the person rather than the condition of the man?—Yes.

54610. You do not regard relief to the wife in that case as relief to the man?—It would be the husband that would be relieved in that case.

54611. Although he is able-bodied technically, you would relieve?—Yes.

Proposed extended use of Government grants as a means of securing administrative efficiency.

54612. From paragraph 20, I notice you desire an increased control on the part of the central authority by means of reducing grants in cases where the administration is unsatisfactory?—Withholding a portion of the grant.

54613. Would you mind telling us what grants are now paid through the central authority? You have mentioned one to Mr Phelps?—The Medical Relief Grant and the Pauper Lunacy Grant.

54614. Neither of those grants would help you as regards good administration?—No, not withholding the grants.

54615. So would you like to see the grants increased?—I would like to see the grants increased in some of those Highland parishes.

54616. From Imperial sources?—Yes.

54617. To be devoted to what purpose?—Parish purposes.

54618. What particular purposes?—Towards the reduction of the abnormally heavy rates.

54619. You would like to get something for your money?—Yes, the Board might have some further control.

54620. Over the internal administration of the poorhouse?—Not so much that; over the poor.

54621. The outdoor poor?—Yes, to see that the Parish Council carry out their suggestions for the administration of relief.

54622. In your theory, if the Parish Council refuse to administer out-relief, as we call it, on sound lines, then the Pauper Lunacy Grant for that parish should be reduced?—A proportion of it withheld from them to make them carry out the Board's wishes.

54623. You have not any suggestion to make with regard to what other grants should be invented?—No.

54624. Because that was rather an important feature in Barra; did not the desire for an increased Imperial grant lead to the more or less breakdown of Poor Law administration in Barra?—I do not think so.

54625. You do not think there was a political aim?—Of course, we cannot tell.

54626. You cannot tell me exactly on what principle you would like to see the grants increased, except what you said?—For the reduction of the rate. Wealthy parishes get bigger grants than the poorer parishes.

Special grant for education purposes in Barvas.

54627. In this case, which you give in paragraph 18, in Barvas the school rate is 1s. in the £, and the Scottish Education Department makes up the deficiency by special grants?—That is a Highland and an island grant; if the poor rate is above 3d. in the £ they make this grant.

54628. From Imperial sources?—I understand so.

54629. You would like the same thing introduced for your poor parishes?—Yes.

Question as to adequacy of medical relief in parish of wide extent.

54630. I did not quite understand your answer to Mr Bentham; in the very large parish you mentioned with 267,000 acres, is the medical relief adequate?—Although it is of that extent, a great deal of it is deer forest; there are no people on it, and there are two doctors, one at either end.

54631. And they are both district medical officers?—Yes, they are both parish doctors.

Working hours of agricultural labourers.

54632. (*Mrs Bosanquet.*) Can you tell us what sort of hours these men work whose wages you give here—the agricultural labourers?—From six till six, with two hours or two and a half hours off.

54633. Surely the orramen or cattlemen must be up before that?—They are the hours, but they must be up before then, they have the horses to clean.

54634. What sort of hour would they get up?—Between five and six o'clock.

54635. Practically, is one of the reasons why the unemployed cannot find work that they do not want to be up at hours like that—they do not want to be up at four or five o'clock in the morning?—It is that all over Scotland with the farm labourers.

Value of unemployed as farm labourers.

54636. The farmers would not find town men much use to them?—No, they are of little use.

Housing of board school teachers.

54637. What does a school teacher do for a house in these districts?—The School Board provide a house, as a rule.

54638. They build a house?—A house is attached to the school.

54639. That is a matter of course?—Yes.

Question of Poor Law nurses as substitutes for doctors.

54640. Would a system of Poor Law nursing to any large extent be a substitute for more medical work or medical attendance?—We would want to have a good number of nurses in some of the parishes for you to say it was satisfactory.

54641. Do you think the peasant would object to the nurse coming in and helping?—Unfortunately in some of the parishes the nurse could not stay in the house.

54642. But if she went visiting daily, as district nurses do, and made her visit, would they object to that?—I do not think so.

Increase of phthisis.

54643. Is phthisis increasing in your district?—Medical men say so.

54644. Do you know to what they attribute that; is it the want of ventilation?—I cannot say.

Question of levying rates in kind.

54645. Is the experiment ever tried of levying the rates in kind?—No.

54646. It would be very much easier than getting the money in these places, would it not, to get money's worth?—I am afraid not.

54647. I was thinking where you have a parish with one or two old people in it, it would be quite easy for the neighbours to take them a little oatmeal and milk?—They do that to a great extent now.

54648. As parish relief?—No, just as neighbours.

54649. It struck me it was a little bit expensive and roundabout, that instead of letting them do that they should have to pay the rate that would have to be translated again into food by the Parish Council. Do you not think they could be assigned to certain numbers of the inhabitants to keep?—That was done before the Poor Law Act of 1845 in Shetland.

54650. How did that work?—I cannot say.

Duties of General Superintendent.

54651. (*Mr Patten-MacDougall.*) You have a large district to inspect, have you not?—Yes, very large.

54652. Your duties are not only Poor Law duties, but you also have certain duties under the Public Health Act?—Yes, as inspecting officer under the Public Health Act.

54653. You are inspecting officer under the Public Health Act under the Local Government Board?—Yes.

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54654. Each of the inspectors is the inspecting officer under the Public Health Act for his district?—Yes.

54655. Just as he is general superintendent under the Poor Law?—Yes.

54656. Recently, as you know, the Local Government Board have prepared fresh forms with a largely increased number of questions, to which they desire answers from each parish in your district?—Yes.

Inability of General Superintendent to visit every parish annually.

54657. Accordingly, I think you find that you are not able to overtake the visiting of all the parishes each year, as you formerly did?—I cannot do it in my district. I do not think I can manage to do one-half of them.

Satisfactory results of new method of inspection.

54658. Are you of opinion that the new system is a better system and a more satisfactory system?—Much more satisfactory.

54659. And more thorough?—Yes, and the Parish Councils recognise that.

54660. It provides yourself and the Local Government Board with very much increased information as to the administration of the parish in question?—That is so.

54661. Your district, I think, necessitates and involves a very large amount, not only of travelling by road, but also of steamer travelling?—Yes.

54662. And frequently I think you find yourself in winter unable to plan out your visiting for days at a time?—If the steamer is not going, of course you cannot get away; you would be lying up in some places for two or three days.

54663. Several years ago, before a Departmental Committee of the Scottish Local Government Board on Medical Relief, you gave evidence, I think, as regards the condition of things in your district?—Yes.

54664. You adhere to what you said then?—Yes.

Need for providing dwelling-houses for Poor Law medical officers.

54665. I think you have also seen the recommendations which were made by that committee?—Yes, I quite agree with the recommendations.

54666. One of those recommendations is that dwelling-houses for medical officers should be provided in the parishes?—Yes.

54667. Where they do not exist at present?—Yes.

54668. Do you think that is a necessity for a proper medical relief service?—I think so. Great difficulty is experienced in getting a house sometimes. In fact, there was a parish vacant the other day, and one of the best applicants for it said, it was only on condition that the parish provided a house that he would come to the parish.

54669. Many cases of that have occurred, have they not?—Yes.

54670. You think it is essential to a proper medical service?—Yes, that the doctor should be properly housed.

Insufficient medical relief in the Highlands.

54671. I suppose you would say, would you not, that one of the main defects of the Poor Law administration in the Highlands is want of a proper medical relief service, is it not?—To a certain extent, but there have been no complaints, at least I have not heard of any complaints.

Medical officers' salaries in Highland parishes cover attendance on non-paupers.

54672. You have told us about the medical relief service of paupers, but I suppose now it is within your knowledge that the salaries that are given to medical officers in these parishes are salaries which cover not only the services to the poor, those who are on the roll of the poor, but also the general inhabitants of the parish?—The salary is supposed to be for the poor only, but as a rule I expect it includes those on the verge of pauperism.

Approval of medical officers' salaries by Board for purposes of medical relief grant.

54673. And the Local Government Board has very little control as regards the salary that is given to the medical officer out of the rates?—They approve of the salary.

54674. In so far as it ranks against the medical relief grant?—Yes.

54675. So I think you must know that the course that the Local Government Board pursues is this: when the Parish Council comes to them to approve of a salary which they think is inordinate, looking to the number of paupers in the parish, the answer is: we will only sanction it up to a certain sum as a claim against the grant; but in so far as you give anything beyond that, we have no control?—Yes.

54676. That is the position?—Yes.

54677. At the same time there is no doubt that the salaries in different parishes are really not at all uniform in this sense, that they are not at all proportionate to the needs of each parish at all?—They are not.

Need for revision of medical officers' salaries, and difficulties thereasto.

54678. Are you of opinion that these salaries require revision so far as they claim against the grant for the whole of Scotland?—I think they might be revised.

54679. A revision at present is also impossible, is it not, owing to the fact of the stereotyping section of the Local Government Act, 1889?—Yes.

54680. That section makes it necessary that the grants should be distributed as they were in 1889?—Yes.

54681. You know, I think, that the Local Government Board has pressed that very frequently and very often on successive Governments without yet having the thing put right?—That is so.

54682. The result of the present system being extremely anomalous?—Yes.

Improved medical relief in Northern Highland District.

54683. In the report of the Departmental Committee of 1904 it was stated of your district that while much remains to be done, the conditions appear to be improving. That is the medical relief arrangements. Is that your opinion?—Yes; they are improving.

54684. In what respect are they improving?—Some of the parishes have another medical man brought into the parish, whereas they had only one before; and other parishes that had not a doctor have now obtained the service of one. Most of the parishes have a doctor either within the parish or within a very short distance of it.

54685. Is that the case in Orkney particularly, where, of course, you have many islands?—Almost every island in Orkney has a doctor.

54686. Either a male or female resident practitioner?—Yes.

54687. That is very necessary there, because frequently in winter it is impossible to get from one island to another?—Yes.

54688. Although there may be two or three islands comprehended in the one parish?—Yes.

Need for increased powers of Board as to medical relief.

54689. Generally you are of opinion that the Local Government Board should have more power of regulating the administrative details connected with the medical officers?—Yes.

54690. And that that should be got by legislation?—Yes.

Medical Clubs managed by Parish Councils; fees charged, etc.

54691. There is mention made in that Report of the club system that is in operation in some parishes in the Highlands. Will you explain that?—The Parish Council form themselves into a medical relief committee, and they draw up rules. In some parishes the doctor gets 5s. per family, no matter how many members are in the family; in another case, Barra, for instance, it is only 3s. a family that the doctor gets. In one or two of the Orkney parishes he will get 5s. for the man and wife, 3s. for a son above a certain age, and probably 2s. for a daughter above a certain age.

54692. That is a voluntary assessment?—Yes; and the doctor collects it himself in most cases, or gets someone to collect it for him.

54693. Does that system work well, do you think?—Some doctors say it does, and other doctors do not agree with it, because they think the figure is too low; and I must admit that 3s. a family for a year is rather low.

54694. I believe that the system existed in 1904 in certain parishes in the counties of Inverness-shire, Sutherland, Orkney, and Caithness?—Yes.

54695. Has it spread since then?—I do not think so. I am not aware of it.

54696. It still goes on in the parishes in which it existed at that time?—Yes.

54697. You are of opinion that it, on the whole, works well?—Yes, I think so.

54698. The only objection being that in some cases

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the voluntary assessment is too small?—Yes; and they will not increase the voluntary assessment because the doctor is already getting a high salary to attend to the paupers on the roll. They consider they are paying them when they pay their rates.

54699. (*Mr Bentham.*) Do they pay the 3s. regularly?—Unfortunately they do not pay it regularly.

54700. Do they think the amount the medical man is getting from the rates is quite sufficient for his services as a whole?—They take that into account.

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54701. (*Mr Patten-MacDougall.*) There is also in one parish the case of the salary of the doctor being guaranteed and paid by the proprietor?—Yes; that is so in North Harris; but he is not the parish doctor now.

54702. Will you explain how that is done?—The proprietor of North Harris guarantees to him a salary of £200 a year and a free house, and he is to attend all the crofters and cottars on his estate. They pay him for medicine; that is not included in his salary.

54703. Do the Parish Council make any arrangements with him?—He was parish doctor; but he objected to the small salary attached to his district, and resigned his office, so that he is not parish doctor now.

Lochmaddy Poorhouse and uestion of its ccessibility.

54704. As regards the poorhouse in Lochmaddy, which is in North Uist, I think the parishes which are in the combination are the parishes from four or five different islands, are they not?—Yes; there is Harris, North Uist, South Uist, and Barra. Of course, there are several islands over and above that.

54705. I think you are of opinion that sometimes it is impossible to send old people to that poorhouse, the passage being a sea one, and very often a rather rough and stormy one?—Yes; and there is the late hour of arrival. Really the Lochmaddy poorhouse suits the parish of North Uist and the parish of Harris, but not South Uist and Barra.

54706. In the Lochmaddy poorhouse there are several old people?—Yes.

Need for further cottages for paupers in place of large remote poorhouses.

54707. That is a condition of things which is, of course, not confined to Lochmaddy, the condition of getting to the workhouse and the remoteness of the poorhouse from the parish of chargeability. It is that which leads you to think that the suggestion of rooms or cottages provided for the accommodation of the poor is a good one?—Yes; they are more comfortable in those rooms.

54708. And they have not so much objection to going there?—No, they have not.

54709. From your inspection, in your opinion do you think these rooms and cottages are well equipped and provided and built?—Some of them are, and others are not. There are a number of old people there, infirm and invalid people; and I would like to see a trained nurse in attendance. The nurse who is in attendance is probably not a trained nurse, although she attends to their wants.

54710. That would be where there is a good number?—Yes.

54711. What is the largest of these settlements?—There is one in Inverness-shire with about sixteen rooms, but there are only four occupied just now.

54712. Where is that?—Nethybridge.

54713. Is there any reason why these should not be occupied?—No; the pauperism is going down, they have no one to put in them.

54714. Is there any other you know of?—There is one in Laggan parish. That is a very nice one. They have eight rooms there.

54715. Where is that?—In the neighbourhood of Kingussie. It is a stone and lime house, with a wooden floor, water laid on, and very comfortable; there is a nurse and the doctor and the inspector of the poor reside near at hand. They get more attention there.

54716. You think it would be well that these small cottages should be encouraged?—Yes; the Parish Council should be allowed to erect them.

54717. Rather than the large poorhouses, the objection being they are so remote from the parish of residence?—Yes.

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Question of utilising vacant accommodation in poorhouses as observation wards for lunatics.

54718. I think you know that in Lochmaddy you have the difficulty, or at least in these islands you have the difficulty, of removing lunatic paupers to Inverness. I think you are aware that provision is being made in this Lochmaddy poorhouse, where the accommodation is considerable, for observation wards, in cases where the medical officer reports that the patient can be kept there for a period until it is seen really whether it is necessary to send him on to the district asylum. Is that not so?—I am not aware of it. I thought the cases that were to go to Lochmaddy were those that were suitable for boarding out.

54719. It may be for boarding out as well. Instead of sending them to Inverness at a cost of £10 to the parish, there shall be observation wards there with the view of their being returned to their homes cured, or being boarded out?—That was what the parishes wanted, but I did not know that that had been sanctioned by the Lunacy Board.

Method of determining whether an applicant for relief is able-bodied.

54720. Professor Smart asked you about the able-bodied. Is it not the case that in every instance where relief is asked for, before a man can be said to be able-bodied there must be a certificate to that effect by the medical officer; it is not a question for the inspector of the poor so much as for the medical officer?—The medical officer certifies if a man is able-bodied.

54721. He must certify that he is able-bodied. It is not so much the discretion of the inspector of poor which settles the matter; it is the certificate of the duly appointed medical officer?—Yes.

Scarcity of agricultural labour.

54722. You were asked about the letting of farms, and the getting of farm labour. Is it within your knowledge, as has been said frequently, that farms now are difficult to let unless the farmer can work them with his own family? Have you heard that said?—I have heard that said, too.

54723. And you know it as a fact?—I could not say it is a fact.

54724. You cannot express an opinion as to whether there is reason for it?—No.

54725. (*Mr Russell Wakefield.*) With regard to the scarcity of farm labour, is it an all-the-year-round scarcity, or only a scarcity at certain periods of the year?—They are engaged for a year.

54726. Are they wanted throughout the year?—They are wanted throughout the year.

54727. It is those that cannot be obtained? It is not people who are wanted at special times?—No; those who are required for the year.

54728. (*Sir Samuel Provis.*) Do they not want people specially at haymaking and harvest times?—They have difficulty in getting that labour, too, but not so much as getting the regular labour.

Parents applying for relief without the knowledge of their family.

54729. (*Mr Patten-MacDougall.*) With regard to the last paragraph of your statement, you say that frequently parents apply for relief without the knowledge of their families, the sons and daughters?—Yes, I have come across several cases.

54730. You have known several cases of that sort?—Yes, where the family objected very much when they heard the people were getting relief, and have only found out they were getting relief through the printed lists of paupers.

54731. (*Mr Bentham.*) Would not the inspector acquaint the family with the fact?—Some inspectors would, and others would not; there is no definite rule.

54732. (*Mr Patten-MacDougall.*) The sons and daughters are probably living away?—Yes, the sons may be abroad.

54733. (*Mr Bentham.*) I thought this question applied more to those who were living in the neighbourhood?—Many, of course, are living in the neighbourhood, and others are in other parts of Scotland, or probably abroad.

Approval of practice of printing lists of paupers.

54734. (*Mr Patten-MacDougall.*) You approve of the printing of the lists of paupers, do you?—Yes, and that is a recommendation of the Board.

54735. (*Sir Samuel Provis.*) With regard to those parish cottages you spoke of, how are they managed?—There is generally a woman put in charge, who attends

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to the old people if they require her help. If they do not require her help she just supervises them, but does not interfere with them. If they are confined to bed she will cook their meals and attend to them and clean up the room. If they are able to go about themselves she does not interfere, but she does all the washing, as a rule.

54736. Is she appointed by the Parish Council?—Yes, and receives her wages from the Parish Council.

54737. Even although the cottage does not belong to them?—The cottages are all the property of the Parish Council, as a rule.

54738. I thought you said in some cases the proprietors provided parish cottages?—No, I do not think so.

54739. With regard to food, and all that sort of thing, does this woman look after that; does she cook?—If they are confined to bed she does the cooking. The inspector pays the allowance over to each one, and they can spend it as they like. She has nothing to do with the allowance, but she attends to them if they are sick or confined to bed.

54740. So that the Parish Councils do not consider they are responsible for seeing they are properly fed?—The inspector pays the allowance over to them the same as he would to an ordinary pauper.

54741. Supposing they did not spend enough upon food, so that they were not properly fed, the Parish Council would not consider themselves responsible for that?—No; they would consider after they had paid the allowance that that was all they had to do. The inspector to a certain extent is responsible, and he will ascertain that by visiting.

54742. So it is looked on as outdoor relief?—Yes; it is outdoor relief. It is only providing houses for them because they are unable to get a house anywhere else, or probably their own was in a ruinous condition, and dangerous for them to live in.

Repair of paupers' houses by parish councils.

54743. (*Mr Patten-MacDougall.*) Occasionally Parish Councils will themselves repair a ruinous house, re-roof it?—Yes, they will do that.

54744. (*Mr Bentham.*) That is classed as outdoor relief; is that not so?—Yes, outdoor relief.

54745. (*Sir Samuel Provis.*) The repair of the house then would be regarded as relief?—It would be considered part of the relief given to the pauper.

Payment of pauper's rent by Parish Council.

54746. Do the Parish Council ever pay the rent?—Yes.

54747. Direct to the landlord?—The Board have recommended they should not pay it direct to the landlord, but hand it to the pauper.

54748. But they do take it into account, I suppose, in the amount they give to the pauper; is that it?—As a rule they fix the weekly aliment, and then an allowance for rent over and above that.

54749. Specially?—Yes.

54750. They give it as a settled amount?—Yes, as rent.

Need for power to provide a dwelling-house for medical officer.

54751. You said, I think, that it was desirable that the Parish Council should provide a house in some cases for the medical officer. Do you mean that they should build it?—Yes, build it; the Parish Council should be able to take a loan over it, and get the sanction of the Board to the plans and the number of years for the repayment of the loan.

54752. The difficulty being that there is not a house?—Not a house suitable. There may be a house, but not a house suitable for a doctor.

54753. At present they cannot do it, I suppose?—No, they cannot do it.

54754. It is necessary they should be able to borrow for the purpose?—Yes.

54755. With regard to these parishes in which the rate is so very heavy, I think Mr Bentham said something to you about whether it would not be well that some of them should be combined, so that there should be some larger area than the parish. What is your objection exactly to having a larger area?—You are altering your whole district. It depends on how you are going to levy the rate, if it is to be over the county or over a certain district.

Objection to larger areas as a means of relieving highly rated parishes, and proposed increased grants to such parishes.

54756. Let me put it this way: supposing you combine some of these areas into a larger area, would not that tend to diminish the burden on the particularly heavily-rated parishes?—It would.

54757. Would that not be a means of meeting the difficulty, or do you see objection to it, and if so, what?—I would rather that the grants were increased to these poor parishes.

54758. If you increase the grants, that means that you are throwing the charge on the State, does it not?—The wealthy parishes get the best of the grant, they are given the grant on valuation.

54759. You mean the basis of allowing the grant should be changed?—Yes.

54760. So that the poor parishes should get more benefit from it?—Yes.

54761. (*Mr Booth.*) In that way would you decide which parish was a poor parish and which parish was not. You want the grant to be distributed in a way not according to population, I understand?—It is according to population and valuation just now.

54762. You want to alter that?—Yes.

54763. And make it more according to poverty?—Yes.

54764. How are you going to decide what is to be the test of poverty?—Against the heavy rating.

54765. You would take it the rating per head?—Yes.

54766. (*Sir Samuel Provis.*) Would that not be open to the objection that the more they spend the more they would get from the State?—But there would be a safeguard in the collection of the rates, a certain amount must be collected.

54767. But anything above the minimum, you would say, would be recouped wholly or partly from the State; is that your scheme?—Yes.

54768. Is it not open to the objection that that might lead to extravagance?—I would give the central board more power over them.

54769. Is it not difficult for a central board in a matter of that sort to exercise control over a local board?—They could withhold a portion of the grant.

54770. If the expenditure exceeded a certain amount?—Yes.

54771. If they withheld the grant their difficulty would not be met, because they would not get the increased expenditure out of the grant?—No, but the administration will be kept up to standard.

Method of determining whether an applicant is able-bodied.

54772. (*Mr Booth.*) You, I think, told Mr Patten-MacDougall that the decision as to whether an applicant was or was not able-bodied rested mainly with the doctor?—As a rule the doctor is the one who certifies the able-bodied.

54773. Does it not follow from that that it is not a question of what a man is earning, but what he is capable of earning?—Yes.

Question of General Superintendent inspecting the poorhouses in his district.

54774. With regard to what you see of the poorhouses, you do visit them, I think, although you do not inspect them?—I only visit them if Mr Barclay happens to be in the parish at the same time.

54775. You do not visit them independently?—No.

54776. Is there any particular object in your visiting them?—No. Mr Barclay, our senior officer, sees all the poorhouses, and if he is in the parish I will go with him to the poorhouse. If he was not there, I would not go to the poorhouse myself.

54777. Going with him in that way, what is the object?—Just to see through the building.

54778. Do you take particular interest in those inside whom you have known outside?—If I saw any inside that I have known outside.

54779. You do not go with the object of seeing how they are treated?—I do not visit the poorhouses at all. I understand the Board are going to put that duty on us next year.

54780. (*Mr Patten-MacDougall.*) If the grant were to be re-allocated, I think another suggestion that was made by the Local Taxation Commission is that it should be according to the ability of each parish. Is that not so?—Yes.

54781. The ability of each parish is decided by the assessable value?—Yes.

54782. That would be a very fair test, would it not?—I think so.

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Mr WILLIAM PENNEY, called and examined.

54783. (*Mr Patten-MacDougall.*)—You are one of the four general superintendents under the Local Government Board for Scotland?—I am.

54784. Your district is the Southern Highland District?—It is.

54785. You were appointed to that district in 1900?—I was.

54786. Prior to 1900 I think it is the case that you were general superintendent for the Highland District, of which Mr Millar is now superintendent?—I was.

54787. So that your experience of Poor Law administration in Scotland is now somewhat long?—Between thirteen and fourteen years.

54788. You have prepared a statement of your evidence, which we will treat as your evidence-in-chief if you will kindly hand it in?—Certainly.

(*The witness handed in the following statement.*)

1. It may not, perhaps, be out of place to preface this evidence with a brief description of the duties devolving on the General Superintendents of Poor.

2. I may, therefore, begin by saying that Scotland is divided into four districts, to each of which a General Superintendent is appointed. Each district includes several counties, which are divided into parishes for the purpose of Poor Law administration.

3. The principal duty of the General Superintendent is to ascertain and report to the Local Government Board the manner in which the relief of the poor is carried out in his district.

4. With this object in view, the various inspectors of poor are visited as frequently as occasion requires and opportunity permits. These visits, I may mention, are made, as a rule, without previous notice.

5. The books kept by each inspector of poor are examined, and a note made of their condition in the form of report provided for that purpose. Especial attention is given to the record made by the inspector of the ascertained circumstances of each applicant prior to admission to the roll of poor, and to the report also made by the inspector of the condition in which he found each admitted pauper at the dates of his visits made since the last scrutiny by the General Superintendent.

6. A memorandum is made of any cases in which aliment appears to be inadequate or excessive, also of any in which it is thought possible to discontinue it without undue hardship.

7. I may here quote from an annual report by one of the best inspectors of poor in my district: "Careful inquiry 'into the circumstance of each case before admission, and 'frequent subsequent visitation, are the essentials of good 'administration."

8. Frequent visits, in the course of which a word of sympathy and of encouragement may be spoken, are, in my opinion, very potent factors for good in every way. The majority of the inspectors of poor in my district—I allude to the larger parishes—make a point of visiting, where it is reasonably possible, each pauper chargeable to their parishes at least once a year, whether the pauper be resident within or beyond their boundaries.

9. I endeavoured to have this course adopted as regards non-resident paupers by the inspectors of the smaller parishes, but was not successful in getting the plan approved. The chief objection was the alleged cost of the journey involved, it being apparently forgotten that circumstances might be disclosed which would relieve the parish of chargeability from any further outlay by way of aliment.

10. I have followed up cases of non-resident paupers, visited them at their houses, and at times found that the aliment given could be reduced or abolished without the infliction of any hardship. I may here mention that the course usually pursued is to record the case "for reconsideration by the Parish Council" on the report made to the Board of the visit to the parish.

Mr. William Penney.

11. In, I think I may say, the majority of such cases, the Parish Council concerned adopts, with or without modification, the suggestions made, but in some they simply reply that "they see no reason to alter their line of action." Where such is the case, relief being given in form (*e.g.* outdoor), which the Board have declared "to be (in certain cases) hurtful in practice," and no special circumstances being set forth, I venture to think that the Board might well have power given them to interfere.

Adoption by Parish Councils of General Superintendent's suggestions, and need for Board having power to compel adoption in certain cases.

12. The hands of inspectors of poor would be greatly strengthened by the Board having such power, and I do not think that the better class of Parish Councillors would take exception to its acquisition.

13. When visiting the poor at their houses, accompanied, I may say invariably by the inspector of poor of the parish, the reception accorded him by the person so visited has frequently been of great assistance to me in drawing conclusions with regard to the regularity of visits paid, and the knowledge acquired by him (the inspector) of the circumstances of those under his charge. I have often been astonished at the intimate acquaintance possessed by him of the family history.

Inspector of Poor's intimate knowledge of cases.

14. I have been in an inspector's office when a call has been made there by some one desirous of asking his advice on a purely personal or family matter, and been told, in reply to my inquiry, that the applicant was one of the registered poor who "come to ask advice on all subjects."

This is, of course, practicable in small parishes alone, but tends to show that the inspector is frequently looked upon as the friend and adviser, a very desirable state of affairs.

Inspector of poor as friendly adviser of paupers.

15. In addition to checking the roll of poor and their allowances, it is part of the General Superintendent's duty to visit and examine houses belonging to or rented by the Parish Council in which paupers are lodged, also the accommodation provided for casual sick poor. In country parishes these houses are not infrequently at a considerable distance from the house of the inspector of poor.

Inspection by General Superintendents of parish cottages, casual sick accommodation, and boarded-out children.

16. This is explained by the fact that in such parishes there is, as a rule, no permanent office for the inspector. When the inspector dies or resigns, his successor may live several miles from where the late officer resided.

17. Another and very important duty devolving upon General Superintendents is the visiting of children boarded out by Parish Councils. To this I hope to refer in greater detail later on.

18. What are known as "special inquiries" form another portion of the General Superintendent's work. These are held under instructions from the Board, and have their origin, as a rule, in complaint made by someone. The most common form is that of "inadequate relief."

"Special inquiries" by General Superintendents.

19. Such complaint is, as a rule, made on relief in the poorhouse being offered instead of an allowance in money, otherwise called "outdoor relief." With regard to complaints having such a basis, I may say that in very few cases have I found the circumstances to be such as to warrant my reporting that the Parish Council against whom complaint was lodged had acted harshly in refusing outdoor aliment.

Investigation of complaints of inadequate relief, etc.

20. Such inquiries frequently occupy a great deal of time, as what appear at first sight to be strong testimonials to the conduct and character of the applicant, are at times forthcoming and require investigation. Such are too often given with but an imperfect knowledge of the applicant, his habits and real character.

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21. A case of this kind was investigated by me not long ago, in which the applicant for outdoor relief produced the most excellent certificates of sobriety from men of some standing, but he, on inquiry, admitted to have been far from sober when applying to the inspector for relief.

22. Differences of opinion between parishes as to liability for a pauper's support, etc., also furnish material for inquiry by the General Superintendent.

Evils of outdoor relief to mothers of illegitimate children.

In the Board's Rules, Recommendations, etc., mention is made of several classes to whom it is declared that experience has shown it to be "hurtful in practice" to give relief other than in the poorhouse. Prominent amongst these are "the mothers of illegitimate children," a class with which inspectors of poor come frequently in contact.

24. This pronouncement would seem perfectly clear, but the view has been at times taken that regard is rather to be had to the possible cost to the parish than to the morality of the person involved. That this is fallacious, even when regarded from the point of view of expense alone, is easily demonstrated. The illegitimate children, possibly increasing in number year by year, are more than likely to fall on the parish at a later period. Disregard of the future, in order to effect a small present economy, is a very expensive policy.

25. I may here give a salient instance of the result of frequent visits to a parish. In May last I made the ordinary visit, and furnished the usual report to the Board. Having occasion to re-visit the same parish for some special purpose in the October following, and knowing what occasionally happened in that locality, I took advantage of my being there to again examine the roll of poor.

26. I ascertained that on 2nd October a woman had been admitted to outdoor relief who had given birth to an illegitimate child, her husband having died in the asylum a year before. Her case was taken up by two members of the Parish Council, and not opposed by any of the others. An allowance of 4s. a week was given her. Any protest by the inspector of poor in such a case is in vain. In the ordinary course of events I would not have again visited that parish before the spring of the present year (1907), and the woman would, in all probability, have been in receipt of the allowance for at least six months.

27. Where one such applicant is successful, others similarly situated hasten to come forward, and with reasonable prospects of success. The case alluded to was reported by me to the Board, and the Parish Council asked for their observations. The result was that, at the next meeting of the Parish Council, the woman's name was removed from the roll of outdoor poor. To accept relief in the poorhouse never for a moment entered her head.

Canvassing for relief by applicants or their friends.

28. This case aptly illustrates the evils of canvassing which is still, in some quarters, too prevalent. Applicants, or their friends, seek to interest any one supposed to have a say in the giving or withholding of relief. The Board have laid it down that "Applications for relief should be made to the inspector only," but there are not wanting entries, in the record of inquiries pending the Board's decision, of statements made to members of the clerical staff by relatives of applicants. It is not unreasonable to imagine that such statements were made in the hope of influencing the outcome of the case. No other object seems probable.

General Superintendents as Public Health Inspecting Officers.

29. I may mention that the general superintendents are also inspecting officers under the Public Health Acts, and that, at times, there is a considerable demand made upon their available time in order that inquiries may be held, and reports furnished, on various subjects to which these Acts apply.

30. I hope the above particulars may afford a fairly correct idea of the duties devolving upon, and the work done, by the general superintendents. I shall now pass on to treat of the particular district of Scotland to which I have been appointed, and of the administration of the Poor Law therein.

Southern Highland District, its extent and population, etc.

31. The Southern Highland District, to which I was appointed in 1900, is composed of the counties of Aberdeen, Forfar, Fife, Perth, Kincardine, Clackmannan, and Kinross.

32. It contains 296 parishes for Poor Law purposes. Each has an inspector of poor. In 37 parishes the number of paupers and dependants does not exceed five.

Southern Highland District, its extent and population, etc.

33. The following table shows the population of the several counties in 1891 and 1901 :—

	1891.	1901.
Aberdeen . . .	284,036	313,825
Forfar	277,735	284,082
Fife	190,365	218,840
Perth	122,185	123,283
Kincardine . . .	35,492	31,537
Clackmannan . . .	33,140	32,029
Kinross	6,673	6,981
	949,626	1,010,577

34. The total increase in the seven counties amounted to 60,951. During the ten years, Aberdeen gained 30,000, Forfar gained 6,000, Fife gained 28,000, and Perth 1,000. Kincardine lost 4,000, Clackmannan lost 1,000, while Kinross showed little change.

35. There are, in the district, only two parishes, Aberdeen and Dundee, with a population exceeding 150,000. The former has, of late years, shown an annual increase of about 4,000, while the latter has only gone up by about 1,000 per annum.

Statistics of pauperism in Southern Highland District.

36. Taking the counties separately as regards pauperism, we find Aberdeen showing an increase during the five years—1901 to 1906—of 814 paupers and dependants, Forfar one of 340, Fife one of 483, and Clackmannan one of 38. Perth decreased by 74, while Kincardine and Kinross remained practically unchanged.

It is noteworthy that, while the pauperism of the county of Aberdeen showed an increase of 814, that of the city parish of Aberdeen rose by 886.

37. The ratio of paupers to population does not, throughout that county, exceed the average for the whole of Scotland, which has been given as 23 per 1,000. I may, perhaps, here record that, in none of the counties in my district, is this ratio appreciably exceeded except in one parish.

38. The following statement shows, with approximate correctness, the ratio of paupers (and dependants) in each county :—

Aberdeen	23 per 1,000.
Forfar	22 ,,
Fife	18 ,,
Perth	18 ,,
Clackmannan . . .	17 ,,
Kincardine	16 ,,
Kinross	11 ,,

39. The difference in the figures given above will possibly be explained when the various pursuits and occupations in the several counties are considered.

Industrial conditions of Southern Highland District :—Aberdeenshire.

40. In the county of Aberdeen there is one large parish, Aberdeen, with a population of 171,000. Its industries are shipping, engineering works, fishing, granite quarrying, manufactures, and the usual trades of a large centre. There are only two other parishes in the county of any considerable size, Peterhead (15,000) and Fraserburgh (10,000). The prosperity of these two places depends, almost entirely, on herring fishing. The rest of the county is agricultural.

Forfarshire.

41. Forfar county, like that of Aberdeen, has one large centre of population, Dundee (165,000); factory work and ship-building are the chief industries. It is reputed to contain more of the very poor than any other town in the district. At the beginning of 1906 it showed 25 per 1,000 of paupers. During the previous five years the increase in paupers and dependants was 298.

42. The other large parishes in the county of Forfar are Arbroath (22,000), and Forfar and Montrose, each with a little over 10,000. In all three, work in different factories is the chief occupation followed. There are, in addition, some smaller towns throughout the county in which manufactures are carried on. The rest of the county is agricultural.

Fifeshire.

43. Fife has two large parishes, Dunfermline (31,000) and Kirkcaldy (42,000). These are manufacturing centres, linoleum and linen being among the chief products. Along the coast fishing is also followed, but the great industry of the county is coal-mining. I may here remark that, in the most densely populated parts of the county, where practically every man is a miner, the ratio of pauperism to population is very low.

Perthshire.

44. Perth county is almost entirely agricultural. In the city of Perth there are large dye works and some lesser industries. In Blairgowrie district fruit-growing is largely

patronised, and the picking of the ripe fruit affords profitable occupation to large numbers every summer.

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45. Kincardine is another agricultural county. In Stonehaven (4,500), the only town of any size, there are some small net and wool factories. Fishing is carried on along the coast.

ackmannan-ire.

46. Clackmannan contains one considerable town, Alloa (11,000). The industries in and near it are brewing, manufacture of yarn, shipping, building, and coal-mining.

nross-shire.

47. Kinross, the smallest county, has no outstanding pursuit. In the town of Kinross (2,136) there are a few factories, but of no size.

orhouses in strict.

48. There are 14 poorhouses in the district, and all the 296 parishes, with the exception of 19, have the right to send paupers to one or other of these.

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49. Certain parishes have, in addition, almshouses, in which aged and infirm paupers are maintained. These are, as a rule, well managed, and are, what they are intended to be, "Homes of Rest" for the aged. There is much less reluctance to enter these houses than to go to a statutory poorhouse. I may, perhaps, mention that in Peterhead as being especially well kept.

50. I go over this house, as I do others, whenever I visit the parish, and have always found the inmates comfortable, and saying "It is good to be here."

51. Statutory poorhouses being visited and reported upon by another general superintendent, I shall make no reference to their administration.

52. It may, possibly, be of interest to record here the ratio of pauperism prevailing in the larger parishes in the district.

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Aberdeen (171,000)	23 per 1,000.
Dundee (165,000)	25 ,,
Kirkcaldy (42,000)	13 ,,
Dunfermline (31,000)	23 ,,
Perth (30,000)	15 ,,
Arbroath (25,000)	20 ,,
Beath (21,000)	12 ,,
Alloa (17,000)	18 ,,
Peterhead (15,000)	24 ,,
Wemyss (15,000)	18 ,,
Fraserburgh (10,000)	19 ,,

53. These figures are prepared from the returns made to me at the beginning of 1906. In none of the parishes is the ratio of pauperism to population so high as to call for any searching inquiry, but the low figures in such places as Beath and Kirkcaldy are explained by the fact that employment has been plentiful, wages good, and, practically, every man a worker.

54. The ratio of pauperism to population, taking the district (seven counties) as a whole, is 18 per 1,000.

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55. In the larger parishes the inspector of poor gives his whole time to his duties as inspector, but, in the smaller, he is frequently a schoolmaster, occasionally a shopkeeper, a carpenter, a farmer, a shoemaker, or a blacksmith. Not a few are appointed with no previous knowledge of Poor Law administration, which they acquire only after appointment.

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56. The salary paid is also very small in some instances, and, I venture to think, out of proportion to the work which the officer may be called upon to perform and the knowledge he is presumed to possess. All things considered, the work is well done.

pathy of atepayers wards arish Coun-l elections.

57. It is a matter for regret that there is no very great interest taken in the election of Parish Councillors by the ratepayers as a body. I have made some inquiry into the numbers of votes recorded when a Parish Council election takes place.

58. At that in the city parish of Aberdeen, in November 1904, nineteen new members were elected to a council of thirty-one. Contests took place in eight wards, the total number of possible voters being 24,426. Votes were recorded by only 10,479.

At the election in 1901 there were contests in five wards, having 13,819 voters. Of these only 5,675 voters went to the poll.

ffect of multaneous ections for own and arish Coun-ls.

59. The same indifference prevails elsewhere. In Dundee, the next parish in point of size to that of Aberdeen, not half the total vote. The fact that elections for Town and Parish Councils take place at the same time causes, it is alleged, the latter to be "over-shadowed by the former."

"It is difficult," writes an inspector, "to get a sufficient 'number of good business men to come forward from each 'ward as Town and Parish Councillors."

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Proposed tripartite retirement of Parish Councillors.

60. It has also been alleged that "continuity of management" is impaired by a (possibly) entirely new council being elected at a triennial election, and the suggestion made that one-third of the Parish Council should retire annually as is the case with Town Councils.

Objection to Burial Society Collectors as Parish Councillors.

61. The comparative want of interest taken in Parish Council matters leads, at times, to men being members of Parish Councils who are "hardly in a position to sit as judges on applicants for relief." I am quoting from a statement by the inspector of Aberdeen, who says: "We 'have, at the present moment, as councillors, two Funeral 'Society collectors. These men collect for the Aberdeen 'Northern Friendly Burial Society. They are working and 'making a living in the very strata of society from which our 'pauperism springs, and on several occasions the applicants 'distinctly stated to my assistants that they would not have 'made application if they had not been advised to do so by 'one or other of those men."

Apathy of ratepayers towards Parish Council elections.

62. The inspector of Fraserburgh, a very able officer, writes: "I cannot say that a great deal of interest is 'taken in the election, just about the same as would be 'taken in the School Board election. The Town Council 'election easily creates the chief interest. Of course, Town 'Council work, although not one whit more honourable or 'more useful, is more interesting, and confers more distinction upon its members."

It is only when some matter crops up on the merits of which public opinion is divided that much interest is taken in Parish Council business.

Trend of Poor Law administration.

63. As regards the general trend of Poor Law administration of late years throughout the district, I may say that, in the smaller parishes, there has been no very marked change.

64. With regard to the largest parish, that of Aberdeen city, the words of the inspector of poor may be quoted. He says: "The general trend of Poor Law administration 'is certainly to increase the comforts of the poor both 'in-door and out-door."

Out-relief allowances in Aberdeen, Arbroath, and Kirkcaldy parishes, etc.

In his parish, he says, a married couple received, ten years ago, as a rule, 4s. a week; they now receive 6s.

65. I have gone over the allowances to married couples given in all, or nearly all, the larger parishes in my district, and find that the larger sum has been commonly given for many years. It would, therefore, seem that the parish of Aberdeen is not peculiar in its grant.

66. The same inspector says, with regard to families where there are dependants: "The allowance was, in '1896, 1s. 6d. per child, but an allowance of 10s. was 'generally granted where there were six dependants."

67. "At the present time," he goes on to say, "that 'allowance, in similar circumstances, has now been in-'creased to 2s. per child, and, in cases where the depend-'ants number six, if the sixth child is under the age of 'one year, another 2s. is generally given." Referring to a number of returns made me on this subject, and taking the first two coming to hand from largish parishes, I find the allowance to a married couple in one (Arbroath) given as 6s. and, in the other (Kirkcaldy), as 5s. Each of the two parishes allows 2s. per head for dependants when these are children. In the smaller and rural parishes, where house rent is lower, the sums allowed are somewhat less.

Increased out-relief in Arbroath and Montrose, and reasons therefor.

68. I may here quote from the information given by the inspector of Arbroath, an official of long standing and high repute, who says: "The weekly allowance to each outdoor pauper has not materially increased during the 'last ten years, but the total amount paid to outdoor 'paupers in that period has increased by 26 per cent., and 'the number of persons in receipt of relief by 25 per cent."

69. The increase in the number of those in receipt of relief he explains as follows: "When factories close, the 'young and single workers migrate elsewhere, leaving the 'old and helpless behind them."

70. This statement is well illustrated in the case of the parish of Montrose, to which I have alluded in par. 37. The ratio of pauperism is there about 33 per 1000. At the date of the last return there were 322 paupers on the roll of poor. On investigation it was ascertained that 114 of these were women over sixty years of age.

The great majority, if not all, of these latter had been engaged in various factories in the town, where work was no longer to be got.

71. When visiting paupers at their houses I have come on many instances of this, and have been told, "I worked 'while I could; then my friends helped me. Now their

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'factory is closed and they have gone elsewhere in search 'of work. I have had to take relief." Those who seek work have to leave all heavy baggage behind!

Intemperance the chief cause of pauperism

72. As regards the causes contributing to pauperism, there is a practically unanimous consensus of opinion among inspectors of poor with regard to intemperance being the chief. One inspector, with over thirty years' experience, tells me, "Neither my chief assistant nor 'myself can recollect a single case of a life-long total 'abstainer having become chargeable to the parish."

Other causes of pauperism.

73. Other largely contributing causes are, want of thrift, and neglect of provision for old age and for possible widows and orphans.

Attitude of poor towards the right to relief.

74. There is, also, a growing tendency to consider parochial relief as something to which the payment of poor rates entitles the applicant, apart from any consideration of the circumstances of his, or her, relatives.

75. I have been told, and I believe correctly, by inspectors of poor, that it is by no means uncommon for the children of applicants for relief to endeavour to disclaim any liability for their parents' support on the grounds that the latter "had paid rates" for many years, and were, therefore, entitled to receive a refund of their contributions in the shape of relief, no consideration being had to the circumstances of their children whom they had supported until able to do for themselves.

76. I may give a single case as illustrative of what I here allude: a complaint was made to the Board by a ratepayer that the Parish Council of his parish was alimenting an old woman at the rate of 4s. a week whose son was quite able to support her.

77. I visited the son's house, and there found the old woman very comfortably lodged and tended, as was quite correct and proper. Her son admitted being in receipt of good and regular wages, and, when the question was put directly to him whether he could assert that the allowance to his mother was a necessity, he replied that he "did not grudge Grannie her meat."

Attitude of poor towards the right to relief and need of enforcing Poorhouse test in cases where relatives are able to contribute.

78. The case was referred to the Parish Council, who declined to withdraw the allowance. The position taken up by them was, in the main, that she had brought up her children well as long as she could, and that she deserved some reward for so doing.

79. This is the reasoning which appeals to sympathetic onlookers, but the course followed was not in accordance with the alleged responsibility of children for their parents' support, their circumstances being such as to enable them to do so.

80. Such cases form precedents which are apt to be quoted elsewhere and interrupt the uniformity of administration which it is desired to secure.

81. In the case just quoted, had it been intimated to the son that any further relief given his mother would have been in the shape of indoor (*i.e.* poorhouse) relief alone, there can be no doubt that he would have refused to let her go there and would have supported her by his own exertions.

The boarding-out of pauper children; its success; foster parents' motives in taking children, etc.

82. The boarding out of children by Parish Councils is a matter of great importance and of much interest. Inspectors of poor are, as a rule, throughout my district, averse to keeping children in a poorhouse whenever it is possible to place them in a satisfactory home.

83. The large majority are boarded out in the country, those boarded out in towns being, almost invariably, with some relative anxious to have charge of the child but unable to bear, unaided, the cost of keep.

84. I believe the cases where such children are taken in order that the guardian may make something out of the transaction to be very rare. I have found babies with childless people who were as fond of them as if they had been their own. Out of many cases visited by me I have only come on a single instance in which matters were not satisfactory. On my bringing this to the notice of the parish concerned, the children were at once removed to a more suitable home.

85. The art of dealing in a successful manner with children, and desire to have them in the house, seem to be, in some cases, hereditary. I recollect finding children boarded out in a country village and being told that the guardian (*i.e.* the woman with whom they were placed), her mother, and her grandmother had all, in turn, had children entrusted to them by the same Parish Council.

After-careers of boarded-out children.

86. The children so boarded out in the country go, in most instances, the boys to farm, and the girls to domestic service. In towns, the boys begin by doing errands for shops, into which they are taken, if well-behaved and trustworthy, for better posts.

After-careers of boarded-out children.

87. The girls find places in shops, go to domestic service, or, where there is opportunity, to work in factories. In some cases the children, both boys and girls, are apprenticed to a trade. When this occurs, they, I think I am correct in saying, stay on with their hitherto guardian, bringing to her the few shillings they receive weekly from their employers, and which money takes the place of the allowance previously paid by the Parish Council.

88. In this procedure the children seem to acquiesce in a manner very creditable to both parties. The children look on, and address the guardian as "mother," and admit her right to handle their earnings.

89. Girls, who have gone to domestic service, make their former guardian's house their home in intervals between "places," and boys similarly, though, perhaps, not so frequently, re-visit the place where they were brought up. Mention has been, not infrequently, made to me of presents sent by children to their sometime "mother."

Pauper children boarded out in Childrens' Homes and Orphanages.

90. It is not invariably the case that children are boarded out with private people; they are also sent to "Children's Homes," such as the Orphanage in Aberlour, and that at Whinwell, Stirling. The former I used to know well when living in the same district. I have not been there for several years, but believe it to be a well-managed establishment. The latter I visited recently and was much pleased with all I saw.

91. Both institutions are supported by voluntary contributions. When a Parish Council places a child in either, a fixed weekly sum, I think 3s. or 3s. 6d., is paid.

After-careers of boarded-out children.

92. Some of the boys enlist in the army, and I have been told by an inspector of poor of letters written to him by lads who were engaged in the late war in South Africa.

93. When visiting these boarded-out children I make a point of inquiring about the food provided for them. In the country it is customary for the children to have porridge at least once, sometimes twice, a day. In towns, I regret to say, this is not nearly so much the case, bread and tea forming a poor substitute.

Dietary, etc. of boarded-out children.

94. In my last annual report to the Board I described the regular food given a child boarded out in the country. It is as follows:—porridge and milk, perhaps followed by a piece of bread and jam, with a little tea (this last is not invariable) for breakfast, broth with potatoes, and any other vegetables available, for dinner, and either porridge or bread and jam with tea in the evening. There is, certainly, a sameness about the diet, but it is surprising how the children flourish on it. The improvement in physique in children brought from towns to be boarded out in the country is very marked.

95. Clothing is provided for these children by the various parishes to which they are chargeable. There is nothing distinctive about it which would mark a child as different from others. The children attend the local school, and are, in every way, the same as other children in the locality.

96. I chanced to hear to-day of a lad, now doing well as a soldier, who regularly spends his leave with his former guardian, whom he continues to call "mother," and to whom he is much attached.

Proposed "female visitors" for boarded-out girls.

97. When touching on this subject of children, in reports to the Board, I have suggested the more frequent employment of female visitors for boarded-out girls. It is easy for a man to gain a fair idea of a boy's physical condition, but there are easily understood difficulties in the case of girls.

Classes of children boarded out.

98. I may, perhaps, mention that the children who come to be boarded out by Parish Councils are orphans, children who have been deserted by their parents, and children who are separated from their parents. This last condition may be due to the parent, or parents, being in prison, or in an asylum, or incapable of taking charge.

Visitation of boarded-out children.

99. Regular visits are paid to such children by the inspector of poor, or his assistant, of the parish to which they are chargeable, and a record is kept of the same, with particulars of the child's welfare, progress at school, etc.

Success of boarding-out system.

100. This boarding-out system is undoubtedly a success, all things considered. New ties are created to replace the old, and the family feeling is preserved. Where there are other children in the house the boarded-out child fares like them; where there are none, the child so taken in fills the gap existing.

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101. I may mention that it is usually the guardian who finds a place for the child, when he, or she, is of an age to go to work. Information is given to the inspector of poor, who satisfies himself that the proposed place is suitable. The Parish Council are notified of this, and an outfit is given to the child.

102. I have made every endeavour to induce the smaller parishes to follow the example of the larger and give, with the outfit, a suitable trunk to hold the clothing provided. It means a great deal in the "life" of clothes. The suggestion has been generally adopted.

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103. In my annual reports to the Lo al Government Board I have, not infrequently, remarked on the unequal pressure of the poor rate in different localities. This is very marked in the case of burghs which may embrace portions of two different parishes within their boundaries. A single instance of this will suffice to illustrate my meaning.

104. The river Tay flows through the City of Perth. The dwellers on its west side are in the parish of Perth, and pay a little over 5d. (as owner or occupier) per £1 of rental, while those on the eastern side are in the parish of Kinnoull and pay less than half that sum.

105. In past years I have alluded to this matter, and suggested the levy of a general rate for the whole country. If it were impossible to fix a general rate for the whole of Scotland, it might be found practicable to arrange one for each county or group of counties.

106. The objection to this scheme which is usually urged is that extravagance in management would probably ensue. It would, undoubtedly, be necessary to insist on relief being given in accordance with the recommendations of the Local Government Board, which would become rules, and to prohibit, without the consent of the Board, the granting of allowances over a certain amount.

stion as to ition of ement.

107. This question of a poor rate naturally leads up to that of settlement, which it is desired, in many quarters, to have abolished. This is too large a matter to go into here, but it may, perhaps, be urged that as children, the coming generation, are commonly spoken of as "the assets of the nation," it might be equally appropriate to look on the "exhausted receivers" (*i.e.* those who have to be supported by the poor rate) as "the liabilities of the nation," and not of any particular parish.

108. The parish where a man was born has, not infrequently, to support him when he becomes old and incapable of work, although he may have left it early in life and not have benefited it in any way by his labour for many years.

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109. As far as I have been able to ascertain, the giving of outdoor relief has no effect on wages throughout my district. The inspector of poor of Aberdeen says, on this point: "I am sure that, in this parish, pauper labour does 'not come into competition with the labour market. With 'regard to female paupers, a good many widows with 'children are in constant employment at mill work, etc., but 'I have never heard it suggested that their employment in 'any way affected wages."

110. The inspector of poor of Dundee says: "My 'experience is that respectable widows in receipt of relief 'are always amongst the best paid workers. I have no 'hesitation in saying that outdoor relief does not in any way 'tend to lower wages."

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111. As regards the extent to which the Workmen's Compensation Act affects the pauperism of a locality, I may quote the inspector of poor of the parish of Beath in Fife. He says: "The mining industry is one to which 'the provisions of the Act apply, with the result that the 'widows of those who may be killed while following their 'employment invariably receive a sufficient sum to enable 'them to bring up their families, while those who may be 'temporarily incapacitated receive during the period of such 'incapacity a weekly sum equivalent to half of their weekly 'wage estimated over a period of three years, and amounting 'generally to fifteen shillings or thereby. This I regard 'as a very potent factor in maintaining a low ratio of 'pauperism."

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112. The same inspector of poor says of friendly societies: "As a rule the miner, bearing in mind, no doubt, the 'hazardous nature of his employment, is identified with one 'or more of these societies, and, if disabled by illness, is 'thereby placed in receipt of a sum approaching to, and in 'cases which have been brought to my notice, equal to his 'average weekly wage, according to the number of these 'societies of which he may be a member and the aliment 'they allow."

Effect of Workmen's Compensation Act on unemployment.

113. Other inspectors of poor, however, would seem to hold that the Workmen's Compensation Act prevents the employment of a certain class, especially where machinery is employed. The class alluded to are those no longer capable of a full day's work by reason of age or partial disablement, the risk to the employer being too great to admit of their being employed.

Decreased pauperism in district.

114. Since I began this report, the statistics of pauperism as on 15th January 1907 have come to hand. It is satisfactory to be able to point out that, during the year 1906, there was a decrease in the number of paupers and dependants throughout the district. The actual amount (140) is not very great, but very gratifying when it is remembered that during the year prior to that under review the increase amounted to over 500.

Increased pauperism in Aberdeen.

115. The difference is most marked in the parish of Dundee, where the numbers in receipt of relief have diminished by 324. Although Aberdeen city parish continues to show an increase, yet it has been on a much smaller scale than during the last few years. There have been great developments in the linen and jute trades of late, which, perhaps, have a good deal to say to the decrease in the number of paupers.

116. I was told yesterday by a partner in a large "linen" house that his firm had orders booked for a year ahead, although prices were 50 per cent. higher than four years ago. It is, according to him, "not a question of price but of when the goods can be delivered."

Effect of large towns on county pauperism.

117. It is interesting to note that, where a county has one conspicuously large town, the increase, or decrease, in the number of its paupers very accurately represents the rise, or fall, of pauperism in the county considered as a whole.

118. Aberdeen county, for instance, showed an increase, during 1906, of 100 paupers and dependants, while the city parish of Aberdeen showed 124 more persons in receipt of relief.

119. Forfar county, similarly considered, went down by 351 cases, while the parish of Dundee had 324 persons less as relieved by the poor rates.

120. It is not impossible that there have been other contributing causes, apart from a revived prosperity, but it is, I imagine, unnecessary to enter here on more or less speculative conjecture.

Aberdeen's unsuccessful experiment of paying out relief allowances weekly.

121. An experiment was lately made in the city parish of Aberdeen concerning the payment of outdoor allowances to those on the roll of poor. It had been the practice, for a long time, to pay them once a month. Weekly payments were substituted.

122. The inspector of poor reports that this was not a success, and that there were more cases of drunkenness reported, among those in receipt of relief, than when payments were made every month.

Proposed payment of outdoor allowances at shorter intervals.

123. I may here mention that there is no universally adopted interval between payments. Some inspectors of poor pay weekly, some fortnightly, some monthly (*i.e.* every four weeks), and some as infrequently as quarterly.

124. These last, the quarterly payments, are to be discouraged, and the Local Government Board have approved of my endeavours to get aliment paid at least every four weeks.

125. It is by no means unusual to find, in the pay roll, a certain number of paupers receiving their aliment every week and others at greater intervals. It is generally the case that the former are thought to be somewhat thriftless, and to be unfit to have larger sums in hand at a time. In this, as in other details, much depends upon the inspector of poor's power of discrimination.

Publication of lists of paupers, need therefor and beneficial results therefrom.

126. Many Parish Councils print an annual list of their paupers and allowances. Some, however, do not do so. Dundee Parish Council do not. I venture to think that it ought to be done in every case.

127. In support of my opinion I may quote from a statement made to me by the inspector of poor of a small parish. He says: "In two cases relatives took paupers off 'the roll owing to their names appearing in the printed 'list." There was no legal obligation on them to assist their poorer brethren, and what they would not do from kindly feeling they did for the credit of their own reputation.

Need for compulsory power to remove certain paupers to poorhouse.

128. Parish Councils complain, and with reason, of the difficulty experienced in dealing with a certain class of paupers who refuse to go to the poorhouse, and who, owing to their personal habits and infirmities, are a constant source of anxiety. I have, at times, visited such cases, and

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can realise the difficulty arising. One instance may, perhaps, suffice to illustrate my allusion.

129. The man was old, his room far from clean, his clothing disordered and unfastened, his person reputed verminous, and his temper such that no one could be induced to look after him.

130. To all representations he simply replied, "You 'haven't the power to send me to the poorhouse, and I 'won't go." He relied on the Parish Council hesitating to take the extreme step of withdrawing his allowance, and remained master of the situation. I am inclined to believe that, had he known that the Parish Council did possess power to remove him to the poorhouse, he would have gone without compulsion.

Co-operation between charity and poor law: extent of overlapping and instance of overlapping.

131. Some inspectors of poor tell me that the administrators of charitable bequests, and the like, co-operate with them. This is, however, by no means universal. There is, undoubtedly, much overlapping.

132. In a parish of no very great size, I was told the following story, on a recent visit, by the inspector of poor. His Parish Council give, every winter, to each of their outdoor paupers, a ton, or thereby, of coal. The clergy of the different denominations in the town where he lives have also funds for distributing of coal to the needy among their congregations.

133. One old woman, in receipt of relief from the poor rate, got her coal from the inspector of poor. She, it would seem, attended one church in the morning and another in the afternoon. From the "minister" of each of these she received another ton. So scanty was her space for storage that, according to the inspector, she was obliged to deposit a great part of the coal under her bed!

134. It is evident that, in the case just mentioned, there had been no endeavour, on the part of those in charge of the distribution, to ascertain whether the woman was, or was not, really in need of what they had to give. In some parishes, but not in all, the inspector of poor is consulted before charitable doles are given. This course obviates, to a great extent, the overlapping of which I have just quoted an instance.

Attitude of a Parish Council towards a case of inadequate relief.

135. I have mentioned in the earlier part of this statement that it is part of the general superintendent's duty to see that relief is not inadequate. In this connection I should like to quote the remarks of the Parish Council of a small parish in Aberdeenshire. I may explain that I had, after visiting a pauper, suggested that the weekly allowance was rather inadequate.

136. The comment was as follows: "The Council have 'always to keep in view the fact that, in an entirely rural 'parish, such as this, where a large proportion of the rate-'payers have but small holdings and earn a precarious 'livelihood, many have to pay poor rates that are little 'able to do so, and not a few are themselves not far removed 'from the verge of pauperism."

Surprise visits to parishes.

54789. (*Mr Patten-MacDougall.*) As regards your visits to the parishes in your district, I think it is the case that you generally make those visits without any previous intimation or knowledge?—Almost invariably so.

54790. That is, of course, unless you are on some special mission, where a special inquiry has been ordered by the Local Government Board?—Yes.

Special inquiries.

54791. You have a good many of these special inquiries now, have you not?—A very fair number.

54792. Do you find it possible to overtake your whole district each year?—Not now.

Frequency of visits to parishes.

54793. I think the original intention was that you should, was it not?—It was supposed, I believe, when Scotland was divided into four districts, that as a rule each superintendent would be able to visit each parish once a year, or nearly so, and for the first few years that I was in my present district I managed, I should think, eleven-twelfths of the parishes every year. Say there are 296 parishes, the average was about 280 or 285 visits per year. To some of them I would go twice on occasion, but as a rule each parish was visited practically every year or fifteen months. Since the introduction of this new form of report the number has fallen to less than half. I only manage now about 120 to 130 visits in the course of the year, and by visits I mean the ordinary visits as separate from special inquiries, which, of course, might take me to a parish that I visited the previous week; but the ordinary visits for the ordinary Poor Law purposes only number about 125 or 130 in the year.

Improved method of inquiry.

54794. Do you think the more searching nature of the inquiry which has now been instituted is an improvement, or not?—There is no question about that. The former was greatly theoretical, while the present one is practical.

54795. To a certain extent, I think, the previous inquiries dealt with the inspector of poor's books and accounts, and to a large extent that has been superseded now, has it not, by the new system of audit which was introduced by the Act of 1904?—Very largely.

54796. Accordingly your duties now are not so much audit, you do not devote so much of your time to the audit part of the investigation?—Not nearly; we sometimes examine the books, but visiting and practical work has largely superseded that.

54797. Your duties now, I think, are largely to look into the administrative work of the Parish Councils?—That is so.

Reports as to inadequate or excessive relief, procedure thereto and results therefrom.

54798. As you say in paragraph 6, you make a memorandum in cases in which the allowance appears to be inadequate or excessive?—We do.

54799. Those cases are reported to the Local Government Board?—Yes.

54800. And the practice then is for the Local Government Board to send down your report, or such items in that report as seem to them to call for it, to the Parish Council and ask for observations?—Precisely.

54801. I think in most cases it is found that when the attention of the Parish Council is called, as it is now, by the report and by the fact of its being submitted by the Local Government Board to them, they give attention to the points that come before them, and probably act in accordance with the suggestions made?—Decidedly, in the majority of cases.

54802. You have found that?—Yes, undoubtedly.

54803. You have yourself followed up cases of non-resident paupers, have you not?—Yes.

Visitation of non-resident relief cases.

54804. And visited them in their homes?—Occasionally beyond my district.

54805. That is since the new system came into operation?—Since the new system entirely.

54806. That is, you think, a satisfactory feature of it?—I consider it a most happy one.

54807. That is, cases getting outdoor relief outside their own parish?—Yes.

54808. Not within your district?—Not always within my district; I have gone beyond my district, trespassed upon another inspector's district, because I was following up my own game.

54809. You are generally on these occasions accompanied by the inspector of poor of the parish of residence?—Almost invariably.

54810. Have you noticed whether that is agreeable to the persons whom you are visiting, that you take the inspector with you?—Yes, I have never heard the slightest objection raised to it.

54811. In fact, I think you find, do you not, that the inspector is the person those people getting relief frequently look up to as an adviser and guide, do they not?—I think I state that in paragraph 14.

Inspector of Poor as friendly adviser of paupers.

54812. Can you give us any instance of that?—The particular instance that I had in my mind when I wrote that paragraph was at Fraserburgh, where there is a most excellent inspector. Before going through his books I happened to be sitting there, and a woman came in and she asked about fire insurance. I naturally looked at the inspector, he smiled at me, and told her about it. I said, "You seem to be a sort of general 'informant for the parish. Who is that?" He said, "It is one of the paupers." "But," I said, "that has 'nothing to do with you." He said, "They come to me 'and ask all sorts of questions." I have not seen it in very many cases, but it has happened more than once.

Visitation of boarded-out children.

54813. You also visit the boarded-out children, do you not?—Yes.

54814. As regards the election to the Parish Councils, in paragraph 28 you tell us that there exist in certain

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quarters the evils of canvassing. Will you tell us a little more about that. Have you come across instances of that?—Paragraph 26 gives an instance of it. I could name many others, but that was a salient instance in which the woman had got two parish councillors to take up her case; it was rushed forward; other parish councillors, probably on the principle of, "I will not 'oppose your wishes to-day, if you will let mine go to-'morrow," did not urge anything against her getting relief, and she was admitted to the roll, and would have been on for perhaps six or eight months if I had not been in the parish again and seen it. I reported it to the Board. As I say in paragraph 26, I wrote a special letter about it, and the thing was so extremely palpably wrong that not a word was said in support, and her name was removed from the roll.

54815. Your experience has shown you that that is not an isolated case?—Not an isolated case by any means.

54816. Having made these inquiries, I think it is your practice, is it not, and the custom of the general superintendents, to come into Edinburgh to the department there, and to keep them in touch with what is going on in your district?—That is so.

54817. I think you make a general practice of coming in at stated periods, do you not?—Undoubtedly.

54818. So that the Board shall be kept acquainted generally with the methods and practice of administration in your district, and you shall keep yourself apprised of what the Board is doing with regard to your district?—That is so.

54819. It is your habit, is it not, and the habit of the other general superintendents, to examine the official files of the Board relating to your district?—Yes.

54820. The cases of inadequate relief or otherwise which the Board may be considering at the time?—That is so.

54821. (*Mr Nunn.*) Would not all such cases of appeal against inadequate relief naturally come automatically before the general superintendent for the district?—Yes; I may say every such case of an appeal against inadequate relief would almost invariably be sent to the general superintendent, but not certainly. Some the Board dispose of themselves; they do not require anything beyond the statement, and they dispose of them themselves.

54822. (*Mr Patten-MacDougall.*) You tell us as regards the pauperism of the districts that the pauperism of the county of Aberdeen has increased by 814?—Yes.

54823. And that in the city of Aberdeen it has risen by 886?—Yes.

54824. Do you find that is the general condition of matters in the large burghal areas in your district, that the pauperism there is increasing?—Yes, speaking generally, I do.

54825. I think you give instances of that?—In paragraph 38 I have given the pauperism of the counties, and in paragraph 52 of about a dozen parishes.

54826. In paragraph 49 you speak of the almshouses in your district?—Yes.

54827. Are there many of these?—No, the number is very limited. I should say not more than, in round numbers, a dozen in the district.

54828. And some of these have been bequests, I think, have they not?—Yes, some have originally accrued as bequests.

54829. There is one in particular, is there not, in Arbroath or Montrose?—The Dorwood House of Refuge; that is in Montrose.

54830. That is managed, I think, entirely by the Parish Council, is it not?—No, they have only a certain number admitted free, and they have to pay after a certain number. It is a small number of admissions free. They may be represented on the management, but it is not in their hands.

54831. Have they any control over it?—I am not positive on that point, but I think not.

54832. As regards the inspectors of poor, do you think the service of inspectors of poor is a good one. Do you think they do their work well as a rule?—As a rule, remarkably well; I lay emphasis on the words "as a rule," but I say they work remarkably well. Of course, there are exceptions.

54833. He is frequently, is he not, schoolmaster in some of these small parishes?—Very often.

54834. Do you find that that answers?—As a rule it does, but there are exceptions.

Advantage of a regular Poor Law service for Inspectors of Poor, with examination, etc.

54835. Do you think it would be an improvement if there was a regular Poor Law service, and examination and qualification, and if a knowledge of the Poor Law was essential to the performance of the duties?—It would undoubtedly be an improvement in this way, that a man would start off on his duty with a knowledge of the Poor Law, which he often at present does not possess.

54836. Have you often heard it expressed by inspectors that there should be such a service?—I have seen it propounded in some of the reports of their meetings.

54837. Was it mentioned with approval?—Yes, but I do not think they are very enthusiastic about it. The posts that are held by men without experience are extremely small. The salaries run down to about £2, and the ambitious inspector-to-be has not his eyes on those posts.

Question of appointing a whole-time Inspector of Poor for a number of parishes.

54838. At present, of course, the inspectors of these small parishes are inspectors of one parish only; does it occur to you, or have you thought at all, that their duties might be extended so as to cover three or four parishes?—Yes, undoubtedly they might.

54839. So that they might give their whole time?—The drawback is that the combined salaries as at present paid, of even three or four parishes, would not amount to a good salary. Take four parishes at £10 a year, which is not an uncommon salary, you cannot get much of a man for £40.

Other appointments held by Inspector of Poor.

54840. You must bear in mind that in addition to his office as inspector of the poor, he is often collector of rates?—Yes, and possibly also registrar—he could not remain registrar, of course. But even allowing 50 per cent. or 100 per cent. more for the collectorship—say it was 20, and the salaries of the four were grouped together, that would only come to £80, and it would not be a very able man you could get to devote all his time to the work for that.

Question of appointing a whole time Inspector for a number of parishes.

54841. It would be four very poor parishes where the combined salary of inspector of poor and collector of rates would not come to more than £80?—Yes; but in Fifeshire, there is a district that I know where there are several parishes, and there is an inspector every three or four miles, and he does not get paid, as a rule, more than £20 a year, and the duties of inspector and collector of rates, going quite outside that area, could be perfectly easily done by one man.

54842. That area would comprise how many parishes, do you say?—Perhaps four or five.

Question of one Registrar of Births, etc., acting for a number of parishes.

54843. (*Sir Samuel Provis.*) You said he could not be registrar if he had more than one parish. Why not?—It would be too large a district, I think. Perhaps I spoke inadvisedly. He might be registrar for two parishes, but there might be difficulties raised by the Registration Department about his having so large a district as four or five parishes.

54844. The relieving officer in England is very commonly the registrar of births and deaths?—How does his district compare with ours?

54845. It would consist of several parishes.—Yes.

Apathy of electors to Parish Council elections, and question of greater interest shown in County and Burgh elections.

54846. (*Mr Patten-MacDougall.*) In paragraph 57 you say there is no very great interest taken in the election of Parish Councils so far as your experience goes. Is that so?—That is so.

54847. At present, of course, the elections of Parish Councils take place on the same day in counties with that of county councillors and in burghs with that of Town Councils?—Yes.

54848. Do you think the same interest is taken in the one set of elections as in the other? Do you think there is more interest taken in the County and Town Council elections than in the Parish Council elections?—Very much more.

54849. The elections being on the same day, do not

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the same people vote for both. Of course it does not follow there is a contest in both, but assuming there is a contest, would not the same people vote in both?—Apparently they do not. From the number of votes recorded it would seem that they do not.

Apathy of electors to Parish Council elections, and question of greater interest shown in County and Burgh elections.

54850. Do you mean that a man who has a vote for both the County Council and the Parish Council would go to the poll and vote for the Town Council and not for the Parish Council?—I should not like to say for certain, because I should be speaking of a thing I am not well posted in, but it would seem not.

54851. You mean statistics would show that?—Statistics were furnished to me for only the votes for Parish Councils. I have not the others, but I have reason to believe that there are more votes given for the others.

54852. (*Sir Samuel Provis.*) Are there published statistics as to the number of voters in the two elections?—They are not generally published, but they are obtainable.

Burial Society Collectors as Parish Councillors.

54853. (*Mr Patten-MacDougall.*) You say in paragraph 61, "The comparative want of interest taken in Parish 'Council matters leads at times to men being members 'of Parish Councils who are hardly in a position to 'sit as judges on applicants for relief," and you give two cases of people who are funeral society collectors being elected as parish councillors?—That was quoted to me by the inspector of Aberdeen as a salient instance of what he referred to.

Stability in Poor Law administration.

54854. You think the trend of Poor Law administration has been very much of recent years the same as it had been for years before then?—Very much, with the exception that the treatment of the poor has been more generous in every way.

Aged pauperism in Montrose, and question of effect of Workmen's Compensation Act theron.

54855. You tell us that in the parish of Montrose there are 114 women receiving relief who are over sixty years of age?—Yes.

54856. Are we to gather that these women have been employed in the factories?—Nearly all of them.

54857. Are they discharged when they reach that age, or is it because they become mostly past work?—Mostly past work.

54858. Do you suggest they are discharged now earlier than they were owing to the Workmen's Compensation Act, or for any other reason?—I would be more ready to say that they are more unlikely to be taken on again if their work has temporarily ceased than that they are discharged while work is still on in the factory. Undoubtedly there are some cases where employers will not take the risk, and people are told, "You are too old, you must go." It is not so as a rule. Many of the factories are temporarily stopped and resume work again; if the elder people happen to be off work, there being no work for that particular factory, when it begins again they are unlikely to be taken back. That opportunity is taken to get rid of their services.

54859. Without any direct action being taken, it is done indirectly?—That is so.

Effect of temperance on pauperism.

54860. You tell us what is a very interesting fact; you quote your inspector, who says, "Neither my chief 'assistant nor myself can recollect a single case of a 'life-long total abstainer having become chargeable to 'the parish." Where was that said?—That was Aberdeen.

Movements of pauperism in Aberdeen.

54861. Aberdeen; the City Parish?—Yes.

54862. There there is a very large pauperism?—There is.

54863. And a very largely increased pauperism; is that not so?—A very large increase until recently; and the increase, as I have noted in a paragraph further on, seems to have received a very marked check.

Relief regarded as a right by the poor, and increase of feeling in this direction.

54864. In paragraph 75 you say the claim for relief is sometimes made by the children, who say that their parents are entitled to it because they have long paid rates; that the fact of their having paid rates all their life is sufficient reason for their getting relief, whether they are entitled to it legitimately or not. Do you find that that claim is made?—If you will allow me, I should perhaps rather word it this way, that the children should not be called on to support their parents who have paid rates; that the State or the Poor Rate should support the parents; that they should not be called on to contribute because their parents have paid rates. In theory we do not admit to the roll anyone who does not require support, and these parents must require some support, either indoor or outdoor, or presumably they would not be put on the roll; but when the children are told that they will be proceeded against if they do not repay what has been laid out, or take the burden off the parish, they put forward as an argument that their shoulders should not bear the burden because their parents have paid rates, and therefore should be getting their money back, or their pension, or any other phrase which you like to apply to it.

54865. (*Mr Bentham.*) Is it not also used rather readily on the part of those who are applying for relief, that they have paid rates and therefore are entitled to be relieved?—Yes, it is undoubtedly. I presume you would allude to those who have no children, a different case to that to which Mr Patten-MacDougall referred.

54866. Does that feeling obtain in Scotland?—Yes, undoubtedly it is increasing.

Motives of foster-parents in taking boarded-out children.

54867. (*Mr Patten-MacDougall.*) You tell us your experience as to boarded-out children, and you say that you do not think it is the case that these children are taken by the foster-parents in order that they may make money out of the transaction?—It is very rare when they do.

Success of boarding-out system for children.

54868. You approve of the system of boarding out, do you?—Thoroughly.

54869. You have seen a great deal of it?—A great deal.

54870. And you have inspected a great many boarding-out homes, houses where children are boarded out?—Yes.

54871. And you can say that in some cases you have found these homes have been used for that purpose for many years?—Yes.

54872. That a kind of heredity is established?—Just so—three generations.

54873. The grandmother, the mother and the woman herself have all had boarded-out children?—Just so.

54874. And that was a satisfactory home?—Very satisfactory.

Method of finding employment for boarded-out children.

54875. As a rule, employment is got for these children so boarded out afterwards, is it not?—Invariably, we may say.

54876. By the foster-parents?—Yes.

54877. In connection with the inspectors of poor, or the Parish Council of the parish to which they are chargeable?—If I may use the term guardian without misleading, the person who has charge of the child finds a place, he informs the inspector of the poor, who, in his turn, tells the Parish Council that this proposed place is either suitable or unsuitable; it is almost invariably a suitable place; the Parish Council give their consent formally to the child going, and the child gets an outfit, and a box sometimes to hold the outfit.

54878. I see you suggest that in all cases they should get a suitable trunk?—Yes, the large parishes give it, and some of the small ones. I have urged it on the small parishes that the life of the clothes will be increased by many years if they will give a box to hold them in, and in most cases they have adopted it. It is a matter of some 10s. or 12s., and it is really worth it in the interests of the children.

Dietary of boarded-out children.

54879. You tell us your experience of the kind of food that these boarded-out children get?—Yes.

54880. As a rule, porridge and milk is the main diet, is it?—In the morning. I have always advocated porridge when I have not found it is so. In towns milk is not so easily got.

54881. There are not many boarded-out children in towns?—Yes; I was speaking rather of the exceptional instances where porridge is not given. Then they give bread and tea, which is a great mistake. I should say

that in nine cases out of ten the breakfasts and very often the suppers are porridge and milk.

Equal pressure of poor rate and need for universal rate.

54882. You have views that you express here as regards the levying of a general poor rate for the whole country. Why does that commend itself to you?—On account of the inequality which exists. It first struck me in my former district that some parishes were paying the sum of 12s. or 13s. in the £ for poor rates, and others at a distance were paying ½d. in the £. That is very unfair to the heavily-rated parishes, and was a serious thing—in fact, it drove the able-bodied men away; the poorer the parish the more it had to pay.

54883. That was an opinion which you formed probably very strongly from your experience in the Highland districts?—Yes.

54884. You have not altered it since you came to your present district?—I have not altered it. The conditions, of course, are very different in my present district, because I think the largest sum that anyone pays is 10d. or perhaps 1s. in the £ poor rate, and the lowest is ½d. There is a considerable difference between the two, but it is very marked in such a case as that which I mention in paragraph 104, the city of Perth; I live within the boundaries of the city of Perth, and it happens that I am in the parish of Kinnoul, because I live on the east side of the river; I pay half of the rate that my neighbours living on the other side of the river pay.

54885. Of the poor rate?—Yes.

54886. Because you are within the burgh of Perth but the parish of Kinnoul?—Yes, I am within the city burgh boundary, but I pay just half the rate that the others who live on the other side of the river pay.

Effect of a universal poor rate on law of settlement and need for its abolition.

54887. Supposing a general rate were levied for the whole country, that would necessarily involve, would it not, the abolition of the law of settlement?—It would.

54888. Do you think that would be a good thing in the interests of administration?—Yes. It would give inspectors and others so much more time to devote to matters other than that of ascertaining the responsible parish which, whatever one may say and do, is one of the very first thoughts that come into a man's mind when relief is applied for.

54889. Even taking into account the fact of arbitration by the Local Government Board—which now is generally the outcome of a difference between parishes, I believe?—Yes.

54890. I suppose you are of opinion that the preliminary inquiries which have to be made by the inspectors of poor are such as to take up a very great deal of their time?—Yes.

54891. And that is what weighs with you most?—It does.

Effect of Workmen's Compensation Act on pauperism.

54892. In paragraph 111, you state what you regard as the effect of the Workmen's Compensation Act, and you quote there what the inspector of poor of the parish of Beath said about that. Has your own experience verified his view?—It has.

54893. And that is?—That it is very difficult to say what the result of these Acts is. Opinions are so very diverse; some say it is an insurance, and if you are injured you will get compensation; others say no—men or women who would be otherwise employed are unemployed, because they may cause very serious outlay to their employers. I asked an employer whom I met the other day whether in his particular line this acted, and he said, "We insure against it, so that it does not affect 'us the least; we will take on the workers if we think 'that they can work, despite their age; we insure our-'selves against it with the insurance companies, so that 'it costs us nothing but a small insurance fee."

54894. May I ask what was the nature of this business?—Linen-working, in Kirkcaldy.

54895. Is that a solitary instance of insurance that you have come across?—I could not quote others specifically, but I have reason to believe there are others from what I have heard.

54896. Take Dundee, where there is a large amount of factory work; the jute industry is very prosperous there at present, is it not?—Yes.

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54897. Does that sort of thing obtain in the Dundee jute industry too?—In some instances, but I should be sorry to say that it obtains generally. Provided a man or a woman has a character for being steady, I do not think that the age carries very much weight as long as employers think they are able to do the work.

Aberdeen's unsuccessful experiment of paying outdoor allowances weekly, and question as to advantages of monthly or quarterly payments.

54898. Going to paragraph 121, I see you say there that weekly payments of relief were substituted for monthly payments, in the city parish of Aberdeen?—That is so.

54899. Do you think that that is the rule?—The result was quite against one's preconceived ideas. In some places they pay quarterly, that is four times a year, and, as I have said elsewhere, the Board has in fact strongly backed up my attempts to eradicate this, I think because the payments are at too great intervals. Whether it is a national characteristic or not, it seems to me that when they have got hold of a large sum of money they pay greater regard to it, and they do not reduce it—their object is to keep it intact as far as possible; whereas with weekly payments the amount is small, and the mental argument seems to be, "If I spend this or 'squander it, there is another sum coming in a few days, 'and it will be replaced." If the payment is monthly, they may or may not argue—but I think sometimes they do—"We will get nothing more for a month, and, therefore, we must be a little more careful." If they get nothing more for three months, perhaps, there is need for greater care. That is the only explanation I can give. The chairman of one of the parishes of Aberdeenshire—and a very well-known one—strongly opposed the abolition of the quarterly payments, on the ground that, far from people becoming improvident from having a large sum put into their hands, it tended towards providence or to make them more careful.

54900. The result of weekly payments, I see you say, in Aberdeen was that drunkenness, increased among those who were in receipt of relief?—I have it on the inspector's authority that there were more cases of drunkenness, which seem to confirm my idea that the man or the woman, as the case might be, said, "If I spend this, I shall have something more coming in in a few days, and so it is only a case of tightening the belt till then"; but if they had to wait for a month, perhaps it would have been different.

54901. (*Mr Nunn.*) Is that not a train of thought which would occur rather in a provident than in an improvident man? Would not the tendency rather be with an improvident person having a large sum of money coming into his hands once a month that he would get through it rapidly?—As a nation, we are supposed to be of a provident turn; naturally, however, we may fall away; there are some good instincts still remaining. That is the only explanation I can give to account for it.

Question as to abuse of relief if paid quarterly.

54902. (*Sir Samuel Provis.*) Do you ever get cases where they have spent the quarterly allowance in the first month?—Yes. There must be such cases, and then they run into debt.

54903. They do not get additional relief?—No; if they come and apply for it, if it were known that they were absolutely starving, then they would very likely get some relief in kind, but not otherwise. But such a case is to me, I may say, unknown. I have asked inspectors just the very question you have put to me: "Have you not 'found that people get through, or "rush," as they call it, 'their quarter's allowance in the first month, say?" and they have said, "No, it is very rare."

54904. (*Chairman.*) If a person has a tendency to drink, surely the disposition would be to drink more according to the amount of money he had in his pocket?—That is quite true; but in cases of that sort, they are not paid quarterly. People who are suspected of drinking habits are noted. The quarterly payment is not a universal payment, although it may prevail; in certain cases the inspector says to me, "I have doubts 'about this man—or woman it may be, unfortunately—'and I pay him or her fortnightly or even weekly." Where he suspects the case, he never would give a quarterly payment. I may mention, perhaps, one case which it might interest you to know, which sets up certain grounds against quarterly payments. A widow woman who was on the roll was paid quarterly in advance, and

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ten days after she got a quarterly payment, she got married and went off on her honeymoon, which was supposed to have been furnished with this quarterly payment in advance.

54905. (*Mrs Bosanquet.*) It was a cheap way of doing it, was it not?—Of getting rid of her, do you mean?

54906. (*Mr Patten-MacDougall.*) She did not continue to receive relief?—No; she was struck off at once.

Paupers obtaining goods on credit of forthcoming allowances, and evils thereof.

54907. (*Mr Booth.*) Would a pauper be able to get goods on credit, it being known that the allowance would be paid at a certain date?—Yes, I am sure of it.

54908. He would be able to do so?—I have no doubt whatever of it.

54909. So that in that way, although they may nominally spend it all at once, they do not really do so if they are gradually borrowing, and are in debt to something near the amount that they may receive; it merely is that they do actually draw it day by day, but they draw it on credit and then start their credit afresh again?—That is quite so.

54910. So that the improvident people would be more likely to be in the condition of being always in debt excepting when the money came in, when I presume that the tradesmen would get it?—The tradesmen would probably not get the entire amount that is due to him; even although it did not equal the amount received by the pauper as aliment, he would probably allow some of the debt to stand over in order to keep the person on his books.

54911. Exactly so; but that is the way in which the money would be gradually distributed?—Undoubtedly.

54912. (*Mr Gardiner.*) Then the person herself would have to take what the shopkeeper chose to give her?—That is the mischief; and possibly at his prices.

54913. That is the result of the credit system?—Yes.

54914. The shopkeepers dictate?—Yes.

Rents paid by paupers half-yearly.

54915. (*Mrs Bosanquet.*) Is it the case that the rents are paid quarterly?—They are paid half-yearly.

54916. So that so far as the comparatively large sum which goes for rent, they are very often used to spend that at long intervals?—Yes. The provident pauper, the careful pauper, puts a little by out of each payment that he receives weekly, fortnightly or monthly, or whatever it is. The old wives are rather reticent about telling you where it is kept, but they will put it under the mattress or in a particular part of the house, and so on; one never goes into those questions except perhaps in a jocular way, but they do put it by, and they pay their rents in May and in November.

54917. So as a matter of fact they are brought up to handle large sums quarterly or half-yearly, because they must have the money for the rent?—Yes, they must.

Military pensioner pauper and evil of quarterly payment of pension.

54918. (*Chairman.*) Have you in your district any military pensioners who are in receipt of Poor Law relief?—I can only remember one case.

54919. Has it been brought to your notice that these pensioners, or a certain proportion of them, celebrate the day after which they receive their quarterly pension?—The one case I was thinking of was one of the most artful men I have met. He was in a poorhouse regularly for perhaps two months or rather more on end, and then he invariably discharged himself. No one knew what he was. It was suspected that he did not give his right name and that he had some means, because he invariably disappeared about the same time and came back again always in a week or two, chargeable in another poorhouse. After, I think, some years of this he was given away by a man whom he had treated, and possibly had not treated sufficiently. It was then discovered that he had a pension, and he allowed this to accumulate for between two or three months and then he went and drew it and had a royal time while it lasted.

54920. I only wanted to get from you whether you had any experience of pensioners who were paid quarterly?—No, I have none.

54921. We have had a good deal of evidence to the effect that the quarterly payment results in a very large proportion of it going for drink?—I know of no such case with the exception of this man, who undoubtedly did draw his pension quarterly and spend it in drink and came back to the poorhouse. That was the only case.

Advantage of printed list of paupers.

54922. (*Mr Patten-MacDougall.*) Do you think it would assist in the administration and be a good thing if there was a printed roll of those who are in receipt of relief?—I have no doubt of it.

Need for compulsory power to remove certain cases to poorhouse.

54923. And you also think, I gather, that power should be given to compulsorily remove to the poorhouse such cases as demand that treatment?—I do.

Overlapping of charity, and need for co-operation between charity and the poor law.

54924. Then certain cases of the abuse of charities have come under your notice, I see; and in paragraph 133 you give us an instance of an old woman who apparently attended two different churches?—She did.

54925. And in addition to her poor relief got charity from each of those churches?—Yes.

54926. Have many such cases come under your notice?—A good many similar cases have, but this is perhaps one of the most salient and pertinent ones.

54927. You would be of opinion, would you not, that there should be more co-operation between the Poor Law and charity than there is now?—Undoubtedly.

54928. Such co-operation at present hardly exists, does it?—It is almost wanting; it exists nominally.

Functions of general superintendents as inspecting officers under Public Health Acts.

54929. (*Mrs Bosanquet.*) In paragraph 29 you speak of the general superintendents being also inspecting officers under the Public Health Acts; as such inspecting officer what relation do you hold to the county medical officer—do you report to him, for instance?—No, as inspecting officer I report to the Board entirely. I am instructed by the Board to make an inquiry, and to the Board alone I report.

54930. Would their attention be called to something by the county medical officer, or what are his duties?—The inquiries to which I allude very frequently arise from the annual reports of either the county medical officer or the burgh medical officer—the smaller man, you know—who reports that a certain state of affairs exists which is not desirable. The Board then direct myself or one of the others to go and inspect the locality, to confer as a rule with the medical officer, and to furnish them with a report.

54931. So that you really corroborate his report; is that so?—Yes.

Scottish marriage laws and question of their effect on the morals of the poor.

54932. In reference to what you say in paragraph 22 about the mothers of illegitimate children, the last gentleman who came before us, Mr Millar, spoke of their receiving out-relief. It is the case, is it not, in Scotland that the marriage ceremony is much less formal than it is in England?—Very much less.

54933. And also that the wife carries on her maiden name to a very large extent for many purposes, and she will be known as one or the other?—Yes. If her maiden name was Campbell and she married a Stuart she could be Mrs Campbell or Mrs Stuart; that is a very common way of designation.

54934. It has occurred to me that sometimes it may be the case amongst the poorer people especially that in that way the line is not so distinctly drawn as it would be with us between a married couple and a couple who are not married?—Undoubtedly.

54935. Those who are receiving this relief need not necessarily be of a very bad character?—Not of necessity of the character that one would think at first sight they were.

54936. The distinction to them is not very clear?—It is not so clear and not so marked as with us who, shall I say without offence to others, have had greater education and perhaps hold more moral views.

Question as to administration of charities by Parish Councils.

54937. Passing on to paragraph 49, where you deal with homes of rest for the aged, I should like to ask whether you have had many parishes in which the Parish Council administers the charities of the neighbourhood, or some of them?—They are represented on some of the charities, but the representation is small, and I cannot now recall any charities of which they have the sole administration.

54938. I believe in St Andrews they administer some

of the endowment charities, and I thought possibly that in other places they did the same?—They are represented on them and they may; but I cannot at this moment mention any of which they have the sole management.

Records of after-careers of boarded-out children.

54939. You have spoken of the boarded-out children and the sort of places they take after they leave; is there any record kept of their subsequent history?—In some places there is. In Peterhead parish one of the members of the council, a Mr Murray, has made this almost his sole object for many years. He keeps a most careful record of them, and keeps himself in communication with them in after years. Some other members of the Parish Councils do and some inspectors do, but not to that extent; he stands out head and shoulders above the rest.

54940. Is he an inspector?—No, he is a member of the Parish Council. He is a schoolmaster.

54941. And he keeps records of them until a certain age?—He not only keeps records, but he keeps himself in communication with them. It is almost a craze with him.

54942. He might be willing to let us see some of these records?—I am sure he would.

Migration from rural districts to the large towns, reasons therefor and its effect on pauperism.

54943. (*Mr Phelps.*) In the East Coast counties generally do you notice much migration of population?—Kincardine, which lies on the East Coast, seems to be emptying itself very much into Aberdeen city—which is, of course, on the East Coast, too. Was your question aimed at immigration?

54944. Yes, immigration into the towns from the country?—That is a conspicuous instance in my district.

54945. You find that Aberdeen is growing at the expense of the country district around it?—It seems to be sucking the life out of Kincardine, which is the next county.

54946. What is the attraction which takes people there?—The difference between Aberdeen and other towns, such as Arbroath, lies in this, that in Aberdeen there are many industries and the chances of the people getting occupation are greater. Then the pleasures of town life are much more accentuated. The country district round Aberdeen and its vicinity and throughout the county of Aberdeen is rather barren, and in many places very poor. Then there is a desire for betterment, I think, due a great deal to education and a great deal to hearing from those who have gone before them and what they are doing. All this seems to draw the people from the country into the towns.

54947. Do you think that this migration is a cause of pauperism?—In some instances it must be. They come in with the idea that they will get work. Some migrate after the workers and some migrate with them; they stay three years in Aberdeen, living who knows how—on charity or otherwise—and then finally they become chargeable to the parish of Aberdeen.

54948. Do you know whether any attempt has ever been made in Aberdeen to draw out figures showing what proportion of paupers belong to native Aberdonians and what to immigrants?—I think that the inspector and his assistant have done so, but I cannot say positively. I think he could furnish you with some statistics on that point.

Decline of some industries and its effect on rural depopulation.

54949. If you take the smaller towns in the eastern counties, do you find domestic manufactures or industries going on still to any great extent?—To what do you particularly refer?

54950. Weaving, in their cottages?—That is almost extinct.

54951. Do many people now in the country districts have two occupations, that is, something besides their cultivation of land?—On the coast they will fish as well as cultivate their land, and inland they used to weave. There are villages in Perthshire which thirty years ago I have been told were full of busy-ness, but now the houses are empty; there are a few of the old weavers still on the roll, but otherwise they are extinct—machinery having displaced them.

54952. That has caused a fall in the population, has it?—Yes, undoubtedly.

54953. Taking again Dundee; what manufactures prevail in Dundee?—Jute, principally.

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The Dundee jute industry and effect of its fluctuations on the smaller Forfarshire towns.

54954. Does that attract any large population into the city?—No, unless there is an absence of work elsewhere. But then you may say that the smaller towns in Forfarshire, such as Arbroath, Brechin, Kirriemuir, and others, depend upon Dundee. If Dundee, is in full work they will benefit too; if there is no work in Dundee, they do not, as a rule. But the population fluctuates a good deal, and it works from one town to another. Arbroath has been going downhill steadily for some years—factory after factory working short time or closing; but this last year there has been a change, and factories have reopened after being shut up for years; and so, comparatively speaking, an era of prosperity begins again.

54955. Is the jute manufacture liable to great ups and downs?—Very great.

54956. Could you name some years in the past decade which have been remarkable for either prosperity or the reverse?—I have been seven years in the district, and I should say that some two years ago it was much the reverse.

54957. There was depression then?—Yes.

54958. But at present things are prosperous?—They are looking much better.

Classes of persons as Parish Councillors at Dundee.

54959. Is the local government in Dundee in the hands of the leading manufacturers—I am talking only of the Poor Law?—No.

54960. What kind of elements is the Board there composed of?—The inspector calls them shrewd business men, and he is excellently qualified to judge of their capacity. They believe in him greatly, which is possibly one cause of his considering they are shrewd business men. He has only held office for a year, and the roll of poor has gone down very much; perhaps that is due to prosperity, perhaps to other causes. It is unusual, I might say, for a leading manufacturer to be on the Poor Law Board or the Parish Council.

Apathy of electors towards Poor Law elections at Dundee, and question of electioneering promises.

54961. Is much interest taken in the Poor Law elections there?—Much the same as in Aberdeen.

54962. Are there any particular cries at the time of an election—I am thinking of Dundee alone?—No, I do not think so; I never heard of any.

54963. There is no great pressure to extend outdoor relief, or to make the conditions of relief easier?—There are always promises made at every election; some men hold out promises to their constituents that they will put them on the roll. I think that in Dundee, for its size, that is wonderfully absent.

54964. Is the working class represented on the Board?—Yes, they have two or three members who certainly represent the working class.

System of administering relief at Dundee.

54965. How is relief administered; do they have committees, I mean?—They have committees.

54966. Do you know how many?—I think in Dundee the whole Council sits on the relief committee, if I am speaking correctly. The relief committee sits weekly to take applications.

54967. And they sit for the whole town?—Yes.

54968. Is that a good arrangement, do you think?—It works very well there, I think.

Question as to size of Dundee parish as a suitable area for Poor Law purposes.

54969. You do not think the town is too large an area to get the benefit of local knowledge in that way?—If by local we are to understand knowledge of the circumstances of each applicant——

54970. Yes, I mean that?—Then the town is rather large; but the conclusions that they can draw from experience, I think, are such as to enable them to judge very fairly.

Visitation of out-relief cases.

54971. Have you visited many cases of outdoor relief in Dundee?—A very fair number.

54972. In their houses?—Yes.

Strict administration in Dundee and its effect on indiscriminate charity.

54973. What conclusion do you draw with regard to the administration?—That it is very well done. There has been rather an outcry within the last six months of the stony-heartedness of the inspector of poor chiefly, and, of course, after him of the Council. I have gone into some cases which have come before me officially, and into others out of curiosity, and I have found that it is very far-fetched. One case appeared in a Church

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paper. The clergyman wrote about it, and said that the clerk, as he called him (meaning the inspector of poor), was worse than the nether millstone, and asked people for contributions. I sent a small one just to qualify myself as a private individual for going into the case, and then went into it. I wrote to the clergyman asking him for particulars, and he replied in general terms about poor children with bare feet, which, of course, touches our sympathy. I looked up the case then officially, and I found that the woman, the mother of the family, was a widow in receipt, including the earnings of her children, of some 30s. to £2 a week; and that it was said that if she had £20 a week it would be the same thing—there was no thrift in the case.

54974. Does that suspicion of stony-heartedness include the sheriff?—No.

Adequacy of out-relief accompanied by good Poor Law administration in Dundee.

54975. Do you find in the cases which you visit that the relief is adequate as a rule to the needs of the case?—As a rule it is. In some cases I think or thought that I have found that it was inadequate. I have quoted one at the very end of my statement.

54976. But your general experience is that it is adequate?—Yes.

54977. Do you think that Dundee presents any particular features in the way of the administration of relief, or should you say it was about an average town?—Certainly it is an average town, with, if one may use the term without offence in any way, a low population, a very poor population—the dregs as some people call it—a very low class.

54978. But you would not say that the administration there was markedly good or bad, would you?—I should be disposed to call it good.

Effect on pauperism of steady employment in mining industry.

54979. (*Professor Smart.*) In paragraph 43 you say, "In the most densely-populated parts of the county, 'where practically every man is a miner, the ratio of 'pauperism to population is very low." That is very striking; have you formed any theory on the subject?—I had in my eye when I wrote that Kirkcaldy and Beath—especially Beath, which is a good large parish not very far from Kirkcaldy, where every one is working and making good wages, and where I fancy they have ousted the poorer classes. The demand for houses for these working men who are making good wages is great, and the others have got pushed out—they have either died or they have vanished. At all events the thing remains that every one of them there is capable of earning good wages, and that they do not come on the poor rates.

54980. Then it comes to be a question of the scarcity of houses?—Yes, a good deal. Beath is very densely populated.

54981. Mining is a very steady industry, is it not?—It is very steady.

54982. You seldom have any unemployed in it?—Unless there is a big strike, which, of course, is a thing that you cannot guard against.

54983. They prefer to go on short time rather than have great and irregular bursts of industry?—Yes. It is one of the best paid and one of the steadiest trades going on in Fifeshire.

Increased thrift among miners.

54984. Miners did not used to be very notable for thrift, did they?—Notoriously otherwise, I think. They used to dog-fight and cock-fight tremendously.

54985. Do you think they are improving?—Yes, I think they are more careful. They get the credit of subscribing to more of those societies than they used to, thus making a little effort at provision for others besides themselves. They do spend money still very freely, and on a pay-night the condition of the town is not to be envied. One thing I might add is that the population of such towns as Beath is not permanent. It is what you might call an uncertain population. Beath has rushed up by almost tens of thousands in the last few years, but if pits are opened elsewhere, then the men might migrate, so that the population of Beath, which shows us at present a very small ratio of pauperism for its population, might drop down to perhaps two-thirds of what it is at present, the population not being of necessity stationary.

Mobility of labour among miners.

54986. You do not find miners a very mobile class, do you?—If there were no work at a particular place they would move off at once.

54987. Indeed?—Yes, they would.

The linen industry, its *locale* and prosperity.

54988. Referring to paragraph 116, would you mind giving us the name of the town where the linen trade is in such a prosperous condition?—The man I met is a member of a firm in Kirkcaldy.

54989. What are the main centres for the linen industry besides Kirkcaldy?—Dunfermline is a great linen place, and Kirkcaldy is known for linoleum, in which it is supposed to be unequalled.

54990. Has linoleum anything to do with linen?—No, they are quite different things. Linoleum, of course, is to be used underfoot.

54991. Take these two towns together, Kirkcaldy and Dunfermline, would the extent of the linen trade there compare with the jute trade in Dundee, for example?—I do not think so.

54992. Not at all?—Dunfermline is a village compared with Dundee. Dundee has a population of 160,000, I think, and Dunfermline has a population of 31,000, so it is about a fifth the size of Dundee.

54993. But Kirkcaldy is a good big place, is it not?—It has about 42,000.

54994. It is a very long town, is it not?—It is what they call the long town.

54995. Do you know anything about the conditions of the linen trade; is it free from foreign competition, for instance? We always hear of linen as such an extraordinarily prosperous industry in Scotland, and I should like to get at the cause of it?—I understood from this man, who was just a casual acquaintance I met in the train, but as I constantly met him we got talking about things, that his orders were from abroad. He said, "Price seems to be no object; it is 50 per cent. more 'than the price of four years ago; it is not a question of 'how much, it is when I can give delivery." Eighteen months ago I met that same man depressed. He had not a bad enough word to throw to the men who wanted an increase of wages and so on, and things were just as bad as they could be. Now there is this most sudden revolution.

54996. Why I am putting these questions is because I met a man in the train two years ago who said the same thing?—That is very curious.

Need for increasing Board's power to interfere in individual cases of relief.

54997. (*Mr Bentham.*) In paragraph 12 you suggest that the Board might have greater powers in the direction of interfering with Parish Councils who might be giving relief contrary to what is the policy of the Board itself?—Yes, I do.

54998. Would that not be taking to a certain extent responsibility off the Parish Council, and throwing it upon the central authority with regard to individual cases of relief?—Certainly it would.

54999. Would that not lessen the interest of parish councillors in the work?—I have thought over that a good deal. It certainly would be proceeding against the principle upon which our Poor Law works just now. The wording of one of the clauses is that the method in which relief is to be given is to be left to the Parish Councils. The Board could not interfere and say, "Thou 'shalt not do this thing as long as that condition 'remains"; but it seems to me rather a necessity in some cases that it should, and I hardly think that it would be an insuperable objection in anyone's mind to standing as a parish councillor if there was a veto. In fact, as I have said, I think that the better class of man would rather welcome it, and possibly the popular candidate might not be unwilling to have the argument available, "I would have given you so-and-so, but the 'Board stepped in." He could always make that an excuse. That perhaps is only an unsound theory on my part, but still it is the way it presented itself to my mind.

55000. You mean the Parish Council might shelter themselves behind the Board?—Yes.

55001. On the other hand, relief might be given by the parish councillors in cases where they felt it was the proper amount of relief to meet the particular needs, but the central board might take a different view of it, and then the parish councillors would be at cross-purposes with the central authority?—I hardly think that a

question would arise about the amount of relief, it is more the nature of the relief.

55002. Whether it should be indoor or outdoor?—Yes.

55003. Then it is not altogether certain that the central board would maintain its policy without change, is it?—Is anything certain? We should hope so.

55004. I notice that you have 296 parishes in your district?—There are.

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55005. And that there are nineteen which have neither a poorhouse nor yet any power to send the paupers to other poorhouses?—That is so.

55006. Have many of these nineteen parishes large areas?—No.

55007. Are they very small?—They are quite small.

55008. Does that tend towards an extension of outdoor relief in those parishes where indoor relief ought to be given, because they have not a poorhouse to send their people to?—They cannot give it in any other shape, so they must give it in outdoor relief. I might quote a rather curious case, if you cared to hear it, where the absence of this power was a great drawback. A man with a wife and family lost almost entirely the use of his eyes; consequently he was disabled, and being destitute he applied for relief, which they were obliged to give him. They had no right to send him to a poorhouse; they were obliged to give him out-relief, and yearly in the report that I get from the parish the same thing occurs—"The Parish Council are much troubled 'over this case, because the dependants are increasing in 'number every year," which means that the family is increasing, and that their outlay is the greater. I always write to them and say, "Why do you not acquire the 'power to send your cases to a poorhouse, which would 'probably meet this?" But they will not incur present expense with an eye to future saving, which I think is a bad policy.

55009. Has the Board any power over Parish Councils in that respect?—Not to compel them; it can only advise. I may say that the Board always presses it on them and endeavours to induce them to obtain such power.

55010. Is it purely a matter of policy which decides these nineteen Parish Councils not to join with any other parish?—Entirely.

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55011. (*Mr Nunn.*) If I understand your statement aright, there are six or seven general reforms under the present Poor Law of which you would be in favour. I gather that you are in favour of restricting, as far as possible, the administration of outdoor relief?—To within the lines laid down by the Board, certainly.

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55012. And in certain cases to give compulsory power to the Board, where it is possible for persons who are obviously unsuitable for outdoor relief to practically defy the Board?—Certainly.

55013. Under what conditions would you have those compulsory powers exercised? Would you give the power to the Parish Council straight off, or would you couple it with a medical certificate and some judicial order?—Certainly there should be a medical certificate in the first instance, and I think there should be an application either to the Board or to the sheriff, who would require to make an order to that effect.

55014. Were those two conditions fulfilled, would you give to the guardians compulsory powers of admission to the workhouse and of retention in the workhouse?—Yes.

Proposed bolition of aw of settlement.

55015. Your next reform, I gather, would be the abolition of settlement, which you think is practicable?—I am in favour of it, and I think it is possible.

55016. Do you think it would be very unpopular in certain towns, for instance the seaports?—It would, of course, result in this, that the parish where a man or woman became chargeable would have the maintenance of him or her, and there would be no more inquiry. Undoubtedly the class of parishes to which you allude, the seaports, would be somewhat heavily hit, but I do not think, as far as my own district goes, that there would be any serious objection urged to that on account of their position.

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55017. Have you considered whether it would be possible to recognise the special burdens that might be laid upon some towns and to compensate for them in any manner?—Undoubtedly the burdens would come upon the large towns. It has always seemed to me that these are the people or the places which should bear the burdens; they get the work.

55018. And they have a great increment of wealth owing to the rise in rent value and other things?—Undoubtedly.

Proposed larger rating areas.

55019. You couple that proposal for the abolition of settlement with the institution of very much wider rating areas, if not national rating?—Yes, that would be inevitable.

Proposed increase of Board's power to enforce principles.

55020. Then you give greater power to the central board to carry its own principles into action in regard to Parish Councils, and even over their heads?—Yes.

Proposed tripartite retirement of Parish Councillors.

55021. At the same time you would steady the Parish Councils by only allowing a part to retire triennially?—I think so.

Proposed Local Government Board lady inspectors of boarded-out girls and of women and girls in institutions.

55022. Then you suggest a reform such as the appointment of female visitors for boarded-out girls; may I ask how, as a matter of practice, you would proceed in such a matter as that?—In visiting the boarded-out children?

55023. You find that it is more suitable for women to inspect the girls than for men to do so; how would you, as a superintendent, propose to get such a reform carried into practice?—By the appointment of ladies as—call them what you like.

55024. I meant what machinery would you put in motion? Would it be your first duty to make them report to the Local Government Board?—I have mentioned that in my annual reports once at least, and I think several times.

55025. Under the Scottish Local Government Board you are invited to make suggestions in your reports, I believe?—Yes, we are, and the Board always carefully consider such suggestions and adopt them, or give them every possible encouragement that lies in their power. There are some things, of course, that they cannot do.

55026. To what extent does the inspection of boarded-out children, especially girls, by women instead of men prevail in Scotland?—The only parish that I know of that does it is Glasgow, although there may be more. There is no parish in my district where there is a lady inspector.

55027. Is that lady a Local Government Board inspector?—Yes. She is part of the Parish Council's staff just as much as the other inspectors. I do not speak from personal knowledge, but I understand she is styled "Assistant Inspector," just as others are.

55028. Is there a woman superintendent of such inspectors—of course there would not be?—No.

55029. There are no women superintendents, are there, in Scotland?—No.

55030. Do you consider that it would be an advisable thing to have a woman superintendent for the inspection of such cases?—For such cases alone?

55031. For such and for similar cases—that is, for looking after the interests of women and girls in institutions?—That is an excellent idea.

55032. It has not been suggested by you, apparently?—No, not that the proposed lady assistant should have that status; but I think that it would be a very good idea.

55033. However, there are no women superintendents?—No, I never heard of any.

Question of sufficiency of poorhouse accommodation if "test" were universally applied.

55034. (*Mr Booth.*) In paragraph 27 you speak of a woman who, being struck off the roll of outdoor poor, it never entered into her head for a moment to accept indoor relief; among the large number who receive outdoor relief in Scotland I suppose there would be a great many who would not dream of receiving indoor relief?—Undoubtedly.

55035. And it could not now be offered them broadcast, because you have not got the accommodation, have you?—If they would not accept it, the offer might be made with safety; but if we were to be taken at our word it might be awkward, of course. I think the offer

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might be made with considerable safety; it has been done in one parish to my knowledge of late.

55036. Even with the accommodation which now exists and with its evident inadequacy, nevertheless it might be offered, and efficiently offered, in reducing the amount of outdoor pauperism?—I think so.

Legitimisation of antenuptial children by marriage of parents.

55037. We heard from the previous witness, I believe, the fact that children born out of wedlock previously to marriage, if the parents marry afterwards, are legitimised by that according to the Scottish law?—They are.

55038. Are all the children of the mother legitimised although they are notoriously not the children of the same father?—I understand you to refer to a woman who has borne children to more than one man?

55039. Yes; if afterwards the man with whom she is living, and by whom she undoubtedly has had children, marries her, is it only the children that in a certain sense can be proved to be his who become legitimate, or are any children that she may have had, legitimised?—I am speaking without certain knowledge, but I believe it is only the children who are undoubtedly proved or admitted to be his who are legitimised; but on that point I should think you should consult a better authority.

Need for general superintendent inspecting poorhouses situated in his district.

55040. (*Chairman.*) You have no official powers of superintending poorhouses in your district, have you?—None.

55041. They are all under one superintendent?—Yes.

55042. Supposing you started *de novo*, would you adopt that system?—Do you mean if I had the arrangement of the duties?

55043. Yes; would you then separate the two?—I should expect every man who had charge of a district to have also charge of the poorhouses in it, because the one thing seems to me so very much bound up with the other that one is a little at a loss to know how in the first instance the present arrangement came to exist.

55044. For instance, when attending a poor relief committee the cases which were considered suitable for relief would be divided into outdoor and indoor cases?—Undoubtedly.

55045. And one affects the other?—Undoubtedly.

55046. And therefore in any change you would think that point worth considering?—Certainly.

Attendance by general superintendents at parish council, etc., committees.

55047. (*Mrs Bosanquet.*) Have you the right to attend committees?—We have not an absolute right, but as a matter of courtesy we are always allowed to do so. The Board can give us a special order empowering us to do so if it is required.

55048. (*Chairman.*) And then you have only a right of course to go to the poorhouse committee?—I believe that I have a right to go into any poorhouse in my district—that is to say, if the governor was to refuse my entrance the Board would, I think, say that he was in the wrong. I have never been refused; when I have gone—not habitually, but on occasions—I have always been welcomed and shown round.

Extent of general superintendent's jurisdiction over poorhouses in his district.

55049. (*Mr Gardiner.*) Have you any right to inspect the dietary, for example?—I am a little puzzled to answer your question. One has no right to do a thing that one is only allowed to do by courtesy. I have examined it, and looked at it, and so on, and they could not well refuse to show it me or to give me any information. But as to telling a man "that is wrong," "you are doing wrong," and so on, in such and such a matter, I have absolutely no right to expect the man to listen to what I say, if I were to point out that there was anything wrong, although I have no doubt that he would listen.

55050. (*Chairman.*) You have no power to enforce your views?—I have no such power. I have no power to give him an order, and he might say, "I decline to 'take orders from you."

55051. (*Mr Gardiner.*) Is that Mr Barclay's business?—Yes.

55052. Including the medical relief as well?—Yes.

55053. Mr Barclay takes that as well?—He does.

55054. (*Sir Samuel Provis.*) Will you tell me a little more about the boarding out. How often are you able to visit the same children?—In some parishes there are no boarded-out children, and in some parishes there are a great many. In a parish in which there are a great many I try to take different children at different visits, but sometimes I come across the same children. The system of visiting the poor at their houses and the boarded-out children has only been in force for some eighteen months now—at any rate under two years; and formerly it did not exist except as a voluntary act on the part of the superintendents, who occasionally did it, but not as a matter of course. I have not, I may say, yet got through all my parishes under this new system, so I have only visited the same children twice on very rare occasions hitherto.

Inspection of boarded-out children by general superintendent and by inspector of poor of parish of chargeability.

55055. Are they visited by anybody else?—Invariably by the inspector of poor, either of the parish in which they live or of their own parish.

55056. So that if one parish boards out in another parish, which is pretty often the case I think——?—Yes.

55057. The inspector of poor in the parish in which they reside would visit them, would he?—That is by no means invariably the case—in fact, it is the exception. In the case of the large parishes, such as Dundee, Aberdeen, Perth, and so on (I am speaking entirely of my own district and not mentioning the others), their own inspector goes round as a rule twice a year, sometimes only once a year, but as a rule twice a year, and visits them himself.

55058. Although they are outside the area?—Athough they are outside the area. You may say that that is the rule with all parishes. There are exceptions where the men are schoolmasters and so on, and where they have perhaps one child here and another child there; and then they very often get those children visited by the inspectors of residence. But as a rule, with very few exceptions, the inspector visits himself the children that are boarded out by his parish.

55059. Are they boarded out at any considerable distance?—Sometimes they are a very great distance away; a child may become chargeable as an orphan at the other end of Scotland, in fact, although that is not frequent.

55060. In a case like that, the inspector of poor would have to go a considerable distance from his own parish in order to visit them?—Yes, and they do; the inspector of poor in Perth, for instance, goes up to Inverness-shire.

Assistant inspectors of poor in large parishes.

55061. Who discharges his duties in Perth while he is away?—His assistant.

55062. Has the inspector always an assistant?—Yes, if the parish is large enough to require an assistant.

Visitation of boarded-out children by Parish Council Committee.

55063. Are there any other people who visit these children, such as ladies or committees, or anything of that kind?—The visiting is sometimes done by a committee of the Parish Council. I think it is preferably done by the inspector, but that, of course, is a matter of opinion. The Aberdeen Parish Council go out in a body and take a certain district one day, and then perhaps three or four will take so many children this side, three or four will take so many in the centre, and three or four more will take so many in a third place; and then they meet and go home together.

Local inspector of poor not encouraged to visit boarded-out children, and reason therefor.

55064. Is there any body in the parish in which they are boarded out who visits them or looks after them?—They are very rarely visited by the resident inspector. Their existence in the parish is intimated to him by the parish to which they are chargeable, but his hands are perfectly free in respect to them.

55065. (*Mr Patten-MacDougall.*) In fact, his visits are discouraged, are they not?—They are not encouraged.

55066. Because the desire is to dissociate the children from the taint of pauperism?—Yes.

55067. (*Mr Bentham.*) Are parish councillors entitled to incur expense in visiting these boarded-out children?—That has been before the Board of late. Until quite recently, they undoubtedly did so, but I think it has been considered an unnecessary expenditure of late. Mr Maxwell, however, will be able to inform you better than I can on that point.

55068. (*Mr Gardiner.*) Does not the arrival of a brake-

ful of parish councillors from Aberdeen tend to strengthen the taint of pauperism in a quiet country district? Everybody knows why they come, and it must make a great stir in the neighbourhood?—It does; there is no doubt about it.

55069. Practically everybody must know after one of these visits that the children are paupers?—I think so.

55070. (*Sir Samuel Provis.*) Are they visited by the local authority of the parish where they reside?—If necessary.

55071. Only if necessary, and not as a matter of routine?—Not as a matter of routine at all.

55072. Does the schoolmaster have anything to do with it; does he make any report on them?—Some of the inspectors—and I may instance the inspector of Perth—rely greatly on the aid they get from schoolmasters. I said to the inspector of Perth once, "You 'visit once or twice a year, but during the balance of the 'year what about the children?" He said, "I am in 'touch with all the schoolmasters, and whenever a child 'goes to a parish I write to the schoolmaster and ask 'him to let me know how that child looks when it comes 'to school, whether it looks well-fed and well-clothed; 'and if there is anything untoward or out of gear with 'him or her, to communicate with me at once." That is so done. The schoolmaster is a very valuable agent in that way; many of them are inspectors themselves.

55073. But that is a voluntary act on the part of the schoolmaster, is it not?—It is entirely voluntary.

55074. He is not paid for it?—No.

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Reports on condition of boarded-out children by local schoolmasters.

Mr John Thomas Maxwell, called and examined.

55075. (*Chairman.*) You are the head of the statistical and audit, etc., branch of the Local Government Board for Scotland?—Yes.

55076. And you have been good enough to prepare for us an excellent and very full paper, with a large number of statistics, which are very useful, and if you will hand it in it will not be necessary for me to go through that statement except to touch on certain points?—I have the statement here.

(*The witness handed in the following statement.*)

I. Prior to 1895 there was no official audit of parochial accounts in Scotland. In every parish the accounts were audited or not as the Parochial Board thought proper. In some parishes there was no audit at all, or it was a mere form conducted by members of the Parochial Board; in few was there an audit of any real value, and in none was there any power in the hands of the auditor to disallow illegal expenditure.

II. The Board of Supervision knew that a strong necessity for an efficient audit existed, and they urged Parochial Boards again and again to appoint trained accountants to audit their accounts. But the Board could apply no effectual remedy to the unbusinesslike financial arrangements which from time to time were brought to their notice. They remonstrated with Parochial Boards on the subject in many cases without avail.

III. In 1894 the Parish Councils Act for Scotland was passed. The old Parochial Boards, with their practically hereditary membership, were swept away, and popularly elected Parish Councils sprang into existence. The opportunity was seized to place a check upon wasteful and illegal expenditure. A system was introduced providing machinery for compulsory audit in every parish.

IV. Section 36 of the Local Government (Scotland) Act, 1894, applied to Parish Council audits the County Council audit provisions contained in sections 68 to 70 of the Local Government (Scotland) Act, 1889.

V. The Local Government Board were appointed the Central Audit Authority. At the outset they divided the country into audit districts. In the first place each poorhouse area was constituted such a district. The larger parishes have poorhouses of their own, and, generally speaking, a separate auditor was appointed for each of these parishes. Poorhouse combinations were next dealt with, and, as a rule, an auditor was appointed for all the parishes in the combination and for the poorhouse. In this manner the audit of the poorhouse accounts, for which there is no specific statutory provision, was provided for. But about 400 parishes had no poorhouse accommodation. They were grouped into districts of 8 or 10 parishes, with the view of one auditor being appointed for each district. There are at present 100 audit districts and 92 separate auditors.

VI. Auditors receive their appointments annually from the Board. They are re-appointed each year to the same districts, but they have no vested interests in their office, and in some cases re-appointments have not been made. The majority of the auditors are practising accountants, and the Parish Council audit forms but a small portion of their business. In districts remote from large towns, the auditors are not infrequently bank officials or law agents.

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VII. In making new appointments, the Board now regard the residing or the practising in an audit district as a disqualification for the post of auditor in that district.

Disqualification for post of auditor.

VIII. When an auditor is first appointed, I instruct him in his duties. Auditors receive further assistance from time to time by correspondence, and by such personal instruction as I am able to give without interfering with my other duties. The Board also issue suggestions or instructions to auditors.

Board's assistance, etc. to auditors.

IX. The Board have prescribed a scale of fees for the remuneration of auditors. A copy of the scale is handed in (*see App. No. CLIX. (D)*).

Scale of audit fees.

I estimate the total cost of audit at		£8,000
Of which—		
For auditors' fees . .	£6,000	
Advertising . . .	1,700	
Carriage of books, etc. . .	300	
		8,000

Cost of audits.

The whole of that sum falls on the rates, whereas in England and Ireland a substantial portion of the cost of local audit is borne by Imperial funds.

Incidence of cost of Poor Law Audits in England, Scotland, and Ireland.

X. A form of abstract of accounts (which I hand in*) has been prescribed by the Board. It is made up and balanced annually to the 15th May, and signed by a prescribed official before 1st July.

Prescribed abstract of accounts.

XI. A diet of audit is fixed by the auditor. The clerk of the Parish Council thereupon gives at least fourteen days' notice by advertisement to the ratepayers of the time and place of deposit and of the audit, in order that they may avail themselves of the privilege of inspecting the books and accounts, etc. The name and address of the auditor is also intimated, to permit objections to the accounts, if any, being lodged with the auditor.

Audit preliminaries.

XII. The books, accounts, vouchers, etc. are deposited for seven clear days (exclusive of Sundays). Every reasonable facility is given to the ratepayers to examine the books and accounts. The clerk or other officer is present during the deposit, and refusal on his part to allow inspection renders him liable to a penalty not exceeding £5. Ratepayers seldom examine the books and accounts, and an objection by a ratepayer is rarely lodged. Only 90 ratepayers examined the books at audit in 1896, and 79 in 1900.

Apathy of ratepayers as to examination of books.

XIII. The audit is usually conducted in the auditor's chambers. In large parishes, and in parishes in the vicinity of the auditors' chambers, it frequently takes place in the Parish Council office. But in most cases the audit is not conducted locally, the majority of the audits being held in the large towns. In Glasgow, twenty-five auditors hold Parish Council appointments; in Edinburgh, twenty-two; in Aberdeen, six. The accounts of the parishes in Wigtownshire are audited in Glasgow, and of Morayshire and Kirkcudbrightshire parishes in Edinburgh. If necessary for an efficient audit, the Local Government Board may require the auditor to visit the parish, at the expense of the Parish Council.

The place of audit.

XIV. The Abstract of Accounts in duplicate, and all relative books, documents, vouchers, deeds, contracts, etc.,

Transmission of accounts.

* Not printed in Appendix. For copy, *vide* Eleventh Annual Report of Local Government Board for Scotland, 1905, App. A, No. 20.

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are transmitted to the auditor before the date of audit. They are usually forwarded in June and July. They must, under statute, be transmitted to the auditor on or before 1st August.

Powers of auditor as to production of papers, etc.

XV. The powers of parish auditors are derived from section 70 of the Local Government (Scotland) Act, 1889. These powers are extensive:—"Every auditor may, by a 'demand in writing, require the production before him of 'all books, deeds, contracts, accounts, vouchers, receipts 'and other documents and papers which he may deem 'necessary"; and he has the further important power (which, however, has been seldom needed) to "require any 'person holding the same, or accountable therefor, to 'appear before him at any such audit, or any adjournment 'thereof, and to make and sign a declaration as to the 'correctness of the same."

Scope of auditor's duties.

XVI. The duty of a parish auditor is not confined to checking the arithmetical accuracy of the accounts and to discovering fraud. All payments are scrutinised by him with the view of detecting those which are illegal, and he has to see that all sums which ought to be are brought into the account. Payments may be illegal from two causes: (*a*) because there is no statutory power to make them, and (*b*) because they are unreasonable and extravagant.

XVII. In auditing poorhouse accounts it is necessary, in addition to an examination of the usual finance books, to see that all provisions, clothing, and other articles received are shown in the Stock books, and their disposal properly accounted for. This part of the audit is frequently very troublesome, and in some cases the Stock books in use are not satisfactory.

Illegal expenditure, etc. Interim Report by auditor and procedure of Board thereasto.

XVIII. "If it shall appear to any auditor that any payment is, in his opinion, contrary to law and should be 'disallowed, or that any sum which, in his opinion, ought 'to have been, is not brought into account by any person, 'whether such payment or failure to account has been 'made matter of objection or not, he shall, by an *interim* 'report under his hand, report thereon, setting forth the 'grounds of his opinion as aforesaid . . . ." (52 and 53 Vict. c. 50, section 70 (5)).

XIX. The auditor has no discretion in dealing with payments which, in his opinion, are illegal, or with sums not brought into account. In every case, no matter how small the amount, it is his duty to make an interim report, after due investigation, and, as a rule, after affording the officer or person or persons concerned an opportunity of explaining the matter.

XX. The auditor has no power of surcharge, nor is it any part of his duty to express an opinion as to whether a surcharge should be enforced. He, however, states in a letter accompanying the interim report the circumstances under which the expenditure was incurred, and whether the irregularity was due to negligence, misconduct, or error of judgment on the part of the person or persons responsible.

XXI. The Local Government Board intimate the interim report to the persons concerned, and, after considering explanations and making full inquiry, they decide the questions raised and issue their determination.

XXII. When the Board declare a payment illegal, a surcharge will follow, unless they exercise their dispensing power. The conditions of that power are that the Board shall be of opinion that the payment was "incurred under 'such circumstances as to make it fair and equitable" that a surcharge should not be made. The question therefore becomes, not one of law, but of fairness and equity in the circumstances.

Board's policy as to surcharge.

XXIII. The Board's policy in regard to surcharging is a mild one. They surcharge only where in their opinion it would be unjust and inequitable not to do so—as where an illegal payment is made in the knowledge that it is illegal, or in defiance of their ruling.

Persons liable for surcharge.

XXIV. When a surcharge is made it falls on the person or persons making the illegal payments. This has been held to mean the persons who signed and countersigned the cheque by which payment was made, and where the payment was made in cash, the person responsible for making it. This view was taken by the Lord Ordinary (Lord Kyllachy) in Maclachlan & Mackinnon v. Cameron and others, 12th March 1899, and was confirmed by the Court in County Auditor of Lanark v. Lambie, 1905, 7 F. 1049. Under these decisions the clerk of the Parish Council is in a peculiarly unfortunate position. He must, under statute, countersign all cheques, and in doing so in his official capacity he renders himself liable in conjunction with the signers of the cheque for surcharge, even where he disapproves of a payment and expresses his dissent.

Recovery of sums surcharged.

XXV. A sum surcharged must be paid within fourteen days after determination has been intimated. If not paid, the auditor must recover the same. The determination has not the effect of a decree of Court; to make it effective an action must be raised and decree obtained in Court.

Completion of audit. Certification of accounts and their publication.

XXVI. Within fourteen days after the completion of the audit, the auditor reports on the accounts, and certifies each of the duplicate abstracts, and thereafter transmits one certified duplicate to the Parish Council, and the other to the Local Government Board.

XXVII. A summary of the abstract in a prescribed form is published in one or more newspapers circulating in the parish. Default in publication renders the clerk of the Parish Council liable to a penalty not exceeding £20, and the Board may cause publication at the cost of the Parish Council. When a surcharge has been made the Board's determination must be published along with the abstract, but not necessarily by advertisement in the newspapers.

Defects in the Audit System.

Audit machinery unduly cumbersome.

XXVIII. (1) In dealing with illegal payments, the procedure is unduly cumbersome. The smallest payment of an illegal nature found in the accounts sets in motion a ponderous machinery, involving much time and labour in the central department.

Need for auditors to have direct powers of surcharge.

(2) The direct action of the Local Government Board in regard to petty payments produces "friction and some-'thing like antagonism between the Board and Parish 'Councils of such a kind as tends seriously to interfere 'with the usefulness of the Board." (The quotation is from a minute of one of the members of the Board in 1897.)

If the power of surcharge could be safely entrusted to the present auditors, it would be better that they should have it, there being the right of appeal to the Board.

Lack of uniformity in audits.

(3) There is want of uniformity in the audits, which is keenly felt in certain districts. Representations have been made to the Board that expenditure of a certain nature passed by the auditor of one district is not passed by the auditor of an adjacent district.

Audit work entrusted by auditors to assistants.

(4) The parish audit work, much of which is technical and unique in character, is too often mainly, if not wholly, performed by assistants, who change from time to time, and who have had little experience in its special requirements.

Objections to partial time auditors.

(5) The Parish Council audit forms only a small portion of the auditors' work, and, except in the large parishes, occupies but a few weeks each year. Consequently, it is not derogatory to the able professional accountants who act as parish auditors (and many of whom are deeply interested in, and take much trouble with, the parish accounts) to say that they cannot, and do not, have that close familiarity with the many statutes and the rules of the Local Government Board under which parish funds are raised and disbursed which would be possessed by officers whose time was entirely given to parish audits.

Need for alteration in law as to persons responsible for surcharge.

(6) Power should be given to surcharge the persons responsible for *incurring* illegal expenditure.

Proposed official audit by whole-time officers and advantages thereof.

XXIX. The Board favour the introduction of a local audit conducted by official auditors employed solely in parish or local authority audits, in order to secure—

(*a*) Uniformity.
(*b*) Greater efficiency.
(*c*) More satisfaction to—

1. The ratepayers.
2. The members and officials of the Parish Councils.
3. The Local Government Board.

I. POOR LAW AREAS.

1. As the Poor Law areas in Scotland vary in a degree unknown in English Poor Law administration, I have thought it well to give, at the outset, some statistical information concerning their extent, populations, valuations, and pauperism.

The position of the parish in Poor Law Administration, and the number of parishes in Scotland.

2. The civil parish is the assessing and administering unit for poor relief in Scotland, and the Parish Council is the Poor Law authority. There are at present 874 parishes, each having a popularly elected Parish Council.

3. The parish having the largest area is Kilmonivaig, in Inverness-shire, with 267,047 acres; that having the smallest area is Anstruther Easter, in Fife, with only 28 acres; the average area is 21,819 acres. Table No. 1 of

Appendix CLIX. (A) shows the number of parishes in each county, classified according to area. There are—

16	parishes	of less than	2,000			acres.
80	,,	from	2,000	to	4,000	acres.
157	,,	,,	4,000	,,	7,000	,,
152	,,	,,	7,000	,,	10,000	,,
235	,,	,,	10,000	,,	20,000	,,
149	,,	,,	20,000	,,	50,000	,,
51	,,	,,	50,000	,,	100,000	,,
28	,,	,,	100,000	,,	200,000	,,
6	,,	over	200,000			acres.

4. The parish having the largest population (census 1901) is Glasgow, with 571,615; that having the smallest population is Lyne, in Peeblesshire, with only 98 persons; the average population is 5,117. A classification of parishes according to population is given in Table No. 2 of Appendix CLIX. (A).

128	parishes	have less than	500			of a population.
208	,,	,, from	500	to	1,000	of a population.
291	,,	,, ,,	1,000	,,	2,500	,,
112	,,	,, ,,	2,500	,,	5,000	,,
135	,,	,, over	5,000			,,

5. The range in valuation is also enormous, from Glasgow, with a rental of £4,231,191 in 1905, to Papa Westray, in Orkney, with a rental of £719 in 1905. The average valuation in 1905 was £35,329. Table 3 of Appendix CLIX. (A) gives a classification of parishes according to gross valuation.

3	parishes	have less than	£1,000			of valuation.
128	,,	,, from	£1,000	to	£5,000	of val.
265	,,	,, ,,	£5,000	,,	£10,000	,,
251	,,	,, ,,	£10,000	,,	£20,000	,,
143	,,	,, ,,	£20,000	,,	£50,000	,,
50	,,	,, ,,	£50,000	,,	£100,000	,,
27	,,	,, ,,	£100,000	,,	£500,000	,,
4	,,	,, ,,	£500,000	,,	£1,000,000	,,
3	,,	,, over	£1,000,000			,,

6. Again, the density of the population in the parishes varies very much. The most thinly populated parish in 1901 was Laggan, in Inverness-shire, where there were on an average 205 acres to each person; on the other hand, Leith was the most densely populated parish, there being 53 persons to the acre, or ·0189 of an acre to each person. As regards Scotland, there were on an average 4·264 acres for each person. Table No. 4 of Appendix CLIX. (A) sets out a classification of parishes according to density of population.

78	parishes	have less than	1			acre per head.
195	,,	,, from	1	to	5	acres per head.
193	,,	,, ,,	5	,,	10	,,
201	,,	,, ,,	10	,,	20	,,
106	,,	,, ,,	20	,,	40	,,
75	,,	,, ,,	40	,,	100	,,
26	,,	,, over	100			,,

7. The area, valuation, and population (census 1901) of every parish in Scotland are shown in Command Paper, Cd. 2889/1906.

8. The variation in number of poor under the control of the Poor Law authorities is a necessary result of the extreme range of parish population. On 15th May 1906 Glasgow had a pauperism of 11,418 exclusive of dependants. On the other hand, five parishes had a sheet clear of pauperism, no one being chargeable to the poor fund at 15th May 1906. The average pauperism, exclusive of dependants, per parish was 83. From Table No. 5 of Appendix CLIX. (A) it will be seen that—

5	parishes had no paupers.					
29	,,	,, 1 pauper family.				
111	,,	,, from	2	to	5	pauper families.
110	,,	,, ,,	6	,,	10	,,
149	,,	,, ,,	11	,,	20	,,
228	,,	,, ,,	21	,,	50	,,
129	,,	,, ,,	51	,,	100	,,
98	,,	,, ,,	101	,,	500	,,
8	,,	,, ,,	501	,,	1,000	,,
7	,,	,, over	1,000			,,

9. Particulars of pauperism, rating, and rental of the 128 parishes having a population less than 500 are given in Table No. 6 of Appendix CLIX. (A).

10. It will be observed that the average pauperism in these small areas is 1·6 per cent. of population, as against 2·4 per cent. for the whole of Scotland. In 23 of the parishes under review the pauperism is higher than the average for Scotland, in 3 parishes it is equal to, and in 102 parishes it is less than, the average for Scotland.

11. In the great bulk of the small parishes the poor rate is low, partly on account of the low pauperism, and partly on account of the high valuation per inhabitant. In 1905–6 the average assessable rental per inhabitant in the small parishes was £12, 4s.; for the whole country it was £5, 14s.

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12. The foregoing figures indicate that the small parishes were more lightly burdened than the other parishes both in respect of the number of poor and of the poor rate; and it may be argued that it is rather an advantage to have small Poor Law areas, on the grounds that better supervision is secured, a more perfect knowledge of the circumstances of the paupers obtained, and more thorough work performed. On the other hand, it may be contended that (1) the small parishes are rural areas, where there may be less destitution and less mental and physical disability than in the large town parishes; and (2) that the much higher valuation per inhabitant is the main cause of the lower rates.

II. PAUPERISM.

(*a*) Statistics for 1905–6.

Statistics giving classification of paupers at 15th May 1906.

13. The total number of poor of all classes relieved on 15th May 1906 was 109,234, being equivalent to 23 per thousand of the estimated population (4,726,070) of Scotland as at the middle of 1906.

14. The first broad classification of the poor is as between paupers (*i.e.* individuals or heads of families) and dependants. Of the total number of poor, 72,446 were paupers and 36,788 were dependants. Of the 72,446 paupers, 26,478 were males and 45,968 were females.

15. The second broad classification is as between ordinary (or sane) poor and lunatic poor. There were 94,403 ordinary poor and 14,831 lunatic poor. Of the *ordinary* poor there were—

In poorhouses, . .	13,187,	or 13·97 per cent.
Otherwise relieved, .	81,216,	,, 86·03 ,,

All ordinary poor relieved otherwise than in statutory poorhouses are considered as outdoor poor, and no subdivision of outdoor poor is made to show the number in institutions other than poorhouses, in their own homes, etc.

16. The *lunatic* poor were distributed as follows:—

In asylums and institutions for imbeciles, . . .	11,085,	or 74·74 per cent.
In licensed wards of poorhouses,	978,	,, 6·60 ,,
In private dwellings, . .	2,768,	,, 18·66 ,,

17. The sane poor—exclusive of dependants—numbered 57,615. An age classification gives the following results:—

23,156, or 40·19 per cent., were 65 and upwards;

7,260, or 12·60 per cent., were orphan, deserted, or separated children; and

27,199, or 47·21 per cent., were between the ages of (say) 14 and 65.

Distribution of pauperism as between urban and rural areas.

18. Table No. 1 of Appendix CLIX. (B) shows the number of ordinary poor—(1) outdoor, and (2) in poorhouse—and the number of lunatic poor, in four groups of parishes,—three of which represent urban areas of various populations, and the fourth the predominantly rural area of Scotland; also the numbers for all Scotland.

19. The ratios which the poor of each class in 1906 bore to the population in 1901 are as follows:—

	Ordinary Poor.		Lunatic.	Total.
	Outdoor.	Indoor.		
Group I.—Largest towns (population over 100,000), . .	17·4	4·8	3·3	25·5
Group II.—Large town (population 30,000 to 100,000), .	16·0	3·3	2·8	22·1
Group III.—Small towns (population 10,000 to 30,000), .	19·9	1 8	3·1	24·8
Group IV.—Predominantly rural areas, ...	19·1	1·3	3·5	23·9
Total of Scotland, .	18·2	2·9	3·3	24·4
In Group IV. (above)—				
Northern Highland Counties,	28·1	1·4	5·5	35·0
Other rural areas, . . .	17·2	1·3	3·0	21·5

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20. Being calculated on the census of 1901, the above ratios, especially in the largest towns, are higher than if the growth of the population were allowed for. They will, however, serve to show the distribution of pauperism in the various groups. The most prominent feature brought out is the greater proportion of poor relieved in the poorhouses of the largest towns and the large towns. In the largest towns the poorhouses are probably used to a greater extent as hospitals than in the other areas.

22. I shall again refer to the distribution of pauperism as between the urban and rural areas.

Age classification of statistics of sane paupers.

23. As stated above, 52·79 per cent. (or rather more than one-half) of the sane poor cases at 15th May 1906 were being relieved on account of disability arising from age, or age combined with other cause, and 47·21 per cent. on account of physical disability due to causes other than old age and childhood. In speaking here of the age pauperism of the sane poor, it must be kept in mind that dependants have been excluded. The term "dependants" includes wives as well as children of paupers, and there are no figures showing separately the number of adult dependants.

24. Table No. 2 of Appendix CLIX. (B) has been drawn up to show the effect of age on pauperism. That table gives for each county in Scotland, at 15th May 1906, the ratio of ordinary poor, classified according to age, to each thousand of the population (census 1901), and the proportion of the population who were over 65 years of age.

25. On an average, 48·4 persons in each thousand of the population of Scotland are over 65 years. It will be noted that in each of the counties of Zetland, Orkney, Caithness, and Sutherland the proportion of the aged population is more than double that of the average of the whole country. These counties are in the extreme north of Scotland. They contain no important towns. There is a more or less constant stream of migration of the younger members to the large centres in the south. The aged are left behind. Accordingly, as might be expected, the relative pauperism in these counties is very high, and the great bulk of it is in respect of persons over 65 years of age. A comparison of these counties with the average of Scotland shows—

County.	Ordinary Pauperism (exclusive of Dependants) per 1000 of Population.			Ratio of Persons over 65 per 1000 of Population.
	Total.	Over 65 Years of Age.	All other Paupers.	
Zetland, . . .	21·4	14·5	6·9	116·6
Orkney, . . .	16·1	9·4	6·7	108·5
Caithness, . . .	20·9	14·4	6·5	102·1
Sutherland, . .	29·4	19·6	9·8	115·0
Average for Scotland,	12·9	5·2	7·7	48·4

Deducting the aged paupers, the very highly pauperised counties of Zetland, Orkney, and Caithness would actually have a sane pauperism lower than the average of Scotland. Indeed, speaking generally, it may be said that the excessive pauperism in many of the Highland and rural parishes is mainly, if not entirely, due to physical disability arising from old age.

26. The preceding table shows the ratio of poor over 65 and under 65 to the total population. But the general result is not affected by taking the ratio of paupers under 65 to the population under 65. This is shown by the figures in Table No. 2a of Appendix CLIX. (B). There are in Scotland 107 paupers (excluding dependants) over 65 years of age to every thousand persons over 65, and there are 8·1 paupers (excluding dependants) under 65 to every thousand persons under 65. Zetland, Orkney, and Caithness have a lower ratio of poor under 65 years of age than the average for the whole country, the figures being—for Zetland 7·8, Orkney 7·5, Caithness 7·2, and all Scotland 8·1. Sutherland is again somewhat higher than the average for Scotland, there being 11·1 paupers under 65 years of age to every thousand of the population under 65.

27. In Table No. 2b of Appendix CLIX. (B) I have shown the ratio of *all* ordinary poor—paupers and dependants—over 65 years of age and under 65 years of age respectively to each thousand of the whole population. The general statement that excessive pauperism in the Highland and rural parishes is mainly due to old age disability is also demonstrated in that table. The total number of paupers and their dependants under 65 years of age amounts to 15·5 per thousand of the total population, whereas in Zetland, Orkney, and Caithness it is 9·9, 13·7, and 15·5. In Sutherland it is 19·7.

28. In Table 3 of Appendix CLIX. (B) an analysis is given of age pauperism in each of the parishes in Caithness and Lanarkshire,—Caithness being taken as a typical example of the northern Highland counties, and Lanarkshire as the principal industrial county of Scotland. That analysis shows that the parishes in Caithness compare favourably with those in Lanarkshire in respect of the pauperism of persons under 65 years of age.

Orphan, deserted, and separated children.

29. Dealing with the children, not being dependants, it is found that there were—

2947 orphans,
1269 deserted by their parents, and
3044 separated from their parents by action of the Parish Council or of law.

Number of boarded-out children.

30. Of these children, 6617, or 91 per cent., were boarded out, 1903 being with relatives and 4714 under the care of strangers.

Proportion of paupers who were natives of England and Ireland.

31. A large proportion of the pauperism of Scotland is due to Irish immigration. At 15th May 1906 no fewer than 11,992 (or 10·98 per cent. of the whole pauperism of the country) were natives of Ireland. Scottish paupers born in England numbered 2,968, being equal to 2·72 of the total pauperism.

32. In some of the parishes in the West of Scotland, and more especially in the mining and industrial districts, the burden of Irish-born paupers is specially heavy. Table No. 4 of Appendix CLIX. (B) shows, as regards the parishes in the counties of Dumbarton, Lanark, and Renfrew, the number of poor of all classes at 15th May 1906, the number of Irish-born poor at that date, and the percentage of Irish-born poor to the poor of all classes. In a number of parishes, including the large parish of Glasgow, more than 25 per cent. of the poor were born in Ireland, while natives of Ireland formed 18·7 per cent. of the total poor in Dumbartonshire, 21·4 per cent. of the total poor in Lanarkshire, and 20·3 per cent. of the total poor in Renfrewshire. There is no record of the further number, who, although of Irish extraction, were not natives of Ireland. It is many years since Irish immigration first affected the pauperism of Scotland. In 1848 there was a great increase in the number of casual poor during the year as compared with previous years, and one of the two causes of the increase was ascribed to "the influx of destitute persons from 'Ireland" (Third Annual Report of the Board of Supervision, p. vii.).

Ratio of pauperism to population in each parish.

33. In 1903 a table was prepared by the Board showing for each parish in Scotland the ratio of poor to population according to the census of 1901. The information will be found in the Ninth Annual Report of the Local Government Board, Appendix B., No. 9. That table shows the ratio per thousand of population of (1) Poor of all classes, (2) Lunatic Poor, and (3) Ordinary Poor—(*a*) Outdoor and (*b*) Indoor. A summary shows that the poor of all classes in 1903 amounted to 23 per thousand of the population. The lunatic poor formed 3·1 per thousand, and the ordinary poor 19·9 per thousand, of which 17·3 per thousand were receiving outdoor relief and 2·6 were relieved in the poorhouse.

Classification of parishes according to density of pauperism.

An analysis of the table has been made with the view of classifying the parishes according to the burden of pauperism. The result is shown in Table No. 5 of Appendix CLIX. (B) of this statement.

In 106 parishes the pauperism was less than 10 per 1000 of the population.
In 303 parishes the pauperism was from 10 to 20 per 1000 of the population.
In 266 parishes the pauperism was from 20 to 30 per 1000 of the population.
In 128 parishes the pauperism was from 30 to 40 per 1000 of the population.
In 41 parishes the pauperism was from 40 to 50 per 1000 of the population.
In 15 parishes the pauperism was from 50 to 60 per 1000 of the population.
In 15 parishes the pauperism was over 60 per 1000 of the population.

The pauperism at 15th May 1903 ranged from nothing in eleven parishes to 120 per thousand in Kintail—the most highly pauperised parish at that date.

34. A table like the above can only be compiled with accuracy shortly after the census year, as changing populations of parishes render the ratios less and less trustworthy each year until the next census. Accordingly, a similar table has not been prepared for any subsequent year.

35. It will be observed that the highly pauperised parishes (*i.e.* where the pauperism is over 40 per thousand) are mainly in the Highlands, and more particularly in the counties of Argyll, Inverness, and Ross. A map showing those highly pauperised parishes is submitted—Appendix CLIX. (B), No. 6.

Ratio of pauperism to population.

36. The ratio which the poor at 15th May 1906 bore to each thousand of the estimated population was—

Ordinary poor, . .	20	per 1000 of population.
Lunatic poor, . . .	3	„ „
Total poor of all classes .	23	„ „

(*b*) Retrospective.

Distinction in early returns between "registered" and "casual" poor, and reasons for abandoning that distinction.

37. In the earlier returns collected by the Board of Supervision paupers were classed as registered (or permanent) poor, and casual (or temporary) poor. But the distinction was to a great extent fallacious and was subsequently abandoned. The casual poor were almost entirely (*a*) poor on the suspense roll, because the settlement had not been determined at the date on which the return was compiled, and (*b*) poor receiving relief on the inspector's own responsibility pending a meeting of the Parochial Board. The former class—suspense poor—were more or less permanent, and many of the latter class also became permanent, and were subsequently placed on the register by direction of the Parochial Board. In large town parishes paupers placed on the register (or roll of so-called permanent poor) might receive relief for a few weeks only, whereas in small rural parishes, where meetings of the Boards are infrequent, recipients of relief were often on the list of casual poor for three or four months, solely on account of there having been no meeting of the Parochial Board.

Small number of vagrant paupers and reason therefor.

38. In the returns prepared for the Commission no distinction is made between permanent and temporary poor, nor could any reliable statistics be compiled of the two classes. The number returned as "vagrant" paupers at the middle of May each year is inconsiderable, probably because able-bodied persons are not entitled to parochial relief in Scotland.

Early returns of pauperism based on a year's count: reasons for abandoning that method of enumeration.

39. The number of poor statistics of the Board of Supervision were originally based on a year's count. The first statistics of this nature were applicable to the year 1846–7, and they were continued until 1888–9, when they were abandoned, as they were unduly inflated on account of—(*a*) the same person being included several times when he had been several times chargeable during the year, and (*b*) a double reckoning of persons who had been on both the casual and the permanent rolls during the year. I have made no use of these statistics, as they appear to be not only useless but misleading.

Description of statistics based on a day's count of paupers.

40. A record of the number of poor of all classes on a given day was first compiled in 1859. It has been continued to the present time. From 1845 to 1849 the statistics of a one-day count of pauperism were confined to the "registered poor," *i.e.* the poor upon the General Register of the Parochial Boards. But the so-called "casual" or "occasional poor" which were excluded were, as already explained, for the most part, as permanent as those on the register. A one-day count of casual poor was first included in the returns in 1850, and dependants were first brought in in 1859. The figures prior to 1859 are therefore incomplete.

41. Returns of number of poor on three given days—15th January, 15th May, and 15th September—have been compiled yearly since 1870. Lunatic poor were first distinguished in the returns in 1859. Poor in poorhouses have been shown separately since 1864; orphan and deserted children and children separated from their parents since 1875; Irish-born poor (one-day count) since 1890; and aged poor since 1893.

Number of applicants refused relief, and appeals, &c.

42. Statistics of the number of applicants who were refused relief by the inspectors of poor, and also the number who were subsequently relieved by order of the Sheriff, have been prepared each year since 1847, and statistics from 1883 of the persons who were offered relief in the poorhouse only, and who declined that offer. A statement of the number of applications on account of inadequate relief made to the Board, and the manner in which they have been disposed of, has also been published annually since the Board of Supervision was formed in 1845.

Immediate effect of Poor Law Act, 1845, on pauperism.

43. The immediate effect of the Poor Law Act of 1845 was an increase in the number and cost of the legal poor—an increase not due solely to greater poverty, but rather to the loosening of the moral ties of persons to support their poor relations, and to the drying up of voluntary aid and charity. Moreover, many of the persons who had previously been licensed to beg became recipients of the legal poor relief.

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44. The Board of Supervision, in their first annual report (p. 23), expressed regret "that since the legal 'provision for the poor has been extended, and more 'uniformly and systematically enforced under the recent 'statute, parties legally bound to maintain their poor 'relations have manifested a greater disposition than 'formerly to evade this obligation, and to throw the whole 'burthen of supporting even their parents and their 'children on the parish."

Fluctuations in Pauperism.

Movement of pauperism from 1859 to 1906.

45. Table No. 7, Appendix CLIX. (B), shows the number of paupers and dependants chargeable at the 15th May of each year from 1859 to 1906, the average annual numbers during the eight years to 1866, and thereafter the average annual numbers during the decennial periods, the increase or decrease each year, and the ratio of poor of all classes per thousand of the estimated population.

46. This table shows that, so far as recorded, 1868 was the year of highest pauperism, both actual and in relation to population. At 14th May 1859 the pauperism was 122,013, being 40·3 per thousand of the population. During the next eight years the ratio, though fluctuating, had on the whole shown a tendency to decrease, and at 14th May 1867 the pauperism was 39·6 per thousand of the population. During 1867–8, however, there was a considerable rise in the pauperism, and the ratio per thousand increased to 41·7. The actual pauperism was then 136,236.

47. For a period of ten years (1868 to 1878) there was an uninterrupted fall in the pauperism, both actual and relative. The actual pauperism decreased by 36,838, or 27 per cent., and the ratio of paupers to population fell from 41·7 to 27·4 per thousand, or no less than 34 per cent.

48. The year 1878–9 was an especially bad one. The harvest was defective, the weather exceptionally severe, and trade much depressed throughout the country during the whole year. Although the pauperism increased by 3501, or at the rate of ·7 per thousand of the estimated population, the Board of Supervision considered that, in the circumstances, the number and cost of poor afforded grounds for satisfaction as the result of the year's administration. In the following year there was an increase in the actual number of poor, but a decrease in the ratio per thousand of population. The Board referred to this in their annual report as follows (35th Annual Report, p. x.):—

> "The depressed state of trade and the deficiency in 'the crops referred to in our 34th annual report 'prevailed again during the past year, and have now 'continued for three years in succession. The pressure 'upon the population and the strain upon the adminis-'tration of the Poor Laws have consequently been 'great, and it was not to be expected that in these 'circumstances either the number of poor or the cost 'of their maintenance would show any diminution. 'The slight increase under both these heads which 'the following figures exhibit may indeed be regarded 'as satisfactory, especially when the annual increase 'in the population is kept in view."

49. After 1880 there was a steady fall in the pauperism, actual and relative, for four years. In 1885 the fall was arrested, and there was a slight rise for two years, followed by a further fall for each of the next six years, when (in 1892) the lowest point of recorded actual pauperism *as at 15th May* was reached, viz. 90,792. (The lowest actual pauperism — 89,942 — was, however, recorded on 14th September 1892, and the lowest point of pauperism in relation to population—22·0 per thousand—was touched in September 1900.) Since 1892 there has been a steady increase in the actual pauperism—except in the years 1899, 1900, and 1901, when there was a small decrease as compared with 1898. But the increase in relation to the population has not been great. The pauperism at the middle of May 1906 was 109,234, or 23·1 per thousand of the estimated population.

Main Cause of Reduction in Pauperism.

Effect of administration on pauperism.

50. The great decrease in pauperism subsequent to 1868 is probably due mainly to stricter administration, outdoor and indoor, urged and encouraged by the Board of Supervision and their outdoor officers. In outdoor administration inspectors of poor were requested to make careful examination of each case, not only when it first came before them,

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Opinion of Board of Supervision and their officers as to effect of administration on pauperism.

but subsequently with every change of circumstances. The Parochial Board registers were carefully scrutinised by the Board's officers, and doubtful cases reported on with a view to revision by the Parochial Boards.

51. Parochial Boards were urged, by circulars and otherwise, to discourage indolence, to detect imposture, and to check or reform vice by a judicious and firm use of the poorhouse test, involving work and discipline.

52. The results were most striking, and were frequently referred to in the annual reports of the Board. Two references will be sufficient. In their 26th annual report (1871) the Board say (pp. xvi.–xvii.):—

"The number of casual poor relieved during the 'past year has been smaller than in any previous year 'since 1861; and this we are disposed to attribute to 'increased care and vigilance on the part of inspectors 'of poor in the administration of this description of 'relief."

And in their 33rd annual report (1878) the Board say (p. xiv.):—

"The steady decrease in the number of poor during 'the last eight years is almost entirely due to more 'efficient administration. We continue to be of 'opinion that a still further diminution in the number 'of paupers might be safely attained if in all parishes 'there were a more searching inquiry into the circum-'stances of applicants, and a more discriminating use 'of the poorhouse test."

53. An indication of the views of the outdoor officers during this period of declining pauperism may also be of interest. In his half-yearly report to the Board, dated July 1877 (32nd Annual Report, p. 8), Mr M'Neill (afterwards Sir Malcolm M'Neill, Vice-President of the Local Government Board) stated:—

"There has been little reason since 1873, either in 'the prosperity of the community or in the internal 'administration, to believe that the reduction of 'pauperism is mainly due to any cause other than 'a more discriminating use of the poorhouse test."

Mr Campbell, another of the outdoor officers, reports in 1884 (39th Annual Report, p. 9):—

"I have yet to learn that any parish which has 'adopted strictly the rules recommended by the Board, 'and inculcated by its officers, for regulating the 'question of outdoor or indoor relief in each case, has 'had reason to regret it. Rates in such parishes 'decline, the poor are contented, and the work of 'Parochial Boards and inspectors is made simple and 'easy. It is not strictness of administration which 'causes discontent in a parish, but uncertainty of it, 'by cases exactly similar in kind being treated differ-'ently at different meetings."

Cases refused relief as a result of strict administration.

54. Information in the possession of the Board as to the effect of a strict administration of the Poor Laws and a rigid application of the poorhouse test is very limited, but, so far as it goes, it tends to show that rigid Poor Law administration does not result in evil consequences, such as increase of crime or of vagrancy. On the contrary, the statistics available point to the conclusion that, in the great majority of cases, persons refused relief, or paupers struck off the roll on their refusing the offer of relief in the poorhouse, become self-supporting, or are supported by their relatives. I hand in copies of the Board's circulars of 28th January 1878 and 26th July 1883. (*See App. No. CLIX. (B), Nos. 8a and 8b.*) These circulars show the manner in which 675 cases reported on by the officers of the Board of Supervision, and in regard to which action was taken by Parochial Boards, were dealt with. A summary of the cases is given in Table No. 8 of Appendix CLIX. (B). Of the 675 cases there were—

Struck off the roll at once,	154
Struck off roll after offer of poorhouse was declined,	486
Accepted offer of poorhouse,	12
Outdoor aliment ordered,	23
Total,	675

Of the 640 cases struck off the roll at once, or after offer of poorhouse was declined,—

There became self-supporting,	166
Supported by family or relatives,	188
Partly self-supporting and partly supported by family or relatives,	160
Re-admitted to outdoor roll,	53
Died,	12
Particulars not stated,	61
Total,	640

Of the 61 cases in which particulars were not given, it appears that 46 had not again become chargeable when the statements were prepared by the inspectors of poor.

Pauperism on three given days.

55. Table No. 9, Appendix CLIX. (B), shows for each year from 1870 to 1906 the number of poor of all classes relieved on three given days, and the average of the three days' count.

Ordinary and lunatic paupers since 1859.

56. Table No. 10, Appendix CLIX. (B), shows the number of ordinary poor and of lunatic poor at the middle of May in each year since 1859; the ratios which the ordinary poor and the lunatic poor respectively bear to each thousand of the population; and the ratio of lunatic poor per thousand of the total poor of all classes. Charts are also submitted showing (1) the fluctuations in the number of poor of all classes, and also in the number of ordinary (sane) poor relieved at the middle of May in each year from 1859 to 1906, and (2) the fluctuations in the ratios per 1000 of estimated population in respect of (*a*) poor of all classes, (*b*) total ordinary poor, (*c*) ordinary poor outdoor, (*d*) ordinary poor indoor, and (*e*) lunatic poor. Appendix CLIX. (B), Nos. 11 and 12.

Increase of pauper lunacy and decrease of ordinary pauperism.

57. It will be noted that the number of lunatic poor rose more rapidly after 1874. This was due, in part at least, to the effect of the Pauper Lunacy Grant, which was first distributed in 1875. Many previously returned as ordinary poor were certified and returned as lunatics in order that a share of the Grant might be obtained in respect of their cost.

58. It is also worthy of note that in the thirty-eight years from 1868 to 1906, notwithstanding the great increase of the population of the country, the ordinary poor have decreased from 130,446 to 94,403, or from 40 to 20 per thousand of the estimated population; and that during the same period the lunatic poor have increased from 5,790 to 14,831, or from 1·8 to 3·1 per thousand of the estimated population. Taking the increase of population into account, the number of ordinary poor has decreased 50 per cent., and the number of lunatic poor has increased fully 70 per cent.

Poor in Poorhouses.

Growth of poorhouses and their accommodation since 1848.

59. Table No. 13, Appendix CLIX. (B), shows for each year from 1848 to 1906 the number of poorhouses in operation, with their sanctioned accommodation, and the number of pauper inmates at 15th May, also the number and the population of parishes to whom poorhouse accommodation was available, and the number and population of parishes to whom poorhouse accommodation was not available.

60. In 1848 there were 14 poorhouses, with a sanctioned accommodation of 3,193; in 1906 there were 70 poorhouses, with a sanctioned accommodation of 18,861. In 1851, 91 parishes, with a population of 1,034,744, had available poorhouse accommodation; in 1906, 816 parishes, with a population of 4,426,600, had such accommodation.

Different methods whereby a parish may possess poorhouse rights.

61. It may be explained that a parish may either possess a poorhouse entirely or have a share in a poorhouse along with other parishes formed into a combination for the purpose; and that parishes having no share in a poorhouse may, with the approval of the Local Government Board, have the right to board paupers in a poorhouse.

Indoor and outdoor ordinary pauperism since 1864.

62. Table No. 14, Appendix CLIX. (B), shows for the years 1864 to 1906 the number of ordinary poor in poorhouses, and not in poorhouses, at the middle of May, and the ratio which the number of ordinary poor in poorhouses bore to the total number of ordinary poor, and also the ratio of indoor poor and of outdoor poor respectively to each 1000 of the estimated population.

Growth of poorhouses since 1900 and their decreased deterrence.

63. For many years the number of poor in poorhouses was more or less stationary. Since 1900, however, it has increased very rapidly. The poorhouses erected in recent years are much more attractive than the older houses, and are probably less repellent in their effect upon applicants offered the poorhouse as a test. Other witnesses will be able to speak upon this point.

Objects of a poorhouse.

64. As explained by the Legal Member of the Board, the poorhouse is intended to be (1) a hospital for the sick, (2) a house of refuge for the aged and the infirm, (3) a place of restraint for the immoral and the improvident who are not able-bodied, and (4) a place to test imposture.

Classification of poorhouse inmates.

65. Table No. 15, Appendix CLIX. (B), shows the population of the poorhouses, with the number and proportion of those on the sick list for each year from 1860 to 1905, and the number and proportion of children for each year from 1875 to 1905.

66. The proportion of sick in poorhouses has increased and the proportion of children has greatly decreased during these periods.

67. The information available as to the number of aged and of infirm inmates, not being on the sick list, and of test cases in poorhouses, is not sufficient to enable me to submit trustworthy statistics.

ed poor in orhouses.

68. The total number of poor in the poorhouse at 15th May 1905 who were 65 years of age and upwards was 4,712, of whom 2,504 were males and 2,208 were females.

stribution urban and al uperism.

69. Table No. 16, Appendix CLIX. (B), shows for 1876, and at intervals of five years thereafter, the population, the poor of all classes, and the ratio of poor per thousand of population, in groups of parishes.

70. In the first group there are included the parishes wholly or partly in the towns of (*a*) Glasgow and suburban burghs, (*b*) Edinburgh and Leith, (*c*) Dundee and suburban burghs, (*d*) Aberdeen, and (*e*) the group of burghs composed of Hamilton, Motherwell, and Wishaw; in the second group, the parishes having town populations between 30,000 and 100,000; in the third group, the parishes having town populations between 10,000 and 30,000; and in the fourth group, the parishes in the rural areas and in the very small towns.

71. The number of poor of all classes in these groups was as follows:—

	In 1876.	In 1906.	Increase.	Decrease.
Group I., . .	28,184	45,626	17,442	...
„ II., . .	10,011	10,917	906	...
„ III., . .	6,871	8,496	1,625	...
„ IV., . .	57,592	44,195	...	13,397
Total for Scotland,	102,658	109,234		
Increase in town parishes, . .			19,973	...
Decrease in rural parishes, .			...	13,397
Net increase for Scotland, . .			6,576	...

72. The change in the distribution of pauperism in 1906 as compared with 1876 may be shown in another way. The percentage of pauperism in the parishes in the various groups was—

	1876	1906
In Group I., . .	27·5	41·8
„ „ II., . .	9·7	10·0
„ „ III., . .	6·7	7·8
„ „ IV., . .	56·1	40·4
Total, .	100·0	100·0

73. These statements are of interest and importance. They show the drift of pauperism during the last thirty years, viz.—from the rural areas to the large towns.

74. But, to show the true burden of pauperism in the various areas, the increase of population has to be taken into account. Taking the census figures of 1871 and 1901, it is found that the population has increased in the area of each of the groups. But in the towns, and more especially in Group I., the increase has been much more rapid than in the rural areas; and further, the population has increased more rapidly than the pauperism in all the groups. The fairest comparison of the burden of pauperism will be had by taking the figures of the number of poor and the population of the census years 1881, 1891, and 1901, shown in the table. The ratios of paupers per thousand of the population based on these figures were—

	1881.	1891.	1901.	Decrease in 1901 as compared with 1881.
Group I., . .	23·8	19·7	21·7	2·1
„ II., . .	25·3	18·2	19·1	6·2
„ III., . .	24·4	21·4	23·2	1·2
„ IV., . .	31·0	26·4	23·2	7·8
Whole of Scotland,	27·4	22·6	22·1	5·3

75. While the relative pauperism had decreased in all the groups in 1901 as compared with 1881, the most marked diminution was in the rural areas.

76. In 1901, as compared with 1891, there was an increase of relative pauperism in all the groups except No. IV.—the rural areas.

77. Since 1901 relative pauperism has still further increased, but not to the extent shown in the last column of the table, in which the census populations of 1901 are taken as the basis of the ratios. The populations have increased during the last five years but I have no data upon which to frame trustworthy estimates of the populations of the various groups in 1906.

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Comparison of rural pauperism in northern counties.

78. Appended to the summary of the groups is an additional statement giving particulars for Group IV., divided into the northern counties and the rest of the rural area. It is found that the pauperism per thousand of population in these two districts was—

	1881	1901
Northern district, . .	42·0	36·2
Other rural area, . .	28·3	20·4

Although there has been a considerable diminution in the relative pauperism of the northern counties, the pauperism there is still much higher than in Scotland generally.

Increase in aged pauperism.

79. Statistics of aged poor, excluding lunatics, have been obtained since 1893. Table No. 17 of Appendix CLIX. (B) shows the estimated population over 65, the total ordinary poor (and dependants) over 65, and the percentage of the population over 65 who were paupers. The rate of increase in the number of aged poor is practically equivalent to the rate of increase in the number of aged inhabitants.

Orphan, deserted, and separated children and numbers boarded out.

80. Table No. 18, Appendix CLIX. (B), shows for the years 1890 to 1906 the number of pauper children chargeable in their own right at the middle of May, distinguishing between orphans, deserted children, and children separated from parents; also the number of those children who were boarded out with relatives and with strangers respectively.

Number of applicants refused relief and number relieved on Sheriff's Order.

81. Table No. 19 of Appendix CLIX. (B) shows the average number of applicants refused relief, and the average number subsequently relieved by order of the Sheriff, during each decennial period from 1856 to 1896, and the actual numbers for each year from 1897 to 1906; also the number who, being offered relief in the poorhouse only, declined the offer, for each year from 1897 to 1906.

Number of complaints of inadequate relief and how disposed of.

82. Table No. 20 of Appendix CLIX. (B) shows the average annual number of applications made to the Central Board complaining of inadequate relief in each quinquennial period since 1845, and the manner in which they have been disposed of; also the actual number for the last six years.

Deaths among paupers.

83. Table No. 21 of Appendix CLIX. (B) shows the number and percentage of deaths of poor in poorhouses in each year from 1864 to 1906, and also the number and percentage of deaths of poor not in poorhouses in each year from 1883 to 1906. But the percentage of deaths, as shown, is considerably in excess of the actual death-rate, as the deaths during the whole year are taken, whereas the pauper population on which the calculation is based is only a one-day count. It is also to be kept in view that most of the poor in poorhouses are sick or infirm.

III. COST OF POOR RELIEF.

(*a*) Statistics for 1905–6.

Classified Poor Relief expenditure, etc. in 1905–6.

84. Table No. 1 of Appendix CLIX. (C) shows the ordinary revenue and expenditure, the outstanding debt, gross rental and Poor Law assessable rental of parishes within (*a*) burghs of certain populations (Groups I. to III.), (*b*) the predominantly rural area (Group IV.), and (*c*) the whole of Scotland.

85. The total cost of poor relief in Scotland in 1905–6 was, ... £1,407,169

Of which the cost of ordinary poor was		
Outdoor, ...	£554,270	
In poorhouse, . . .	314,474	
		868,744
The cost of lunatic poor, wherever situated,		396,823
And general administration expenses, .		141,602
		£1,407,169

86. The "general administration expenses" refer exclusively to those expenses of management which are applicable to all classes of poor, and cannot be said to appertain to one class more than another. They include salaries of inspectors of poor and collectors of rates, clerks, office rents, expenses of audit, elections, etc. All other charges met out of the ordinary revenue of the year are included in the cost of the poor—ordinary or lunatic.

87. Table No. 2 of Appendix CLIX. (C) shows the cost per head of ordinary poor and lunatic poor—the former

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class being differentiated as between "outdoor" and "in poorhouse"—in urban groups of parishes, in the predominantly rural area, and in the whole country.

Average annual cost of paupers and reasons for apparent high cost of indoor paupers.

88. The average cost per head of the ordinary outdoor poor, including dependants, was £6, 16s. 6d. per annum, of the poor in poorhouses £23, 16s. 11¼d., and of the lunatic poor, wherever lodged, £26, 15s. 1½d. To these amounts there falls to be added a proportion of the general administration expenses above referred to; and in the case of lunatics, the cost of providing, furnishing, and maintaining the district asylum buildings amounting to £151,313 in 1904–5, or £10, 4s. 0½d. per head per annum.

89. I may explain that these averages have been arrived at by dividing the total cost of the various classes by the number of each class chargeable at 15th May 1906, a one-day count which represents, approximately, the mean daily number chargeable during the year.

90. The average cost of poor in poorhouses seems high, and probably it is slightly higher than an average based on the average daily number of inmates during the year, but it is to be kept in view that (1) in a number of poorhouses there is much vacant accommodation, and the establishment charges are practically the same whether the house is empty or full; (2) the annual debt charges are very high on account of the number of costly buildings recently erected; (3) the cost covers poorhouse hospitals as well as ordinary wards, and the annual charges in certain of these splendidly equipped large medical and surgical institutions are necessarily much higher than in the ordinary poorhouse wards; and (4) the cost includes all charges incidental to indoor poor, including expenses of removals, interments, etc.

Average cost of paupers in Glasgow poorhouses.

91. In illustration of the foregoing statement No. (3), I may say that the parish of Glasgow has considerably more than one-fourth of the total indoor paupers of Scotland, and that they are housed in four poorhouse institutions, in which the average daily number of inmates in 1905–6, the total expenditure, and the cost per head were as follows:—

Institution.	Average Daily Number of Inmates in 1905–6.	Expenditure in 1905–6.	Average Cost per head of the Inmates.		
		£	£	s.	d.
Barnhill Poorhouse, . .	1,959	32,991	16	16	10
Stobhill Hospital, . .	1,608	62,451	38	16	9
Eastern District Hospital, .	231	14,504	62	15	9
Western „ „ .	180	12,765	70	18	4
Total, .	3,978	122,711	30	16	11

Excluding annual debt charges (repayment of loans and interest), the cost in the above institutions was as follows:—

Institution.	Average Daily Number of Inmates in 1905–6.	Expenditure in 1905–6 exclusive of Debt Charges.	Average Cost per head of Inmates.		
		£	£	s.	d.
Barnhill Poorhouse, . .	1,959	26,081	13	6	3
Stobhill Hospital, . .	1,608	38,051	23	13	3
Eastern District Hospital, .	231	8,697	37	13	0
Western „ „ .	180	7,362	40	18	0
Total, .	3,978	80,191	20	3	2

92. The accommodation, population, and cost for maintenance, and total cost of sane poor, in a few of the poorhouses having a large proportion of vacant beds, are as follows:—

Average cost of paupers in poorhouses with large surplus accommodation.

Poorhouse.	Sanctioned Accommodation.	Average Daily Number of Inmates.	Cost for Maintenance only.				Total Cost for Year.			
			Total.	Per head.			Amount.	Per head.		
			£	£	s.	d.	£	£	s.	d.
Athole, etc., .	70	38	599	15	15	3	1080	28	8	5
Galashiels, .	65	28	317	11	6	5	726	25	18	7
Latheron, .	50	14	117	8	7	2	486	34	14	3
Lewis, . .	66	28	275	9	16	5	1406	50	4	3
Long Island,	20	9	115	12	15	7	553	61	8	11
Skye, . .	40	16	213	13	6	3	455	28	8	9

Lewis and Long Island poorhouses are burdened with debt, and the exceptionally heavy average cost per head in these houses is mainly due to the annual debt charges.

93. I make no suggestion that excellent results are not obtained by the use of these houses, nor do I suggest that an empty poorhouse is necessarily indicative of loss to the parishes supporting it. If properly used as a test, and if its emptiness is due to the disinclination of applicants to remain in the house, the lack of inmates is profitable; but if, on the other hand, parishes have a poorhouse and do not use it for testing purposes or for the aged and infirm, it is obviously a serious and needless expense.

Average annual cost for "maintenance."

94. From returns received from poorhouse treasurers, it would appear that the cost of maintenance alone (*i.e.* expenditure on food and clothing, fuel, light, water, stimulants, and all other necessaries actually consumed by, and furniture, furnishings, and bedding required for the comfort and subsistence of the pauper inmates) was £132,037 in 1905–6, representing an average annual cost per head of £9, 7s. 11d. This maintenance is exclusive of all salaries and other establishment charges, debt charges, medical relief, etc.

Poor Law expenditure and sources from which met.

95. The expenditure of £1,407,169 was met as follows:—

From Government Grants, . .	£244,635
„ relatives and miscellaneous sources, ...	41,574
Leaving to be met out of rates, . .	1,120,960
Total, .	£1,407,169

96. The deficit falling to be met by assessment would require a rate of $8\frac{6}{10}$d. per £ of the gross valuation of the country. The Government Grants represent a rate of $1\frac{9}{10}$d. per £ of the same valuation, and the receipts from relatives and miscellaneous sources are equivalent to the product of a rate of $\frac{3}{10}$d. per £.

Expenditure and rating in burghal and rural areas.

97. In Table No. 3 of Appendix CLIX. (C) I have distinguished expenditure in urban and rural areas. That table shows, *inter alia*, the total expenditure in 1905–6, the amounts raised from Government Grants and miscellaneous sources respectively, the deficit falling to be met by assessment, and the rate per £ of gross rental required to produce such assessment.

98. It will be observed (1) that the northern counties are the most heavily rated areas, the burden being on an average 1s. $2\frac{7}{10}$d. per £ of gross valuation; these are predominantly rural areas; (2) that in the rest of the country the predominantly rural areas are the most lightly rated, the burden being on an average $6\frac{1}{10}$d. per £; (3) that, on the whole the urban areas, and more especially those in the largest towns, are more highly rated than the rural areas.

99. It may be explained that the average rates have been calculated on the gross rental as appearing in the valuation roll, and not on the net Poor Law assessable rental. As the deductions allowed in arriving at the assessable rental vary greatly in different parishes, this method is the only one by which a proper comparison as between different areas can be arrived at. It should, however, be kept in view that, if calculated on assessable rental, the average rates would have been considerably higher than those given here, especially in rural areas where, in addition to the deductions under section 37 of the Poor Law Act, large deductions are made in respect of rental of agricultural subjects under the Agricultural Rates Act, in connection with levying occupiers' rates.

100. Passing now from average rates to actual rates levied on assessable rental there is shown in Table 4 of Appendix

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CLIX. (C) the number of parishes in each county classified according to the rates in the £ imposed in 1905–6. The rates for the relief of the poor were—

In 282	parishes less than 6d. in the £.				
„ 305	„	6d. and less than 1s.		in the £.	
„ 156	„	1s.	„	1s. 6d.	„
„ 52	„	1s. 6d.	„	2s.	„
„ 24	„	2s.	„	2s. 6d.	„
„ 28	„	2s. 6d.	„	4s.	„
„ 13	„	4s.	„	5s.	„
„ 6	„	5s.	„	6s.	„
„ 8	„	6s. and over.			

The lowest rate levied was $\frac{1}{16}$d. in the £, and the highest 13s. 3d. in the £.

101. The accompanying map (Appendix CLIX. (C), No. 5) shows the fifty-five parishes in which the rate exceeded 2s. 6d. in the £ of assessable rental. These highly rated parishes are all in the northern counties already referred to. There were—

In Zetland,	11	of these parishes.
„ Orkney,	10	„
„ Caithness,	2	„
„ Sutherland,	4	„
„ Ross,	12	„
„ Inverness,	11	„
„ Argyll,	5	„

102. The main causes of the high rates are, (1) low rental, (2) high pauperism (especially lunatic pauperism), and (3) deficiency in Agricultural Rates Grant. The first named is almost invariably the predominant cause, and a good illustration of its effect is given on p. xliv. of the reports on the rates in the Outer Hebrides (Cd. 3014/1906). It is there shown that on account of the exceptionally low rental per family "with the same proportion of pauperism 'and the same expenditure per head, the rate in Barvas 'would be thirteen times as heavy as in Scotland 'generally."

RETROSPECTIVE.

103. According to returns laid before Parliament in 1843, the total amount of the poor funds in Scotland in 1836 was £171,042, and in 1841, £218,481. In 1844 the expenditure on the relief and management of the poor was £258,815. After the passing of the Poor Law Act the poor relief expenditure rose rapidly. But it is right to point out that no proper comparison can be made between the expenditure before and after the passing of the Act. Sir John Skelton, in his report on local taxation (p. 3), has made this very clear :—

"The Poor Law Act of 1845 was called an ''Amending' Act ; it was substantially the introduc-'tion of an entirely novel system. Any attempt to 'contrast the total amount expended on the relief of 'the poor in any year prior to 1845 with the total 'amount expended in any subsequent year would 'serve no good end, and would indeed only tend to 'mislead. No approximate estimate of the burden 'imposed, either on real property or on the 'means 'and substance' of the community at large, can now 'be made. Outside the principal centres of population, 'the old Scottish Poor Law system may best be 'described as a regulated and legalised scheme of 'begging, supplemented by voluntary assessments and 'the charities of the Church. In the northern and 'western counties, constituting the Highland district, 'the allowances awarded to the poor were illusory, so 'small, the Commissioners appointed to inquire into 'the subject reported, as to be of no real assistance in 'providing for their support. In these districts the 'allowance was given indeed, not in the light of relief, 'but as 'an acknowledgment of poverty,' so that the 'recipient could not be prosecuted as a 'sturdy beggar.' 'In many rural parishes throughout the country the 'smallest amount of relief was refused ; but the poor 'received a badge, and were licensed to beg within the 'limits of the parish, in conformity with the Act of 'of 1672. Even without receiving such badges, the 'Commissioners found that in many of the burghs 'and smaller towns the paupers were allowed to beg 'on one or more days of the week, as in Inveraray, 'Dingwall, Thurso, Perth, Kirkcaldy, and Peterhead. 'In Shetland, again, the poor were relieved by being ''quartered' in rotation upon (in other words, lodged 'and fed by) the inhabitants of each district. In 'these circumstances it is obvious that even if fairly 'complete returns could now be obtained, any 'comparison between the amount expended on the 'relief of the poor before and since the passing of the 'Act would be of comparatively little value."

104. But even as regards the years subsequent to 1845, a complete statement of the annual cost of poor relief cannot be made, as the annual returns collected by the Board of Supervision prior to 1894 were framed so as to exclude from the ordinary expenditure annual charges in respect of repayment of bonded debt and interest on such debt. Nor can the capital expenditure on buildings be shown, because under cost of buildings there was included, prior to 1894, not only the cost of erection and enlargement of buildings met out of loans, but also repairs and interest on borrowed money defrayed out of ordinary revenue.

Incompleteness of early returns of expenditure on poor relief.

105. Table No. 6 of Appendix CLIX. (C) contains what is possibly as complete a comparative statement of the financial transactions of Poor Law authorities over a period of sixty years as can now be compiled. It shows, for the years from 1846 to 1905, the gross rental ; the receipts, subdivided into assessments, grants-in-aid, and other receipts ; the expenditure on "relief and management," *i.e.* on maintenance, medical relief, management, and law ; the rate of such expenditure per £ of gross rental, and per head of estimated population ; and from the year 1859, the average cost per head for maintenance only, and for "relief and management,"—the calculations being based on the number of poor according to a one-day count. As already explained, "relief and management" does not represent the total cost of poor relief, as debt charges and certain other items have been omitted.

Comparison of expenditure on "relief and management" from 1846–1905.

106. Tables Nos. 7 and 8 of Appendix CLIX. (C) are supplementary to Table No. 6. No. 7 shows for the years 1894 to 1905 the ordinary receipts and ordinary expenditure, subdivided into various heads, and capital receipts and expenditure out of the same. In this table the expenditure is complete, and the statistics as to rates of expenditure per £ of gross valuation per head of estimated population and per pauper, given therein, may be of more value than those shown in the previous table. No. 8 shows for the years 1894 to 1906 the valuation (gross and net), and the indebtedness, actual and per £, of gross valuation. The increase of debt is mainly attributable to the borrowing by the Parish of Glasgow—the debt of that parish having increased by upwards of half a million pounds since 1901.

Poor Law receipts and expenditure, etc. from 1894 to 1905.

107. I have previously referred to the rapid increase in the legal poor which followed the passing of the Act of 1845. The augmentation of the expenditure was even more rapid. In their third annual report the Board of Supervision said :—

"We have stated that the annual expenditure on 'the relief and management of the poor is now greater 'by £249,102 than it was two years ago, and we are 'satisfied that the condition of the poor has been 'materially improved in almost every parish in this 'country ; but we cannot venture to assert that this 'improvement has been commensurate with the 'increase in the expenditure. On the contrary, we 'have no doubt that a great proportion of this sum of '£249,102 represents in money what was formerly 'contributed voluntarily in kind, as relief or charity 'to poor persons in parishes which were not then 'assessed, or goes to relieve the labouring population 'from a corresponding part of the burden of support-'ing or aiding their relations."

Increase of expenditure immediately subsequent to 1845 ; its causes and results.

In short, the increase at first was probably more a substitution of one form of relief for another than an increase of the burden of supporting the poor.

108. Poor relief expenditure and the number of poor were as follows :—

Increase of expenditure since 1846 and causes thereof.

	Expenditure.*	Number of Poor of all Classes at 15th May.	
		Ordinary.	Lunatic.
1846	£295,232	...	...
1860	643,303	115,878	5,028
1880	849,064	95,089	8,097
1900	1,109,619	85,850	13,166
1906	1,407,169	94,403	14,831

109. It is obvious that the growth in the expenditure is not due to increase in the number of sane poor : such poor have actually decreased. The tables show that it is attributable to several causes, of which the principal are—

(1) The increase in the number and cost of poor in poorhouses. Table No. 9 of Appendix CLIX. (C) shows that the average daily number of poor in poorhouses was 8,773 in

* Prior to 1900 the expenditure is exclusive of annual debt charges, upkeep of buildings, and certain miscellaneous expenditure.

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1890, and in 1906, 14,050, an increase of 60 per cent., and that the expenditure on poor in poorhouses, exclusive of annual payments for redemption of debt, increased during the same period from £117,717 to £261,243, or 122 per cent. During the same period the average cost per inmate (exclusive of charges for repayment of debt) rose from £13, 8s. to £18, 12s.

(2) More liberal allowances granted to outdoor poor accompanying a higher standard of living.

(3) A great increase in the number and cost of lunatic poor. The number of lunatic poor increased from 5,028 in 1860 to 14,831 in 1906, and the expenditure on maintenance of lunatic poor increased from £238,725 in 1894 to £350,707 in 1905.

Infrequency of and popular attitude towards compulsory poor rate prior to 1845.

110. Prior to 1845 there was no general and uniform system of rating in Scotland. The power to assess, although given by the Act of 1579, was in practice only looked upon as a security against want of funds. For nearly two centuries after the passing of the 1579 Act the Church continued to be the guardian of the poor. The necessitous cases were all known to the minister and his elders, and the weekly church-door collections and sessional funds, supplemented by private charity, were sufficient for the needs of the poor. Compulsory rating was unnecessary and unpopular, and was only resorted to in emergencies when, from bad harvest or other cause, the ordinary sources of revenue failed. It was abandoned as soon as the necessity for it ceased.

111. About the middle of the eighteenth century the secessions from the National Church began to seriously affect the church-door collections, and rates, legal or voluntary, came to be more or less regularly imposed in some districts to supplement the ordinary poor's funds. The steady growth in the number of Dissenters caused rating to be more and more resorted to, and finally the Disruption in 1843 rendered it essential to adopt more widely the compulsory means of raising revenue. Nevertheless, at the passing of the Act of 1845, assessments were imposed in a comparatively limited number of parishes.

Growth of resort to compulsory poor rate since 1845.

112. The number of parishes assessed and unassessed at different dates is as follows:—

Year.	Assessed Parishes.	Unassessed Parishes.
1817	192	...
1845	230	650
1846	448	432
1847	558	322
1848	600	280
1850	644	236
1870	794	93
1890	835	51
1906	870	4

It is evident that rating became general soon after the passing of the 1845 Act. In four parishes only are the funds now raised otherwise than by a legal assessment.

Different methods of raising poor-rates allowed by Poor Law Act of 1845.

113. The 34th section of the Act of 1845 gave to Parochial Boards, subject to the sanction of the Board of Supervision, a choice of three methods of raising the rates.

(1) One half of the assessment might be imposed upon the owners and the other half upon the tenants and occupants of all lands and heritages within the parish rateably according to the annual value of such lands and heritages.

(2) One-half of the assessment might be imposed upon the owners of all lands and heritages within the parish according to the annual value of such lands and heritages, and the other half upon the whole inhabitants according to their means and substance other than lands and heritages situated in Great Britain or Ireland.

(3) The whole assessment might be imposed as an equal percentage upon the annual value of all lands and heritages within the parish, and upon the estimated annual income of the whole inhabitants from means and substance other than lands and heritages situated in Great Britain or Ireland.

114. The 35th section of the Act permitted a further method of assessment, viz. the continuation of that which had been established by local Act or by usage. In many cases the established usage was assessment upon old valued rent, a rental fixed in the time of Cromwell, and revised during the reign of Charles II.

Classification of occupiers for rating purposes.

115. A variation of the first method of assessment might be made under the 36th section of the Act, Parochial Boards adopting that method being permitted, with the concurrence of the Board of Supervision, to distinguish into two or more separate classes, according to the purposes for which such lands are used and occupied, and to fix such rates of assessment upon the tenants or occupants of each class respectively, as to such Boards may seem just and equitable. This was a rough method of adjusting the assessment to the taxable capacity of the ratepayer.

Effect of legislation subsequent to 1845 on methods of rating.

116. The second and third modes of assessment were abolished by the Poor Law (Scotland) (No. 2) Act, 1861, and the twenty-three parishes which, at the passing of the Act, had been assessing under the second and third modes, were then required to assess according to the first mode, with an equitable classification. The experiment of levying local taxation on income had been tried for fifteen years without success, and was abandoned.

Effect of Agricultural Rates Act on classification of occupiers for rating purposes.

117. Power to classify parishes for assessment purposes is suspended during the continuation of the Agricultural Rates Act, 1896, but parishes which were classified at the time of the passing of that Act might be certified by the Secretary for Scotland, and the classification continue in force provided occupiers of land were under the classification at least as favourably treated as they would have been without classification under the Act. When the Act of 1896 passed, 162 parishes were classified. The effect of the Act has been to reduce that number to 68. Of course, it has to be borne in mind that the Agricultural Rates Act has in effect established a uniform classification in those parishes which are not otherwise classified.

Average Poor Rates, 1817–1906.

118. The average rate of assessment in the £ of gross rental of assessed parishes was—

	s.	d.	
In 1817, ...	0	4½	per £.
,, 1847, ...	0	8½	,,
,, 1856, ...	1	1	,,
,, 1867, ...	0	11¾	,,
,, 1881, ...	0	8½	,,
,, 1891, ...	0	7¼	,,
,, 1901, ...	0	7¼	,,
,, 1903, ...	0	7¾	,,
,, 1906, ...	0	9	,,

Government Grants.

119. The average rates would have been considerably higher but for the proportion of the cost of poor transferred from local to imperial taxation.

The Medical Relief Grant, its extension to poorhouse nursing and effect thereof.

120. *Medical Relief Grant.*—In 1847 a grant of £10,000 was first voted by Parliament. That vote was thereafter continued annually until 1882, when the Grant was increased to £20,000. In 1885, in order to encourage the development of trained sick-nursing in poorhouses, special provision was made for defraying out of the Grant a proportion of the cost of such nursing. One-half of the actual salary of each trained sick-nurse, together with an allowance of 3s. per week in respect of the cost of rations, lodging, and uniform, is allowed as a first charge against the £20,000, the balance being divided and distributed, upon a vouched expenditure, on medical relief, indoor and outdoor, at such rate per £ as will exhaust, or as nearly as may be exhaust, the whole amount. The cost of trained sick-nursing has increased beyond all anticipation, and is still going up, with the result that the amount of Grant available for the original purpose,—*i.e.* in aid of the salaries of Poor Law medical officers, and of medicines and medical appliances,—is seriously affected. For the year ended 15th May 1906 the cost of trained sick-nursing in poorhouses amounted to £11,137 of which one-half was repaid from the Grant. The great bulk of the trained sick-nursing Grant goes to the large town parishes—Glasgow alone, in 1905–6, having received £2303 of it. The cost of Poor Law medical relief other than trained sick-nursing in poorhouses was £53,303, of which there was repaid from the Grant £14,436, being at the rate of 5s. 5d. per £ of vouched expenditure. Table No. 10 of Appendix CLIX. (C) shows the expenditure on trained sick-nursing in poorhouses, the amount allowed from the Grant in each year since its introduction in 1885, and since 1883 the expenditure on Poor Law medical relief chargeable against the Grant, the amount of Grant distributed, and the rate per £ of expenditure. It will be noted that the Grant for trained sick-nursing has grown from £264 in 1885 to £5568 in 1906, and that the rate per £ of expenditure at which the Poor Law medical relief Grant was distributed has fallen from 10s. 9¼d. in 1883 to 5s. 5d. in 1906, the fall in the rate being due partly to the smaller amount available and partly to the increased expenditure on medical relief. Since 1889 the Grant has been paid out of the Local Taxation (Scotland) Account.

The Lunacy Grant.

121. *Grant in aid of Maintenance of Pauper Lunatics.*—The Lunacy Grant was first voted by Parliament in 1875, when £59,500 was voted. The amount of the vote steadily increased till 1889, the amount voted that year being £91,300. During that period the Grant was allocated at the rate of 4s. per head per week where the expenditure

on maintenance of a pauper lunatic was not less than 8s. per week, and at the rate of one-half of the expenditure where the cost of maintenance was less than 8s. per week. The amount of Grant was stereotyped at £90,500 by the Local Government (Scotland) Act 1889, and became payable not out of sums annually voted, but out of the Local Taxation (Scotland) Account.

Under the Education and Local Taxation (Scotland) Act, 1892, a further sum of £25,000 was set aside for allocation among Parish Councils as a contribution to the cost of maintenance of pauper lunatics. The principles of allocation which previously obtained became in part inapplicable, and it was necessary to modify them to some extent. The total of the two contributions, amounting to £115,500, is now divided and distributed among Parish Councils at such rate per £ of expenditure on maintenance not exceeding 8s. per week as will exhaust, or as nearly as may be exhaust, the whole amount.

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The number and cost of lunatic poor is annually increasing, and consequently the rate per £ at which the Grant is distributed is annually decreasing. Table 11 of Appendix CLIX. (C). shows for each year since 1892 the total cost of maintenance of pauper lunatics, the admissible expenditure upon which Grant was allowed, and the rate per £ at which the Grant was distributed. It will be observed that in 1892 the Grant was distributed at the rate of 11s. 7¼d. per £ on an expenditure not exceeding 8s. per week; in 1906 the rate had fallen to 8s. 2d. per £ on a similar expenditure.

Copies of the forms of claim on the Medical Relief and Lunacy Grants, showing the conditions of participation, are handed in. (*For conditions of Lunacy Grant see App. No. CLIX. (E).*)*

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122. *Grant in relief of Rates.*—A Grant of £50,000 has since 1893 been paid annually to Parish Councils under the Education and Local Taxation (Scotland) Act, 1892. It is distributed by the Secretary for Scotland on the double basis of population and valuation, one-half (£25,000) being apportioned on each basis. It is usually applied by Parish Councils in relief of the poor rate, but it is in their discretion to apply it to any or all of the rates levied by them.

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123. *Agricultural Rates Grant.*—Under the Agricultural Rates Act, 1896, occupiers of agricultural subjects were relieved of five-eighths of their rates, and a portion of the Estate Duty was ear-marked to provide an amount equivalent to five-eighths of the agricultural occupiers' rates in that year. The amount provided, however, was found to be short of the amount required, and the contribution only slightly exceeded 11s. in the £ of the agricultural rates so levied instead of five-eighths, or 12s. 6d. in the £. The shortage was made good in 1898 and subsequent years by an additional payment out of the Consolidated Fund, and the amount was raised to approximately five-eighths of the agricultural occupiers' rates in 1896. Since that year, however, the rates in many of the parishes have greatly risen, with the result that the Grant is insufficient to meet the entire relief to agricultural subjects, and a proportion of the farmer's burden is accordingly transferred to the non-agricultural occupier.

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124. Table No. 12 of Appendix CLIX. (C) shows the amount of ordinary church collections taken in Established Churches, and the amount of such expended on the relief of the poor and on other purposes respectively in certain years from 1847 to 1906. As explained by the Legal Member of the Board, the church collections, which prior to 1845 were the main source of the poor's funds, have now practically ceased to be applied to the legal poor. A small proportion of the Church collections in Established Churches is still used for the relief of persons in necessitous circumstances, but these funds are generally employed to afford aid to persons who have fallen into temporary difficulties, with the view to prevent them from becoming paupers.

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I have endeavoured to show on one diagram—Appendix CLIX. (C), No. 13—the fluctuations during the period 1859 to 1905 in rental, assessment, expenditure, pauperism, and population. The various curves have been superimposed so that the average for the period in each case is shown by the horizontal dotted line—an equal space being allotted to each 5 per cent. above or below the average.

GENERAL CONCLUSIONS.

125. The conclusions to which the foregoing statement would appear to point are:—

(*a*) That there is great diversity in the parochial areas in Scotland, and that, on the whole, the smallest areas are lightly burdened in respect of number of poor and of poor rate.

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General conclusions to be drawn from Poor Law statistics since 1845.

(*b*) That the most highly pauperised parishes are in the Highlands and Islands, and more particularly in the counties of Argyll, Inverness, and Ross.

(*c*) That a very large proportion of the pauperism of the country is due to disability arising from old age, and that, in the highly pauperised rural parishes, old age is usually the sole cause of the excessive pauperism.

(*d*) That Irish immigration accounts for at least one-ninth of the pauperism of the whole country, and for more than one-fifth of the pauperism in the industrial and the mining centres in the West of Scotland.

(*e*) That there has been a great reduction in the sane poor since 1868, probably due in the main to a stricter administration of relief—outdoor and indoor.

(*f*) That there has been a great increase in the number of lunatic poor, and that the highest proportion of lunatic poor, relative to population, is to be found in the Highlands and Islands.

(*g*) That the Pauper Lunacy Grant has to some extent operated in increasing the amount of registered lunacy.

(*h*) That there has been a great increase in poorhouse accommodation, and in the number of poor in poorhouses.

(*i*) That the distribution of pauperism, as between urban and rural areas, is changing, there being a visible shifting of the burden from the rural areas to the large towns.

(*j*) That during the past five years there has been a decided increase in the pauperism of the whole country, both actual and in relation to population, and that the increase has been most marked in the large towns.

(*k*) That an increase of expenditure on poor relief immediately followed the passing of the Act of 1845, and that there has been a progressive increase of such expenditure down to the present time, the annual increase in recent years being very great.

(*l*) That the increase is attributable to several causes, the chief being (1) the erection of costly poorhouses and their maintenance, (2) the increase in the number of indoor poor, and (3) the increase in the number of lunatic poor, and (4) more liberal allowances to outdoor poor.

(*m*) That the mode of raising Poor Law expenditure has entirely changed since 1845. Assessment, which was the exception at that time, is now practically universal, and church collections, which formed the main source of the funds prior to the passing of the Poor Law Amendment Act, have ceased to be applied to the support of the legal poor.

(*n*) That the local taxation contributions in aid of medical relief and pauper lunacy have fallen largely in proportion to the expenditure in relief of which they are given, the Grant being a fixed sum, whereas the expenditure on these services has greatly increased.

(*o*) That, on the average, the rate per £ of assessments in the Highlands and Islands is much higher than in the rest of Scotland, and that the rates in the town parishes are, on the average, higher than the rates in the rural parishes.

(*p*) That the exceedingly heavy rates in many parishes in the Highlands and Islands are mainly due to three causes: (1) the poverty of the parish—the rental being insufficient to produce at ordinary rates the amounts required for the needs of the poor; (2) high pauperism, both ordinary and lunatic; and (3) the inadequacy of the Agricultural Rates Grant to meet the relief to agricultural occupiers.

The audit of Parish Council accounts.

55077. (*Chairman.*) Dealing first with the audit, that, I understand, is compulsory?—Yes, it is.

55078. Previous to 1895 there was no official audit, but it came into existence with the Local Government Act of 1894?—It did.

The appointment and payment of auditors.

55079. Do the Parish Councils now appoint their own auditors?—No, the Local Government Board appoint all the parish auditors.

55080. Then who pays them?—The Parish Council pays them direct.

55081. Are they reappointed every year?—Yes.

Apathy of ratepayers towards audits.

55082. Do the ratepayers take much interest in this audit?—Very little indeed.

55083. I understand you have had, so far as you know, very few complaints as regards the expenditure and the conduct of affairs by the Parish Councils?—Very few indeed.

55084. I think you point out in your statement that the result of appointing persons of position who are

* For conditions of Medical Relief Grant see Report of Departmental Committee on Medical Relief, 1904, vol. ii., pp. 282-3 [Cd. 2022, 1904].

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located in towns is that a very considerable number of parish accounts are audited in the big towns, such as Glasgow, Edinburgh, and Aberdeen?—They are.

Disadvantages of audits not being held locally.

55085. That is not altogether an advisable practice, is it?—No, inasmuch as the audit is not then local, and a ratepayer has not the opportunity of readily coming to the auditor and expressing his objection to any items in the account. There is another matter which might be touched upon; that is, it has frequently been found to be inconvenient to send the books to a distance, as in that case the inspector of poor is often for three weeks or a month, or sometimes even longer, without his accounting books and his minute books.

55086. The official who is responsible for making up the books, I presume, is more or less present to explain what the books mean?—Sometimes the official is present, but in many cases he is not. It would be a long journey to bring an official from Kirkcudbright to Glasgow with his books.

Need for whole time auditors.

55087. I think you would suggest that official auditors be appointed who should solely be employed in this class of work?—I would.

55088. You have calculated what the rate of pay amounts to, and instead of distributing that amongst a large number of persons, I gather you would have a certain number of officials?—Yes.

Scope of the audit and question as to audit of contracts, etc.

55089. As regards their work, they look into the legality of payments from two points of view—first, whether there is statutory power to make the payments, and secondly, whether they are unreasonable or extravagant. Do they ever look into contracts?—I am afraid that in the majority of cases they do not.

55090. I suppose if they had any reason to believe that the contract was an unfair one, and disadvantageous to the ratepayer, they would?—Yes; or if the matter was referred to by a ratepayer.

55091. They have to take account of the stock?—In the case of the poorhouses they have.

55092. Have there been any cases of improper contracts having been made which have come prominently before you?—No such case has come before me or before the Board.

55093. It would come before you, of course, if there was a question of surcharging?—Improper contracts in this light have undoubtedly come before the Board—where contracts have been made with members of the Parish Council they come before the Board. The Board do not permit those, and they may surcharge in the case of a contract made with a member of the Council. They have declared such payments to be illegal. They have not hitherto surcharged in any such case, however.

55094. Has any case come before you where there has been a little manœuvring and dodging?—No case of that kind has come before us.

Need for and effect of auditor having direct power of surcharge.

55095. The auditor, I understand, has no power of surcharging; he recommends, and the Local Government Board consider the matter?—That is so. The auditor is the first judge, and he decides whether the payment is legal or illegal—at least he gives his opinion as to whether it is legal or illegal. It is then for the Local Government Board to decide as to its legality, and if they hold that it is illegal, they can either surcharge or abstain from surcharging.

55096. The policy of the Board has been an easy one as regards that, then?—It has.

55097. Do you think it would be an improvement if the auditor had the power of surcharging, the person surcharged appealing to the Local Government Board?—Undoubtedly I do. It would relieve the Local Government Board of a great deal of what is considered unnecessary labour in respect of very paltry amounts. Sometimes the case of a sixpence or a shilling has caused cumbrous machinery to be put in motion and a great deal of work.

55098. Of course it would bring the auditors more into collision with the Parish Councils?—At the present time it brings the Local Government Board into collision with the Parish Councils.

55099. But then the Board does not personally come into contact with the Council, whereas in the other case the auditors do, and this might make the audit more difficult, might it not?—It would make his duty more difficult.

55100. And you would protect him by making him a whole-time Government officer?—That would be so.

Question as to persons liable for surcharge and difficulty of altering present practice.

55101. Then the law itself is inconvenient, I understand, in respect that the clerk who counter-signs the cheque is liable to be surcharged?—He is, and has been surcharged in some cases along with other members of the Council. Of course he has recourse against the persons who cause the expenditure.

55102. Whereas you would contend, I suppose, that the person who gave the order, and not the people who merely in an administrative way formally signed the cheque, ought to be surcharged?—Yes; the person who is, or the persons who are, ultimately responsible for the expenditure being incurred should be surchaged.

55103. (*Sir Samuel Provis.*) Are not those the people who sign the cheque?—No. The people who sign the cheque are simply the instruments through which the payment is made.

55104. They are, are they not, the people who cause the money to be paid out of the funds of the Local Government Board to the person receiving it?—They are the persons who release the money from the local authority's bank, but by that time the expenditure has been incurred, the account is due, and someone must pay it.

55105. If it is illegal, the local authority would not be liable for it, would they?—Someone is liable for it.

55106. But not necessarily the local authority, if it is illegal?—Not the local authority; but I should say the persons who originally caused the expenditure to be incurred were the persons who ought to be held liable.

55107. (*Mr Patten-MacDougall.*) Those who sign the cheque have recourse against them?—They have, but it is rather an expensive method.

55108. (*Sir Samuel Provis.*) It is not always quite easy to discover who they are, is it?—Sometimes it is very difficult, where the minutes do not say who voted for or against a motion.

55109. That would be the auditor's difficulty, would it not?—Indeed, we experienced that difficulty the first year of the audit. We thought of getting at the men who were the cause of the expenditure being incurred in one case, but found that there was no record of who the persons were.

Want of uniformity in audits.

55110. (*Chairman.*) There is a considerable want of uniformity by the present system, is there not?—There is.

55111. Have there been any surcharges on account of extravagance of building?—No.

55112. How long have you been at the head of your department?—Since 1892, but the audit system only came in in 1895.

Sufficiency of present audit system as a check upon fraud.

55113. What has been your experience since 1895? On the whole, would you say, looking at it from a financial point of view, that Parish Councils discharge their duties fairly well, and that there have been no cases of fraud or malversation or misappropriation to any extent?—There have been a number of cases of fraud and malversation—there is no doubt about that; and they are not always found out at the audit. But I am glad to say the percentage of the inspectors convicted of malversation is very small.

55114. Then there have been a certain number of cases?—There have been one or two cases.

55115. Do you think the present system sufficiently efficient as a check upon malversation?—I do. The accountants appointed by the Board are accustomed to see that there is no fraud and no possibility of fraud, and they do their work in that respect, I think, very well.

Disallowance of extravagant expenditure.

55116. Extravagance in building and so on, I suppose, would rather come under the notice of the General Superintendent, would it not?—Yes, it would. We have declined in one or two cases to pass payments which appeared to be extravagant. But these payments were not in respect of buildings.

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Board's practice as to approval of building plans.

55117. You have no architect at the Local Government Board to pass designs for buildings, have you?—The plans of buildings are sometimes referred to a commissioner; but we have no architect attached to the department.

55118. You take, I suppose, the advice of the General Superintendents, and outside opinion, if you want it?—Yes.

The Poor Law burden in small and in large parishes.

55119. Now coming to the Poor Law statistics, you deal with those in the sections of your statement headed "Poor Law Areas," "Pauperism," and "Cost of Poor Relief." You analyse the areas, the valuation, and the population of the different parishes in Scotland, and you arrive at the conclusion that the smaller area secures a better supervision, and that expenditure is somewhat lower in the smaller areas than in the larger areas?—The supervision is better, and probably the expenditure on relief is lower in the smaller areas, but naturally the expenditure upon administration is somewhat higher in proportion. I rather deal with the rate per £ of assessment, I think, than with the actual expenditure. The rate is, on the whole, lower, but that is not so much on account of the expenditure being lower as on account of the rateable value per head of population being higher.

55120. What you say is that the smaller parishes are more lightly burdened?—Yes, in respect of the assessment.

55121. Many of the areas seem to be exceedingly small?—They are very small indeed.

Percentage of able-bodied paupers in Scotland, and bearing on the question of the exclusion of the able-bodied from the right to relief.

55122. Taking the statistics for 1905–6, I see that about 14 per cent. of the poor were relieved in poorhouses and about 86 per cent. were relieved by out-relief. I understand that in Scotland the letter of the law is against relief being given to the able-bodied or to their dependants?—That is the spirit of the law.

55123. I want to call your attention to the figures in paragraph 17. There you first take the old who were sixty-five and upwards, then you take the children, and then you take those between fourteen and sixty-five. According to your figures, there are 40 per cent. in receipt of relief above sixty-five—exclusive of dependants?—Yes; this gives heads of families.

55124. Then there are 12·6 per cent. who were orphan, deserted, or separated children, and 47 per cent. between the ages of fourteen and sixty-five. That is a very high percentage for the adult period; and from those figures I assume I may infer that the letter of the law is not strictly observed?—I am afraid that that is the conclusion one is forced to unless that number represents those who are disabled, wholly or partially, and not fit to earn their living.

55125. I will put it in another way: statistically it would look as if the restriction against the able-bodied had not been very effective?—That is how it comes out statistically.

Comparison of English and Scottish statistics of child, middle-aged, and aged pauperism.

55126. I want to get this in evidence, but I daresay you may be able to supplement these figures afterwards. Taking the census of Scotland and England, I have had the children under fourteen taken out, and I find that they form 27 per cent. of the pauperism in England, including dependants, whereas the children under fourteen in Scotland form 40 per cent.?—These figures are not prepared upon the same basis at all. The figures which I submit in paragraph 17 are exclusive of dependants.

55127. I did not want to impugn your figures at all; I only wanted to say that taking in the dependants certain conclusions would be come to, and I wanted to know whether you could give us some statistical explanation of them. As I said, the number of children in receipt of relief in England is 27 per cent. of the total number of paupers, and in Scotland it is 40 per cent.; the number of persons between fourteen and sixty-five, including dependants, is 33 per cent. in England and 32 per cent. in Scotland; and the number of adults above sixty-five is 39 per cent. in England and 26 per cent. in Scotland. These figures seem to show that there were more children proportionately in receipt of poor relief in Scotland than in England, that there is the same number practically in Scotland as in England between the ages of fourteen and sixty-five, and that there is a much smaller proportion of old people in Scotland in receipt of relief than there is in England?—I am aware of that. At the time that I prepared the figures submitted in my statement, the census of pauperism had not been completed. Since then, however, I have checked my figures against the census of pauperism, and allowing for the difference of dates—the census being taken on March 31, 1906, and the other figures as at May 15, 1906—the figures are very much alike, taking paupers only. Taking dependants from the census, I find that out of 35,983, some 4639 were adults or wives, and no fewer than 31,344 were children—that is, 90 per cent., roughly, of the dependants of Scottish paupers are children. So that the percentages which I have brought out in paragraph 17 are no doubt somewhat similar to the census figures, which you may have. That entirely confirms the statement that you make, that in Scotland the proportion of aged paupers is considerably lower than that in England, and that the proportion of children is very much higher, the proportion of paupers between fourteen and sixty-five being not greatly different.

Comparison of child and aged pauperism in England and Scotland.

55128. Taking the old people, those figures are rather remarkable, as you have in the Highland counties so large a proportion of pauperism consisting of old people?—Yes, it does seem remarkable, but this is not anything novel to us, because a number of years ago, when preparing figures in connection with the old-age pension scheme, we found that in Scotland there would be a much larger proportion of aged people getting the pension than in England. It is difficult to account for it, unless it be that in a number of counties the little farms are of such a size—take Orkney as a case in point—that they can be worked by a single family where all help, and when the father gets over sixty-five, he still works; he may do less and less work, but he can work even till seventy-five, and in many cases they are working to that age, not doing very much; and then when beyond labour he gets a seat in the corner of the house, and so he does not fall upon the rates.

55129. The figures you work out show that, taking the age simply there would be a larger number of persons entitled to old-age pensions?—That is so, because they had not received parochial relief, which was one of the two disqualifications—imprisonment or receipt of parochial relief. With regard to the greater number of children, I can only hazard this suggestion as an explanation: it seems to me that it must be that the paupers who are relieved in Scotland have on an average more children than the paupers who are relieved in England; I can think of no other reason. Of course I am assuming that the English statistics are prepared upon an exactly similar basis to the Scottish statistics.

55130. (*Mrs Bosanquet.*) Do you think there are more families left by their fathers being sailors or fishermen and meeting with sudden death at sea?—I am afraid we have no statistics bearing upon that.

55131. (*Miss Hill.*) Do you think there are more old people living in Scotland than in England?—I have no figures as to the relative proportion of the population over sixty-five in Scotland and in England, so I cannot say.

Comparison of adult pauperism in England and Scotland.

55132. (*Chairman.*) As to the number of paupers taken from the adult class, *prima facie* one might think they ought to be considerably less than in England?—Yes. If anyone may be relieved in England, and only disabled persons may be relieved in Scotland, *prima facie* there ought to be less adult pauperism in Scotland than in England.

Irish paupers in Scotland.

55133. The statistics are a little upset, are they not, by the large proportion of Irish in Scotland?—We have a very large proportion of Irish.

55134. They are congregated mainly, I suppose, in three or four towns?—In the industrial centres, where unskilled labour is mainly employed, I should say.

Ratio of pauperism to population.

55135. Your figures in this section are most interesting, and I think that almost exhausts on that point what I wanted to put to you. What is the ratio of pauperism in Scotland to the whole population?—The total poor of all classes is 23 per 1,000, of which 20 per 1,000 represent the sane poor and 3 per 1,000 the insane poor.

55136. Going retrospectively into the statistics, I

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find that the Act of 1845 tended to increase both the number as well as the cost of the legal poor?—Yes.

Effect of Poor Law Act, 1845 on pauperism.

55137. It gave a legal right where before there was practically only a sort of charity?—Yes.

55138. Following up your figures, I see that there was a rise up to 1868?—That is so.

55139. Then there was a fall down to 1892?—Yes.

Increased pauperism since 1892 and its causes.

55140. Then I think from 1892 there was a very slight rise up to about 1900?—Yes, or up to 1899.

55141. Then from 1900 there has been a steady increase in the actual number and a slight increase in the ratio?—Yes.

55142. Could you give any reason for that? Have the last five years been bad years for trade, do you say, or do you attribute it to the war?—I do not put it down so much to trade. The war has undoubtedly had an effect, and I am inclined to think also that Parish Councils are sometimes giving relief now where they did not before, and that they are possibly more liberal.

55143. Then you think administrative as well as industrial causes have contributed to it?—I put the depression following the war down as possibly being the primary cause of the increase of pauperism.

Increased relief to widows with children.

55144. Looking at it statistically, should you say that there has been any noticeable laxity of administration or a milder administration during the last five or six years?—I think the administration has been milder; indeed, the Local Government Board have encouraged in some respects a more liberal administration to widows with children.

55145. There was a circular issued, was there not?—I think you will very likely get from later witnesses better evidence on this point than I can give. I rather fear also that that circular has to some extent been misinterpreted in the very large parishes.

55146. That is the circular of 1902?—I think that was the date of the Board's circular. The result is that they are inclined to give more liberally all over, and that they are taking a more lenient view; but witnesses who will follow will be able to speak to that much better than I can.

55147. I was really asking you only statistically. Upon the point of strict administration, in paragraph 50 and subsequent paragraphs you give illustrations of how a large number was struck off by stricter administration between 1871 and 1877. That corresponded to a period in England in which in the same way there was a tendency to restrict outdoor relief and to apply more the test of the poorhouse. In paragraph 54 you give some very interesting statistics showing what happened to several hundreds who were refused or struck off the roll, or who declined the offer of relief in the poorhouse?—Yes.

Cases refused relief as a result of strict administration.

55148. Have you any particulars of the twelve who died?—I have no particulars at all. The basis upon which those figures are made is contained in Appendix CLIX. (B), Tables No. 21 or 22. The information was obtained from inspectors of poor and has been tabulated. There are no particulars, so far as I recollect, with regard to the deaths. The appendix shows that, for instance, in Cumbernauld three persons who were offered relief in the poorhouse only were subsequently supported by their families; and one died, but was supported by a daughter till death.

Pauperism as affected by increased Poorhouse comforts and accommodation.

55149. Passing on to paragraph 63, I see that previous to 1900 the number of inmates in the poorhouses was more or less stationary, but since then there has been a considerable increase?—Yes. That is shown in Appendix CLIX. (B), No. 14.

55150. You attribute that to the house being more comfortable?—And there is more accommodation to begin with.

55151. So that the test of the poorhouse could be applied and enforced if it were accepted?—Yes.

Movements of pauperism and population in urban and rural areas.

55152. Then passing on to urban and rural pauperism, the characteristics of the two are an increase in pauperism in the urban districts and a decrease in the rural districts?—Yes.

55153. And that notwithstanding the fact that there has been during the period you have taken a certain migration from the rural districts to the urban districts, which would leave the proportion of old people higher in the rural districts than in the urban districts?—Yes, I might mention in connection with that, that when trade is in a good condition in towns, people unemployed in the rural districts come into the towns, and very often their families follow them. If trade falls off again and they lose employment, the breadwinner goes elsewhere, but does not always take his family with him.

55154. There is a certain amount of movement, is there, of that kind?—There is. Good trade followed by bad trade in an industrial area means a considerable increase of pauperism in that industrial area.

55155. The head of the family has been attracted to the place; the family then become, so to say, tenants of the place, and then he leaves and goes elsewhere?—That is so.

55156. Do you think that goes on to some extent in Scotland?—I know that it does.

Complaints as to men emigrating to Canada and leaving their wives and families behind as paupers.

55157. (*Mr Patten-MacDougall.*) Do you know that there are complaints at present to the Local Government Board as regards emigration to Canada, because in many cases the father of the family, the breadwinner, has gone, and the wife and children are left behind, the result being that they become paupers?—That is precisely the same point.

Question as to quality of administration as reflected in statistics of cases refused relief, etc.

55158. (*Chairman.*) Now we come to what is rather a peculiarity of Scottish Poor Law administration, namely, the refusal of relief and the power to appeal. In the table, Appendix CLIX. (B), No. 19, there are three columns headed respectively, "Number of applicants refused relief," "Subsequently relieved by order of sheriff," and "Offered relief in the poorhouse only and declined that offer." Is that last column a separate column from the first?—Yes.

55159. It would look from the figures in that table as if, according to the mind of the applicant, relief had been more strictly administered during the period since 1897. Take 1906, for instance, the number of applicants refused relief has increased, and the number offered the poorhouse has also increased?—A year or two ago a Departmental Committee, consisting of the general superintendents of poor and Mr Jeffrey, your assistant secretary, inquired into relief in the large towns; and it is quite possible as a result of their report that there has been a more stringent administration.

55160. Of course, on the other hand, I am not saying that the applications were constant; there may have been a great many more applications?—Yes, there were a great many more applications, but the number of applications in which the relief was granted is not shown on this table. This simply shows the applications which were refused relief altogether, or in which the applicants were offered the poorhouse.

55161. The number of paupers has gone up, and if you add that on to those who were refused relief, it is clear there must have been a very large increase in the number of applicants over that period; is that not so?—You would have to take the amount of increase in the pauperism—not the number of paupers. If you were to add the increase in the pauperism to the applications refused or offered the poorhouse only, then you would get something like the number.

55162. I suppose those figures would be on a rising scale for that period of years?—If the increase was on a rising scale—that is, if the increases were becoming greater.

55163. And it looks also as if the sheriffs had proportionately made more decisions in favour of the applicants during the last two or three years than before?—Would that not follow the fact that there were more refusals of relief?

High poor-rates in Highlands.

55164. It might, but proportionately it is larger. I do not know that there is anything much in the expenditure that I wish to put to you. Coming to the assessments, I see that practically all the really high assessments are in the Highlands?—Yes.

55165. In fact, I think all the assessments over 4s. in the £ are in the Highlands?—That is so—in Argyllshire, and Scotland north of the great glen.

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Effect of old age on rural pauperism.

55166. I have taken you through the main features of your Statement, I think, and now I would like to pass on to your General Conclusions. In (*c*) you say that old age is, in the rural districts, in many cases the sole cause of the excessive pauperism?—It is.

55167. Then relief there is practically an old-age pension—I suppose that is really what it comes to?—In the Northern Highlands it is.

Question as to increase of lunacy in Highlands and Islands.

55168. In (*f*) you say that the highest proportion of lunatic poor is to be found in the Highlands and Islands; is that a recent increase or has it always been so?—There is no doubt that lunacy is increasing, but I have not the figures before me which will enable me to say whether it was always higher in the Highlands and Islands. It is so now, more especially since the lunacy grant of 1875 was instituted; and I think it has been higher all along.

Increased pauperism in the large towns.

55169. You have come to the conclusion that during the past five years there has been a decided increase in the pauperism of the whole country in actual relation to population, and that the increase is most marked in the large towns?—That is so.

55170. Did those figures deal with the people who were medically relieved only, or did they exclude them?—They ought to deal with them. The relief granted in any shape ought to pauperise the recipient according to the law of Scotland, although medical relief is not a disqualification for Parliamentary voting.

55171. These figures are based on the numbers taken twice a year, are they not?—The figures I have dealt with throughout are drawn up on the number taken at 15th May, which we consider is about the mean pauperism of the year.

Ratio of persons relieved according to a year's count and a single day count.

55172. The actual number of people who in some shape or other get relief in the course of a year, is, of course, a great deal in excess of these figures?—It is a great deal more than that.

55173. What do you put that at? Could you make a rough estimate?—For a number of years we collected statistics of the number of people relieved throughout the year, as well as the number relieved on 15th May. To put it broadly there were twice as many relieved throughout the year as on a certain date. Anticipating that such a question might be asked I drew out a short table of this, and I have it here. In 1864, for example, the number relieved throughout the year was 256,000, and on one day 127,000—that is rather more than twice. In 1874, throughout the year it was 202,000 as against 110,000 on one day, and so on. In 1889, the last year of which I have statistics, there were 187,000 relieved throughout the year as against 96,000 on one day. However, it must be borne in mind that the paupers relieved throughout the year do not represent the individuals relieved, and that one man may have been relieved a dozen times, and recorded as twelve paupers.

55174. Then you may take it at about double?—It would be less than double taking the individuals, I think. Taking the rechargeabilities it is about double, according to these figures.

55175. They are not later than 1889, are they?—No.

Steady increase in Poor Law expenditure since 1845, and difficulty of obtaining reliable statistics of expenditure prior to 1894.

55176. (*Professor Smart.*) I think you say the increase of expenditure has been perfectly steady since 1845?—The increase in expenditure has been steady throughout from 1845 right onward. I do not recollect a single year in which there has been a decrease on the previous year. You will find the figures in Appendix CLIX. (C), No. 6. There was a slight decrease in 1849 as against 1848, but from 1849 there is practically an increase right on.

55177. That is in the total sum; is it so per head, too?—The figures per head are shown in the third-last column of that table. The greatest cost per head was about 1868 or 1869. I may explain with regard to this table that it does not give the complete expenditure. It simply gives the expenditure on certain heads—maintenance, medical relief, management, and law. The cost of buildings is not there—that is, the annual debt-charges and upkeep of buildings.

55178. That is not included in it?—No. Curiously, for many years up to 1894, I think, the returns of the Board of Supervision were drawn up in such a manner that current and capital expenditure were mixed together. This is the best table that we can now make. You will find the figures for the total from 1894 onwards in Appendix CLIX. (C), No. 7.

55179. People are apt to read that as meaning an increase in the expenditure per head?—But it is on relief and management. I think I have explained in the Statement itself that I could not give complete figures of expenditure prior to 1894, for the reason that the capital expenditure on buildings was included in the expenditure out of revenue, when, of course, it was expenditure out of loan.

55180. Do you know if these figures are comparable with the English statistics?—Subsequent to 1894, I think they are.

Proposed system of official peripatetic auditors, and question of its effect on uniformity of audit, etc.

55181. (*Mr Bentham.*) With regard to the system of audit, you advocate power being given to the auditors to surcharge, and that there should be a system of official auditors—that is, travelling auditors, on the same lines as in England; is that so?—The Local Government Board are in favour of such appointments; and I may say that there was a bill drafted some years ago, which is no doubt still in the Scottish Office, with a view to the introduction of such a system.

55182. You claim by that method to get uniformity?—Yes.

55183. Of course all the auditors use their own judgment with regard to items they will submit to the Local Government Board?—They do.

55184. Then the Local Government Board goes through all those points and decides whether a surcharge shall be made?—It decides, in the first instance, whether the payment is an illegal one, and, if illegal, whether a surcharge should be made.

55185. Is it not likely that the Board will deal with all cases alike that are submitted to it?—The Local Government Board deal with all cases alike.

55186. Therefore, is there not more likelihood of getting uniformity of treatment now than if the auditors had power to surcharge themselves?—Not in this way—the auditor is the first judge, and if he considers that the payment is legal he never raises any question at all about it, and it is passed in the accounts. The point is rather this, that these skilled accountants, who are excellent men, do not have the same opportunity of acquiring that knowledge of legal and illegal payments which they would if they were wholly employed upon official audit work.

55187. The Local Government Board appoint them?—Yes.

55188. Then they can select what class of auditor they please; and it would be exactly the same if they had official auditors who give all their own time, would it not?—With this difference, however, that the official auditor is always auditing official accounts. The present auditors official audits will only occupy perhaps two months or two months and a half, and they are partly performed by his clerks, who frequently change.

55189. But an auditor, once he has got familiar with the various items that are illegal, would allow no item to be submitted to the Local Government Board by his assistant without his knowledge?—That would be so.

55190. That is exactly the same as it is now with our auditors, is it not? We have an auditor, and he has an assistant, and clerks, and so, on under him?—Yes; but I think in the case of the English Local Government Board auditors they have a much wider experience of local authority accounts, of contracts, and so on, than our auditors can possibly have. In the case of our auditors, the parish audit, more especially the poorhouse audit, is to them quite a unique branch of work. Their ordinary commercial audits differ entirely from these local authority audits, and although they are very able men, they have not the opportunity of acquiring such an intimate knowledge of the law and of the regulations of the Local Government Board as if they were officials doing nothing else.

55191. Is it expected that less work would fall upon the Local Government Board?—Much less work.

55192. Parish councillors would not submit to a surcharge without appealing to the Local Government

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Board unless it was a very trivial item, would they?—Many of the items surcharged are exceedingly trivial. That is where the great objection to this system of auditing comes in.

Proposed system of peripatetic auditors, and question of its effect on uniformity of audit, etc.

55193. As a matter of principle, Parish Councils would appeal to the Local Government Board even if the item was small; it is the trivial things which annoy them most, is it not?—I am not aware. I think they would rather pay for the trivial thing than appeal.

55194. At any rate it is entirely in the hands of the Local Government Board now, and all the surcharges are made by them?—All the surcharges are made by the Local Government Board.

55195. Therefore they would not surcharge one Parish Council for an item and let another Parish Council go scot free, would they?—No.

55196. (*Mr Patten-MacDougall.*) But they could only do it in so far as it is brought under their notice by the auditor?—Of course.

55197. The auditors differ, and there are a large number of them?—Possibly other witnesses may speak to the same point. The complaints which have been made to me have been that in one parish an auditor passes certain expenditure, whereas another auditor in an adjacent parish will not pass it.

Effect of system of official peripatetic auditors on date of completion of audit.

55198. (*Mr Bentham.*) With auditors travelling from parish to parish, it would mean that if they spend the whole of the year travelling they would be auditing some of the accounts at the end of the half-year or at the end of the year, and others at the beginning?—Yes.

55199. Is that so now, or do the auditors get through the work at a given time?—The majority of the audits are completed before the end of August; some of them, however, where there are difficulties, are not completed before the 1st January, and sometimes it is February even before the audits are all completed.

55200. To what date are the accounts made up?—May 15.

Need for power to conduct an extraordinary audit.

55201. Once a year?—Yes. There is one grave objection at the present time—that is, that no interim audit can be ordered by the Local Government Board. The audit must only be conducted after the close of the accounts and after the books have been transmitted to the auditor not later than the first day of August; so that if irregularities are suspected, the Local Government Board cannot say to an auditor, "Go to this parish and audit 'the accounts up to date."

55202. (*Sir Samuel Provis.*) There is no power to make an extraordinary audit then?—No.

55203. (*Mr Bentham.*) Would it not meet the case if that power were given?—That would not ensure uniformity.

55204. Are any of the surcharges ever enforced?—Yes, a number of them have been enforced.

Board's policy as to surcharges: annual circular notifying the surcharges of the year.

55205. Is it the practice to remit as a warning?—Always as a warning. The practice, generally speaking, is this: the first time that an illegal item appears in the accounts it is declared illegal, and a circular is issued at the end of the year including that and all other illegal items. If in a future year after the issue of the circular other expenditure of a similar nature is incurred by Parish Councils, surcharges are made, because then it is considered the councillors ought to know what items are legal and what are illegal, and they ought to have known that the payment surcharged was an illegal one.

55206. Are all Parish Councils circularised when each new item is surcharged?—No. A circular is sent to the clerk of the Parish Council for submission to his Council. The councillors are a changing body.

55207. I meant the Parish Councils *qua* Councils. So when a new item is surcharged for the first time all the auditors are circularised?—They are.

55208. And the clerks to the Parish Councils are circularised?—They are.

55209. Therefore there ought to be uniformity of action when both the auditors and the Parish Councils are circularised?—That is so.

Question as to larger Poor Law areas.

55210. With regard to the area, you suggest in section 1, paragraph 12, that small areas are better than large ones, I think?—I did not intend altogether to suggest that; I just put there what I thought was both sides of the case.

55211. Do you suggest a departure from the parish as a unit for Poor Law administration?—I can give my personal view, but I cannot give the Board's view upon this, because I am simply dealing statistically with the matter for the Board. My own view is that small areas might with advantage be combined, so long as you did not increase the size of the area of the parish beyond a reasonable limit where you can get individual attention to the cases coming on the roll.

55212. Would you recommend a division of some of the larger areas?—Some of the areas are very large indeed. It is a question to consider whether you should divide a large town area. Of course there are objections against having a very large area, and there are also reasons why a large parish should be in one area.

55213. When it happens to be a large urban area, do you mean?—Yes.

55214. Would you recommend dividing a large rural area like the one you have mentioned, or does it work all right, as far as you know, as it is?—I am not prepared to say that I would recommend that a large rural area should be split up. But take an area such as you have in Black Isle, where there are five parishes in the one peninsula, with one inspector of poor; there is no sufficient reason, I think, why it should not be one parish.

Question as to appointment and qualifications of proposed official auditors.

55215. (*Mr Gardiner.*) If a service of official auditors were established, such as I understand you would desire, have you any system to recommend to secure the appointment of suitable persons?—I think that was considered at the time. I have no doubt that the first auditors would be mainly men who were young chartered accountants who had conducted the existing parish audits well.

55216. Then in after years how do you propose to recruit the service?—There would probably be a certain number of auditors and some assistant auditors, and the assistant auditors would naturally be appointed auditors.

55217. Would they be appointed by the Local Government Board or by the president of the Board, and after examination?—They would be appointed by the Local Government Board. As to the examination, they would be chartered accountants.

55218. Only chartered accountants?—A chartered accountant, or a man with a qualification of that kind, having had experience of parish audits. It would be very little use indeed to examine such a man.

55219. In the years to come, after your scheme were established, probably he would not have experience of parish audits?—A young chartered accountant of twenty-three or twenty-four would be very pleased, I have no doubt, to take an assistant auditorship with a prospect of promotion to auditor.

55220. And he would be appointed by the Local Government Board?—Yes.

55221. That is what you think would be satisfactory?—I think so. He would have all the qualifications of the present accountant, together with the special knowledge in respect of being specialised for this local authority work.

Question as to official audit of accounts of all local authorities in Scotland.

55222. (*Mr Patten-MacDougall.*) The proposal of the Local Government Board, I think, was that there should be a Government official audit in Scotland, is that not so, so as to embrace not only Parish Council accounts, but County Council accounts and other local accounts, such as the education accounts, and so on?— That was the original proposal, but that was departed from.

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55223. Of course that depended upon the other departments and their wishes in the matter?—Yes.

55224. But that was the view of the Local Government Board?—Originally it was their view, but it is not their latest view, however.

Inequitable distribution of Government grants.

55225. As regards the Government grants, which you deal with in paragraph 119 and onwards, have you anything to add to the statement you make there?—I have no statement to make other than that some of the grants are very inequitably distributed in Scotland.

Report on increased local rates in The Lews.

55226. Would you say inequitably distributed and also proportionately small?—Also proportionately small.

55227. I think in 1906, last year, you went to The Lews and the Outer Islands, and you prepared a memorandum on the increase of rates in The Lews?—I did.

55228. Which is now in a Blue Book, and has been issued to the public?—Yes.

55229. That report, I think, is in the hands of the Commission also?—Yes.

Disallowance and surcharge of items in accounts of Parish Council officers.

55230. (*Sir Samuel Provis.*) Your auditors, I suppose, audit the accounts of the officers as well as of the Parish Councils themselves, do they?—Yes.

55231. Supposing that an auditor disallows an item in the account of an officer, what happens? Has the officer to pay over that sum?—Clearly.

55232. Has he, unless the Local Government Board take some action?—The auditor cannot disallow; he can only report to the Local Government Board that in his opinion a certain item is in the accounts that ought not to be there, and leave it to the Local Government Board to disallow.

55233. I thought he could not surcharge?—He cannot; it is the Local Government Board who disallow.

55234. Can he not disallow? The two things are not the same?—After a payment is disallowed the surcharge is effective, and if within fourteen days payment is not made the auditor then takes up the matter and takes proceedings if necessary. The position is this, I think, that the Local Government Board declare a debt due which the auditor calls upon the authority or the officer concerned to pay, and if there is a refusal he has to take it to the Court to get a decree.

55235. So the mere striking out and disallowance of the item in the auditor's account would not in the absence of some action on the part of the Local Government Board have any effect at all?—No.

55236. Do you get a certain number of cases in which it is quite clear that the officer made a mistake or that the payment is not one which could be allowed? Take for instance a collector of rates who has not accounted for some sum which he did in fact receive; would cases of that sort have to come up to the Local Government Board?—No, I do not think they would. The auditor is more inclined to look upon those as mistakes in the account, and if the officer brings in what is obviously a payment or some receipt that ought to have been brought in, the auditor makes no report upon it.

The correction by the auditor of errors in the accounts of an officer.

55237. That is dealt with at the audit, then?—I think so.

55238. And it never goes any further?—No.

55239. Do you get cases of that sort coming up to you?—Not unless the officer concerned refuses to allow it to be brought into account; then it has to be reported.

55240. And then it has to be investigated, of course?—Yes.

Appeals against audit surcharges.

55241. Is there an appeal to the Court as well as to the Local Government Board against the decision of the auditor?—It is the decision of the Local Government Board rather.

55242. There is no decision until the Local Government Board have given a decision, but that can be taken into the Courts; can it?—Quite so; but then the Courts have held that unless the Local Government Board act *ultra vires*, there is no appeal to them. On the question of law the Local Government Board are final.

55243. Therefore unless there was some action that was *ultra vires* on the part of the Local Government Board, the decision of the auditor could not be brought into Court?—There have been one or two cases brought before the Court, but they have been thrown out.

55244. Let me tell you what I have in my mind. In England there is an alternative appeal—that is, the appeal may be either to the Court or to the Local Government Board; if the appeal goes to the Court the Court can only determine questions of law, but if it comes to the Local Government Board they may exercise an equitable jurisdiction and relieve the person surcharged. You have not got that power in Scotland of taking the case to the Court direct without the intervention of the Local Government Board, have you?—No.

Appeals against inadequate relief.

55245. With regard to the cases in which there is an appeal to the Local Government Board because the relief is inadequate, are they difficult cases to deal with? Perhaps they do not come before you?—They do not come under my jurisdiction; but I know, as a matter of fact, that some of them are not difficult, though some of them may be rather difficult.

NINETY-EIGHTH DAY.

Tuesday, 14*th May* 1907.

AT THE FOREIGN OFFICE, DOWNING STREET, S.W.

PRESENT.

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I., etc., etc., etc. (*Chairman*).
The Right Hon. CHARLES BOOTH, F.R.S.
Sir SAMUEL B. PROVIS, K.C.B.
Mr F. H. BENTHAM.
The Rev. T. GAGE GARDINER.
Mr J. PATTEN-MACDOUGALL, C.B.
Mr T. HANCOCK NUNN.
The Rev. L. R. PHELPS.
Professor WILLIAM SMART.
The Rev. H. RUSSELL WAKEFIELD.
Mrs BERNARD BOSANQUET.
Mrs SIDNEY WEBB.
Miss OCTAVIA HILL.
Mr FRANCIS CHANDLER.

Mr R. H. A. G. DUFF (*Secretary*).
Mr J. JEFFREY (*Assistant Secretary*).

Mr Alex. Stuart.
14 May 1907.

Mr ALEXANDER STUART, called and examined.

55246. (*Chairman.*) You have been a General Superintendent of Poor of the Local Government Board for Scotland for nearly ten years, I think?—Ten years this month.

55247. You have favoured us by preparing a statement which, I think, gives us a good deal of useful information, and which we can take as your evidence-in-chief if you will hand it in?—Thank you.

(*The witness handed in the following statement.*)

Particulars as to South Eastern District.

1. I am a member of the Scottish Bar, and was appointed in June 1897 a General Superintendent of Poor of the Local Government Board for Scotland. My district, known as the South-Eastern, comprises the counties of Argyll, Berwick, Bute, Dumbarton, Edinburgh, Haddington, Linlithgow, Peebles, Roxburghshire, Selkirk, and Stirling. These 11 counties contain 225 parishes and 52 burghs. There are 19 poorhouses within the district, which are inspected by the Senior General Superintendent, Mr Barclay. I also visit them occasionally, but only for my own satisfaction or when engaged on a special inquiry.

Comparison of Local Government Board inspectorial staff in England, Ireland, and Scotland.

2. There are only four general superintendents for the whole of Scotland. There is one medical inspector. The total staff of inspectors in England, Ireland, and Scotland respectively is 67, 26, and 5.

Taking the figures of the census of 1901, each officer has under his charge an average population of in

Scotland . .	894,420
England . .	485,463
Ireland . .	171,460

In regard to area, each officer has under his supervision in

Scotland . .	5,957 square miles.
England . .	870 ,,
Ireland . .	1,251 ,,

Perhaps the most striking inequality is shown by the fact that although Ireland has a smaller population than Scotland, she has 26 officers to Scotland's 5. Needless to say, our salaries are much smaller than those of the English and Irish officers.

Duties of General Superintendents of Poor.

3. The general superintendents in Scotland, in addition to being Poor Law superintendents and inspectors of boarded-out children, are required to perform the duties of inspecting officers under the Public Health Acts; they are also employed, to some extent at least, as engineering inspectors, having to report to the Board on questions of water supply, drainage, slaughter-houses, and repair of public ways. They have also to report in regard to loans on these and other subjects.

4. I have been instructed to prepare a *précis* dealing with the following points:—

(1) A description of district, and any special characteristics such as would affect the number and character of applicants.

(2) An account of the methods and general trend of Poor Law administration in the district, with statistics.

(3) An account of any peculiarities resulting from Special Acts, Orders, or local customs.

(4) A note of any new or experimental action in regard to relief.

(5) Any special points.

(1) *A Description of District, and any Special Characteristics such as would affect the Number and Character of Applicants.*

Industrial conditions and pauperism of South Eastern District.

5. The chief characteristics of the various counties in my district are—

6. *Argyll.*—Mainly agricultural, both sheep and dairy farms, and fishing. There are also a great many distilleries. Pauperism.—The pauperism per 1,000 of this county at 1905 (census 1901) was 28·0.

7. *Berwick* is almost entirely agricultural, with a certain amount of fishing. Pauperism, 19·0 per 1,000.

8. *Bute* is agricultural. Pauperism, 19·0 per 1,000.

9. *Dumbarton.*—The chief industries are shipbuilding, engineering works, and numerous dye-works in the Vale of Leven. Pauperism, 22 per 1,000.

10. *Edinburgh* is agricultural, with shipping at Leith and Granton. There are also manufactures, quarries, paper-works, brick-works, breweries, and coal-mines. Pauperism, 23·0 per 1,000.

11. *Linlithgow* is chiefly industrial. There are, however, a good number of farms, coal-mines, and the shale-oil industry. There is shipping at Bo'ness. Pauperism, 22·0 per 1,000.

12. *Peebles* is almost entirely agricultural, and has only a pauperism of 10 per 1,000.

13. *Roxburgh*, with the exception of large mills at Hawick, is almost entirely agricultural. Pauperism, 17 per 1,000.

14. *Selkirk* is principally agricultural, but it is estimated that there are over 5,000 textile operatives employed in tweed manufacture in the county, principally in Galashiels. Pauperism, 17 per 1,000.

15. *Stirling.*—The chief industries are coal-mining and agriculture, with some shipping at Grangemouth. Pauperism, 23 per 1,000.

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Parishes with and without poorhouse accommodation.

16. From my return of 15th January 1907 the following information is taken:—

205 out of my 225 parishes have poorhouse accommodation.

105 parishes have provided themselves with accommodation for casual sick poor.

Need for publication of lists of paupers.

17. 81 parishes annually print a list of their poor. I am very strongly of opinion that every parish should print a list of those in receipt of relief, and provide each ratepayer with a copy each year. If a copy of the abstract of accounts were printed along with this list, I think that P.C.'s might be allowed to dispense with the publishing of the abstract in the newspapers.

Poor children.

18. In the poorhouses of my district there are 96 deserted children and 224 others. 853 children are boarded out with strangers and 408 with relatives.

Vaccination defaulters.

19. 1,677 vaccination defaulters have been returned to me: of these 439 have not been traced, owing to their having gone from the parish, leaving no address.

(2) *An Account of the Methods and General Trend of Poor Law Administration in Districts, with Statistics.*

Prevalence of outdoor relief and disinclination to send paupers to distant poorhouses.

20. The administration of the Poor Law in Scotland differs from that in England in that, roughly speaking, the proportion of indoor to outdoor paupers in Scotland is 1 to 7, while in England it is 1 to 3. I may mention that in the Highland counties, where the means of transit to the poorhouse are difficult, Parish Councils show great disinclination to send paupers to the poorhouse.

Tendency to be generous in treatment of paupers.

21. The general trend of Poor Law administration in Scotland is to treat paupers more generously than formerly, the general opinion being that no decent person should be sent to the poorhouse.

Increase in average cost of paupers.

22. The rate of aliment has certainly increased, as the average cost of outdoor paupers, including vagrants, was in

1897	£5 12 10
1905	6 13 10
Of paupers in poorhouse,	
1897	£7 17 8
1905	10 5 5
Lunatics,	
1897	£21 5 10
1905	23 19 10

Increased proportion of paupers relieved in poorhouse.

23. The percentage of those relieved in the poorhouses is decreasing. Taking two of my counties—Argyll as representing the Highland and Edinburgh the Lowland district—I find that in Argyll, in 1896, 9·9 per cent. of the paupers were relieved in the poorhouse, while in 1905 the percentage was 9·6. In Edinburgh, in 1896, 21·1 per cent. were in the poorhouse, while in 1905 only 19·4 per cent. were so relieved. These figures also show that in the Highlands there is a much greater disinclination to offer or accept indoor relief. The Highland county of Argyll is my most heavily pauperised county, having a pauperism of 28 per 1,000, the next having a pauperism of 23 per 1,000.

Number of inspectors of poor who also act as collector of rates, etc.

24. The methods of Poor Law administration in Scotland differ from those in England in this particular, that our inspectors of poor seem to have rather more responsibility placed on them than on the relieving officers in England. Out of the 873 parishes in Scotland, the inspector of poor in no less than 690 cases is also collector of poor and school rates. He is also, as a rule, clerk to the Parish Council.

Need for pensions and qualifying examination for Inspectors of Poor.

25. I am of opinion that our inspectors of poor ought to have pensions. I would be willing that there should be some examination as to whether the inspectors were properly qualified to perform the duties.

Occupations of Inspectors of Poor.

26. Of my inspectors, 99 are schoolmasters; 88 have no other occupation in addition to their inspectorships, except that perhaps of the registrar, collector of rates, clerk to the Parish Council, or cemetery clerk; 8 are farmers; 5 lawyers; 4 bankers; 3 postmasters; 2 tailors; 2 clerks; 2 joiners; 2 grocers; 2 estate clerks; 1 chemist; 1 baker; 1 distillery clerk; 1 fishcurer; 1 house factor, and 1 coal merchant.

27. At present there is no system of pension, with the result that many inspectors continue in office whilst far past their best. I have had inspectors over eighty years of age. The question of pension is sometimes got over by appointing the inspector assistant inspector and paying him a salary, while the new inspector does all the work.

Method of overcoming difficulty as to superannuation of Inspectors of Poor.

A good inspector makes a very material difference in the amount of pauperism in a parish.

Influence of a good inspector on pauperism.

28. Table showing the respective pauperism per 1,000 for the years 1898, 1901, and 1905:—

Pauperism statistics.

	1898. (On 1891 Census.)	1901. (On 1901 Census.)	1905. (On 1901 Census.)
Argyll	31	31	28
Berwick	20	23	19
Bute	18	17	19
Dumbarton	19	15	22
Edinburgh	21	18	23
Haddington	27	26	22
Linlithgow	22	18	22
Peebles	13	16	10
Roxburgh	19	17	17
Selkirk	16	8	17
Stirling	22	20	23
Average	21	19	22

29. The following Table shows the pauperism of my district from 1898 to 1906:—

	Paupers.	Dependants.	Total.	Lunatics.
1898	13,250	7,851	21,101	...
1899	13,811	7,702	21,513	...
1900	13,739	7,579	21,318	2,617*
1901	14,067	8,138	22,205	3,100
1902	14,018	8,100	22,118	3,142
1903	14,351	8,206	22,557	3,205
1904	14,901	7,997	22,898	3,302
1905	15,308	8,001	23,309	3,394
1906	15,638	8,377	24,015	3,393
1907	15,759	8,253	24,012	3,440

The lunatics for 1906 are composed of—

In lunatic wards of poorhouses	344
Boarded out	619
In asylums	2,430
Total	3,393

(3) *Account of any Peculiarity resulting from Special Acts, Orders, or Local Customs.*

Thatching of paupers' houses, etc.

30. As far as I am aware, there are no Special Acts or Orders in Scotland.

The only local customs of which I am aware are the thatching of paupers' houses in some districts, and providing them with milk and coals in others.

Some parishes pay their paupers at longer intervals than others (quarterly), but this practice is being discouraged by the Board.

(4) *A Note of any New or Experimental Action in regard to Relief.*

Edinburgh Parish Council provision of dinners for pauper children attending Board schools.

31. The principal experimental action of which I am aware has taken place in the parish of Edinburgh, where a certain proportion of the children on the roll are provided with free dinners. At present, out of a total number of 1,203 children at school, 420 are in receipt of food tickets. This practice began in June 1904, and up to 25th September 1906 there had been issued 197,903 tickets, at a cost of £1,236, 17s. 10d. There is one lady superintendent, who supervises the feeding of the

* It was only in 1900 that I got inserted in our returns a question which enabled me to tabulate the total lunacy.

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children. It was originally proposed that food tickets should only be given to the children of those women who were out working at dinner, and so were unable to prepare dinner at home, but this is not strictly adhered to now, as food tickets are also given where it is felt that an increase of aliment would not benefit the children, or where the children have a consumptive tendency. Each dinner is provided at a cost of 1½d., and the bills of fare are very varied and the food good. Miss Barclay, the lady superintendent, informs me that the improvement in the children's physical condition is very marked. Miss Barclay every week distributes these tickets at the various schools, thirty-six in number, attended by the pauper children. These tickets are handed over every day to the children by the master or the janitor. They are given up by the children at the shops, of which there are sixteen, and are collected every week by Miss Barclay and re-issued to their respective schools. The largest number of children fed at one shop is 64, the smallest 5. Terms of reproach were at first used to those children who got food tickets, but this has died out now.

Increasing facilities for treatment of phthisis in poorhouses.

32. In 1898 I drew the attention of Dr Russell, the late medical member of our Board, to the absence of any provision in one of our poorhouses for the isolation of paupers suffering from phthisis, and at his request I drew up a memorandum on the subject. Since then Mr Barclay, our senior general superintendent, has made an exhaustive inquiry into the question, and continues to report on the matter annually. In 1898 there was practically no provision made for isolation of paupers suffering from phthisis in any of our poorhouses. Now I am glad to say that in five poorhouses (Craiglockhart, Stobhill, Linlithgow, Maybole, and Leith) open shelters have been erected for the accommodation and treatment of phthisical patients. In several of the other poorhouses special wards are now provided for tubercular diseases, and special precautions are taken by providing separate feeding utensils, and by disinfecting clothes, etc., etc.

Results of phthisis treatment in Craiglockhart poorhouse.

33. In the poorhouse of Craiglockhart, up to April, 167 patients were passed through the phthisis male wards. Of these 5 were cured, 72 improved, 29 died, 8 were *in statu quo*, 23 transferred to sanatoria, 20 still present in ward, 4 removed to other wards on account of developing other diseases, and 6 were removed to their own parishes.

In the female ward 92 patients have been treated, of whom 2 have been cured, 38 improved, 22 died, 1 *in statu quo*, 11 transferred to sanatoria, 13 still in wards, 3 in other wards for other diseases, and 2 have been sent to their own parishes.

Number of outdoor phthisical paupers in Edinburgh, and particulars of cases.

34. In my annual report for the year 1901 I called attention to the number of cases suffering from some form of phthisis, who were chargeable to the parish of Edinburgh, and were in receipt of outdoor relief. In that parish there were 63 cases suffering from phthisis on the outdoor roll. These 63 paupers had 191 dependants or relations living in the same houses with them. I may give a few examples:—

35. J. B., aged 37, with wife and 5 dependants, lived in one large room.
F. W., aged 44, with wife and 4 dependants, lived in one room and kitchen.
A. R., 56, with wife and 6 of a family, lived in a house of 3 rooms.
J. G., wife and 5 dependants, in kitchen and closet.
J. C., has 5 dependants. Her husband died of phthisis, and some of her children are developing the disease.
N. F., with wife and 5 dependants, lives in kitchen and small closet.
T. L., 52, wife and 6 of a family, live in a house of 3 rooms. Two of the sons are showing signs of phthisis.
M. K., aged 28, a widow, with 2 dependants, has only 1 room.
W. W., 39, has wife and 6 dependants, and only 2 rooms.
J. W., 45, has 5 dependants, and only 2 rooms.
R. P., aged 38, has 3 dependants. Only 1 room.
G. M'G., aged 37, has 5 dependants. Only 1 room.
J. N., aged 31, has 3 dependants. Only 2 rooms.

Paupers sent to sanatoria.

36. In addition to Parish Councils treating consumptives in their poorhouses, they occasionally send them to sanatoria, where as much as £1 per week is paid for them.

Inducement offered to an Edinburgh phthisical pauper to enter poorhouse hospital.

While I was attending recently a relieving committee of the Edinburgh Parish Council, a case of a man suffering from phthisis was discussed. This man has a wife and 4 children who live in the same room with him. I am glad to say that the committee came to the decision that relief should be offered only in the hospital wards of the poorhouse. The man was to be informed that if he went into the hospital, his wife would receive 8s. a week aliment.

Reduction in outdoor phthisical paupers in Edinburgh.

37. The number of cases on the outdoor roll suffering from phthisis has now been reduced to 47; and if the policy adopted in the above case be carried out, every case of phthisis would be treated in the phthisical wards, a result devoutly to be wished.

Supplementation of wages of pauper apprentices by Edinburgh Parish Council: its advantages: question as to its legality.

38. The Parish Council of Edinburgh, whether strictly legally or not I am not prepared to say, have on their roll 59 apprentices, whose ages range from fourteen to eighteen years. The practice is to supplement their earnings till they reach a sum of 7s. a week. After that the aliment ceases, although clothing is continued for one or, in exceptional circumstances, for two years. These apprentices have in nearly every case been boarded-out children, and, as a rule, stay on under the charge of their guardians. I feel convinced that this custom is productive of much good, as the Parish Council and their inspector of boarded-out children are kept in touch with the children at the most critical stage of their life.

Benefits of supervision by Scottish Girls' Friendly Society of pauper girls in service.

39. I am glad to say that the Scottish Girls' Friendly Society is doing good work in obtaining from clerks of Parish Councils the names and addresses of those girls who have gone to service. It must be of great benefit to those orphan or deserted girls who have been boarded out by Parish Councils to find that someone takes an interest in them after they are no longer under the care of the Parish Council.

Co-operation between charity and the poor law.

40. The Parish Council work together with voluntary institutions, receiving and giving information. Members of the Parish Council are often also members or interested in charitable institutions, and thus are able to prevent overlapping of relief. Some of these institutions are the Blind Asylum, where the Parish Council subscribe from £15 to £20 a year for each of their paupers; the Destitute Sick Society, who spend £3,000 a year in charities, which is only given in cases of temporary illness. Other societies are the Old Men and Women's Society, the Incurables, the Sick Children's Hospital, Miss Flora Stevenson's Fund for Feeding School Children, and the various church societies—in all, over sixty.

(5) *Any Special Points.*

Boarding out of Pauper Children.

Increasing proportion of pauper children boarded with strangers, and advantages thereof.

41. I am quite convinced that the system of boarding out children is a good one, but I much prefer that they should be boarded with strangers and not with relatives, and I am glad to note that every year an increasing number are so boarded.

42. In 1897, 52 per cent. were boarded out with strangers.
in 1898, 54 ,, ,, ,,
in 1899, 57 ,, ,, ,,
in 1900, 65 ,, ,, ,,
in 1901, 68 ,, ,, ,,
in 1902, 68 ,, ,, ,,
in 1903, 70 ,, ,, ,,
in 1904, 70 ,, ,, ,,
in 1905, 71 ,, ,, ,,
In 1897, 1,918 were boarded with relatives,
in 1905, 1,844 ,, ,,
In 1897, 3,075 were boarded with strangers.
in 1905, 4,687 ,, ,,

43. One reason why children are better with strangers is that Parish Councils very often give smaller aliments to relatives, no doubt thinking that because they are relatives they should keep the children for less. While 3s. 6d. and 4s. are readily paid to strangers, I have come across cases where only 2s. or even less is paid to

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Objection to boarding children with paupers.

relatives. I am also of opinion that boarded-out children should not be boarded with paupers, or in houses where paupers are boarded, although I have come across instances where children have been very comfortable and well treated under those circumstances.

Number of children in poorhouses, and reasons therefor.

44. This year in my district there were only 150 orphan or deserted children in poorhouses, and out of that number 85 were chargeable to the parishes of Edinburgh and Leith. These were only temporarily in the poorhouse, either because they required hospital treatment, were too young to be boarded-out, or were merely waiting until arrangements had been made with guardians with whom it was intended to board them.

Whole-time assistant inspectors of boarded-out children and apprentices.

45. In the parish of Edinburgh and in some other large parishes an assistant inspector devotes his whole time to visiting boarded-out children and apprentices. The Edinburgh assistant visits quarterly; and as there are 515 Edinburgh children boarded out in other parishes and 56 in Edinburgh itself, the inspector's time is fully taken up. I find that, as a rule, the larger parishes are better supplied with foster-parents than the smaller ones, the reason being that the larger parishes have always a constant supply of children on hand, so that when one child has reached the age limit, another can almost certainly be got to take its place. A small parish may not have another child ready to be boarded out for years. It is pleasing to note the frequency with which children who have gone to service return to their guardians when on holiday or out of a situation.

The supply of foster-parents.

Effect of Employers' Liability Act on pauperism.

46. I am not quite sure of the effect of the Employers' Liability Act of 1897 on pauperism. It tells both ways. Some old men say that employers will not readily employ them, as they are more likely to meet with an accident than younger men. This statement may in some cases be made as an excuse for not trying to get work. On the other hand, the rates are saved to some extent when a man who would otherwise receive parochial relief when injured receives compensation from the employer.

Disinclination of injured workmen to repay cost of relief out of compensation allowance.

47. A Parish Council is sometimes called on to aliment an injured man for the first fortnight of his disablement, as that time elapses before he gets his compensation. In many cases the sum advanced by the Parish Council has been repaid voluntarily by the injured man, but this is not so frequent now, as the injured are becoming aware that there is no legal obligation on them to repay the advances of the Parish Council.

Abuse by widows of compensation allowance for husband's death.

48. A bad feature of the Act is that frequently widows spend, as soon as possible, the money they have received for the death of their husbands. One widow in my district received £200 as compensation for her husband's death. Within two years of her husband's death she had spent all the money, had given birth to an illegitimate child, and, when I reported on her case, was in receipt of outdoor relief. A more recent case is that of a widow who received £230 compensation and applied for relief within a year!

Need for power to detain "ins and outs."

49. I think there should be some legislation on the following points:—

First.—To enable Parish Councils to detain the class of "outs and ins" in the poorhouse. In one of my parishes I noticed that one of these pests had been chargeable on 48 different occasions and received relief from 17 different parishes. As some of them were far off from his own parish, the amount expended on railway fares alone was considerable. In another of my parishes 18 paupers were in one year admitted to the poorhouse on 269 occasions.

Proposal to remove children from dissolute parents and board them out.

50. *Secondly.*—Power should be given to enable Parish Councils to remove and board out children of dissolute parents.

Need for power to remove certain cases to the poorhouse.

51. *Thirdly.*—Parish Councils should have power to remove to the poorhouse persons living in uninhabitable houses.

52. *Fourthly.*—The prosecution of deserting husbands should be undertaken by the Procurator-Fiscal.

Proposal to extend use of parochial lodging-houses in island parishes.

53. *Fifthly.*—I am in favour of parochial lodging-houses, instead of poorhouses, being made more use of in island districts, such as Tiree. It is certainly a hardship removing a person from one of the islands to a poorhouse on the mainland. Many paupers have never been off the island in their lives, and it seems as great a change to them being sent to a poorhouse on the mainland as it would be to some persons on the mainland being transported to the colonies.

Decrease in number of mothers with illegitimate children in receipt of outdoor relief.

54. A remarkable change for the better has taken place in regard to the number of women in receipt of outdoor relief on account of young illegitimate children. At 15th January last there were in the whole of my district only 13 women with 28 illegitimate children in receipt of outdoor relief, while in 1872 there were in one of my counties—Berwickshire—no less than 45 women in receipt of outdoor relief for 98 illegitimate children. This year, 1907, in that same county, there was no woman in receipt of outdoor relief on account of illegitimate children. It is also encouraging to be able to state that not one of the 32 parishes of Berwickshire is relieving a woman in the poorhouse on account of young illegitimate children.

Report on methods of administering relief in large parishes.

55. I may refer to our report on the methods of administering poor relief in certain large town parishes of Scotland, which expresses the views of the general superintendents in detail on various points of Poor Law administration.

Advantages of new form of Report; its effect on number of parishes visited.

56. I produce a specimen of our new form of Poor Law Report, which has only been in use since last year. Its introduction has been of material advantage, and I anticipate that in the future its value will be still more evident.*

Since the new form of Poor Law Report has come into use I have visited 205 paupers and 327 boarded-out children.

This visitation entails so much more work that I am unable to visit so many parishes as formerly, as I am now only able to visit about 100 parishes, whereas I formerly used to average over 200.

Increased number of special inquiries.

Special inquiries have also increased, as I average about one a week. As some of these inquiries occupy from two to three days, a large proportion of my time is thus employed.

Advantages of new form of Report.

57. I see from my Annual Report of 1900 that I had at that date called the attention of Parish Councils to 209 cases which in my opinion called for reconsideration; in only 33 instances were my recommendations adopted—not a very encouraging proportion. Since the new form has been in use, our recommendations have been so well backed up by the Board that a marked change has taken place. Taking, at random, 27 of my recommendations, I find that in 21 cases they have been adopted by Parish Councils, 4 cases are still pending, and in only 2 cases have Parish Councils declined to agree with my proposals.

Need for General Superintendent attending more meetings of Relief Committees.

58. I think it would be of advantage if we could attend more meetings of relieving committees of Parish Councils. At present a general superintendent is not entitled to attend a meeting of a Parish Council unless he has been authorised by a writing signed by two at least of the members of the Local Government Board.

Causes of Pauperism.

59. The chief causes of pauperism I believe to be—

1. Drink.
2. Heredity.
3. Early improvident marriages.
4. Spending all the wages.
5. Bad health.
6. Bad trade.

Nos. 2, 4, and 5 are in a great degree attributable to No. 1.

Effect of outdoor relief on character and on wages.

60. I do not think that outdoor relief, as compared with indoor, demoralises to any great extent. In one of my parishes I found that no less than 150 paupers voluntarily gave up their aliments in one year.

61. I do not think that adequate outdoor relief lowers wages to any appreciable extent. Scotland is essentially an outdoor relief country; she is also mostly an agricultural country, but the rate of wages of an agricultural labourer in Scotland is higher than that of one in England, an indoor relief country.

62. Where small doles of 1s. or 1s. 6d. are given, they might slightly affect the wages of non-paupers.

Proposed national poor rate, especially for lunacy purposes, and its advantages.

63. I am in favour of a national poor rate, at all events as far as lunacy is concerned. At present we generally find that rates are highest in those districts which are least able to pay them. Some of the advantages would be that parishes would no longer have to spend so

* For copy of form, see paper handed in by Mr A. Murray, App. CLVIII. (B).

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much money in litigation. It has been estimated that since 1845 no less than £410,695 have been spent on cases of settlement. One recent case, taken to the House of Lords, is said to have cost the successful parish £300, while the losing one had to pay £2000. It is calculated that £6000 is now spent annually on litigation.

64. Another advantage would be that the large amount of time at present occupied by inspectors in investigating questions of settlement could be employed in more frequent visitation of cases. (*See our report.*)*

I do not think that a national rate would lead to lavishness of aliment to any great extent.

Proposal to alter qualification for Parish Councillors.

65. I think there should be some qualification for Parish Councillors, such as paying rates. A person with a near relative on the roll should be disqualified from being a Parish Councillor

Public Health duties of General Superintendents.

55248. (*Chairman.*) In Scotland the general superintendents of poor are required, in addition to their Poor Law duties, to perform the duties of inspecting officers under the Public Health Acts, we have been told?—They are.

55249. Is there a public health officer under the Corporation in each of the big towns?—Yes.

55250. Then how do you fit in with them?—Are you thinking of the medical officer of health?

Method and scope of public health inspection of burghs by General Superintendents.

55251. Yes.—I have a copy of a Public Health Report here which I could put in. First of all, in making our examination of a burgh we visit the medical officer of health and get a lot of information from him; then we visit the sanitary inspector, who goes round the burgh with us. We are empowered to get him to go with us; but there is no regulation empowering us to compel the medical officer of health to go with us, although we can take, as I say, the sanitary inspector with us.

55252. As I understand it, you do this work, not because you are a Poor Law superintendent, but because you are an official of the Local Government Board?—Exactly.

55253. And then you report on these duties to the Board?—We report straight to the Board.

55254. You have also to report on questions of water supply, drainage, and other such matters?—Yes.

55255. Do you report at all upon the health of the locality?—Only by way. Any special circumstance turning up we would report at once.

Effect of Public Health duties of General Superintendent on time available for Poor Law work.

55256. How does your combination of duties affect your work; do these various duties fit in pretty well?—They fit in very often, but of course it takes up a great deal of the time which should otherwise be expended on our Poor Law work proper.

55257. Do you find it difficult to combine the two?—We find it very difficult to get nearly over our whole Poor Law district, as long as we are doing public health work as well.

Scope of public health inspections by General Superintendent.

55258. Do you do public health work in the rural districts as well as in the town districts?—We are principally confined to the burghs in that respect. We have got a new form; that form has been made for burghs, and we have not yet had one made for the counties, and I do not suppose we shall really have a new form made for the counties. The general superintendents were instructed first of all to visit all the smaller burghs, not the counties.

55259. You have the infectious hospitals under you, I suppose?—Yes; we visit them.

55260. Who is responsible for these hospitals? Is it the burgh council?—Yes.

55261. And the medical officer of health?—Yes—under the town council in burghs.

Industrial conditions of district.

55262. Coming now to the description of your district, it appears to me to present the characteristics of almost every form of industrial and agricultural occupation?—Yes.

Pauperism in Argyllshire.

55263. Argyllshire is much the highest so far as rate of pauperism is concerned, I see?—It is.

55264. Argyllshire, I suppose, includes the islands of Argyll?—Yes; Islay, Mull, Coll and Tiree are the principal ones.

55265. Is the rate of pauperism much higher on the islands than on the mainland? If so would that account for Argyllshire being so high?—I think it is high all over, but higher in the islands.

Pauperism in industrial counties.

55266. When going through your figures, I noticed that the ratio of pauperism in the industrial centres, such as Dumbarton and Edinburgh, and in Linlithgow and Stirling, is very much the same?—Yes, practically it is.

Comparison of pauperism in counties of Peebles and Argyll, and question of effect of small holdings on pauperism.

55267. On the other hand, there is a variation in the agricultural districts, Peebles having a pauperism of only 10 per 1,000?—Yes. I may say that Peebles with its 10 per 1,000 is the place with my lowest rate of pauperism, and Argyllshire with its 28 per 1,000 is the highest. I happened just lately to read the report of the Small Holdings Committee—I do not know whether it bears on this very much—and I noticed that in Argyll one out of every 70 persons has got a small holding, whilst in Peebles only one in 486 has. So far as that goes, it seems to show that where there are the most small holdings, there is the highest pauperism, and where there are the fewest small holdings, the pauperism is lowest. I do not know whether there is anything in it or not, but it struck me when I found that the figures came out in that way for my two extreme counties.

55268. The population in Peebles is sparse, is it not?—There is a population of 15,000 odd in the county, and in Argyllshire the population is 73,000.

55269. Then Argyllshire at first sight would not be much more densely populated, taking its whole area, than Peebles?—No, I do not think it would.

55270. Do you think this variation is due to the different conditions existing in the different counties, or is there a considerable difference in the methods and system of Poor Law administration?—I do not think there are great differences in the methods except in this way, that in the Highlands the aliments are smaller. What would be luxury in the Highlands would be comparative poverty in the big towns of the Lowlands.

Rural Parish Councillors' personal knowledge of circumstance of individual paupers.

55271. Then I suppose we may assume that in these more sparsely inhabited agricultural districts the committees or the Parish Councils know the individual paupers much more closely?—Yes. Question No. 5 in the report by the general superintendents of poor is, "What inquiry is made into the circumstances of the applicants for relief before they are admitted to the roll of poor?" A very common answer that we get to that question in the sparsely populated parishes is that everybody is well known, both to the Parish Council and to the inspector.

Advantage of printing list of paupers.

55272. I see by paragraph 17 that you are in favour of every parish printing a list of its poor?—I am.

55273. But only eighty-one parishes out of your total number do print a list of their poor?—Yes, that is so.

55274. Do you think the printing of such a list has a salutary and a rather deterrent effect?—I think it has. I have had cases where the inspector has pointed out that people have been removed from the roll on account of their names appearing in this list.

Trend of Poor Law administration in Scotland.

55275. In section 2 of your statement you go on to describe the general trend of Poor Law administration; and from paragraph 21 I see you find that the tendency of Poor Law administration in Scotland is rather to treat paupers more generously than before?—Yes.

55276. As I gather, the reluctance to send people to the poorhouse is rather on the increase?—I think so.

55277. In paragraph 23 you quote figures to show that in Argyllshire the percentage of paupers relieved in the poorhouse was less in 1905, but only slightly less, than it was in 1896?—Yes.

55278. In Edinburgh the difference is rather more noticeable?—Yes, it is.

Approval of out-relief, and attitude of Scottish people thereto.

55279. Speaking generally, are you in favour of the mass of relief being outdoor relief?—Yes.

55280. It is sometimes alleged that that tends to increase the amount of relief indoor, and that if the one goes up, the other goes up too?—I do not know of any statistics to show that exactly.

* Cd. 2524.—1905.

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55281. The history of the Scottish Poor Law, I suppose, is such that out-relief is and always has been its characteristic?—It has. It is the general system in the country.

55282. And it is rather in accord with what I might call, not only local but national sentiment?—It is in accord with national feeling.

Position of Inspector of Poor, and question of how far his opinions are overruled.

55283. Coming now to the officers, you think the inspector of poor plays a bigger part in Poor Law administration than the relieving officer does in England?—I think he does slightly. He is generally collector of rates and clerk to the Parish Council.

55284. And his opinion is generally taken, is it?—Yes, generally; sometimes it is not.

55285. Would you go so far as to say that it is rather rare for an inspector's opinion to be overruled?—Yes, it is rare. It is only occasionally done, and then only perhaps on details.

Need of further qualifications and pensions for Inspectors of Poor.

55286. As regards the inspectors, you think that there should be some test as to whether they are qualified to perform their duties?—Yes, I do.

55287. And that in addition they should be entitled to a pension?—I think so. I think it would be most important that the Local Government Board should have the power of vetoing an appointment. At present the Parish Council can appoint anyone they choose, and the Local Government Board has not a word to say to it. I know of one case where an inspector of poor was chairman of the Parish Council, and when he was chairman he had a boarded-out lunatic living in his house for whom he drew 5s. a week, and yet the woman did all his house-work. That man resigned his chairmanship and became inspector of poor. I think the Local Government Board, if they had power, could veto an appointment like that, because he really gets other people to do part of his work.

Need for Local Government Board having power to veto an appointment of an Inspector of Poor.

55288. When he was chairman he had, you say, a pauper lunatic boarded in his house?—Yes, and received aliment for that pauper.

55289. Then he became inspector of poor?—Yes, having resigned his chairmanship.

55290. Was he appointed by the very Parish Council of which he had been chairman?—Yes. He would have to resign, of course, before he was appointed inspector. In a case like that, and in other cases where the inspectors are stupid, or have no experience whatever in Poor Law work, I think the Board should have the power of veto, and that they should pass an examination of some sort; and in return I think decidedly they should have a pension. I have at present one inspector in my district over eighty years of age; he does his work very well, but still he cannot do the same amount of work as if he were forty years younger.

55291. (*Mr Patten-MacDougall.*) The Board's power at present is limited to this, I think, that when an inspector of poor is in office, if he is unfit, or incompetent under the Statute, then the Board may step in?—Yes, they may step in then; but as far as the appointment is concerned, they have no power of interference.

Present method of superannuating an Inspector of Poor.

55292. (*Chairman.*) And they have no power of superannuating him?—No. What is done is done in a roundabout way. When an inspector gets old they appoint the original inspector assistant inspector, and then appoint a new inspector; and so the old inspector gets a salary as assistant inspector, very often with the proviso that he is to take no part whatever in conducting the parochial affairs.

55293. (*Mr Patten-MacDougall.*) But these are extremely rare cases, are they not?—I have several in my district.

Schoolmasters as Inspectors of Poor, and advantage thereof, especially as regards children boarded out.

55294. (*Chairman.*) I see that a very large proportion of your inspectors are schoolmasters?—Yes, they are.

55295. Do they give up the profession of schoolmaster to become inspectors?—No; they carry both on at the same time.

55296. Do you think that is advisable?—Yes. They have got great chances of seeing all the boarded-out children. They see them every day, and if there is anything the matter with them, they will report it to me or to the Board. Very often in these Highland parishes they are the only educated people that are available for the office.

55297. You rely a good deal, do you not, on the teachers' reports on boarded-out children?—Partly, but it is not very commonly the case. They do not report as teachers, you see; they report as inspectors of poor.

55298. I thought it was rather a practice which had grown up that whether they were inspectors of poor or not they communicated their views if they thought there was any ill-treatment?—An inspector very often writes to them, and asks them to give him any information about such and such a child, and they do so at once.

55299. I thought it went somewhat further, and that they rather took the initiative, and wrote to the inspector if they thought there was anything wrong?—They do that occasionally.

Question as to extent to which it would be possible to have whole-time Inspectors of Poor.

55300. It would not be possible as regards the greater part of Scotland to insist on the inspector of poor doing nothing else but Poor Law work, would it?—No. I visited six parishes the other day in Peeblesshire, and I found that the total salary for the six inspectors there, as inspectors, collectors, and clerks, came to £73, 8s. The population of these six parishes was 1,473.

55301. (*Mr Patten-MacDougall.*) What was the pauperism?—There was one resident pauper, there was one pauper resident in another parish, there was one pauper in the asylum, and there was one pauper of another parish. In that same county of Peebles a year or two ago there were five parishes in which there was not a pauper chargeable at all.

55302. (*Mrs Bosanquet.*) Were the inspectors receiving salary in those cases?—Yes. In these six parishes they get £15; £15, 18s.; £16; £10; £6, and ten guineas respectively, as inspectors, collectors, and clerks.

Increase in pauperism of district since 1900.

55303. (*Chairman.*) Turning now to the amount of pauperism which is described in the table given in your paragraph 29, it would seem that there has been a steady increase in your district since 1900?—Yes.

55304. And also that the number of lunatics seems to have considerably increased?—Except that in the last year, 1906, there was a decrease of one from 1905. It was practically stationary then.

Effect of excessive tea-drinking on lunacy.

55305. As regards the increase of lunacy, do you believe that that may be attributable, as has been sometimes said, to the excessive drinking of tea?—The doctors say it is so in the Highlands. The people leave the tea stewing on the hob for hours and hours before they drink it.

Causes of increased pauperism.

55306. Now turning to the aggregate amount of paupers, do you think the increase since 1900 has been due to the industrial conditions being worse, or to a change in administration, or to a combination of both?—I think it has been due to a little of both. I think the administration is a little more lenient and generous, as we have not nearly so many complaints of inadequate relief now, which seems to point to the fact that people are getting better aliments.

Number of appeals as to inadequate relief.

55307. Are there many appeals in your district about inadequate relief?—Yes. I have not got the figures with me for my own district particularly, but I have got them for the whole country. The total appeals up to 1905 were 21,685.

55308. We have got that figure, I think. What I rather wanted to get from you was whether there have been appeals to the different sheriffs?—Yes. Those appeals are made when there is an absolute refusal of relief; in the case of inadequacy of relief the appeals then come to the Local Government Board.

55309. A case of inadequate relief is decided by the Board, but a case where there has been a refusal of relief is decided by the sheriff?—Exactly.

Number of appeals to Sheriff against refusal of relief.

55310. Have you had many appeals in your district to the sheriff against refusals of relief?—No, not very many. Glasgow, I think, has had the most appeals. I think in Edinburgh there were about sixty, and only six were admitted to the roll by the sheriff. In 1854 there were 1,239 such appeals, and in 1905 there were only 542, which also bears out that there is not so much reason to go to the sheriff now.

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Want of uniformity in Sheriffs' decisions as to appeals.

55311. What do you say from your general experience about this: are the decisions of the sheriffs pretty uniform, and based on much the same grounds?—No; there is a good deal of difference. 5,000 people were refused relief, of whom only about 500 or 600 went to the sheriff—that is to say, only about 10 per cent. went to the sheriff when refused relief by the inspector of poor.

55312. If the object be to establish uniformity in administration, does this appeal to the sheriff tend in that direction?—Some sheriffs take different views. In Glasgow every applicant who is refused is given interim relief by the sheriff.

55313. As a result of the appeal, does he receive relief permanently?—It comes down very considerably finally. Last year only nine cases out of the whole number who appealed were finally put on the roll of the poor by the order of the sheriff.

Proposal that appeals against refusal of relief should be made to Local Government Board, and question of delay in deciding appeals.

55314. What is your opinion about this appeal to the sheriff?—I think it might come to the Board, just the same as the appeals on inadequate relief do; because it does not work very satisfactorily as it is, I think, owing to the different views which the different sheriffs take.

55315. You are in favour of this appeal, then?—Yes.

55316. And you think it works well?—I do not know that it might not all just be treated as inadequate relief, and leave out the sheriffs altogether.

55317. As regards securing uniformity, you would prefer that the appeal should be made to the Local Government Board rather than to a number of different sheriffs?—Yes, I think so, because there is one policy in the Local Government Board; but so many sheriffs, so many opinions.

55318. (*Mr Patten-MacDougall.*) Might not the delay be material to the applicant?—Yes, that might be a factor certainly, because now he can go to the sheriff at once.

Practice of thatching paupers' houses and providing milk and coals to paupers.

55319. (*Chairman.*) As regards special local customs, I see that in certain places they thatch the paupers' houses for them?—Yes.

55320. And they also provide the paupers with milk and coals?—Yes.

55321. Are those practices confined to the Highlands?—No; there are coals given near Edinburgh in the parish of West Calder, which is a mining district. They are not given to all the paupers.

55322. Where is the thatching of the houses done?—That is only done in the Highlands.

The feeding by Edinburgh Parish Council of pauper children attending board schools, its extent, method, and advantages.

55323. The feeding of the children in the schools seems to have assumed considerable proportions in Edinburgh?—Yes, it has.

55324. But on the whole I gather that you are favourable to it?—So far as it goes to the children of these women who are out working during the day and cannot come home to cook their children's dinner. It is a great benefit to the children, and they thrive on it. It is very good food.

55325. Does the mother repay?—No, she is a pauper.

55326. Is she a pauper only in respect of this, or has she to be a pauper otherwise?—She is a pauper otherwise; she has young children, you see.

55327. These dinners then are only provided for the people who are on the roll of paupers?—Yes.

55328. In fact, it is supplementing their relief, I suppose?—It is.

55329. Does it come out of the rates?—Yes, it comes out of the poor rate.

55330. In other words, it is a way of providing that the children while at school shall be properly fed?—Exactly; and where the aliment might be misapplied, it is done to make sure that the children get the benefit of the aliment to a certain extent.

55331. And it is included in the relief given?—Yes.

55332. To put it in other words, it is a sort of cooked relief in kind?—Yes, they get it in addition. The children get the tickets themselves. They do not get money; they simply get little tickets distributed at school, and they go to the various cookshops and present the ticket and get their dinner.

55333. Then the mother does not come up and get these tickets?—No; they are given direct to the children.

55334. Who investigates this matter?—There is a lady inspector who visits continually. She goes to their homes, and finds out whether they are suitable subjects for getting these tickets, and she distributes the tickets. I have gone round with her, and had lunch with her and the children, in order to test it. She goes round and sees that the food is up to the standard. She takes the general supervision of the whole thing.

55335. Then though the tickets are given in school, they are distributed really through the agency of the Poor Law?—They are. The janitor gets them from the Poor Law official, and he gives them to the children; but they are obtained in the first place from the Poor Law authorities.

55336. Inquiry is made, and whether the child obtains the ticket or not depends on the inquiry which is made?—Yes. The ticket is given up each day, and it is reissued every day.

55337. And whether the child continues to have the ticket depends upon the report made as regards its condition?—Exactly.

55338. (*Mr Bentham.*) Is a reduction made in the ordinary aliment in consequence of this?—No; this is extra.

55339. (*Chairman.*) The children get food in the shops, you say, so there is no particular shed or place put up?—No; they get their dinner just in the ordinary shops with the public.

Provision for phthisis in poorhouses and physical condition of patients.

55340. I see that you have certain poorhouses in your district which have special phthisical male wards?—Yes.

55341. You have given some attention to that subject, have you not?—Yes, I have. I reported in 1897 or 1898 to the late Dr Russell, the late medical member of the Board, on that subject.

55342. Were you able to get at these patients in time?—Do you mean to catch them before the disease had gone too far?

55343. Yes.—As a rule not, I believe; they were too far gone for a great deal of improvement to be made. But now, I think, they are catching them earlier, and there is more improvement in them now.

Reluctance of phthisical patients to resort to the Poor Law.

55344. What is your experience? Is there a reluctance on the part of the patient in the earlier stages to notify the disease for fear of losing his employment?—I think so, and also for fear of having to go into the poorhouse hospital.

55345. The parish having to maintain his dependants, I suppose, whilst he is in the hospital?—Yes.

Proposal to transfer treatment of phthisis to Public Health Authorities, and question as to maintenance of dependants of patients.

55346. It is rather a difficult system of cure to work in connection with the Poor Law, is it not?—Yes. I think it should be under the public health authorities.

55347. If it was under the Public Health Authorities, would you make the man a pauper?—That is a difficult question.

55348. In the great majority of cases, I suppose, independent of the cost of keeping him in the hospital, the parish has to pay for the support of his children?—I think the children and the wife might be supported by the parish, and that the man himself, who is really being separated on account of the good of other people as well, should be paid for out of the public health funds.

55349. Treating phthisis more as an infectious disease?—Exactly. Let his wife and dependants still receive Poor Law relief.

Decrease in Edinburgh phthisical outdoor paupers, and effect of poorhouse phthisical wards.

55350. Referring to paragraph 37, what is the area in which the number of cases on the outdoor roll suffering from phthisis has been reduced?—The whole of Edinburgh.

55351. That has a population of what—about 200,000?—More than that, I think—about 250,000.

55352. These phthisis wards seem to have been effective; have they not diminished the amount of phthisis?—I think they have, slightly.

55353. Slightly, do you say?—Yes, not a great deal.

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Objections to boarding out children with relatives.

55354. As regards the boarding out of children, you prefer, I think, that they should be boarded out with strangers rather than with relatives?—I do, decidedly.

55355. Could you give me your reasons?—I think for one reason that relatives generally get smaller aliments for the children. The authorities seem to think that, being relations, they should do something on their own account, and so they give these smaller aliments. Then I think the relatives—say it is an aunt—think, "Well 'they are nieces and nephews, but we have our own chil-'dren here"; and so perhaps they do not give these boarded-out children quite so much as a stranger might do.

55356. Do you think they are more apt to draw a distinction between their own children and a nephew, say, who is a pauper?—I think so.

Increase in children boarded with strangers, and satisfactory results thereof.

55357. I think the number boarded out with strangers has steadily increased, has it not?—It has.

55358. And you think with satisfactory results?—I do think it has.

Motives of foster-parents in taking pauper children to board.

55359. What is the inducement to a person who is not a relative to take a child of this kind?—In the country a great many foster-parents take children simply for company, and adopt them and get attached to them. In one of my parishes, in Bute, there was an old woman who had had a great many boarded-out children through her hands; she died the other day, and about ten or twelve of these old boarded-out children came from all parts of the country to attend her funeral. Then there was another case near Edinburgh, where a boy was boarded out with an old man; this boy got on the railway and got on well, but the old man, his foster-parent, got into bad circumstances, and was compelled to apply for relief. When the boy heard this, he said rather than that his old foster-parent should go to the poorhouse, he would come forward and support him himself.

55360. Then you do not think that the dominant motive is to make something out of the child?—No, I do not think so—that is, not as a rule; of course there are exceptional cases. They do little jobs on the farms, and are very useful in that way and in running messages, but the foster-parents do not make a livelihood out of them.

Objections to boarding out children with paupers or in a house containing a lunatic.

55361. You do not like the children to be boarded out in houses where paupers are boarded? — No, not as a rule, though I have seen it done.

55362. I suppose you mean that where there is a woman with a family who is in receipt of out-relief, you think it is not advisable she should have boarded-out children?—I do not think it is.

55363. Has that been at all common in the past?—No, it is not common. Nor, I think, should the children be boarded out where there is a lunatic.

Effect of Employers' Liability Act on pauperism.

55364. We have had a good deal of evidence about the Employers' Liability Act; you seem doubtful as to whether in the long run it has put more people on the rates?—Yes, it tells both ways, I think.

55365. It is asserted to us by a good many witnesses that it is more difficult now than it was for an elderly man, or a man with grey hair, when discharged to get fresh employment?—That is quite true; but I think there is another thing comes into play there, and that is the trade union rate of wages. If a man has to pay the same rate of wages to an oldish man that he is paying to a young man, he would choose the younger man if he was an equally competent worker, because he would probably get better work out of the younger and stronger man.

Need for control over compensation paid to widows on death of their husbands.

55366. Then would you like to have some control exercised over the money paid to widows on the death of their husbands?—Yes, that is a very necessary thing.

55367. Several cases have apparently come to your notice where the money has been squandered? — Yes. The last lady that I had to do with got over £200, and she went off on a tour to Ireland with it and spent the whole of it.

Need of power to detain ins-and-outs.

55368. Among the suggestions that you make as regards legislation is that there should be more power of detention in the case of the ins-and-outs?—Yes.

55369. I see that in one of your parishes you say that eighteen paupers were admitted into the poorhouse on 269 occasions in the year?—Yes. That was in Edinburgh.

Proposed separation of children from dissolute parents, and greater control over such children.

55370. Then you would like to have more power to remove and board out the children of dissolute parents? —Yes; I think it would be a good thing to have that power.

55371. You would want something more, would you not? You would want power, not only to board them out, but to retain control over them up to a certain age? —Yes.

55372. What age would you take?—I think up to sixteen or seventeen.

55373. As far as that?—Yes; I think that is the most important time.

Proposed removal to poorhouse of paupers living under insanitary conditions.

55374. Then you want further power to remove to the poorhouse people who are living in unsanitary or filthy conditions?—Yes.

55375. You would like also that the Procurator-fiscal should have the power of prosecuting deserting husbands?—I think it would be better.

Need for more power to punish deserting husbands.

55376. Is there much collusion, do you think?—Yes, I think there is a good deal. I know that the man stands round the corner when the woman applies for a casual shelter and that sort of thing, and turns up afterwards on many occasions.

Proposed parochial lodging-houses in lieu of poorhouses in Highlands and Islands.

55377. Then you would like to have parochial lodging-houses instead of poorhouses; are they cheaper?—Yes, I think they would be a little. But I would only have them in certain places—only in the Highlands and the Islands. I do not think that in the centres where you have large poorhouses they would be cheaper.

Moral effect of refusal of out-relief to mothers of illegitimate children.

55378. We had some evidence yesterday which I think your statement corroborates, to the effect that the refusal of relief to women with illegitimate children has had a good moral effect?—Very much so, I think.

55379. Just pushing it a little bit further, what do you suppose happens in that case? Do you suppose that the man, finding that the woman cannot get relief, is more likely to marry her?—I think so.

55380. It appeals to him?—I think it does.

Question as to need for power to detain feeble-minded girls.

55381. Are there many cases of rather feeble-minded girls having illegitimate children constantly?—There are some; not a great many, I think.

55382. Have any suggestions been made that there should be a power of detention over those girls who are constantly having illegitimate children?—I think some of the parishes have proposed it, but that is all. The Board have never done so.

55383. It has not attained such dimensions then as, in your judgment, to justify it?—No, not yet.

55384. As a General Superintendent you go into individual cases, do you?—Yes.

Acceptance by Parish Councils of General Superintendent's advice as to individual cases of relief.

55385. And that is the practice, is it, in Scotland?—Yes.

55386. Generally, are Parish Councils disposed to take your advice?—Yes—especially within the last three years, since we have had this new form of report. It is entirely different to what it was. It is very seldom we ever get a refusal now.

Extent of General Superintendent's power to attend a meeting of a Parish Council.

55387. I see that you have no power of attending a Parish Council?—Not unless we get a written order signed by two members of the Board.

55388. Has it to be a special order for each time?—I read the Act so.

55389. (*Mr Patten MacDougall.*) You do not really require that, do you? You may go without that—you are never refused admission, are you?—I would not like to go to Old Kirkpatrick without an order.

55390. (*Chairman.*) Is that the general interpretation, do you think, that is put on the law?—It is in the Act of 1845.

Comparative effect of indoor and outdoor relief on recipients.

55391. Your experience is that outdoor relief does not demoralise more than indoor relief?—I do not think it does.

55392. You say that in one parish 150 paupers gave up their aliments in one year?—They did that in Edinburgh voluntarily.

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55393. What was the cause of that?—They got employment or recovered, or their families grew up and were able to support them.

Proposal to make lunacy a national charge.

55394. Then I see you would like to make lunacy a national charge?—I think so.

Proposed abolition of law of settlement and its effect.

55395. What would you do as regards settlement; would you be disposed to abolish it altogether?—It would save a great deal of trouble and expense, I think.

55396. Would it operate hardly now in those heavily-rated parishes? I should think not?—I do not think so.

Comparative assessments in various districts.

55397. Have you much difficulty now as regards the heavy charges on these low rented districts?—No. That is not the case in my district; that is more in the North.

55398. Is the assessment higher in some of those districts under you than it is in the North?—It is highest in the North. I am not very heavily assessed in any of my counties.

55399. (*Mr Patten MacDougall.*) There are some Argyllshire parishes where the assessment is pretty high, are there not?—Some of the parishes are, but nothing to the ones in the North.

55400. (*Chairman.*) How do you account for that? Is the assessable rental higher in Argyllshire?—Yes, it is higher there than it is in the North.

55401. What about Tiree?—Tiree is in Argyllshire.

55402. Are the rates high there?—No, not very.

55403. So you have not experienced any difficulties in this respect?—No, I have had none of those difficulties which are felt in Mr Millar's district.

Instance of a Parish Councillor exempted from rates on the ground of poverty.

55404. Are there many parish councillors now in these poor districts who do not pay rates?—There are some. I have got one parish—not in the Highlands—where one parish councillor does not pay any rates at all, as he has been exempted from paying the rates. The Commission of 1832 held that a man who was exempted from paying rates was an able-bodied man getting relief. That man pays nothing, and the next four or five on the list of councillors pay from 2s. to 3s. or 4s.—that is all—so there is no very great inducement to them to keep down the rates.

Extent to which persons are exempted from rates: the effect of exemption on qualification for Parish Council, etc.

55405. Is the practice of remitting the rates prevalent in any part of your district?—Yes; in nearly every parish some people are relieved of the rates.

55406. And they are not made paupers?—No, they are not; they are simply relieved of the rates.

55407. They would be qualified to become parish councillors, would they?—They are qualified, and some of them are parish councillors.

55408. (*Mr Patten-MacDougall.*) Those who are in receipt of poor relief, or who are exempted from paying poor rates, ought not to be on the roll of voters; is that not so?—But this man is a parish councillor. In Denny there is one parish councillor who has been exempted from the rates entirely, and he is on the Parish Council.

55409. Must it not be that he has been exempted from the rates in a year subsequent to that in which the Parish Council election took place?—Probably.

55410. (*Chairman.*) Then the remission would be made by a Parish Council of which he is a member?—And on which he probably voted.

55411. What is the qualification for a parish councillor in Scotland?—You require to be a resident, and, I think, to pay rates.

55412. But assuming that after you have become a parish councillor your rates are remitted to you, that does not invalidate the office?—It did not in this case.

55413. (*Mr Gardiner.*) Supposing a man pays his rates with his rent, is he disqualified from standing as a parish councillor?—No, not if he pays his rates with his rent.

55414. I mean if he pays an increased rent and the landlord pays the rates?—No; he is all right then.

55415. (*Chairman.*) When a man has his rates remitted to him, does he pay rent, or is there an understanding that he should pay no rent?—He is probably paying rent. You see he pays the rent to the landlord, but then he has to pay the taxes to the collector.

55416. Might it not be argued that if the rates are remitted to him, the remission is practically a contribution towards the rent?—It is; at least it comes to that.

55417. (*Mr Bentham.*) And if his rates were remitted, would he be struck off the voters' list?—Yes, I think he would.

55418. (*Mr Russell Wakefield.*) Supposing a person gets excused once from paying rates, that does not disqualify him in subsequent years, does it?—No, I do not think so.

Disinclination of Highland Parish Councils to send paupers to poorhouse.

55419. In paragraph 20 you say, "In the Highland 'counties, where the means of transit to the poorhouse 'are difficult, Parish Councils show great disinclination 'to send paupers to the poorhouse." I rather want to ascertain whether there are any other reasons why parish councillors are disinclined to send them to the poorhouse, or whether the parish councillors themselves are favourable to out-relief, apart from that consideration of the means of transit?—No doubt they are favourable to out-relief, and that consideration operates as well as the difficulty of transit.

Popular feeling in favour of out-relief.

55420. The general feeling of the population in Scotland is in favour of out-relief, I think?—Quite so.

Extent of relief to Edinburgh pauper children attending board schools.

55421. In regard to children, is anything besides food ever given to those children in the schools—clothing, for instance?—They get boots and shoes.

55422. I thought they were rather independent of boots and shoes there?—No; they get them.

55423. Then they do get clothing of some kind, as well as food?—Yes.

55424. Are the dinners and the gifts of clothing kept strictly to those whose mothers are in receipt of poor relief?—Yes; they are all in receipt of relief.

55425. Those things are not given to anybody else?—No.

55426. Not even in the case of consumptives' children?—No; those mothers must have been paupers as well as their children consumptive.

Effect of out-relief on recipients, and attitude of poor towards out-relief, etc.

55427. In your judgment, you say outdoor relief is not demoralising; could you amplify that a little bit for me, as to why you think so? Is it solely because the people voluntarily give up their aliments?—That is one reason. Going round and visiting paupers, you see people receiving relief who are most respectable and well-behaved, and who evidently require this to live, and who behave well on it.

55428. They do not fly to it readily?—No. There is a great disinclination to accept it—not so much now as formerly; but still there is a great disinclination.

55429. They do not treat it as something to which they have a right, and therefore readily come to it?—The feeling is growing slightly that they really have been subscribing to an old-age pension, and that they are entitled to it. That feeling certainly is arising, but not to a very great extent.

55430. At any rate you would not say that because there is a discouragement rather of indoor relief, that encourages them to apply for outdoor relief?—I do not think so.

Financial effect of transferring phthisis cases to sanitary authorities and question of need for such transfer.

55431. (*Mr Bentham.*) You said in answer to a question that you were in favour of the public health authority dealing with phthisical cases; would that not involve compulsory provision of hospital accommodation?—Probably it would.

55432. Would that not be rather costly in many parishes?—Yes, it would.

55433. If any other members of the family required maintaining, would you have those maintained through the public health authority?—No; through the Poor Law authority.

55434. So that the Poor Law would be dealing with part of the family?—Yes.

55435. And the public health authority with the other part?—Yes.

55436. If cases suffering from phthisis came under the notice now, or even then, of the Poor Law authorities, would you say they should be transferred to the public health authority?—A person suffering from phthisis

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should be treated in the same way that you would isolate a person suffering from fever.

55437. There are not many persons suffering from this disease in Scotland in proportion to the population, are there?—I do not think so—nothing extraordinary.

55438. And it is dying out, I suppose, in Scotland?—I hope so.

55439. In that case, would it be wise to make special provision through another authority compulsorily for hospital accommodation for this class of case?—It might be expensive. If I could be assured that it would die out, of course I should not advocate it at all.

55440. There is already provision made in some of the poorhouses, which, as I understand from you, is satisfactory?—So far, yes.

55441. What would be the gain in transferring it to the public health authority if these present arrangements are satisfactory?—I think the public health authority would even make it better. They have nothing to do but to deal with the public health, whereas in the poor law they have got other people as well to deal with—the poor children and the lunatics in the wards of some poorhouses. I think if they specialised it, it might be better.

55442. Would not provision made by the Poor Law authorities—that is, special wards set apart compulsorily, as it were—get over the difficulty in a much cheaper form?—Yes, it might.

55443. It is not a question of sentiment, is it, with you that they should be treated by the public health authority rather than by the Poor Law?—No; I think they would be just as well treated by the Poor Law as by the public health authority.

55444. With regard to the apprenticeship system which you mention in paragraph 38, is that practice peculiar to Edinburgh?—I think it is in my district. There may be a few other places that do it, but Edinburgh is the principal one at any rate.

Edinburgh Irish system supplementing wages of super apprentices.

55445. In other parts of Scotland they manage to put out the boys to occupations without having to supplement their earnings, do they not?—Yes.

55446. Were the fifty-nine you mentioned apprenticed to special trades, where the wages paid are low?—Yes, they are apprenticed to trades, and I do not suppose they would make enough for the first year or two to keep them without being helped. In the country districts a boy often goes to work on a farm, and he gets odd things here and there, and it is cheaper to keep him. He is more easily able to keep himself in the country.

55447. Does the practice of paying a premium to a master obtain in Scotland?—I do not know of it much; I do not think so.

The boarding of children with relatives and its disadvantages.

55448. With regard to the children who are boarded out with relatives, you say they are paid rather less than in cases where they are boarded out with strangers?—Yes, that is so.

55449. Do you not think relatives ought to do a little?—They should.

55450. And that really in many cases the relatives would take them, even if no relief were granted at all?—They do.

55451. Probably it would be rather hard on them if they did take them without any relief being granted, especially where a small allowance might meet the case?—It does certainly help them in that way.

55452. After all, it is better that they should be brought up with relatives than with strangers, is it not?—No, I do not think so. I may have been unfortunate in those children that I visited who were with relatives, but the ones with strangers were, certainly, without any doubt, better looked after and more comfortable.

Children in poorhouses and method of educating them.

55453. Really there is no advantage in relationship then? That must be singular to Scotland. Are there many children in poorhouses?—In the larger poorhouses there are a good many just waiting till they get guardians to board them out with.

55454. How many are there in Edinburgh?—There will be about sixty to eighty, I should think, in Edinburgh alone.

55455. Will they average about that in the course of the year?—Yes, I think so.

55456. How are they educated?—I do not visit the poorhouse officially, but I think they have got schoolmasters in Edinburgh. In the country, in Oban, for instance, where there are a good many boarded in the poorhouse—and I am sorry to say they will not board them out there—they are sent to the school, which is next door to the poorhouse.

55457. Do you approve of their being maintained in the workhouse?—No, not if it can possibly be helped.

Absence of receiving-homes for children.

55458. Is there any provision made anywhere in Scotland, in your district say, by means of homes, for receiving the children prior to their being boarded out?—No. They go direct to their foster-parents' homes from the poorhouse.

No need for any great change in Scottish Poor Law.

55459. (*Professor Smart.*) Do you consider that there is any call in Scotland for any great change in the Poor Law?—I do not think so.

Difficulty of providing Parish Council offices, etc., and method of circumventing it.

55460. Has there been any complaint of the Parish Councils as a body?—No, except over a lot of details, such as building houses for Parish Council offices. You have power in a parish which is partly burghal and partly landward to build Parish Council offices; and at present they get over the difficulty of building a house for an inspector by building a house and putting the inspector in as caretaker. He gets his six rooms in the house, but he is not there as inspector, but as caretaker.

Popular attitude towards Parish Councils.

55461. Am I not right in saying that the people are pretty well satisfied with their Parish Councils?—I think they are, as a rule.

55462. It is more honoured, I think, than a Board of Guardians in England?—I have not had much experience of Boards of Guardians in England.

Apathy of Parish Council electors.

55463. There is a considerable amount of ambition to get on a Parish Council in Scotland, is there not?—Yes, except that there is not a very great poll. A parish generally polls about a third for a Parish Council election.

55464. Women have been found of considerable benefit, have they not?—Exceedingly; and they are most useful members.

Question as to comparative number of Local Government Board inspectors in England, Scotland, and Ireland.

55465. Referring to your second paragraph, is there any reason for the number of Scottish inspectors being smaller than the number of English and Irish inspectors?—Only that Scotland just takes what she can get.

55466. The usual neglect since the Union, in fact. In paragraph 11 you say that Linlithgow is chiefly industrial; what are its industries?—Shale oil.

Industries of Linlithgowshire.

55467. You say there are a good number of farms and coal mines as well; are there other industries besides those?—I think there is some bootmaking.

55468. But it is generally industrial because of the shale, is it?—Yes.

Advantage of printing a list of paupers.

55469. You are in favour of printing the list of the poor?—I think it does good.

55470. Is it not apt to be a little too deterrent?—Do you think that a person who really is entitled to relief might be choked off from applying in consequence?

55471. I think in a country like Scotland you might drive a good deal of real distress underground?—I prefer that the list should be printed. There might be one or two cases of hardship, but I think on the whole the balance would be in favour of having the list printed.

Popular sentiment as to the poorhouse.

55472. You say in paragraph 21, "The general opinion 'being that no decent person should be sent to the poor-'house"; is that not a little strong? Take the case of entirely destitute, friendless old people, for example; the feeling is quite strong in favour of sending these to the poorhouse, is it not?—If there is no one to look after them.

55473. Entirely destitute, friendless people, I put it?—Yes, but that is an exception, certainly.

The thatching of paupers' houses.

55474. Where paupers' houses are thatched, are they houses belonging to paupers themselves, crofters?—In some cases.

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55475. You would not thatch the house of a landlord who had let a house to a pauper, would you?—I think I know of cases where they are landlords' houses.

55476. And where rent was being charged?—Yes.

55477. That is not quite right, is it?—No, in one way it is not.

55478. Is Miss Barclay, the lady superintendent, an official of the Parish Council?—She is, of Edinburgh.

Difficulty of exercising control over money left to widows.

55479. Referring to paragraph 48, do you see any practical chance of legislation with regard to widows who are left money?—It would be very difficult to devise it.

55480. What hold have you on them?—You cannot do anything.

55481. You have not thought of what is possible?—It might be taken into account, as has been done, by saying, "You will get nothing but the poorhouse if this 'money is spent within a certain time."

55482. But the money will go before they appeal to you?—Very often in the parishes in Scotland they know all about who are going to appeal for relief a year before they do so.

Need of larger rating areas, and details of proposed national poor rate.

55483. (*Mr Phelps.*) Are there any purposes for which you think a parish is not a good area nowadays?—I think there might be an enlarged area for rating.

55484. You speak about a national rate; what would that imply exactly? What is your idea of a national rate?—I think so far as lunacy goes, that at all events it should be paid equally from the whole country.

55485. Do you propose to continue the existing system of rating, but to pay all the rates into a common fund, and then to dole them out again to the different localities?—I think the money should go into a common fund, and each locality should claim for what was necessary.

55486. You do not mean an extension of the system of grants from the consolidated fund, do you?—No.

55487. Or from the income tax?—No.

55488. Or from any of those funds?—No.

55489. But merely that we should pool more or less the rates of the country, and then distribute them?—Yes; that is all.

Question as to effect of union of parishes on economy of administration.

55490. Do you think there are any purposes for which the union of parishes would be desirable?—I do not think it would be any cheaper in administration. Take, for instance, these six parishes in Peebles; the total salaries for the six inspectors there only came to £73; if those six parishes were all combined into one area, you would not get a man to give his whole time for £73, so I do not think it would be a saving.

55491. Would you say in a case of that sort, although the income seems very large for the number of paupers, that a great part of the inspector's duty is the prevention of pauperism?—Quite so.

55492. He might be very well earning his £73, although he had a very small list of paupers to show for it?—Yes, he might, because, amongst other things, there would be the travelling.

55493. He might be earning it all the more because of the list being so small?—Yes.

Question of improved status for Inspectors of Poor.

55494. Should you be in favour of a system by which the inspectors were made into a Government service?—I think that would add to the expense. I would rather leave it as it stands.

55495. It would give people more chance of promotion, and it would give people more chance of movement?—Yes, it would.

Proposed examination for Inspectors of Poor.

55496. You would be glad to see some test before they are appointed?—Yes, certainly.

55497. What sort of test have you in your mind?—I think they should be examined on the Board's rules and recommendations.

55498. Is there any form of diploma given by the Universities of Scotland which you could expect them to hold?—No.

55499. Or anything showing that they possessed a general knowledge of economics?—I do not think so. I think that would be too much to ask.

55500. You have nothing in your mind that could be adopted?—No.

55501. (*Mr Bentham.*) Would they submit themselves to an examination for the amount that is paid by these six parishes?—I think so.

55502. (*Professor Smart.*) Many of the inspectors are quite poor men, villagers who could not be expected to pass any special examination, are they not?—Not a very hard one, at any rate, but enough to know the outlines of their business.

Occupations, etc. of Inspectors of Poor.

55503. A great many inspectors are chosen because they belong to the people and know the people, are they not?—Yes.

55504. (*Mr Phelps.*) Do they differ very much in class and position from the schoolmasters?—In my parishes most of them are schoolmasters. I give the figures in paragraph 26, and I see that 99 are schoolmasters out of 225, that is nearly 50 per cent. are schoolmasters. The rest are farmers, bankers, tailors, joiners, grocers, and so on, including one chemist, one baker, one fishcurer, and one coal merchant.

55505. Is there any test of efficiency for a schoolmaster?—Under the School Board, yes.

55506. That would meet the objection, then, that there should be one for the Poor Law inspector with regard to the great majority of them at any rate?—Yes.

55507. Have you come across in your district questions of administration of charities?—Very little.

Co-operation between Poor Law and charity in Edinburgh.

55508. Have you not any co-operation with your charitable people?—Yes. A good many parish councillors of Edinburgh are also members of charitable organisations, and give information at the relief committee meetings as to this man or that woman being on such and such a fund, or such and such another.

55509. Is there much interchange of cases between the two, do you think?—Yes, there is a good deal. There are about sixty charities in Edinburgh, so that it is difficult to get the whole of them under observation.

The prevention of pauperism, and desirability thereof.

55510. I can understand that. What I rather mean is this: do you think that in Scotland there is a strong motive for saving people from becoming paupers?—Yes, I think there is.

55511. Do you think it is a desirable thing to do, apart from the expense and so forth?—Certainly.

The stigma of pauperism.

55512. So far, do you feel, or is it generally felt, that pauperism is a stigma?—It is.

55513. Whether it is out or in?—Especially in, but both.

55514. What is the origin of that distinction, do you think?—I do not know; I fancy they look upon it more as a prison.

55515. That would be rather commiseration than condemnation, would it not?—Yes.

55516. However, you think there is that definite difference?—I think there is quite that distinction.

Question as to effect of Poor Law relief on providence.

55517. Do you think in the life of the people, in the country first of all, that the expectation of assistance from the Poor Law is a force?—That they look forward to it?

55518. That they look forward to it in their old age?—As a right?

55519. As a probability?—You often hear people say, "I will have to come to the house some day."

55520. Is that put forward as an excuse for extravagance at the moment?—No, not as an excuse, but as a dread.

55521. Do you think that the administration of the Poor Law now is a check on making provision for old age?—That it prevents people making provision, because they know they must get relief?

55522. Yes.—It might to a certain extent.

The effect of poor relief on wages.

55523. I gather from your statement that you do not think it has much effect upon the rate of wages?—I do not think so, except perhaps in the case of a charwoman and such like.

55524. Do you distinguish women's work from men's work?—Yes. I do not think it has much effect upon the rate of wages in the principal trades.

55525. You would apply that to the towns as well as to the country?—Yes.

Schoolmasters as Inspectors of Poor in small parishes.

55526. (*Mr Gardiner.*) As regards those parishes where the schoolmaster is also the inspector of poor, do not his two sets of duties conflict?—No, not to any extent.

55527. How does he manage the visiting, for example?—Most of the parishes where the schoolmasters are inspectors are very small parishes.

55528. Then he goes out of school hours?—Yes. He is only required to make two statutory visits in the year. If he visits twice a year and fills it in in his book, he has fulfilled his obligations under the statute.

55529. So, practically, the schoolmasters are only inspectors of poor in very small parishes?—Yes.

The inspection of boarded-out lunatics.

55530. As regards the lunatics who are boarded out, does it come within the sphere of your duty to inspect them?—No, but I do inspect them occasionally. The Board of Lunacy is responsible, and they have inspecting officers who visit all the boarded-out lunatics.

55531. So you have nothing whatever to do with them?—No.

55532. Nor with the lunatics in the poorhouses?—No, Mr Barclay visits the poorhouses. I have been through the lunatic wards in our poorhouse, but that is just by the way.

Comparison of number of Local Government Board inspectors in England, Scotland, and Ireland.

55533. (*Mrs Bosanquet.*) In paragraph 2, when you say that the total staff of inspectors in England is 67, are you referring to Poor Law inspectors?—I am referring to the whole staff, medical and everything.

55534. Including sanitary inspectors also?—I think we include the sanitary inspectors.

55535. Do the superintendents in Scotland have any medical training for their sanitary work, or any special training for it?—Some of them have passed examinations in Public Health.

55536. I think you said just now that a certain number of bankers are also inspectors?—Yes.

Bank managers as inspectors of Poor.

55537. Would they be bankers or bank managers?—Bank managers.

55538. It sounds rather a wealthy position?—The one I recall just now is the bank manager at Dunoon; he is inspector of poor.

Question as to pensions for Inspectors of Poor with small salaries.

55539. Would there not be a difficulty in apportioning pensions, or in making a scale of pensions, which would apply to inspectors who have such a very small amount of work and such very small salaries?—It is done in England and Ireland, I think.

55540. I do not fancy in England you ever find an inspector with any salary as low as £10, which was one that I think you quoted?—There are none as low as that in England, of course. One of my men gets £6 a year as inspector, collector, and clerk.

55541. It would be difficult to apportion a pension on that, would it not?—He might get a small pension in proportion to his present salary.

55542. Then it would have to be irrespective of the amount of their work, or the size of their parish?—I would make the pension correspond to the amount of the work that they had done.

Need of lady inspector for boarded-out children.

55543. Would you be in favour of having a woman inspector for the boarded-out children?—Yes, I should. They have one in Glasgow, who, I believe, is doing very good work.

55544. With that exception, are the boarded-out children ever seen by a woman, unless she is a guardian or foster parent?—There are ladies on the visiting committees who go round and visit the boarded-out children.

Question of whether all applications for relief are recorded by Inspectors of Poor.

55545. Do the inspectors record and report all applications, whether they reject them or not?—I am afraid some slip by. They are bound to report them all, and they ought to do so, and we enforce it, whenever we can.

55546. Is there any possible means of checking it, if an inspector chooses not to record an application?—No, unless by roundabout means, such as asking a policeman if such-and-such a man had gone to the Parish Council and applied for relief, and then going and looking at the record of applications, and, if you see no entry there, asking the inspector why the man's name was not down. He would say, "I was just going to do it and I was interrupted," or something.

55547. Then unless some special reason called your attention to it, or unless there was some special cause, you would have no reason for making the inquiry?—No; and then you cannot tell.

55548. Can you tell us anything about the bearing of night asylums in Edinburgh upon Poor Law work?—I do not think I can exactly.

55549. Do you see much of the work of the night asylums?—No.

Class of persons frequenting "night asylums" and extent to which such persons afterwards apply for poor relief.

55550. Do you know anything of the class of people who go to them?—They are very poor—just the lowest, I believe.

55551. Do you know whether they are the class of people who would be found in the casual wards in England?—Yes, probably they are just the same. In some of our parishes, we have something very much like a casual ward where the tramps are put in; I have seen them, but they are not in Edinburgh.

55552. Would those be refuges?—Yes, just for tramps.

55553. Would they be due to private charity?—No, not at first. We stopped it in one parish where innumerable tramps were accommodated out of the poor rate; now a voluntary assessment has been made in the town.

55554. Do you know at all what proportion of people who frequent the poor asylums are drafted into the workhouse and Poor Law institutions? Are there any numbers who go in from these night asylums and refuges?—Yes, a great many of them go there the one night, and apply at the Parish Council office the next day.

55555. Are those mostly residents in Edinburgh, or are they people from outside?—They come from outside; they are tramping through the country.

Need for tramps being under charge of the police.

55556. Is there a system by which the tramps and casuals are housed in the police cells in your district?—No; but I think there should be. I think the tramps should be under the charge of the police entirely.

Tramps admitted to casual sick-houses on tickets issued by police.

55557. I believe in some parts of Scotland it is the fact, is it not, that the police make a business of that? In some of my parishes they go straight to a policeman and he gives them a ticket.

55558. For the police cells?—No, for the casual sick house; but that is not strictly allowable, of course.

55559. That would be without the medical certificate?—Yes.

55560. Are there any other methods of dealing with the tramps that are habitual in Scotland?—I think these are the principal ones.

Large proportion of children among vagrants in Scotland.

55561. Can you account at all for the fact that the proportion of children amongst Scottish vagrants is so much larger than it is amongst a similar class in England?—No.

55562. It came out in the Vagrancy Report?—Yes, but I am afraid I cannot account for it.

Method of administering relief in Edinburgh.

55563. (*Chairman.*) Does the Edinburgh relief committee sit every day?—No, they sit about three days a week. They miss a week now and then, but it averages about that.

55564. Does the same committee sit each day, or is there a rota?—The same people sit. It is divided up into committees, and the same people sit on their own committee, and the same chairman.

Edinburgh system of supplementing wages of pauper apprentices, and question of its legality.

55565. (*Mr Chandler.*) In your paragraph 38 you refer to the scheme of the Edinburgh Parish Council for dealing with their apprentices, and I think you approve of it?—I do.

55566. Has it not supplied what is felt to be a great need in dealing with that class of children?—I think it has.

55567. Which the law at present does not do?—No.

55568. Would it be necessary for that Parish Council

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to obtain the sanction of the Local Government Board for Scotland?—They do it without that.

55569. It is quite open then for all other Parish Councils to adopt a similar course without any alteration of the law, I take it?—(*Mr Patten-MacDougall.*) In paragraph 38 the words you use are, "Whether strictly legally 'or not, I am not prepared to say"?—Yes, I do use those words.

Abuse by widows of compensation allowance under the Act.

55570. (*Mr Chandler.*) Then, in reference to those cases that you give in paragraph 48, where compensation is received by a widow, I assume that where there are children it would be customary for the court to award an amount per child, and that they would not give the widow the total sum if there are children to provide for?—I think in Scotland she gets the full sum. Both those widows, I might mention, had children.

55571. Then, in that case, I assume, the Scottish law differs from the English law?—One of them had a lump sum down, and both had children and large families—one of them especially.

55572. (*Mr Patten-MacDougall*). Would that not be in the hands of the court?—Yes, I suppose so.

55573. Supposing an application was made to the court, "We want this money allocated, as it may not 'be spent quite as it ought to be"—would not the court probably take the view that it is as well that some provision should be made for keeping it for the children?—The court might do so; but it all depends upon the Employers' Liability Act.

55574. Would your proposal be to go to Parliament to get some provision in order to effect that?—Quite so—to administer the trust practically.

Provision of dinners for pauper children attending board schools in Edinburgh.

55575. (*Miss Hill.*) In paragraph 31, where you speak of 1203 children at school, do you mean children whose mothers are in receipt of parish relief?—Yes, the mothers are all in receipt of relief.

55576. Then it is about a third of those particular children who are dealt with in this way?—Yes.

55577. It is not a third of all the children at school who are dealt with in this way?—No.

55578. But a third of all the paupers?—Exactly.

Boarded-out children.

55579. Then, with regard to the superiority of the treatment of children boarded out with strangers, to the treatment of children boarded out with relatives, is that not due to the fact that there is more selection of the family with whom they are boarded in the one case than in the other?—That is a factor certainly.

55580. A family would be selected in the case of a child who was to be boarded out, but less so in the case of relatives?—Quite so.

55581. I should think that would be really the ground of the difference, would it not?—Certainly it would be one ground.

Illegality of supplementing wages of pauper apprentices, and doubtful expediency of generally extending the practice.

55582. Referring to paragraph 38, I suppose the reason that the custom is not adopted generally of supplementing a boy's wages, is that the general tendency of such a course might be to excuse the employer from giving as good terms as he might otherwise give?—It is practically illegal.

55583. There is some reason for its being illegal, is there not? It is a power that ought to be used only with discretion, is it not?—Surely.

55584. So that you would be rather in favour, I suppose, of legalising it under certain conditions, or with a reference to the Board, rather than giving a general power of doing it?—Yes.

55585. It might be held, might it not, to have a detrimental effect on the earnings of young people beginning work, if their earnings were generally supplemented by the Poor Law?—Do you mean that they would not work enough then?

55586. That the master would not give them as much money if he knew it would be supplemented by the parish?—It might operate in that way.

55587. So you would be in favour of the power being given, only providing it was approved by the Local Government Board?—Yes; so that they would have some control over it.

55588. (*Mr Patten-MacDougall.*) Your headquarters are in Edinburgh, I think?—They are.

55589. But a large portion of your time is spent in visiting your district?—Yes.

Method whereby General Superintendents keep in close touch with the Board, and its advantages.

55590. At the same time, I think it is the practice of the general superintendents, is it not, to attend the Board at certain stated times?—Yes.

55591. Generally, I think, once a week?—On a Friday, and on a Saturday occasionally.

55592. In order that you may acquaint yourselves with what is going on at the Board with reference to your own district, and in order that you may confer with the other general superintendents who are there (that is, those of them who are sufficiently near Edinburgh), and with the Board, as to matters of interest arising in the course of your work?—Yes.

55593. You find that a satisfactory system, do you not?—Very much so indeed. We like to keep in touch with every question that is going on as far as we can.

55594. And that is acceptable, is it not, to the Parish Councils?—I think so.

55595. You are thus able to communicate to the Parish Councils the latest views which the Board may have as regards any matter which arises in the course of your work?—Yes, and I have done so on several occasions.

55596. That, of course, covers both your Poor Law duties and your Public Health duties?—Both.

Effect on Argyllshire pauperism of reluctance to apply poorhouse test.

55597. As affecting the great variation in the pauperism of Argyllshire, as compared with what exists, say, in Peeblesshire, do you think it is at all affected by this, that in Argyllshire there may be a reluctance to apply the test?—I think it is.

55598. You find that in island parishes, do you not?—Yes.

55599. To what causes do you attribute that?—For one thing, in the islands they look upon going to the mainland as a person here might look upon going to the colonies, as being far away and apart from their own friends across the sea.

55600. The poorhouses are some of them on the mainland, are they not?—They are.

55601. And many of them, in fact all of them as a rule, are remote from the parishes where many of these paupers live?—With a difficult journey by sea very often.

55602. Accordingly there is less application of the test in these island districts?—Yes.

55603. That to some extent may account for the large pauperism?—No doubt it does.

Causes of increase in number of pauper lunatics.

55604. As regards the increase in lunacy, you have told us already that you think that may be attributable in part to the change in diet from oatmeal porridge to tea?—Yes.

55605. Are there any other causes, do you think, to which it is attributable?—I think they are more taken notice of now. I think more lunatics are certified now than in the old days when a man was just the village idiot and that sort of thing.

55606. What has led to that, do you think?—I do not think that the fee is sufficient; the lunacy certificate would not induce it.

55607. Then it is not a case of the doctor?—No, it is not due to the doctor.

55608. What about the relations of the lunatic? Are they more anxious that he should be relieved at the expense of the rates?—Of course; and then the parish is getting the grant as well.

55609. The relations themselves would be relieved of the upkeep and maintenance of this weak-minded person?—Surely.

Difficulty of appeals against refusal of relief being made to Local Government Board instead of to Sheriff.

55610. Is that a factor?—That is certainly a factor.

55611. You have experienced that, have you?—Yes.

55612. As regards the appeal to the sheriff in cases where relief is refused, you have made the suggestion, I think, that that might be put into the hands of the Local Government Board?—Quite so.

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55613. Do you not think that one great object which is affected by that appeal to the sheriff is that relief is given at once, that in fact it frequently happens that the applicant having been refused relief by the inspector of poor immediately repairs to the sheriff court?—Quite.

55614. Which is, in Edinburgh, for instance, quite near?—Quite.

55615. And he probably gets relief, interim relief it may be, immediately?—Yes; but of course the Board could order interim relief by telegraph at once.

55616. Do you think that would be advisable?—I think the duties of the Board are sufficiently onerous already perhaps, without throwing any more on them.

55617. Do you not think it would be rather a serious consideration for these applicants when relief has been refused by the inspector of poor that they should have to apply to the Local Government Board?—Yes; they could not come from a distance, of course.

55618. There are advantages in the appeal to the sheriff, are there not?—There is the advantage that they can get it at once, of course.

55619. As regards the boarded-out paupers, I think you have done a good deal in the way of visiting these boarded-out paupers, have you not?—Yes.

55620. I think there are a number in the Island of Arran?—Yes.

55621. Have you not had occasion to report specially upon them?—Yes.

55622. Can you tell us what the reason of that investigation and inquiry was?—There was some feeling in Arran that the number of pauper children boarded out in Arran from Glasgow and other mainland parishes was too large, and there was an assertion made that they came ultimately to be chargeable to the island, with which they had no real connection except by being boarded there. Then there were some complaints made about their behaviour. I spent several days in Arran, and went round practically to the whole of the boarded-out children, and found there was no real foundation for the complaints at all. I went over the books of the inspector, who had been there a number of years, and found that there were really very few of these boarded-out children who ever became chargeable to Arran eventually.

55623. (*Professor Smart.*) Was that lately, because the complaint is still being made there?—Yes, about a year or eighteen months ago.

55624. (*Mr Patten MacDougall.*) I think you had occasion to make a somewhat similar inquiry on the Island of Iona?—Yes.

55625. There, I think, the objection was at the instance of the School Board, was it not, the complaint being that owing to the very large number of these pauper children coming to the schools in the island the school rate went up?—Yes.

55626. Can you tell us what your investigation revealed?—It told both ways, because with the larger number of children they got an increased grant.

55627. Accordingly, there was no substance in the complaint?—No.

55628. As regards the report which you make now upon your visits to the parishes, I think you have a copy of one of these reports with you?—Yes, I have filled one up; I just took it by chance and filled it up in case you wanted to see it.

55629. This is a specimen report?—Yes, just taken by chance. I might have made a much better one if I had known it would be wanted.

55630. Do any other suggestions occur to you in view of what you tell us in your statement?—I think there is one great anomaly, and that is that the Local Government Board have power to prevent a Parish Council reducing the medical officer's salary, but if that Parish Council choose to dismiss him, the Board have no say in the matter at all. That seems to be quite an anomaly.

55631. That arises from this, does it not, that the only control which the Board have is under the Medical Relief Grant Distribution Rules, I think?—Yes. The Board have power to prevent a salary being reduced, but they have no power to prevent a doctor being dismissed. I think the doctors should certainly have an appeal to the Board, as well as the governors and the matrons of poorhouses. Then I think every large parish should have an isolation room, where applicants can be isolated if they are suffering from an infectious disease. In Edinburgh I went in one day, and I found a man who had smallpox on him at the time sitting in the room with forty other applicants, and he was not removed by the Public Health Authority for two hours. They ought to have an isolation room at every large Parish Council office.

Need for "isolation room" attached to Parish Council office in large parishes.

55632. These matters all deal with Poor Law medical relief?—Yes.

55633. I think you are aware of the recommendations of the Departmental Committee with regard to that subject some years ago?—Yes.

55634. Do you approve of those?—Yes, decidedly. May I say about boarded-out children, in reference to a question that I heard put yesterday, that the inspectors of the parish of residence do not as a rule visit the children, and there is a question now that when they do, they wish to be paid for it.

Visits to boarded-out children by Inspector of Poor of parish of residence, and question of payment therefor.

55635. It is only when there is a special request made to them from the parish of chargeability that the inspector of poor is called upon to visit these boarded-out children in his own parish; is that not the case?—Yes.

55636. The reason of that being that they may be as far as possible relieved from any association with pauperism or with the officials who administer it?—Yes. One inspector refused to do so until he was paid.

55637. I think there is a general idea that the schoolmaster, as you have told us, and also I think the clergyman of the parish where the children are boarded out, communicate with the inspector of poor of the parish of chargeability, when they find there is anything calling for remark as regards the treatment of the boarded-outs?—Surely.

Reports by schoolmasters and parish ministers on boarded-out children whose condition calls for remark.

55638. (*Sir Samuel Provis*). Have you, in fact, had any scandals with regard to boarded-out children?—I have had none.

The boarding-out system free from scandals.

55639. None at all?—No. I have reported adversely on about half a dozen out of about 300 cases, and they were removed to other foster-parents; but I have had no scandal.

55640. And no serious ground of complaint?—I raised the complaint myself. I found two children boarded in a casual sick house with whom I considered unsatisfactory foster-parents; the Board took up the matter at once, and communicated with the inspector, and they were removed within a week.

55641. Are there any regulations which apply to the boarding out of children in Scotland, putting limitations on the numbers and so forth?—Certain parishes make regulations of their own.

Question as to boarding-out regulations.

55642. Is it optional with them whether they will or will not make such regulations?—Yes. The Board recommend that there should only be a certain number in a family, and only a certain number in a parish, so as not to have too many in one family or in one parish.

55643. Is there any power in Scotland on the part of the Parish Council to acquire the parental rights in respect of any children?—No.

Absence of power of adoption of children by Parish Councils.

55644. There is, as probably you are aware, a power of that sort in England, but you say there is no corresponding power in Scotland?—I do not know of it in Scotland. One of my inspectors does it on his own hook. He just goes and takes away the children from the woman who he does not think should have them, and does not tell her where they are. He has never been had up for it yet,

55645. (*Chairman.*) Were any of these cases of maltreatment of children?—No, not of maltreatment, at any rate not those that I discovered, but just unsatisfactory surroundings.

Comparison of number of inspectors under Local Government Boards of England and Scotland.

55646. (*Sir Samuel Provis.*) When you say in your paragraph 2, that the total staff of inspectors in England is sixty-seven, you include, I imagine, inspectors for all purposes, do you not?—Yes, for the Public Health and so on.

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55647. Inspectors of every kind?—Yes, engineering; the whole thing, in fact.

55648. And the alkali inspector?—Yes.

55649. But you do not credit Scotland with an alkali inspector, do you?—No.

55650. They come in the sixty-seven for England, do they not? My suggestion is that if you put them in for England you should put them in for Scotland too?—I do not think the alkali inspector was included in the sixty-seven.

55651. (*Mr Patten MacDougall.*) The alkali inspector is under the Scottish Office and not under the Local Government Board for Scotland at all; is that not so?—That is so.

The supervision of boarded-out children by ladies.

55652. (*Mr Nunn.*) Is there any means, through committees or otherwise, for the supervision by ladies, either as inspectors or superintendents, over the children who are boarded out?—Very often there is what is called a visiting committee in a Parish Council, and there are ladies on that committee who visit the children. There is one lady inspector in Glasgow who visits the boarded-out children, and there is the Miss Barclay in Edinburgh whom I referred to, who visits the children who get the free food tickets. These are the only lady inspectors.

Visitation of outdoor paupers by General Superintendents.

55653. I see from the report which you handed in—and which, of course, was quite casually taken—that there are about fifty-eight paupers in the parish with which it deals, and that you visited one of them; I suppose as a rule you visit more than one?—Yes. That is just as it happened.

The distinguishing a Parish Council office by a sign, an object there.

55654. There is one question I do not quite understand here: "Is the office of inspector suitable for the transaction of the business of the Parish Council? Yes, but rather small." The next question is, "Is it distinguished by any sign?" What does that mean?—It means the Parish Council office.

55655. The answer is, "Not since a tramp put his foot through the glass door"?—They had "Parish Council Office" painted up on the glass door, and he did away with it.

55656. (*Mr Patten MacDougall.*) The object of the sign is that the poor may know where to come for relief, is it not?—Yes.

Extent to which Parish Councils meet in public-houses.

55657. (*Mr Gardiner.*) It is said in a paper I have before me that boards of guardians and Parish Councils meet in public-houses?—They do meet in hotels in the country places.

55658. Do they?—Yes, there will be about 5 per cent. of them, I should think.

55659. In fully-licensed houses?—Yes.

Infrequent appearance of applicants before Parish Council.

55660. Do the applicants for relief come before the Council?—No, the applicants do not come before the Council in Scotland as a rule, or only very rarely.

55660A. (*Mr Patten MacDougall.*) Not in the country districts?—Nor in Edinburgh even.

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The Right Hon. Lord Balfour of Burleigh, K.T., called and examined.

55661. (*Chairman.*) You have been kind enough to prepare for us a statement of the evidence that you are ready to give?—Yes.

(*The witness handed in the following statement.*)

1. I was elected Chairman of the Parochial Board of the Parish of Clackmannan in 1870, and became first Chairman of the Parish Council in 1895, and during these thirty-seven years have regularly attended the meetings and transacted the business of the Board and Council.

The parish of Clackmannan contains a population of 4,000. The population is mining and industrial as well as agricultural.

I was also for some years Chairman of the Stirling Combination Poorhouse.

From 1895 to 1903, I was President of the Local Government Board for Scotland, which included the period of transition from the nominated and *ex officio* Parochial Boards to the Parish Councils constituted under the Act of 1894.

I have therefore had considerable opportunities of watching this administration of the Scottish Poor Law in both its strong, and its less strong elements.

With regard to general experience, I may, perhaps, add that I have also acted as Chairman of every Local Body of which a country gentleman can be a member, including Commissioners of Supply, County Council, District Committee, Local Authority, and District Lunacy Board.

Satisfactory administration of Poor Law by Parish Councils, and difficulty of applying personal knowledge to cases in large areas.

2. It is my opinion that the elected Parish Councils have worked well in Scotland: they have inherited the traditions of the Parochial Boards whom they succeeded. In my experience, and I am able to speak from a wide knowledge of country areas, the particulars of each case that comes before the Council are noted with great care, and the majority of parishes are not so large in area or population as to make it impossible to apply accurate and personal knowledge to the consideration of each case. So soon as the areas of administration become large, the difficulty of satisfactory administration is greatly increased; personal knowledge of the circumstances of the applicants cannot be so exact and thorough.

Advantage of having only one Poor Law area in each city.

3. I have no experience of administration in the large city parishes, except what I gained during the period of my tenure of office as Secretary for Scotland, and *ex officio* President of the Local Government Board. It is obvious that, when the areas are large and complicated like the cities, personal knowledge cannot always be applied; but the disadvantages, having regard to our law of settlement, of having cities, and indeed any areas, inhabited by what is practically one community cut up into different Poor Law areas, are so great that, on a balance of advantages and disadvantages, it was clearly right to unite all parishes so situated into one area of Poor Law administration.

Impartial treatment of cases by Parish Councillors.

4. I have never heard any suggestion of partial treatment on the part of any Councillor in regard to cases of individual applicants representing the electoral districts from which they come. I can speak with some certainty that this does not exist in rural districts, and if it does in urban parishes exist in some cases, I do not think it does to any material extent.

Satisfactory Poor Law administration in Glasgow.

5. The number of Parish Councillors on each Council is regulated by the provisions of the Act of 1894, and I think Glasgow is the largest, in which there are thirty-one Councillors. Speaking generally, I should think that the provisions of the Act have worked well in this respect, and that their business is conducted in a satisfactory and efficient manner; but this is the sort of point on which the records of the Local Government Board will give the best information.

Administration of Relief.

The regulation of poor relief and policy of Board thereasto.

6. Administration of relief in Scotland is regulated by the Act of 1845, and by the rules and regulations of the Local Government Board. These rules and regulations have worked well; they have always taken rather the form of suggestions and recommendations for the guidance and information of the Local Authorities in dealing with the applications for relief which come before the latter. It has always been the part of the Central Board to guide and advise and lead rather than to drive or to compel—in other words, to make the Local Authorities feel that they and the Central Board are fellow-workers in the same great cause, and must depend upon each other in their respective spheres for friendly co-operation.

7. I should like to refer as types to two Minutes of the Board which were passed during my tenure of office, viz., those of 30th October 1895 and 5th of June 1902.*

Minutes of Board outlining principles of relief and recommending liberal allowances to widows with children.

8. The first of these was passed at the time of transition from the nominated Boards to the elective Councils, and summarises the conditions under which, as it then appeared to the Local Government Board, Poor Law relief should be regulated; and its terms speak for themselves. Administration has, I think, proceeded in accordance with the suggestions contained in every sense; any alterations which have been made have arisen out of the fact that several cases were brought to our notice where, after the death of the breadwinner, the widow and children were granted

* For copies, see papers handed in by Mr A. Murray, App. CLVIII. (A) and (F).

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what appeared to us somewhat small allowances of relief, and a recommendation was issued that Parish Councillors should be more liberal in such cases.

Stricter administration under Parish Councils than under Parochial Boards, and probable reasons therefor.

9. I think I may go so far as to say that, during the years when I was at the Local Government Board, the administration, speaking generally, was rather stricter under the elected Parish Councillors than it was before; and this may have proceeded either from the firmer position which election gave to the individuals as compared with nomination, or from the progressive education in sound principles which has taken place. There has been really no material change, comparing the nominated *ex officio* with the elected Councillors. I can only recollect two cases in which the Board had difficulties during my tenure of office: one was with a crofting parish and the other with a mining parish in Lanarkshire.

Appeal in Cases of inadequate Relief.

Procedure as to granting relief, and satisfactory system of appeals against decisions as to relief.

10. In usual routine, especially in country districts, the relief is given in the first instance by the inspector of poor, and each case is brought before the next meeting of the Parish Council, and the arrangement is approved or modified by them. This is universal where meetings of the Parish Council are not very frequent. If relief is refused, the applicant can appeal to the Sheriff; or if the relief given by the inspector, the Committee, or the Parish Council is considered inadequate, there is an appeal to the Local Government Board. This system has worked well, and it seems to me to remove any grievance which the applicant may have as to his not receiving sufficient consideration.

11. Many cases of appeal on the ground of inadequate relief are actually brought before the Local Government Board, and are the subject of inquiry before officers, and of communications between them and the Parish Council concerned. In the result, and without any recourse to the Law Courts, settlements are arrived at, and Parish Councils either acquiesce in the view taken by the Local Government Board, or the Local Government Board recognises that the relief given is really adequate to the necessities of the case. I am able to say, distinctly, that very little friction arises in the course of this procedure.

Medical Relief.

Departmental Committee on medical relief.

12. I appointed a Departmental Committee on medical relief, both indoor and outdoor, and the subject is exhaustively treated in the Report of that Committee. The Report was not presented till 1904, after I resigned office. The suggestions and recommendations of that Committee have not yet been the subject of legislation, in so far as they require it. But I think I am not wrong in stating that in many details, where legislation has not been found necessary, the Local Government Board have adopted the recommendations of the Report for themselves, and have succeeded in inducing many of the more important Parish Councils to adopt its policy. But this had probably better be spoken to by the Local Government Board.

Medical Relief Grant.

The medical relief grant, and need for increasing its amount.

13. This grant, payable in Scotland, does not exceed the comparatively small sum of £20,000 per annum, and as the provisions which are made for medical relief are being constantly extended and improved, the result is that the amount of this relief per head is constantly diminishing. About twenty-five years ago it amounted to about 10s. 9d. per pound of expenditure, but now it is not more than 5s. 5d. I suggest that, having regard to the fact that grants given to England and Ireland are much larger in proportion, we have a good claim for a considerable increase, and that claim will be made stronger whenever the scope of the grant is extended to improve the nursing service in the poorhouses of Scotland, or to provide means for training probationers. I should regard this as "onerous" expenditure, within the meaning given to that word in the Report of the Local Taxation Commission.

Inspectors of Poor.

Improved qualifications, etc., of Inspectors of Poor, and proposal to increase the standard of efficiency.

14. The work and qualifications and requirements of these officers has considerably improved during my experience. In former days they were much less usually "whole time officers" than they are now. I think that, speaking generally, they do credit to the service, and it is becoming more and more a recognised career in which promotion may be looked for from one position to another. I should approve of the proposal further to increase the standard of their qualifications, and, at any rate for the more important posts, to insist on candidates offering themselves for some test of efficiency, and that they should receive certificates if they do so successfully. I think this would tend to improve the service to a useful extent.

Special Features of Scottish Poor Law.

Able-bodied not entitled to relief: but destitute disabled persons have a right to relief.

15. The peculiarity of our Scottish Poor Law is that no able-bodied man or woman is entitled to receive Poor Law relief, and the question whether the applicant is able-bodied or not is one for the decision of the medical officer, whose duty it is to examine applicants before their cases are dealt with. I think I am right in saying that this restriction of relief to those who are not able-bodied is based upon the old Scottish Poor Law, and existed prior to the Act of 1845, and was not enacted for the first time in that year. On the other hand, the corollary of this is that no inspector of poor is entitled to refuse relief where he knows that the applicant is destitute, when he is physically or mentally unfit to earn his living; and this rule is always followed.

Difficulty as to relief of the sick dependants of an able-bodied man, and proposal to deal with such cases by charity.

16. Difficult cases must arise at times, where the dependants of an able-bodied man out of work may be in such a condition as to require, let us suppose, medical treatment, for which the man himself, though technically able-bodied, has not the means to pay; and, not improbably, the further condition would arise that the illness could not be treated at the home. Humanity renders it necessary that considerable discretion to deal with such cases must be assumed, but I regard it as of great importance that, wherever possible, that class of case should be dealt with rather by the organisation of private charity than by the Poor Law, and, if that is not possible, then the case should be taken into the sick wards of a poorhouse.

Difficulties as to medical relief, and proposed remedies.

17. If I attempted to discuss all the questions which arise, and the difficulties which surround the problem of medical relief in its relation to the Poor Law system as we know it in Scotland, I should have to write a long essay. I could not anticipate all the questions that may be put to me, and I prefer to express my willingness to reply to them to the best of my ability.

The present condition of the Law and the administration of it are not easily defensible in logic, but, like many other things not altogether logical, the system can be made to work in practice if sound common sense is applied to it.

I should like to see a higher sense of public duty enforced in the case of those of all classes who accept medical relief gratis, for which they ought to pay.

The question is a very large one, and the issues are difficult and complicated.

Mainly they arise from the fact that our public medical institutions are raised to so high a level, and the treatment they give is so infinitely better than what the immense majority of the people can obtain in their own homes, that many are tempted to sponge upon them who ought not to do so.

I look in the direction either of insurance, or in that of enforcing payment to some extent, and according to means, where these justify it.

18. Cases of great difficulty may arise where the disease is of an infectious character. In that class of case, and perhaps in all cases where the sufferer has to be removed from the home, I am of opinion that the rule against relieving the dependants of an able-bodied man, which I have mentioned, should not be enforced in a pedantic way; but it is, in my opinion, extremely desirable that every precaution should be taken to prevent abuses creeping in.

Abuse of medical charities by the affluent.

19. Perhaps the difficulty is more pressing in country districts than in towns and cities, where there are large charitable institutions. These institutions are all maintained by funds contributed by the public in one form or another, and they have it in common that anyone may be admitted, and that none are refused, provided there is room, and the case be suitable for infirmary treatment. These facts, taken together, are only too liable to open the door for abuse, and I think the evidence is irresistible that many people, well able to afford to pay, and who ought to pay for treatment of the kind, obtain it for nothing, when, with proper organisation and care, they might be made to pay, and it would be a great deal better for themselves to do so.

I am certain this question must have been brought before the Commission during its English inquiries by persons much more competent to speak upon it than I am.

20. I assume that the witnesses of the Local Government

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Law of Settlement essential to the Scottish Poor Law system.

Board will have explained the law of settlement as a qualification for or condition of relief from any parish.

I do not therefore offer any statement in regard to it, but I am familiar with its chief characteristics, and will accordingly reply to questions concerning it. In its main features I regard it as an integral part of our Scotch system, and am of opinion that without it that system would prove unworkable.

To anyone coming new to it, it appears complicated and difficult to work. It is not so; its main principles are simple, wise, reasonable, and eminently calculated to secure careful administration.

Hard and difficult cases sometimes arise and have led to litigation, but this is mainly true of years that are past, and as worked under present conditions, including the Act of 1898 and perhaps with somewhat extended powers of arbitration in the hands of the Local Government Board, I support the system entirely.

Charitable Bequests for the Benefit of the Poor.

Need for reform in administration of charities for the poor.

21. There are many of these, especially in the Lowland and Eastern districts of Scotland, but I am by no means satisfied that they are in all cases wisely administered. Instances have been brought to my knowledge in which their administration shows a distinct tendency to pauperise. I understand that a parliamentary return is now being obtained of them; it will be brought up to date, and I venture to express the opinion that it would be most satisfactory if these charities could be treated in the same way as the educational charities and endowments were about thirty years ago; and that, by reform, and being made suitable to the altered conditions of the time, they should be made of real use for the deserving poor of the country. The Act of 1894 relaxes some of the restrictions attaching to the membership of the Governing Bodies of these charities, and gives power, on cause shown, to nominate new members to serve on these, but I aim at a more thorough and complete reform.

Relief of Helpless Old People Living Alone.

Need for compulsory power to remove under proper safeguards, certain cases to poorhouse.

22. There is a class of case which, in the country, affords great difficulty of administration. Old people, without relations or dependants, living alone, are frequently reduced to such a condition that they cannot look after themselves; they do not wish to face removal from their dwellings, and either will not apply for relief, or, if they apply, will not accept it in the form of removal from their dwelling. Yet, if their dwelling is isolated, the expense of nursing them in their own homes is more than ought to be laid on the ratepayers of a parish. Inspectors of Parish Councils are, however, often placed in a dilemma of a very difficult kind. I hesitate to recommend a power of compulsory removal, at sight of the Parish Council, in case it might be abused, and it would be a serious inroad on the liberty of the subject; but I think some further powers in that direction might well be enacted, and be put in force, either at sight of the Sheriff or of the Local Government Board.

Report of Local Taxation Commission.

23. I should like to refer to the Report of the Local Taxation Commission on questions of rating and the collection of rates, and on the subject of the proper way to divide the burden of "onerous" services, of which the administration of the Poor Law is one between Local and Imperial Funds.

Effect of Local Government Act, 1894 on Poor Law administration.

55662. (*Chairman.*) Your opinion will be especially valuable, because you have not only had practical experience as chairman of the Parochial Board, but also for many years you were president of the Local Government Board for Scotland. Speaking generally, do you think that the Local Government Act of 1894 has worked well, so far as the Poor Law is concerned?—I think so. But in regard to the Poor Law, all that that Act did was to transfer from a nominated body to an elected body the administration of the law; it did not alter the law itself.

55663. The fact of substituting an elected body has not operated detrimentally to the administration of the Poor Law, nor, so far as I can judge, has it tended much to extravagance?—I agree; it is not so. In my own case and my own parish the most energetic administrators and colleagues were those who were elected on the Parish Council by election, and have remained there since.

55664. Do you find that there is a general interest taken in the administration of the Poor Law, or does it rather take a back seat as regards local administration?—Our Parish Councils are elected now for that purpose, and therefore I should not say that so far as the Parish Councils are concerned it has taken in any way a place in the background.

Interest taken in Poor Law administration by Parish Councils.

55665. They have functions to discharge that are independent of, and in addition to, the Poor Law functions?—Yes, there are such things as charge of burial grounds, rights of way, and things of that kind, but the main function of a Parish Council in Scotland is the Poor Law authority.

Advantages of small Poor Law areas, and objection to amalgamation of areas.

55666. Some of these parish areas seem to us very small; although that has of course the advantage of enabling each councillor to have a much closer knowledge of the individuals coming up than would be the case in a larger area?—That is so. Undoubtedly some of the rural parishes are small in population, but the encouragement of local patriotism and keeping the area of the Poor Law administration the same as other areas are great advantages. Amalgamations would not, I think, as a rule be successful.

Impartiality of Poor Law administration.

55667. Your experience is that the administration of the relief has been generally impartial, I think?—I should say absolutely.

Limitation on number of members of a Parish Council, and its advantages.

55668. There is a section in the Act of 1894, is there not, by which there is a limitation on the number of members on a Parish Council?—Yes.

55669. In England we have been struck by the great variety in the numbers, and by what at times seem to us the excessive numbers; but in Scotland I think thirty-one is the maximum?—Yes; that is in Glasgow.

55670. You have had great experience of local administration; have you any opinion as regards the necessity of limiting the numbers?—I think the smaller the number that can do the work, the more individual responsibility you get. I should be sorry to say that there is no case anywhere for an increase, but anything like a general increase would in my opinion be distinctly disadvantageous, in respect that it would diminish personal direct responsibility.

Number of members on Glasgow Parish Council, and question of its sufficiency.

55671. The largest Parish Council, I understand, is that of Glasgow, and the number there is your maximum, namely, thirty-one?—Yes.

55672. I understand that an application was made to increase that number; was that during the time you were at the Local Government Board?—I do not recollect it in my time; but you must remember that Glasgow since the Act of 1894 has been made into one parish. It was formerly two parishes, the Barony and the City. I think I am right, but I should not like to trust my recollection, that when it first started there were two Parish Councils and they have been amalgamated, so making thirty-one members in all. It is quite possible that thirty-one is too small for Glasgow; if Glasgow unanimously asked for an increase, I think I would say frankly, from my knowledge of Glasgow, that it is likely to be right.

General adequacy of supply of parish councillors.

55673. From your general experience of Poor Law in Scotland, should you say there was a difficulty in getting persons adequately qualified to discharge the duties of parish councillors?—Not in the parishes generally, but if you go to some of the West Highland parishes, which are large in area and small in population, there may be some difficulty. All over my district in Scotland, which I know best, I should say that there is no difficulty at all.

55674. That would apply, I suppose, to the agricultural districts generally, except to certain portions of the Highlands?—I should answer that question in the affirmative. You talk of an agricultural district in Scotland, but with the sole exception of one or two of the south-western counties, I do not think there is such a thing in Scotland as a purely agricultural district; they are always mixed up with industries, such as fishing, or mining, or something or another, almost without exception. There are little towns scattered about throughout the county, which are almost always the centres of administration.

55675. In passing on from the *personnel* of the administration to the principles of the Poor Law, what has

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Refusal of relief to the able-bodied in Scotland, and difficulty of strict adherence to the law.

impressed us is that in Scotland, according to the law, relief is forbidden to the able-bodied and his dependants, but I see the tendency of the Local Government Board from 1878 up to the present day has been to encourage rather an indulgent interpretation of the law as regards that particular point?—*Qua* able-bodied, I should say not; but when you come to questions affecting medical relief, I think humanity renders it necessary that you must look with a favourable eye upon the necessities so long as they are the effect of illness of one of the family. I should be very sorry indeed to see any relaxation of the stringency against the able-bodied man who was a malingerer. I think this personal experience of my own is worth having. When I was made chairman of the Stirling poorhouse about 1878, I found there was no labour test there at all, and I got my colleagues to put in a shed for stone-breaking. When the first piece of the structure came in, two men, one of whom had been fifteen years resident in the poorhouse, took their leave and said it was no place for them if they were going to be made to work. That is a very small incident, and it is some time ago, but it shows the way that some spirits look at things.

Comparison of number of paupers between 14 and 65 in Scotland and England.

55676. I was thinking rather more of the class who are perhaps able-bodied in one sense, yet perhaps hardly up to the average standard of strength. In the figures that were given us yesterday, it is pretty clear that the number of persons in receipt of relief, including dependants, between fourteen and sixty-five is very much the same in Scotland as in England?—I should not be surprised at that.

Tendency to make exceptions in rule as to non relief of able-bodied, and difficulty of getting a doctor to certify as to able-bodiedness.

55677. Therefore it would seem, would it not, that the wholesale exclusion of able-bodied relief from the Scottish code has in practice not been possible to carry out?—I think that probably is so. There is a tendency to make exceptions, but I think it is a tendency on medical grounds, and it may be rather more on account of the difficulty of getting the doctor to certify to the able-bodiedness, because you recollect—at least I may presume that you recollect—it depends on the doctor to certify whether A, B, or C is or is not able-bodied, and if the doctor will not certify that, or certifies that they are not able-bodied, then the individual has a claim to relief which has to be considered.

55678. That is, in practice, another difference between the English Poor Law and the Scottish Poor Law, is it not?—Yes, that is so.

55679. To put it in another way, it seems to me that the original idea of the Scottish law was to deny all relief to the able-bodied?—Yes.

The "test" the primary object of a poorhouse.

55680. Then the poorhouses were grafted on to the Scottish law, and they were intended for the sick and the old?—I should not say that. I think our idea is that the sick and the old, so long as they are not malingerers, should have a fair out-relief, but the idea of our combination poorhouse is to use it as a test.

55681. That was rather my point. I thought that if the poorhouses were intended as places for the reception of the sick or the aged, it was difficult also to make them test houses; but you would rather take the other view?—I take distinctly the view that they should be test houses. If an old couple have lived in a parish all their lives and are known to the people, but have fallen into misfortune from illness or other reason late in life, I should be sorry to see them sent to the poorhouse; and we do not as a rule do it. It is only when they become so helpless that they cannot look after themselves that they would be removed.

Advantage of poorhouse treatment in cases of sickness.

55682. Rather following up your idea that these poorhouses should be test houses, you would, I suppose, in Scotland continue the system of out-relief even to the aged and sick where practicable, and make the poorhouses more and more a test for those who were on the line, so to say?—I should answer that generally, yes; but when you come to cases of sickness, it is obvious that individuals can be so much better attended out of their own families and out of their own homes and in an institution. Therefore, when illness comes in, I personally think they should be removed, if for no other reason than this, that when people are living in family and one of them is an invalid and requires medical comforts, and so on, it is very much more difficult to make sure that what is given for the individual goes to the individual when they are living in family than when the sick person is treated in an institution.

Need for further classification of poorhouse inmates, and combination of parishes therefor.

55683. The information and evidence that we have obtained from England all point, so far as the English Poor Law is concerned, to the necessity of a greater classification as regards the workhouse, and also point rather to the necessity of an increase of area as regards the individual unit of administration; so that there may be different institutions adapted for different purposes. Have you ever considered whether in Scotland it would be possible to combine, to a greater extent than now is the practice, Poor Law areas for institutional relief and classification?—I think there ought not to be any difficulty about that, and it would have very cordially my support. While I was president of the Local Government Board we constantly put pressure upon Edinburgh and Leith to do that, because Edinburgh and Leith had poorhouses handed over to them, they are closely contiguous one to the other, and if you could get more than one building in the hands of closely contiguous authorities, you should take advantage of that, because it is of the greatest possible importance to have different discipline in two different houses.

Combinations of parishes for poorhouse purposes, and proposed larger powers to Local Government Board thereasto.

55684. Had you the power, as president of the Local Government Board, or Secretary of State for Scotland, of forcing parishes to combine, whether they wished it or not?—I think not to combine; but, if I may just explain for a moment, the theory of a combination poorhouse in Scotland is that it is formed by a combination of parishes. There are comparatively few areas of Poor Law relief, single parishes, which are large enough to have houses of their own—in that they are unlike the English unions—and the commonest form of poorhouse is a combination by contract, more or less voluntary, amongst different parishes which, in proportion to their needs, take different shares in the poorhouse. I think it would be quite right to give the Scottish Local Government Board a little more power in coercing parishes into combinations of that kind.

Difficulties attending distant poorhouses.

55685. If you did that, that would give you, and would properly give you, the buildings for the necessary classification?—I agree, provided you take this into consideration, that where you have very large areas and expensive transit by railway and otherwise, it is bad economy to send a man or a woman to a poorhouse, when they can take their discharge the following day and perhaps put you to a great expense. They turn up again in a neighbouring parish and ask for relief, and then there is a good deal of correspondence, communication and even travelling to deal with them.

55686. Supposing we were to carry out the idea upon which we are both agreed, and assuming you had a larger area, and one of these buildings was an infirmary devoted to the nursing of the sick or the infirm, when that necessitated the relatives who wanted to see their friend who was in the infirmary travelling some little distance, would they much object to that?—There would be occasional cases of hardship, of course. That is one of the things I perhaps should have mentioned in relation to the travelling. But it would not occur in the case of the larger cities and towns, where the poorhouse would be close to them; and the number of cases in which it would occur in country parishes would be relatively very small.

Proposed retention of small parishes for relief purposes, with a share in a Combination poorhouse.

55687. If we agree about the institutional relief, how would you deal with the local committees? Would you combine the smaller parishes for relief committee purposes, or, I should put it, for investigating the cases that come up for relief; or would you leave them as they are?—I should leave them as they are, and give them a share in a common poorhouse with proportionate representation. If I may illustrate my own instance in Stirling, there are about fifteen or seventeen parishes in that combination, and each parish sends one or two representatives, according to the share that it has in the house.

55688. Has that worked pretty well?—It has worked very well indeed, I think.

55689. There is another peculiarity of the Scottish Poor Law, and that is, the power the applicant has of appealing either to the Local Government Board, if he

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Advantage of appeals against inadequacy or refusal of relief.

considers the relief inadequate, or to the sheriff court if the relief is refused. What is your opinion about those appeals; do you think the power generally tends to easy administration?—Yes. I think the power of these appeals is a safety valve, and satisfies public opinion that a small body sitting more or less in secret is not too autocratic, because if there is anything in the nature of injustice or undue harshness done there is that loophole.

Need for uniformity in principles of Poor Law administration.

55690. I assume you will agree that one of the objects of administering the Poor Law is, making due allowance for local conditions, to secure uniformity?—Yes. There should be uniformity as far as you can manage it, but it is very difficult to say that any one case is an exact precedent for another. So there should be uniformity in principle, but here and there you must ease it.

Appeal to Board, and appeal to Sheriff, advantage of former and method of circumventing latter.

55691. It has been suggested to us that the appeal to the Local Government Board as regards inadequate relief does tend to establish uniformity in principle, but that the appeal to the sheriff as regards the refusal of relief does not always go in that direction, as the decisions vary so?—I think, nowadays, when you have a popularly-constituted local authority and facility of communication, that an appeal to the Local Government Board is infinitely more valuable than an appeal to the sheriff. I do not tell any secrets out of court when I say that of course a Parish Council can always evade the appeal to the sheriff by simply giving 6d. or 1s. a week, in which case the sheriff is *functus officio*, and you cannot get at him because the person has been relieved, and the only recourse that the pauper has is to appeal to the Local Government Board on the ground of inadequate relief. I have done it myself over and over again, and I have known it done when I was president of the Local Government Board.

Question of abolishing appeal to Sheriff.

55692. Assuming there were changes made in the law, would you be averse to making the Local Government Board the authority of appeal, both as regards refusals and as regards inadequacy? — I should not, personally. If it was proposed, and public opinion sanctioned it, I think it would do nothing but good, but it is not a sort of reform which I should think worth while carrying against a feeling that it was a change from the old ways and that it might be getting rid of some safeguards. There is a certain mistrust of officials, however good they are, everywhere.

55693. Is there any special value attached to the appeal to the sheriff, he being, as it were, a judicial officer?—I think not, now. I think the appeal to the Local Government Board is much the most efficient and satisfactory.

Rating difficulties in the Highlands and Islands, and proposed remedy.

55694. We have had before us some evidence as regards the exceptional rating difficulties which arise in some of the poor parishes in the Highlands and Islands of Scotland; I believe your attention was a good deal drawn to those cases?—Yes. The point is very fully dealt with in a report by Sheriff Fleming and his colleague, and I do not think I can add anything to what they say; but if there is any point upon it on which I can help you, I would gladly do so.

55695. It seemed to some of us very much to reproduce the features of the old English Poor Law, when some of the parishes were almost bankrupt. Would you let things go on as they are, or would you try to remedy them by a special grant?—I do not think the parishes were as bankrupt as they made themselves out to be, because if you followed the course of the proceedings and tested it, not by the rate per £, but by the gross amount received from the ratepayer, you would find that there was a much smaller increase in the gross amount received than there was in the rate per £. What they did was done by means quite known to Parish Councils; they gave deductions and reduced the valuation to a lower point than it had been by means of deductions and classification of subjects, so that the rate per £ seemed to grow very much more largely than there was any justification for. On the other hand, these parishes are very poor, and there was a tendency—and I think it is so still, if the law of settlement is not fairly worked—to throw back people who have been employed in Glasgow and elsewhere for a large part of their lives on to their birth settlement, and to put an undue charge upon a rural parish. But if you are going to help parishes of that kind, I hold very strongly that it should be done in such a way as to keep up the idea that they can help themselves a good deal by being economical. I would rather not go into that now, if I may do so, because it is Imperial rather than Scottish; but I did go so far myself, as chairman of the Local Taxation Commission, as to put forth a scheme which would have enabled the State safely to give a larger amount of support and yet to keep up a premium upon local economy.

Rating difficulties in the Highlands and Islands, and proposed remedy.

55696. We have hardly advanced sufficiently, I think, to go into that question?—I agree.

55697. But if your Lordship would be kind enough to come back when we do go into it, perhaps you then would not mind assisting us?—That is what I should like to do best, near the end of your inquiry, when you are taking up the finances of the whole country, if I may do so.

Scottish Poor Law system generally satisfactory.

55698. Speaking with your wide and general knowledge of administration, would you say that you are fairly well satisfied with the Scottish Poor Law as it is at present worked and administered?—Yes, I should say that generally. But nothing is so good but what it might be improved, you know; and I think when you come to deal with a thing on terms of strict logic, there are logical difficulties which you get into in such matters as medical relief coupled with the able-bodied test and so on; and therefore you have very great difficulties in administration undoubtedly; but I do not think you can improve the law.

Difficulties as to medical relief, and question of providing a house for the doctor.

55699. Adequate medical relief, perhaps, in the poor parishes, is most difficult of all, is it not?—Yes, I should say so certainly, for this reason, that you have got to steer between these two difficulties—you want as long as you can to preserve the family life, and yet you want to stop malingering.

55700. Taking these very poor areas in the North and in the West, the distances are such that sick people have considerable difficulty in getting to the doctor?—That is so.

55701. Have you any views about allowing the Parish Councils to provide a residence for the doctor, therefore?—I should prefer that Parish Councils were not allowed to go into stone and lime more than is absolutely necessary. It requires some control certainly, and except where absolutely necessary, I should not like to see it done. But one is forced out of strict logic, if you know the islands and some of the western parishes in the mainland, by the utter impossibility of getting a decent house for an educated man.

Rating difficulties in the Highlands and Islands.

55702. Just reverting for one moment to those parishes, do you think that the Parish Councils rather diplomatically made their financial position much worse than it really was, in order to prevent cases being forced back on them through settlement?—No, I do not think that. They could not do that, because the law was against them. If a worker has failed to secure from migratory habits, or what else, a settlement, the parish of birth cannot help themselves; they must go on the birth settlement. No; I think they made things out as bad as they could from the diplomatic idea that the worse they appeared the more likely they would be to get help, and I do not blame them much for that.

55703. In a minor way the same difficulty arose as regards the educational rate, did it not?—Yes; and in former days, just about the time I was secretary for Scotland, we had to take over the educational administration of two or three of the parishes, because they were unduly wasteful and extravagant and were getting beyond what they could pay.

55704. One of the evils of the system there, is that they allow people to get very much into arrears as regards the payment of their rates?—That is so certainly. I think the Celtic temperament is not anxious to defray its obligations sooner than is absolutely necessary.

55705. (*Mr Booth.*) In reply to the chairman, you pointed out the difficulty, if areas were large and paupers were sent to this or that special institution, which would arise if they had the power of immediately or very summarily taking their discharge; and I want to pursue

that a little further. Do you think it would be desirable to limit the powers of taking the discharge?—I think in extreme cases it would be desirable; but do not let us hide from ourselves that that is a tremendous step in the way of interfering with the liberty of the subject. I think you would find very great popular resistance to any change which made a poorhouse of the nature of a prison. If you did that or tried to do it, I am perfectly certain you could only do it after a judicial process, and before a stipendiary official such as a sheriff. There are cases, as you will see, not so much in the Islands as in Glasgow and other large cities, but Glasgow is in my mind particularly, where there are a class of people who regularly make it a practice to go in-and-out—they are known in our Poor Law phraseology as ins-and-outs. They go in for two days and get washed and cleaned, and to a certain extent set up; then they go out again, and in forty-eight hours or so they come back probably besotted with drink and extremely dirty. It is a very great grievance to the officials, and I am certain that the officials from Glasgow will urge that there should be some control.

Question of compulsory detention of certain cases in the poorhouse, *e.g.* "ins and outs";

55706. But you would feel that it would have to be done under judicial sanction of some kind, would you not?—I admit the desirability of it, but very much impressed with the practical difficulties.

Sick and mental cases;

55707. If institutions for the poor are differentiated, it would be largely, I suppose, those for the sick—for the treatment of different classes of disease and different conditions of the mind and so on, would it not?—I think the mental diseases are pretty well provided for and classified now; and I think our system is very merciful and works well. So far as physical bodily diseases are concerned, I am in favour of the most humane treatment possible; but for those who are now neither mentally ill nor physically ill, and yet are constantly malingering on the Poor Law, I should myself like to go as far in severity as popular opinion will allow.

55708. But if you enlarge the area so as to have one institution for that class, and another institution for the old and infirm, or whatever the grading may be, would it not be possible, or might it not be possible, to indicate when the pauper entered the institution the length of time for which he was to be treated?—Then it must be done judicially before a sheriff, before a law court; it must not be done, I will not say at the arbitrary will, but at the discretion and will of the administering authority. I am sure public opinion would not like that.

55709. Even if it was a condition voluntarily accepted by the pauper?—It is difficult to be quite sure that the pauper can act voluntarily. Unfair pressure may be put upon him by unscrupulous people, and it is a danger to be guarded against. However much one may desire it, however much one may wish to educate public opinion, it is just the sort of point in which I think you may do great harm by going in advance of public opinion, until you educate it up to the necessity of it.

Phthisical cases;

55710. I should like to put to you a concrete instance: take the case of phthisis; suppose there is an attempt to deal with phthisis on a basis of attempting if possible to stamp it out—and you have cases of phthisis which come under the Poor Law—it may be no use at all for them to go in for a short time and then come out again, and become again a source of infection to everybody. Would it not be possible in a case of that sort, in the public interest and with the consent of the patient, to fix the term for which he was to undergo treatment?—That is physical sickness, of course, in that case.

55711. It is physical sickness, and it is also infection—it is phthisis?—I see great difficulties.

55712. It would seem as though the cost that was incurred would be wasted, unless the thing was done thoroughly?—I take it some of those round the table may have personal experience of the matter; and I am interested in pulmonary disease. You may have to immure the patient for a year or fifteen months or two years; and that seems to me a very large demand to make.

55713. I agree, but all I mean is that length of time would appear to be essential to the object; it might be a shorter time, of course, than that?—I do not think, if I may say so, that it is a Poor Law object.

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55714. (*Mr Nunn.*) Are there not other instances of compulsory powers in Guardians when dealing with certain classes of cases?—There is the detention of feeble-minded women, especially young women who have been brought into the workhouse to bear children. I suppose you would be in favour of some kind of compulsory powers over them, which the Guardians could exercise in company with a magistrate's order?—You will not think me discourteous if I ask what the compulsory powers should be? At present it has been a constant source of pressure on the part of the Local Government Board and the local authorities in Scotland, not to give out-relief to women who have illegitimate children, or to young widows whose moral conditions are not of the very best. Personally I should be in favour of treating them like able-bodied people, and I think they should not get relief outside; they ought to go to the poorhouse if they go wrong a second time.

Question of compulsory detention of certain cases in the poorhouse, *e.g.* women with illegitimate children;

55715. In the case, therefore, of women of low moral power and very feeble intellectual power, who, being single, for the second time have entered the workhouse in order to give birth to a child, would you not allow the Guardians to have compulsory powers of detention, coupled with an order from a magistrate and a medical certificate?—It is difficult to see how long that would have to last. Are you going to imprison a woman for ten or fifteen or twenty years, or for what period of time? I want to be perfectly courteous and to understand your point, but I see great difficulties in asking for the compulsory power of detention for the length of time which would effect a cure.

Women of low moral and intellectual power;

55716. I imagine that it would have to be accompanied by some kind of provision for the periodical medical reporting of such cases; such medical reports to be submitted to the Guardians and to the magistrate. When you have a person who is of that type of morality and of a very low intellectual type, does it not seem desirable that something should be done for their protection?—I have never myself seen my way to go beyond the refusal of all relief except an offer of the combination poorhouse. I am certain that that would be considered by the Local Government Board an adequate offer of relief in such a case, and that it would not be over-ruled.

55717. It would be an adequate offer of relief, I suppose, in so far as the person was then destitute and required relief, but it would not be adequate from the point of view of the woman herself and of the community, looking forward a little way. Of course I can understand that you might assume that it would be not desirable for the Guardians to look forward, but that they should merely consider the present destitution?—If the woman is not destitute, and not therefore coming on the Poor Law, you are going beyond Poor Law matters; and it then becomes a social question whether you are justified in imprisoning that class of person.

55718. Precisely. Supposing you do not admit that the Poor Law has any power to deal with that question, would you make any further suggestions beyond the range of the Poor Law for dealing with that?—I am unable to do so at the present time.

And children of vicious parents.

55719. To take another department of compulsory power, we have heard that the English Act by which Guardians are enabled to practically adopt and protect until they are eighteen the children of really vicious persons, does not prevail in Scotland?—I think we have carried that in Scotland as far as anybody else has carried it; but then, instead of adopting the children and putting them in an institution, we board them out. I confess I have the strongest liking for the boarding-out system. I hope the results of it have been put before the Commission. It is demonstrable by actual facts over thirty years that the boarded-out children, although the children of paupers and the children of a bad class of parent, do not come back on the Poor Law in anything like the numbers that children do when they are kept in touch with the Poor Law authorities.

Advantages of boarding out pauper children.

Question of compulsory retention of certain cases, *e.g.* children of vicious parents.

55720. Supposing the parents to be living, and to come back and to claim their children, would you not allow the Guardians any compulsory powers to retain them until they are able to look after their own interests?—In extreme cases, yes.

55721. Would you give the Parish Councils in Scot-

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land the same power that the Guardians possess in England?—If the Guardians have that power in England, I am sure it would not be bad for Scotland; but I am not absolutely familiar what power they have.

55722. The Guardians in England can do it by a simple resolution of the Board?—I do not think it would be abused in Scotland.

Question of need of compulsory power to remove certain cases to the poorhouse.

55723. Then there is a third case, which goes a little further than that. Supposing you have a very old person who is quite unfit to look after herself and has no relatives or friends in the house with her, do you not think it desirable, provided that she appears to be destitute and the Guardians do not consider it desirable to give outdoor relief owing to her physical condition, that they should have compulsory powers of admitting her to one of their indoor institutions?—Yes? and I go very near that in paragraph 21 of my statement, because I have known in my own experience cases of exactly that kind of type. I venture to say there, "Inspectors of Parish Councils are, however, often 'placed in a dilemma of a very difficult kind. I 'hesitate to recommend a power of compulsory re-'moval, at sight of the Parish Council, in case it might 'be abused, and it would be a serious inroad on the 'liberty of the subject; but I think some further 'powers in that direction might well be enacted, and 'be put in force, either at sight of the sheriff or of the 'Local Government Board."

55724. *Plus* a medical certificate, I suppose?—In regard to the medical certificate, the doctor is a local man and his tendency is to think of what is easiest for the locality. I should like the independent authority.

The training of inspectors of poor.

55725. Have you considered, in reference to the very important suggestion contained in paragraph 14, that the inspectors should be qualified for their posts always—I gather you mean before they apply for them—that they should have some sort of training?—It is very desirable, but it is a pity to make it compulsory, because some of the Poor Law areas are very small and you cannot make them whole-time appointments, even if you make it a consolidated appointment of the collectorship and inspectorship. I should like to see it done, and the man giving his whole time and always being on the spot; but a good many of the parishes are extremely small, and they cannot afford more that £10, £15 or £20 a year of salary, and perhaps they have not got half a dozen paupers on their roll; therefore to have an expensive course of education and a whole-time man for that place would be wasteful.

55726. I suppose one has to recognise that a different system has to be applied to a place like Glasgow or Edinburgh to what you can apply to very sparsely populated places?—Certainly; but in a place like Glasgow you will find the head man a man of very high standing, getting a large salary, and probably every assistant he has is a whole-time person in training for other appointments.

55727. Then the system of training you would have would be that every candidate for the full post of inspector should be trained under someone who had several assistants?—Yes that would be so.

55728. Would you suggest any course of lectures which they should have to attend on the law and its administration?—No. I think they pick it up, and I think you may trust the Parish Councils to put a sufficient premium upon inquiring into qualifications to make it worth the while of any one who is going into it to get himself well prepared.

Question of need for women inspectors of boarded-out children and of women in institutions.

55729. With regard to the boarded-out children and all the institutions into which girls and women are taken, are there any women superintendents or inspectors in Scotland?—We have none under the Poor Law, I think; at least there were none during my time. It was sometimes discussed, but we never actually had one.

55730. Do you think it is advisable to have a woman superintendent of the institutions into which women are taken?—I have no objection to it, provided you get a fit person.

Question as to boarding-out committees in Scotland.

55731. I think there is no system of committees for looking after boarded-out children in Scotland, is there? I do not know, of course, about the large towns, but I should think there probably are special committees charged with it in some of the large cities. In our own case it is very much under the inspector, who reports from month to month on the cases.

55732. But he is not supported by a local committee?—No. If, as is really desirable, the child should be boarded out, provided he or she is not boarded out with an absolutely near relative, it is better that they should be away from their own particular surroundings, where everybody knows of their calamities and difficulties. I would rather see them in a neighbouring parish, or a little bit away in a rural district, away, at any rate, from their own immediate home surroundings.

55733. But if in that rural district there were two or three ladies and men who were interested in them and who supervised them, that committe might be recognised by the Parish Council from which they came?—I do not know of any evils now existing which that would cure. I think the thing is well done, and I venture to suggest that the less they are earmarked from others, and the more they can be let slide back into the general population, the better it is for everybody. I have known cases where children have been boarded out on a purely commercial basis, and when they have really from gratitude supported their foster-parents in old age as if they were their own parents.

Advantage of merging boarded-out children in the general population.

55734. (*Mr Bentham.*) Do you consider it desirable in the large urban parishes to make special provision for the reception of children, instead of receiving them in workhouses?—I think probably they must be so received for a night or two, or a few nights, but I should like them to be boarded out so soon as possible. I do not know whether I have quite gathered the effect of the question.

Question as to need for receiving-homes for children.

55735. Before they are boarded out they must be received somewhere. At the present time, I understand, they are all received in the workhouses, and are maintained there until such time as the proper homes can be found for them?—Yes.

55736. Will those cases that cannot be boarded out remain in the workhouses until they are discharged with their parents?—That may be true of England, but I think—although it is difficult to trust to one's memory—you will find that there is such an infinitesimal number of children in the poorhouses of Scotland that it is hardly worth while dealing with them so far as Scotland is concerned.

55737. There are really more children coming under the charge of the Poor Law in Scotland than in England, I understand?—Yes, but they are passed through the institution and boarded out pretty rapidly. I would get figures for you if necessary. I am not quite sure how it stands now, but Mr Patten-MacDougall, I have no doubt, would help me.

55738. There are something like an average number of 80 at the present time in the Edinburgh poorhouses, I think; that seems rather a large number?—It is a large number. I am surprised it is so large, but if I might suggest, the point would be to discover what is the greatest length of time any one of them remains in the poorhouse. There may be 80 there to-day, but the question is whether any of those same 80 were there a month or six weeks ago.

55739. Apart from the length of time they may remain there, do you consider it advisable they should not enter the workhouse at all; that there should be some receiving house apart from the workhouse, a kind of sorting house, and that they should be dealt with from there, instead of entering the poorhouse—I am thinking of all healthy children above the age of 3?—It seems almost a counsel of perfection, but I see no objection to it, except the difficulties of administration.

Outstanding principles of Scottish Poor Law, and question as to whether public opinion would support a change.

55740. (*Professor Smart.*) I observe you do not think that the Poor Law can go much in advance of public opinion?—No; I am sometimes afraid it lags behind.

55741. The two outstanding principles in the Scottish Poor Law are, I think, the denial of relief to the able-bodied?—Yes.

55742. And that indoor relief should be the exception, outdoor relief the rule?—I think that is what it works out to; but I do not think that is so much laid down in the

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statute as that that is the necessary effect of using the poorhouse only as a test.

55743. These two principles have been really engrained into the minds of the people for over five centuries?—I think so.

55744. Do you think that any proposals to depart from these two principles would meet with any considerable support in Scotland?—I do not think so. I have never heard it urged. I should like to say that I entirely trust the local bodies for administration, and that in my own experience I have had more often to interfere with the view of getting a slightly larger allowance in outdoor relief than I have had to interfere for greater stringency.

Outstanding principles of Scottish Poor Law, and question as to whether public opinion would support change.

55745. If this Commission were ultimately to report, as regards England, in favour of retaining relief to the able-bodied and in applying the workhouse test more strictly, that is, in favour of making indoor relief the rule and outdoor relief the exception, could such a finding be applied to Scotland?—I mistrust applying things from one country to the other, except with careful study.

55746. Do you think that proposals which would go dead in the teeth of Scottish principles would be acceptable in Scotland?—I should say not, speaking generally in answer to a rather general question.

Success of Parish Councils: improvement in *personnel.*

55747. Do you consider that in Scotland we on the whole are pleased with the Parish Council as an administrative body?—Yes. They are sometimes laughed at and sneered at, no doubt, and I think they get a great deal of that sort of thing which they do not deserve. I want to say this, too, particularly, that I think in recent years the tone and temper of the people who are serving on Parish Councils is distinctly better. The men that are being chosen are men in whom their fellow-parishioners have real confidence, not only on Poor Law questions, but because they like the men themselves. It is considered an honour to go in and serve, and it is accepted as an honour and not as a mere labour.

No need for any serious alteration of the Poor Law.

55748. There are, of course, amendments on the Scottish Poor Law which are very obvious, but I was just saying to Mr Bentham that the unanimity of Scottish witnesses on these amendments is very singular. There certainly would be a great many changes in detail desirable, but do you think there has been any demand on the part of the people of Scotland for a serious revisal of the Poor Law?—I think not.

55749. On the other hand, am I not right in thinking that in Scotland there was a special call for the consideration of unemployment in regard that the Poor Law did not deal with the able-bodied?—I am not at the moment at all conscious of any evidence of it.

Proposal to deal with the unemployed by charitable agencies.

55750. We have cases continually before the distress committees in Scotland of able-bodied men who cannot be sent to the Poor Law, but who evidently would be sent to the Poor Law in England; that is to say, in Scotland a man may not be able to get any help from the State whatever, because of this bar of the able-bodied prohibition, and yet his may be a thoroughly deserving case?—Rather than remove the bar, I would endeavour to deal with that class of case by the organisation of private charity. I think there is very great room in Scotland for greater co-operation between private charity and the Poor Law. If I may venture to say so, the great problem before you is when a man is tumbling down-hill to get in touch with him, to save him and encourage him and keep his home together before he has got to the stage, so to speak, of pawning his tools, which is a typical thing. By the time he has got to that, it is infinitely more difficult to raise him; and until he gets to that, I am afraid, I say, that the Poor Law ought not to take cognisance of him, but I do think that under the management of the various Christian churches and philanthropic societies we ought to be able to catch that fellow before he gets down, destitute, and to help him on his feet.

Question as to need for distress committees.

55751. Do you think there was no room in Scotland for the distress committees? Do you think that question might all be dealt with by charity?—That is rather a large general question. I am afraid I am mistrustful of public distress committees, for fear that they attract people to make application who, if they did not exist, would not make the application.

55752. You think on the whole that the cases might have been met by private charity in Scotland?—I should say so generally, but some case may be brought against me which shows that I do not know everything.

Charities administered by Parish Councils, difficulties thereasto, and proposed remedies.

55753. (*Mr Phelps.*) Have you any experience of charities administered by Parish Councils?—Yes.

55754. Under what circumstances?—There are two or three classes. I gather from a conversation I have had with Mr. Macpherson upon this point that he has put before you the classes of charities and the law as before 1845 and subsequent to 1845, and the sort of recrudescence of the question whether it is now legal to use some charities which have been left to the Parish Council for anything but the relief of the absolutely legal poor. I should like to get out of that as far as I can, and to use parish charities, either by the reformation of them, or by some other way, for helping people in difficulty before they get to the Poor Law.

Proposal to associate a voluntary body with Parish Council in administration of charity.

55755. Do you think that that is a power which might usefully be entrusted to Parish Councils?—The tendency of a Parish Council is to save the rates, you know, and I should rather see them acting along that line and in concert with other people who would take care that they did not use the charity money for the relief of the legal poor.

55756. That is to say, you would confine the Parish Council by preference to dealing with the legal poor?—I do not want to confine them to it, because I want their help and assistance; I want co-operation and intercommunication between the statutory body and the voluntary body.

55757. I quite understand that in Edinburgh, Glasgow, and Dundee that may be possible, but is it possible in the country?—Yes, certainly. We have got bodies known as kirk-sessions—ecclesiastical bodies belonging to the different churches. After all, there are comparatively few parishes in Scotland where one or other of the ministers is not a parish councillor, and if the public mind and attention was turned to it, the getting up of such co-operation as is indicated is perfectly easy.

Urgent need for reformation of charities in Scotland.

55758. Do you think that there is anything which can be done from above, I mean by the Government, in that direction?—There is a clamant case for the reformation of the charities in Scotland. I was myself twenty-five years ago concerned in reforming educational endowments in Scotland, but nothing has been done with the charitable side of the endowments. I suppose the Commission knows that a return has been recently asked for, and, I believe, recently published, and I should hope that the Commission would turn its attention to that side of the question.

55759. Do you think, for instance, that the Local Government Board might issue a circular recommending such co-operation in Scotland? We had one in England many years ago.—Certainly, that would be an initial obvious step.

Question of Parish Council's managing voluntary hospitals.

55760. Take, for instance, institutions such as hospitals; do you think that the activity of the Parish Council might be extended in that direction towards the management of hospitals?—No, I do not think they are suited for the management of hospitals, unless you are going to put the hospitals on the rates altogether, and that is a large step. I think if people give money for hospitals they have a right to manage the thing in their own way, but at the same time I should like to see again, as I have said, more co-operation and intercommunication between those who are managing voluntary charities of all kinds and the Parish Councils.

The need for more voluntary hospitals in country districts.

55761. Do you think, as matters stand, that the provision of hospitals in the country districts of Scotland is adequate?—The districts vary, and I should be sorry to say hospitals were universally adequate.

55762. Do you find cottage hospitals springing up?—Yes; I think they have them in almost every district now. But they are rather for accidents than for disease, and you must draw a distinction between surgical and medical cases, I think.

55763. I gather that you would not be in favour of combining the preventive side of medicine with the

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curative side in the country districts?—I do not know that I quite follow.

55764. It has been recommended by some persons that the medical officer of health should also become the Poor Law medical officer, and that the two services should be combined in one?—I do not think you can do that, because the Poor Law officer must be resident on the spot. The medical officer of health ought in my opinion to be a whole-time officer, and should, therefore, have a very much larger area to deal with. The same individual could not do both.

Objection to combining the Poor Law and public health medical services.

55765. You do not think it would be better to make the area smaller, and to make him a whole-time officer with the two duties?—It is impossible with so small an area as our parish.

55766. He might have an area half-way between the area you suggest for the medical officer of health and the parish?—We have three areas in Scotland—the parish, the district committee, and the county council, or in towns the burgh council—and I should be very sorry to bring in a new area. Under the Act of 1894 we have reformed our areas to such an extent that no parish overlaps into two counties, and no parish is in two districts of a county.

The area served by a combination poorhouse.

55767. What is the area—I ask in ignorance—of a combination poorhouse?—There is no definite area. It is a combination of parishes—it may be a dozen or it may be twenty parishes.

55768. But it is a voluntary combination?—It is a voluntary combination under pressure from the Local Government Board.

55769. Like an incorporation in England in the old days?—I would not like to commit myself to a parallel with which I am not thoroughly familiar.

The finance and management of a combination poorhouse.

55770. I mean the combination is not a unit for local government?—No, it is not; because it is combined of a number of units. The parish is the unit, and each parish pays its own share to this other unit, the combination poorhouse, which has no rating.

55771. Have they each of them power to send representatives to the body of management?—Yes.

Classes of paupers in a combination poorhouse.

55772. Taking the case of persons of advanced years suffering from debility, are they removed to this poorhouse?—Sometimes, but I do not think they are except they go voluntarily. There is no power of compulsory removal, and the pressure used is, "I will 'not give you relief except in the poorhouse."

55773. Would the inmates of a combination poorhouse be, generally speaking, people of what are called the undeserving class?—Excepting those who are there on medical grounds or because of their old age, I should say, certainly.

Effect of organised charity on out-relief.

55774. (*Mr Nunn.*) Do you consider that the organisation of charity in connection with the kirk sessions or otherwise might be used to such an extent as to considerably restrict the administration of outdoor relief?—I should not go so far as that.

55775. You do not think it would tend in that direction?—No, I do not think that.

55776. Would it be very useful, if it did not?—I think so; at any rate, it would be useful to the individuals, because it would save them before they come on to the Poor Law.

55777. Would its tendency not be to restrict the outdoor relief, because it would restrict the applications for it?—It might diminish the applications certainly; I should hope it would.

Question as to qualifications for general superintendents and auditors.

55778. (*Mr Gardiner.*) As regards the recommendation you make in paragraph 14 about the inspectors of poor, would you wish that kind of recommendation to apply say to the general superintendents?—The general superintendents are officers of the Local Government Board.

55779. Would you like them to be qualified in some other way?—I think not. I think you may safely trust the Local Government Board, because it is an appointment made by the Local Government Board with a more or less practical veto on the part of the president, the Secretary for Scotland for the time being.

55780. And as regards the auditors?—The auditors now in all our parishes are appointed by the Local Government Board with the concurrence of the Secretary for Scotland. The accounts of every parish are carefully audited, and I think the audit is as good as you can make it.

Class of persons appointed as auditors.

55781. It is done by ordinary chartered accountants, is it not?—They are all professional accountants, but I am not sure they are all chartered; the tendency, and the proper tendency, of the Local Government Board is to make them all professional accountants. When I came into it in 1895, I had to revise all the appointments. We did not disturb the local solicitors and others who were in, but subsequently, whenever we had to make new appointments, there has been the tendency, thoroughly agreed to by public opinion, to make it as much a professional matter as possible.

Proposal that auditors should be paid out of public funds.

55782. Then you would not wish to see the English system of auditing applied to Scotland—that is to say, that there should be a Local Government Board service of auditors?—There are some advantages in that, one being that the English people are getting a service paid for out of the public funds, which the Scottish people are not. That is a distinct Scottish grievance, as you may easily imagine, and I am glad you mentioned it.

55783. Except on financial grounds, may I take it that you do not wish for it?—No, I think not, except on financial grounds.

Question of need for altering qualification for women parish councillors.

55784. (*Mrs Bosanquet.*) It has been represented to us that there is a difficulty in getting sufficient qualified women to serve as parish councillors owing to the rates qualification; and it is said that women of leisure generally are living in their father's houses, and thus are not ratepayers. Would it be well to have the qualification removed therefore?—With all the experience I have had, that is a new point to me. I have never heard that the reason why there are so few women on the Parish Councils in Scotland was the difficulty of getting qualified ones. I will take it from you, but I am afraid it is a point on which I am not quite sure, that a person must be a ratepayer before he or she can be elected.

55785. I think it is so?—If so, I think that there is a case for change, because I am keenly in favour of drawing the proper women into this class of work.

Question as to better provision for nursing of outdoor poor.

55786. Do you think that it would be desirable to have a Poor Law outdoor nursing staff, with a view of meeting the scarcity of medical relief in the country districts?—I should hesitate to commit myself to that. I think that had better be done voluntarily.

55787. Is there much chance that voluntary agency can cover the ground, or will cover the ground?—I think it is overtaking it. In almost all the parishes in my district there are now nurses voluntarily supported; we have one in our own parish.

55788. Would they nurse the Poor Law cases as well as the others?—They would take any; they would make no distinction between a Poor Law case and other cases.

Subscriptions by Parish Councils to nursing associations.

55789. (*Mr Patten-MacDougall.*) The Parish Councils frequently make a contribution or a subscription towards these nurses, do they not?—They may, but I do not know; and I have never asked mine to do so.

55790. (*Mrs Bosanquet.*) Would you object to that as being an infringement of the voluntary principle?—I think I might trust the Parish Councils, if you give certain controlling power to the Local Government Board.

Question as to whether a task of work or a doctor's certificate is the best test of ablebodiedness.

55791. With regard to the able-bodied, do you think that a task of work or a doctor's certificate is the best test of whether a man is able-bodied or not?—I think the doctor's certificate is the most humane.

55792. I think you told us that in your workhouse you applied the test of work?—In the combination poorhouse for those who were then in, but that would only be under a doctor's certificate there, and no one would be put to work who was not certified as fit for it—certainly not.

55793. Does the doctor in the workhouse periodically revise the cases who are in?—Every poorhouse doctor

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is bound to give a daily attendance and to see the cases, certainly.

55794. Would he renew the certificate as to whether a man was able-bodied or not?—He would not have anything to do with that. If the man was in the poorhouse, he would attend him for whatever was required.

55795. So that there would be no reason why that man should leave, as the doctor would not certify him as now able to go out or as now able to work?—No; I think they would trust to the desire of the man to go out. Of course it would be in the option of the master of the workhouse to put him to any labour test that was put on, and if the individual objected, he could appeal to the doctor. Therefore, you would have the doctor's certificate whether he was or was not fit to do the work.

ficulty of erannua- of Inspec- s of Poor.

55796. It has been represented to us here that there is a very great case for the superannuation of the inspectors; would that be applicable where you have men working on such very low salaries?—I do not think you can superannuate a man who is not a whole-time officer; I do not think it would be possible, and I think it would bring in great abuses.

jections to l difficul- s of abolish- g law of tlement.

55797. I see that you think settlement must continue a part of the Scottish law?—Yes; I am rather strong on that.

55798. Could you tell us why you think settlement is necessary?—I cannot conceive the Scottish system worked without it; that is my answer. It is the one great check we have against extravagance, in the first place; because if a person is chargeable to a special district, that district having to pay for him, its Parish Council take very good care that he is really a subject for the Poor Law before they admit him on to the roll; and the parish of residence, if it chooses to pay, pays on its own charges, and cannot recover unless the parish of settlement admits.

55799. But suppose the parish of residence was the only qualification; would they not be just as careful?—That would not be doing away with the law of settlement. Do you mean to imply that wherever a person is when he becomes chargeable, that parish is always to maintain him to the end of his time?

55800. That seems the simplest way?—Of course it would then be a race and a contest between every inspector of poor to shove the probable applicant over the boundary into the next parish before he gave him anything but casual relief.

55801-3. I do not think I would leave any power to the inspector of poor to shove anybody over?—He could not help himself. What would happen undoubtedly would be this—he would say, "Here is a person who is just 'going to make an application to me for Poor Law relief; 'I cannot give him anything; you are a philanthropic 'fellow, give him a shilling and get him to go over into 'the next parish, and let him make an application there." 'It would lead to the greatest possible abuses.

55804. (*Sir Samuel Provis.*) It would be a criminal offence in England, I think, to pay a man with a view to his going into another parish in order to make him chargeable there?—You would have to prove it, and it would be done a great many times when you could not prove it, I can assure you.

he refusal of elief to the ble-bodied.

55805. (*Miss Hill.*) I am afraid I do not quite understand the distinction between the claims of able-bodied men in England and those in Scotland. I gather that you do recognise the claim of an able-bodied man to be relieved in a workhouse; is that so?—No; if a man is certified to be able-bodied, you cannot give him anything in Scotland.

Iethod of ealing with pplications or relief.

55806. Then the workhouses are not test places for the able-bodied, if they are healthy?—No. The process is this: supposing an individual applies to an inspector of poor, the first thing that the inspector of poor has to satisfy himself is, is this person able-bodied or is he not? I need hardly say that, as a matter of practice and administration, that is not lightly done. A person is not refused for the pleasure of refusing him; but if he is distinctly able-bodied then he is refused, and if he is not able-bodied then he is given casual relief first and asked where he belongs to, where he has lived, where he was born, and all the rest of it. A schedule filled up with certain statutory particulars has to be sent to the parish which *prima facie* appears to be the parish of settlement. Notice is sent by the next day's post probably, and the claim is accepted or rejected within a few days; but everything which is spent on the individual after that claim has been posted is recoverable from the parish ultimately found to be the parish of settlement.

Classes to whom the poorhouse test is applied.

55807. Then practically the workhouse test is only offered to the people who are more or less ill?—I should not say that at all. The applicants are of two classes—either they must be resident in the parish, or they must be, so to speak, casual poor who move from place to place. In the case of a resident in the parish the strong presumption is that it is a case for outdoor relief, and outdoor relief is given first at sight of the inspector and reported to the Parish Council. If it seems to the inspector of poor or to the Parish Council not a case for outdoor relief, either from habits or from some other similar cause, the answer to the application is, "No, we 'will give you nothing unless you go to the poorhouse." The poorhouse is therefore a test for everybody to whom it is applied, but it is not applied in cases of sickness, unless the sickness is of such a kind that it is manifestly better treated inside than outside.

55808. Then there are really no able-bodied poor in the workhouses in the sense of people being able to work, or there should not be?—There ought not to be; but this is a very practical form of test—"You shall have 'the poorhouse if you will take it." If they say "Yes"—well, there are very few nowadays in the poorhouse who are in a real sense able-bodied.

55809. Have you enough poorhouses to make it a practical test?—Over all the industrial parts of Scotland, I should say yes.

Absence of any power to detain poorhouse inmates in Scotland.

55810. With regard to the detention of people in the workhouse, you see a very great difficulty there, because, however desirable it may be, it is infringing the liberty of the subject?—That is it.

55811. But we have—and I suppose you have also in Scotland—a certain number of hours during which we detain people; is there any difference in principle between detaining for hours or for days?—I do not think we do that at all in Scotland; I have never known it.

55812. A man cannot discharge himself at any hour of the twenty-four, can he?—There would be a considerable objection on the part of the inspector of poor if he was called up often between two and three in the morning; but the inspector of poor is bound himself to be resident on the place, so that anybody who knows the district knows where the inspector is to be found; or if he is away for a day some individual, his assistant inspector, who can deal with an emergency, must be there.

Difficulties as to compulsory detention of "ins and outs," and proposed safeguards against abuse.

55813. But in the case of a discharge from a workhouse there is a certain amount of notice to be given. Do you see any difficulty in saying that people who have been in and out a great many times, and have caused a great deal of trouble and a great deal of expense, should not come in without requiring them to remain a certain time in?—They give twenty-four hours' notice before they discharge themselves, they go at the end of the twenty-four hours and they disappear for perhaps forty-eight hours, and have some drink or get some friends to stand them treat, and so on, and then they come back again to the inspector of poor at the end of their jollification. The difficulty comes in at the moment of reception again, because you cannot let them starve—you must take them in, and therefore they are masters of the situation.

55814. Does it seem to you unfair or unreasonable that the body which is supplying them with food and lodging free should also in certain cases—such cases as tramps with children, for instance—demand that a certain amount of time should be passed before they cause all this trouble and expense again?—No, it is most reasonable, and I am entirely in favour of it. But the difficulty that I see is the practical difficulty of coercing them to stay in. Look at it how you like, it is a large departure from anything we have ever done; I know it will be pressed upon the Commission very largely from Glasgow, Govan, and similar places, and I should like to see it done.

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Difficulties as to compulsory detention of "ins and outs," and proposed safeguards against abuse.

55815. It is a difficulty that occurs to every guardian and every parish, and they have to watch very dreadful things happening in consequence of the absence of the power. The effects due to these ins-and-outs are very terrible, of course?—I agree.

55816. It is not a question of expense so much as a question of the effect upon their lives?—I agree; but the only suggestion I can make is that which I make in one of the paragraphs of my statement, namely, that it should be done at sight of the sheriff or of the Local Government Board.

55817. Under some kind of legal process, in fact?—Yes.

55818. I suppose with regard to the feeble-minded girls about whom Mr Nunn asked, practically a very great deal could be done voluntarily; I mean many of them would remain in voluntarily, if the guardians were ready to pay for them, and there were places to send them to, so that it need not necessarily be a question of detention?—I do not think so. I think the class we have are determined to go in and out as long as they are allowed to.

55819. Many feeble-minded girls, if there were homes for them, would stay only too gladly—but it is such a very great expense?—The class of people whom I have in mind deliberately start themselves to go in and out, and calculate on the fairs and public holidays for the purpose of going out when drink is going.

Question as to best method of dealing with feeble-minded women.

55820. The care of the feeble-minded seems to me more hopeful than the others, and I think we might surely try what voluntary effort will do with them primarily?—With that I venture respectfully to agree, but that is what I should term rescue work, which I venture to say cannot be done so much by the Poor Law, unless it is backed and aided by the Christian philanthropy of the country.

55821. You see no particular difficulty in homes for the feeble-minded being certified and the Guardians paying for people in them, do you?—No; I see no difficulty about that, provided you get the consent of the individual, certified by a magistrate, to stay in for a period of weeks.

55822. Or it might even be done without a fixed period, might it not? I mean to say, the two cases seem to me very different. On the one hand, the ins-and-outs very often have a perfect use of their senses and are pretty determined to go in and out?—Yes, they are.

55823. But the feeble-minded, I think, would be only too happy to be placed somewhere with people who were kind to them and so on, and they might be dealt with as the blind people are whom you send to a certified home?—Of that latter class I have no such experience as will enable me to speak.

Satisfactory administration of the Poor Law in Scotland.

55824. (*Mr Patten-MacDougall.*) I gather that you are of opinion that the present administration of the Poor Law in Scotland is on the whole fairly satisfactory?—I should say more than that—I should say it is quite satisfactory.

Superiority of Board's rules and recommendations over a system of Poor Law orders.

55825. And that the system of rules and recommendations which the Local Government Board has drawn up, and which, of course, are intimated to all the Parish Councils, is a very appropriate and satisfactory method of working the administration?—I agree. I think that the advice of the central body is welcomed and acted upon as far as possible.

55826. And that system of rules and recommendations, which are really rules and recommendations, and which are only put in force very occasionally, if need be, under the provisions of the 87th Section of the Poor Law Act, work really better than a system of orders would?—I think the Scottish nature is very reluctant to take orders, but it will take advice.

The general superintendents as links between the central and Local authorities, and satisfactory working of system.

55827. Then, as regards our system, which I think is a different system in some aspects from that in England, by which the general superintendents may be said to be a link between the Local Government Board and the Parish Councils, and are thoroughly in touch with them—I understand you approve of that?—I entirely approve of that. The general superintendents are most valuable, because when they know their business and do their work, as all of them I have come across do, they make friends with the inspectors of poor and with the local authorities; and a friendly visit and discussion is infinitely better than only the hard writing of letters.

55828. The custom of the general superintendents is, as I think you are aware, to come into Edinburgh to the Board at stated intervals, in order to ascertain there what the Board are doing as regards their district?—Yes.

55829. Do you think that is an important element in the working of the office?—Yes, I think that is most valuable.

55830. Then you are aware of the recommendations of the Departmental Committee upon medical relief, which you appointed some years ago?—I have read them; but I should not like to say I have them absolutely at my fingers' end.

Approval of Medical Relief Committee's recommendation to set apart certain poorhouses for particular classes of paupers.

55831. One of the recommendations they make is that, as many of the poorhouses in Scotland are not very largely occupied by the indoor poor, those poorhouses should be more or less classified, and that one set of them might be appropriated to the sick and infirm and the other to purely test cases. Does it occur to you that that is a recommendation which might be carried out?—I agree, but it is obviously much more easy to do it in places where the two houses are closely allied to one another. For instance, if you go into the Highlands and the more or less rural districts of Scotland, you may have 50 miles between the two poorhouses. Now, you cannot interchange individuals between houses so far apart without an amount of expense which is practically prohibitive, because someone in many cases must go with them, and the travelling expenses are so great.

55832. Take a case which one has in one's mind, the case of Caithness, where there are two poorhouses not very far apart and neither of them very full. That is a case, is it not, where the keeping up of hospital treatment in both is really an expense which is not justified by the results, and where it would be desirable that the two classes of inmates might be separate?—I agree.

Need for legislation to remove the stereotype from the grants paid under Local Government Act, 1889.

55833. Then in the report—and I think this has come to your Lordship's notice—there is also a recommendation to amend the provisions of the Act of 1889, by which the grants as at present administered are stereotyped in the sense that they must be given as given in 1889. Do you think that there is room for legislative amendment as regards that?—I am one of those who do not think that the stereotyping of 1889 was ever intended to be permanent. I believe that it has been decided to be permanent by the advice of the law officers of the Crown, and so I think legally that it is permanent, and that it is so as a matter of law; but I do not think there is any sense in maintaining it as permanent, and I hope that it will soon be done away with.

Inequity and injustice resulting from the stereotype.

55834. The result has been to produce very great injustice and inequity in the allocation of the grants, has it not?—There is no doubt of that. It has handicapped the most forward parishes, and has not in any way allowed the central authority to deal with people according to merits and according to the efforts they were making themselves.

55835. Therefore, you would be of opinion that, if possible, legislation should be got in order to correct that?—I think it is urgently necessary.

Need for reform of charitable bequests for the poor, and proposal to devote their funds to the non-legal poor.

55836. In paragraph 20 you deal with the question of charitable bequests for the benefit of the poor, and I think you refer there to the matter of the educational bequests which were dealt with by an Act of Parliament of thirty years ago, and, following upon that, by an executive commission which reviewed these educational bequests and produced schemes making them applicable to the requirements and wants of the present time?—Yes.

55837. You are of opinion that that might with advantage be done also as regards the bequests for the benefit of the poor?—I am keenly in favour of it, but not to give these bequests for the relief of the legal poor. I would like to see them a nucleus of voluntary effort for saving people from getting on to the Poor Law.

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55838. I think you yourself were the chairman, were you not, of the Commission which dealt with the educational endowments?—Yes, I was.

55839. And accordingly you are able to speak with all the more emphasis?—In many cases we had then to leave the charitable side of some bequests unreformed, because we had no authority over it; we had only authority over the educational part.

The decision of complaints of inadequate relief.

55840. You have had experience, I think, of the working of petitions upon inadequate relief?—Yes.

55841. And of the attention which is given them by the Local Government Board in all individual cases?—Yes. I have assisted in administering a good many of them.

55842. You have found the work very nice and sometimes very difficult, have you not?—After a visit by the general superintendent, the issues were generally quite plain.

55843. The general superintendent, I think, in your experience, almost always visits and reports?—I think he was generally right, too.

The qualifications of an auditor, and method of meeting cost of Poor Law audits in England and Scotland.

55844. (*Sir Samuel Provis.*) You would agree, perhaps, in the view as regards the qualifications of an auditor, that it is desirable he should have a knowledge of law as well as a knowledge of accounts?—Yes, I should say so. I should be sorry to imply that a knowledge of law was ever a disadvantage for anyone.

55845. Is it not rather difficult to secure that, unless you have an officer who devotes his whole time to his duty?—I think it is difficult in Scotland, but I see many advantages in your English system, especially the one whereby you are relieved of payment.

55846. In England the local authorities contribute to the cost of the audit, three-fourths of the cost being paid by the local authority?—But in Scotland we pay the whole of it.

Appeal to Local Government Board more valuable than appeal to sheriff, and question of abolishing latter.

55847. (*Mrs Webb.*) Do you approve of the appeal to the sheriff?—Yes, I think it is a safeguard for public opinion, but I do not think it nearly so valuable as the administrative appeal to the Local Government Board.

55848. Why should it not always be an appeal to the Local Government Board? Why should you bring the sheriff into it at all?—It happens to be the law.

55849. We had it in England in the shape of an appeal to the justices of the peace, and it was a disastrous failure; why have you not abolished it in Scotland?—It is really so small a matter that I think a large majority of the people hardly know that it exists, but those who do know think it a safeguard on the whole. Some questions were put to me earlier as to whether I would like to see it abolished, and I, naturally conservative, said I would not like to see it abolished; but I accompanied that by saying that I perferred, as a matter of administration and of getting the best decision, the administrative appeal to the Local Government Board.

55850. On the ground that the Local Government Board would be more or less experts in the matter?—Yes; and they know and care more about it.

Poor Law administration in urban parishes; deficiency in personal knowledge of cases met by inquiries of expert paid assistants.

55851. (*Mr Booth.*) You spoke of the Scottish administration of the Poor Law and its satisfactory character, in your replies to Mr Patten-MacDougall; does that apply equally to the urban portion as to the rural portion?—So far as I know them, yes; but of course it is in the nature of things that administration in a big centre like Glasgow or Dundee must be much more difficult than in a rural district, because you cannot have the personal individual knowledge of every applicant which you can get in a rural district.

55852. Do you make any difference in the administration, in order to attempt to meet that extra difficulty?—You are taking me a little beyond what I know myself, but at the Local Government Board, when we had cases from the larger towns, the method of administration was this—there were relief committees appointed of the councillors, and they sat every other day, or even daily, at certain times in the year, and considered the cases as far as they could. But, after all, in those large places, it must depend upon the result of the inquiry by the expert paid assistant. In the rural district it is not so, because you know the individuals, and probably have known them for twenty years.

55853. Is more expert paid assistance supplied in order to meet that want?—No, but they have power to employ whatever they require.

55854. And do they?—I think the larger Boards in Scotland are extremely well adminstered; but I hope the Commission will have the opportunity of seeing the individuals who actually do administer them when they go to Scotland.

NINETY-NINTH DAY.

Monday, 27th May 1907.

AT THE FOREIGN OFFICE, DOWNING STREET, S.W.

PRESENT:

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I., etc., etc., etc. (*Chairman*).
The Right Hon. CHARLES BOOTH, F.R.S.
Mr F. H. BENTHAM.
Dr A. H. DOWNES.
The Rev. T. GAGE GARDINER.
Mr GEORGE LANSBURY.
Mr C. S. LOCH.
Mr J. PATTEN-MACDOUGALL, C.B.
Mr T. HANCOCK NUNN.
The Rev. L. R. PHELPS.
Mrs BERNARD BOSANQUET.
Mrs SIDNEY WEBB.
Miss OCTAVIA HILL.
Mr FRANCIS CHANDLER.

Mr R. H. A. G. DUFF (*Secretary*).
Mr J. JEFFREY (*Assistant Secretary*).

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Mr ROBERT B. BARCLAY, I.S.O., called and examined.

55855. (*Chairman.*) You are General Superintendent of Poor under the Local Government Board for Scotland?—I am.

55856. You have prepared a statement which we will treat as your evidence-in-chief if you will kindly hand it in?—Certainly.

(*The witness handed in the following statement.*)

1. I have been General Superintendent of Poor for upwards of fifteen years, and I have been on the staff of the Board of Supervision and Local Government Board for thirty-eight years.

2. My Poor Law duties include the inspection of all the

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Duties of General Superintendent of South-Western District and counties included in district.

poorhouses in Scotland, and all the parishes in the South-Western District, that is, in the counties of Lanark, Renfrew, Ayr, Dumfries, Kirkcudbright, and Wigtown. I also act as Inspecting Officer under the Public Health Act in these counties.

3. I was a member of a Departmental Committee appointed by the Secretary for Scotland to inquire into the system of Poor Law Medical Relief in Scotland, and into the rules and regulations for the management of poorhouses. The Committee reported on 17th March 1904. The system and condition of indoor relief in Scotland are fully described in that Report, and I propose to refer the Royal Commission to the summary of recommendation in that Report, and to make short notes under the different heads of that Report, bringing the conditions as far as possible up to date.

Improvements resulting from Report of Departmental Committee on Medical Relief.

4. I have much satisfaction in stating that the Report has had a marked effect in improving the conditions of many poorhouses. As a rule, copies of the Report were obtained by poorhouse committees and circulated among the members.

5. Since the publication of that Report, and following the experience gained by us in England and Ireland, I have been provided with a new form of visiting report on which to submit to the Board the result of my periodical inspections of poorhouses. It deals with the principal points referred to in the Departmental Committee's Report. I hand in a copy to the Royal Commission.*

Annual report from medical officer and governors of poorhouses, and beneficial results thereof.

6. It was suggested by the Departmental Committee that the Board should receive annual reports from the medical officers and governors of poorhouses. This suggestion the Board gave effect to, and reports were received by the Board from these officers for the first time for the year ended 31st December 1905. I hand to the Royal Commission a copy of the Circular issued by the Board, which shows the points on which these officers were asked to report to the house committees and the Board.† Many of these reports have been of great interest, and have had most excellent practical results in improving the condition of the houses. They have also been the means of recognising the position of the medical officer in regard to the general management of the poorhouse, which was not previously understood. I am also very pleased to note that, as far as I am aware, I cannot call to mind a single instance where friction has arisen between the officials on account of these reports. This result was at first feared when the reports were called for; and it is gratifying to the Board and creditable to the officials that the harmony of their relations, which is so essential to good management, has not been disturbed.

Parish Councils' power to erect poorhouses.

7. Parochial Boards (now superseded by Parish Councils) were empowered by section 60 of the Act of 1845 to erect poorhouses where the population of the parish exceeded 5000, and by section 61, two or more contiguous parishes were empowered to erect a common poorhouse.

Classes of persons in poorhouses.

8. The preamble to section 60, which, by the Statute Law Revision Act of 1891, may be omitted, but has not been repealed, is:—

> "And whereas, for more effectually administering 'to the wants of the aged and other friendless 'impotent poor, and also for providing for those 'poor persons who from weakness or facility of 'mind, or by reason of dissipated or improvident 'habits, are unable or unfit to take charge of their 'own affairs, it is expedient that poorhouses be 'erected in populous parishes."

9. This accurately describes the classes of poor which are to be found in our poorhouses.

Quasi non-able-bodied poor in Scottish poorhouses.

10. It is generally said that there are no able-bodied poor in our Scottish poorhouses, but this applies only in a modified sense. There are many men and women who are physically able for work, but through age cannot find employment by which they can maintain themselves, or through weakness of mind are unable to take charge of themselves outside. Persons who are only temporarily disabled are classed as not able-bodied.

Poorhouse accommodation and number of inmates.

11. At 30th June 1906 there were seventy poorhouses in Scotland, having accommodation for 19,170 inmates. The number of ordinary inmates in these poorhouses was, at 1st January 1906, 14,745; at 15th May, 13,187; at 1st July, 12,709.

12. Of these poorhouses twenty-five were parish poorhouses under the 60th section of the Act, and forty-five combination poorhouses under section 61.

Poorhouses licensed for reception of harmless lunatics.

13. Twelve poorhouses had wards licensed by the General Board of Lunacy for the reception of lunatic pauper patients who are not dangerous and do not require curative treatment.

Extent to which poorhouses are occupied.

14. At 31st December last the poorhouses situated in towns and serving populous urban districts were fully occupied or nearly so. The poorhouses in the country districts were not then unusually full from the poor of the districts which they accommodate.

15. I shall now, as promised, refer in detail to the recommendations of the Departmental Committee.

Poorhouse rules out of date.

16. *Poorhouse Rules and Regulations.*—It was pointed out that the rules at present in use, as adopted by house committees, were in many respects obsolete and out of date, and a new code was drawn up, and their adoption by house committees recommended. In no instance have new rules on these lines been adopted. Except that some anachronisms would be removed, I have not pressed the issue of these amended rules. My own experience is that the fewer rules there are in an institution the better, and that these should be as general as possible. When officials are working harmoniously together, rules and regulations are of no use; and when friction arises, the rules are appealed to, and it may happen that the matter of detail over which dispute has arisen is not provided for. As I was much interested in drawing up the model rules which were issued by the Departmental Committee, I do not wish to appear inconsistent, and I should like to see these rules issued and formally adopted by house committees, and to hear no more of them.

Objection to detailed poorhouse rules.

Increase in and extent of poorhouse trained sick nursing.

17. *Poorhouse Hospitals and Sick Wards.*—The introduction of trained sick-nursing into poorhouses is still increasing. There are now forty-four poorhouses having trained sick-nurses.

They may be classified as follows:—

6 are training schools for nurses.
8 are under charge of a lady superintendent with a staff of nurses.
9 have a trained nurse-matron over poorhouse and hospital, with other nurses.
9 have a trained nurse-matron, with no other trained nurse.
12 have trained nurse other than matron who is not trained.

44

In addition to the above, seven poorhouses have paid nurses whose training is not sufficient to qualify for registration under the Board's rules.

Beneficial results of appointing a nurse-matron to smaller poorhouses.

18. In the smaller poorhouses it is now usual, when a vacancy occurs in the matronship, to appoint a trained nurse-matron. We have, so far, been fortunate in the selection which has been made in these cases, for it is evident that every trained nurse may not have capacity for the general management of the institution. The appointment of these skilled officials has had the effect of raising the standard of equipment and comfort in the poorhouses where they have gone; more can be done by the personality of a trained and educated woman than by any amount of rules and inspections and reports. It is but fair to add that some of our untrained matrons are most attentive and tender in their care of the sick, and that house committees are pleased to provide skilled attendance for serious cases when they arise in these houses.

Suggested classification of poorhouses for indoor poor.

19. The Departmental Committee suggested the classification of poorhouses for separate classes of inmates so that, for instance, in a house where the number of sick was usually small, they could be transferred to another poorhouse where the number would be sufficient to justify a well-equipped hospital and staff, but in no case has the suggestion been given effect to. If the area for Poor Law purposes were enlarged, some such arrangement might be carried out with advantage.

Provision for phthisis in poorhouses and attitude of poorhouse committees thereto.

20. *Treatment of Phthisis.*—In seven poorhouses there are shelters for the open-air treatment of phthisis patients who seem likely to improve by curative treatment. Some results have been fairly successful and encouraging. In many poorhouses there are wards set apart for these cases, and in the less occupied poorhouses it is possible to make an empty ward available for this purpose.

21. I regret to say that there are still some poorhouses

* For copy, see papers handed in by Mr A. Murray, App. CLVIII (B–D).
† *Ibid.*, App. CLVIII. (G and H).

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where no attempt at isolation has been made. It would be of advantage, at least for the other patients, if these cases were removed to some other poorhouse where isolation was available. I do not charge these house committees with apathy. I believe most of them would provide the accommodation if they were satisfied of the permanent need for it; but at the present time, when there is a prospect of these cases being taken over either by the Local Authorities under the Public Health Act or private benevolence, they are loth to spend money on erecting new buildings which in a few years may be useless. In many ways the treatment of phthisis cases in poorhouses is disheartening and discouraging. The patients often take their discharge during treatment, and do not continue it, and return in a condition which renders further treatment useless.

Discouraging results of poorhouse treatment of phthisis.

22. On the other hand, a very pleasing feature is the result of the successful experiment made by Govan Parish Council about six years ago in renting a house and grounds in the Island of Bute for tuberculous children who were too unhealthy to be boarded out. Many children have been restored to health and strength by their residence there.

Govan successful experiment for treatment of tuberculous children.

23. Several Parish Councils have adopted the system of boarding out phthisis cases in private dwellings in country places with much success. The following is an account of a visit I made to two patients boarded out in Ayrshire by the Parish Council of Maybole:—

Boarding out of phthisical paupers in rural private dwellings and its advantages.

"A few Parish Councils in my district have 'adopted the system of boarding out in country 'places suitable cases of pauper consumptives, 'instead of sending them to sanatoria or poorhouses. 'If suitable places and homes are selected, and the 'guardians and patients educated as to the proper 'precautions necessary to prevent risk of the spread 'of infection, I think the system has great advantages 'over institution treatment. The life is freer, more 'homelike, and natural, and the patients have the 'association of healthy people, and, with these 'advantages, it is more economical. I have heard 'of several cases where the treatment has proved 'very successful and the patients have become self-'supporting.

'On the 25th July last, along with the medical 'officer and inspector of poor, I made a most 'interesting visit to two male phthisis cases who 'were boarded out by the Parish Council of Maybole. 'These men were at a place called Shalloch-on-'Minnoch, situated on the watershed between Ayr-'shire and Kirkcudbrightshire, 1,250 feet above sea-'level. The district is moorland and very sparsely 'populated; indeed, from any eminence, not more 'than eight or ten cottages can be seen within view. 'At the time of my visit the men were occupying 'one room in a shepherd's cottage, at a cost for 'board and lodging of 10s. per week each. The 'cottage was situated in what, for this region, might 'be called a sheltered hollow between two streams, 'well stocked with trout. There was no family. 'The shepherd had a cow, pony, and fowls, and 'some arable land. The men had as much whole-'some food as they could possibly consume, such as 'new milk, butter, cheese, scones, oatcakes, fowls, 'ham, eggs, rabbits, and burn-trout. After a short 'residence here the men were able to make extensive 'fishing excursions, and carried their food with them. 'The men had therefore an object in taking exercise '—one of them caught five dozen trout in a day—'and in the most bracing hill air. One day, to 'reach a loch, they crossed the shoulder of a hill '2,500 feet high. Another advantage was that they 'could have their meals when and were they 'pleased, and when they had an appetite and relish 'for them.

'The following details of the cases, and the pro-'gress made by the patients, are of interest:—

'A. A. was 33 years of age when he applied for 'relief on 15th November 1905. He had a wife 'and four children. He had been working in a 'boot factory till the end of October, and earning '27s. a week. At the time of the application he 'was confined to bed, and was suffering from phthisis 'in an acute form; a constant and hacking cough, 'with frequent hæmoptysis, night sweats, sore 'throat, and great thirst. On 31st May 1906 he 'was removed from his bed and driven with great 'care to Shalloch-on-Minnoch. On 2nd July he 'walked and 'biked' to Maybole, 20 miles, and 'returned next day. At our visit Dr Girvan 'examined this man carefully, and found the 'disease arrested. All the unfavourable symptoms 'had disappeared. He remained at Shalloch till '3rd August, and on 2nd November 1906 he ceased 'to receive relief. He is now employed as a post-'runner and insurance canvasser, and has not been 'an hour off duty during the late stormy weather.

'W. M'G. was 35 years of age when he applied for 'relief on 14th December 1905. He was a widower 'with six children. His wife died of consumption 'on 16th November 1905, and his eldest daughter, 'at 17 years of age, of the same disease, on '13th February 1906. At the time of his applica-'tion he was working intermittently in a boot 'factory, and earning about 5s. 6d. a week. He 'was suffering from phthisis in an acute form. In 'his case there was loss of flesh and weight, and 'great debility, severe cough, high temperature, 'diarrhœa, vomiting and palpitation. He was 'removed to Shalloch, with the other man, on '31st May, and quickly improved. All the un-'favourable symptoms rapidly disappeared, and at 'our visit his weight had greatly increased, and he 'looked as healthy a man as one could wish to see. 'He remained at Shalloch till 3rd August, and 'ceased to receive relief on 5th October. After a 'satisfactory trial he has now been placed on the 'permanent staff of the Post Office as a post-runner, 'and supplied with a uniform. He has improved 'in weight, and has successfully stood the test of the 'present most inclement weather."

Need for greater variety in poorhouse dietaries.

24. Another point of interest is the *Diet of Inmates.* Most poorhouses have now adopted the Board's Amended Dietary Scale issued on 2nd February 1898, or a modified form of it approved by the Board, to suit local conditions and habits. I hand in a copy. (*See Appendix No. CLX. (A).*) The diet is ample, but is, I think, lacking in variety. Governors are afraid to deviate from it on account of the audit. Monotony, which is tiring to the inmates, is convenient for official bookkeeping. I have frequently urged governors to get certificates from the medical officer that fish, fruit, or vegetables is necessary for the health of the inmates at a certain season, and a variety such as fresh herring, rhubarb, or apples would be relished and healthful, and no auditor could take exception to it.

25. The other matters referred to in the Departmental Committee's Report are more matters of detail, to be dealt with in the case of individual poorhouses.

Board's attitude towards retaining children in poorhouses.

26. The Board and their officers have persistently set their faces against the detention of children in poorhouses. Few children are now detained except in the large town poorhouses, where, on account of vice and criminality, a large number are always temporarily resident.

Number of children in poorhouses.

27. The following figures give the number of children in poorhouses at

1st January	Children
1879	2,031
1889	1,415
1899	1,443
1906	1,922

Special poorhouse buildings for children at Glasgow and Govan; number and class of children accommodated therein.

28. The greater number of these children were in the large town poorhouses. Two of these, Glasgow and Govan, have special buildings set apart for children, with certificated teachers, having respectively accommodation for 636 and 180 children, and at 1st January last they were occupied by 625 and 153 children.

29. Many of these children are sent in by the action of the Society for the Prevention of Cruelty to Children, and in other cases they are in ill health, or the parent or parents are in desertion, or in prison.

Successful efforts in Glasgow, etc., to board out poorhouse children.

30. A special committee in Glasgow and Govan examine the children monthly and recommend such as are fit to be boarded out. I also, at my periodical visits to all poorhouses, report on cases which appear to me suitable for boarding out. My efforts have been very successful.

31. In Wigtownshire poorhouse, after persistently for years calling attention to the number of children in the house, I have been able to report satisfactory results. On the 12th February last there were six children over 5 in the House, and one of these was a serious hospital case. Seven years ago there were twenty-nine of the same class.

32. The South-Western District, of which I have charge, stretches from the Clyde to the Solway.

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Statistics of pauperism, etc. for South-Western District.

33. The following Table shows the pauperism of my district as at 15th January 1907 as compared with January 1897:—

County.	Number of Parishes.	Population, 1901.	Poor and Dependants, 1907.	Poor and Dependants, 1897.	Increase.	Decrease.
Lanark,	39	1,314,810	34,392	25,431	8,961	...
Renfrew,	16	293,497	5,948	5,428	520	...
Ayr,	44	254,468	5,741	5,585	156	...
Dumfries,	43	72,571	1,568	1,591	...	23
Kirkcudbright,	28	39,383	911	1,093	...	182
Wigtown,	17	32,685	953	1,145	...	192
Total,	187	2,007,414	49,513	40,273	9,637	397
				net	9,240	...

34. The following Table shows the pauperism of my district at 15th January 1907, of various classes, and the percentage of ordinary poor receiving indoor relief, and the pauperism per 1,000 of estimated population:—

County.	Estimated Population, 1907.	Outdoor.	Indoor.	Lunatics in Institutions.	Total.	Percentage of Indoor to Outdoor per 100 Poor.	Ratio of Pauperism to Estimated Population per 1,000.
Lanark,	1,448,706	24,808	6,146	3,438	34,392	18	23
Renfrew,	322,555	4,332	963	653	5,948	18	19
Ayr,	271,316	4,658	475	608	5,741	9	21
Dumfries,	71,469	1,286	116	166	1,568	8	21
Kirkcudbright,	39,023	778	41	92	911	5	23
Wigtown,	30,663	806	62	85	953	7	31
Total,	2,183,826	36,668	7,803	5,042	49,513	17	22

Industrial conditions and pauperism, etc. in Lanarkshire.

35. The county of Lanark * is divided into three wards for public health, etc. purposes (but not for Poor Law purposes), viz. the Upper, Middle, and Lower Wards.

36. The upper ward is mostly agricultural and pastoral, with a few coal-mining districts, in which the coal is now becoming exhausted. It has a population of 46,870, of which 6,450 are in the two burghs of Biggar and Lanark. The pauperism of the ward at 15th January last is equal to 21 per 1,000 of the population of 1901. The highest pauperised parish in the district is Lesmahagow, with 29 per 1,000.

37. The Middle Ward is largely manufacturing and mining, and is a prosperous district. It has a population of 322,708, of which 143,345 are in the burghs of Airdrie, Coatbridge, Hamilton, Motherwell, and Wishaw. The pauperism is equal to 23 per 1,000 of the population.

38. The Lower Ward is chiefly urban. It has a population of 969,748, of which 928,218 are in the burghs of Glasgow, Govan, Kinning Park, Partick, and Rutherglen. The population of this ward in the county of Lanark is 945,232, and the pauperism is equal to 27 per 1,000 of the population.

39. The pauperism of the whole county of Lanark is equal to 26 per 1,000 of the population of 1901.

40. I am hopeful that the pauperism of Lanarkshire may be reduced in a short time. My returns were obtained in January, soon after the termination of the strike in the shipbuilding trades on the Clyde, which lasted during the months of October, November, and December. With a possible improvement in trade, a decrease in pauperism may be looked for. But when cases are put on the roll through the inability of families to support, it takes some time before these can be weeded out. Having once tasted the sweets of parochial aid, the young men are unwilling to again contribute unless legally liable. They are not liable for younger brothers and sisters.

Glasgow pauperism and its influence on Scottish pauperism statistics.

41. The parish of Glasgow, with a population of 571,615, and a pauperism of 11,397 cases with 4,557 dependants, is the dominant factor in my district, and, indeed, in the whole of Scotland, of which it forms over one-sixth.

Industrial conditions and pauperism, etc. in Renfrewshire.

42. The county of Renfrew is chiefly manufacturing and shipping. It has a population of 293,497, of which 210,460 are in the burghs of Paisley, Greenock, Port-Glasgow, Pollokshaws, Johnstone, Barrhead, Renfrew, and Gourock. The pauperism is equal to 18 per 1,000 of the population of 1901.

Unsatisfactory housing conditions at Port Glasgow.

43. The pauperism of Port-Glasgow, with a population of 16,888, is exceptionally high for this county, being equal to 22 per 1,000 of the population. This parish is almost wholly urban, the rural (or landward) population numbering only 31. The housing accommodation is wholly inadequate for the workers employed in the shipyards and factories, and it is also of the most wretched description. The great majority of the workers travel from Greenock and Paisley, and a class of casual and badly-paid workers and elderly people is chiefly left in the town.

The following extract from a report by the medical inspector and myself gives an idea of the housing conditions in Port-Glasgow:—

> "There were living in the properties visited by us on 8th and 9th current 430 people. Of these more than 250 had no water-closet or dry-closet accommodation.
>
> 'Over 400, or nearly all of them, had no wash-house accommodation whatever. All washing has to be done at home (often a single apartment) or at the public wash-house, some distance away, and where a charge is made.
>
> 'For the disposal of ordinary domestic refuse (ashes, etc.) bins are provided, one of which stands at the foot of an unventilated common-stair, and distributes its foul effluvium over the whole tenement. Others stand in the badly paved and cramped yards or back-courts, several (so small is the space available) immediately outside the windows of dwelling-houses.
>
> 'The absence of W.C. accommodation in connection with so many houses, and the utter inadequacy of this form of convenience provided in the case of others, result in the bins being filled with the foulest of wet refuse; each of them constituting, in fact, a cesspool and a nuisance of the most aggravated type. For the most part, these bins are so clumsy and unwieldy that their contents have to be thrown out on the surface of the lanes and streets, there to lie till the scavenging carts come round."

44. Kilmalcolm, with a population of 4,869, has a pauperism of 7 per 1,000 of the population. It is a favourite health-resort, and a residential suburb from Greenock and Glasgow.

45. The county of Ayr has a population of 254,468. It is divided into four districts for public health, etc. pur-

* In all these statements I am dealing with the registered poor only, *i.e.* those having a settlement in a parish.

Industrial conditions and pauperism, etc. in Ayrshire.

poses (but not for Poor Law purposes), Ayr, Carrick, Kilmarnock, and Northern, which (exclusive of burghs) have a population of 123,668. There are sixteen burghs in the county, with a population of 130,800, the largest being Kilmarnock (34,165), and then Ayr (28,697).

46. The Southern district (Carrick) is almost wholly agricultural, but contains the burghs of Girvan (4,024) and Maybole (5,892). The population of this district is 12,570, and the pauperism is equal to 35 per 1000 of the population. The district is sparsely populated, and the parishes are of large area, four of them being over 30,000 acres in extent. The majority of the poor in this district are old people. With the exception of Maybole, with its large boot and shoe factories, there are no manufactories to attract a working population. The fishing industry in the coast towns and villages has not been very prosperous for some years. There is little employment for young people, and the old hang on, deriving a chance living from summer visitors.

47. The other districts of Ayrshire, viz. Ayr, Kilmarnock, and Northern, having a population of 111,098, have industrial centres scattered throughout them: engineering works, iron foundries, textile weaving, dynamite and furniture works, quarries and collieries, while the seaboard towns have harbours and shipbuilding yards, and are favourite resorts for summer visitors and trippers.

48. The pauperism of these districts is equal to 21 per 1,000 of the population.

49. The pauperism of Ayrshire is equal to 22 per 1,000 of the population of 1901.

Industrial conditions and pauperism, etc. in Dumfriesshire.

50. The county of Dumfries is divided into five districts for public health, etc. purposes (but not for Poor Law purposes), but there is no particular feature in any of the districts to affect the pauperism as compared with another. The county is chiefly pastoral, with factories at Dumfries and Langholm, and engineering works at Annan. There are a few collieries in the Sanquhar and Langholm districts. Dairy farming is very extensive over the county, and Moffat is a popular health-resort.

51. The population of the county is 72,571, which includes seven burghs, with a population of 27,480, the largest being Dumfries (13,092).

52. The pauperism is equal to 21 per 1,000 of the population of 1901.

Industrial conditions and pauperism etc. in Kirkcudbrightshire.

53. The county of Kirkcudbright had in 1901 a population of 39,383, which was somewhat less than at the census of 1891. The county is purely agricultural, with the exception of granite quarries at Dalbeattie and Creetown and some factories at Maxwelltown (which is practically a suburb of Dumfries). There are six small burghs in the county, having an aggregate population of 16,058, the largest being Maxwelltown (5,796).

54. The pauperism is equal to 26 per 1,000 of the population of 1901.

Illegitimacy in Kirkcudbrightshire, and its effect on pauperism.

55. This county, like Wigtown, has an unenviable notoriety for illegitimacy, but the pauperism of the county is not greatly affected by it. At 15th January last, seven mothers with nineteen children were chargeable, one mother and her two children being in the poorhouse. None of these women had less than two children, and two had four.

56. I find that ten years ago there were nine mothers (two in poorhouse) with twenty-one children chargeable. Pauper illegitimacy is therefore decreasing slightly.

57. The poorhouse is now invariably offered in these cases, and is not accepted except in the case of weak-minded women, and of expected difficult labour.

Industrial conditions and pauperism, etc. in Wigtownshire.

58. The county of Wigtown has a population of 32,685, which is less than at the census of 1891. The county is mostly devoted to dairy farming, and the milk is sent to the creameries, of which there are several in the county.

59. There are four small burghs in the county, with an aggregate population of 10,814, the largest of which is Stranraer (6,036). None of these burghs are flourishing, and Stranraer, which is well known as the port for the short sea-passage to Ireland, does not derive much benefit from that traffic.

60. The pauperism is equal to 29 per 1,000 of the population of 1901.

Illegitimacy in Wigtownshire and its effect on pauperism.

61. Illegitimacy is also high in Wigtownshire, but the pauperism is not affected by it directly. At 15th January last there were only five single women with eight children chargeable. Of these, four mothers were in the poorhouse with infants; in some of these cases the chargeability will therefore be temporary.

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62. The pauperism of the district is equal to 24 per 1,000 of the population of 1901.

Increased pauperism in Lanarkshire, and various causes contributing thereto.

63. Nearly the whole of the increase occurs in the county of Lanark. I find that the population of Lanark has increased during the decade 1891–1901 by 20 per cent., and the pauperism by 35 per cent.

64. Various causes are contributory to this increase. The parishes of Glasgow and Barony, comprising nearly the whole of the city of Glasgow north of the river Clyde, were amalgamated on 15th December 1898, and greater facility was thus afforded in obtaining a settlement; and on 25th July 1898 the Poor Law Amendment Act was passed, reducing the period of residence necessary to acquire a settlement from five to three years, further facilitating the acquisition of a settlement in a large town parish and tending to increase pauperism. Glasgow has also, since the amalgamation, erected three new and splendidly equipped hospitals, which do not go under the name of poorhouse, and admission to them is eagerly sought for, and reckoned no disgrace.

65. Govan has also largely increased and improved its poorhouse and hospital accommodation.

66. I am merely trying to account for the large increase of pauperism in Lanarkshire, and I am offering no criticism on the policy of the Parish Councils of Glasgow and Govan.

67. These are special factors which account for the exceptional increase of pauperism in Lanarkshire, apart from those which affect the whole district.

Effect of Employers' Liability Act, joint stock companies, and trade unionism, etc. on pauperism.

68. It will be observed that the increase of pauperism in my district is in the industrial counties of Lanark, Renfrew, and Ayr; and when I observe that the increase is chiefly in males, I still adhere to the views I expressed in my report of 16th May 1899:—

> "Trade has been particularly good in manufacturing districts, and agricultural employment has been plentiful in rural districts. Several recent changes in legislation and conditions of employment act somewhat as factors tending to increase pauperism. The Employers' Liability Act, while on one hand relieving the parishes of persons who have actually received injury in employment, if they are fortunate in making good their claim, hinders the engagement of aged persons, or persons with physical or mental disability, such as defective eyesight or hearing, weakness of heart (causing faintness), or dulness of intellect. The increase of joint stock companies and co-operation and trades unionism in some respects tend to increase pauperism, for where individual firms would formerly retain a servant, although unable to perform a full day's work, the eagerness for dividends and the necessity for paying standard wages do not now permit of his employment. Emigration of the young often leaves fathers and mothers stranded at home, with no resource for sustenance but the parish. Although I deplore, as much as anyone can, the neglect of parents by their children, I am afraid it is often not a cause for wonder, for the parents have probably done little for them but bring them into the world, and let them fight their way in it as best they can."

Industrial conditions and pauperism, etc in Wigtownshire.

69. The conditions in Wigtownshire are very different. The population has decreased by 8 per cent. and the pauperism by 17 per cent. With the exception of the dairy farms and creameries, there is little industrial employment, and the number of persons employed is small in comparison with the number which would be employed in manufacture, or even in a county with arable farms. There is little employment for males, who migrate to other districts.

Scrutiny of lists of poor by general superintendent and its effect.

70. It has been the custom of the General Superintendents for many years to analyse the lists of poor, and to call attention to cases which, in their opinion, were not proper objects of relief, or of *outdoor* relief.

71. I have continued this practice, and on the whole my suggestions have been well received and given effect to.

72. In some rare cases my interference has been resented. I find, however, that sometimes the cases have been put on the roll by private influence or canvassing, possibly against the strictly conscientious views of members, and they are pleased to put the blame of reconsideration on a Government official.

73. As an example of the effect of my suggestions, I may

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say that in May 1900 I noted a hundred cases in the parish of Govan. In most of these cases the family earnings, which were equal to or above those of a labouring man (in one case 42s. 6d. per week), seemed to me sufficient without parochial relief. In seventy nine of these cases, after my report, they ceased to receive further relief.

74. In fourteen cases, I suggested more liberal treatment, and this was granted in seven cases, and one person preferred a request to be taken into the poorhouse.

75. I am sorry to say that I find an increasing neglect of families to assist their parents, and an increasing dislike on the part of Parish Councils to insist on it, and of magistrates to support the Parish Councils when they do take action.

76. Very few of those who apply for relief are or have been members of friendly societies. I find that in a recent investigation by the inspector of Glasgow only sixteen on the outdoor roll had been members of a friendly society. Many are members of burial societies, and in mining districts in pit societies.

77. I have frequently, however, observed on the roll widows who have recently received compensation under the Employers' Liability Act for the death of husbands. The money has been squandered, sometimes £120 to £150, in a few months. I think where there are children the sum recovered should be invested in trustees, appointed by the Sheriff.

78. On 14th December 1903 the Board issued a Circular to Parish Councils suggesting that they should print and circulate among the ratepayers a list of the poor and their allowances. This is generally done in my district, but a few Parish Councils still refuse to do so, on the ground that some respectable people might suffer hardship rather than have their names published as paupers. I have a suspicion that sometimes this is not the real reason. There may be such cases, but they are rare, the general view taken by applicants being that parochial relief is a thing they are entitled to demand on account of having paid poor-rates previously. The chance of causing hardship cannot be compared to the benefit derived in checking imposture.

79. The inspector of poor of a small parish with twenty-three paupers informs me that last year he recovered £93, 11s. 9d. from relatives of paupers which he attributes "entirely to the publicity given to the contents of the poor roll."

80. On 14th April 1905 the General Superintendents made a report* "on the methods of adminstering poor relief in the large town parishes." The parishes in my district were Glasgow, Govan, Greenock, and Paisley.

81. A summary of the recommendations which we made were sent to the Parish Councils, and, where necessary, were adopted.

82. The poorhouse test is not used so strictly as it might be. In dissolute cases relief in kind is sometimes given instead of the offer of the poorhouse. This system, I have frequently seen, is delusive. A shopkeeper will rather give the money or its substitute in liquor than be bothered weighing out small quantities of provisions. I believe that administration has as much or more to do with fluctuations of pauperism than the state of trade. I find that in my report for 1897 I wrote:—

> "It is difficult to account for the increase of 'pauperism this year, and it would have been much 'easier to have accounted for a decrease, as employ-'ment for the labouring classes was rarely more 'abundant in the large towns, provisions were 'cheap, and the early winter was not severe. There 'is little doubt that the Parish Councils have been 'freer in admitting persons to the outdoor roll, and 'less stringent in the use of the poorhouse test, than 'their predecessors on the Parochial Boards. The 'first duty of the Parish Council is, no doubt, to 'grant relief, but the second, though less agreeable, 'is equally important—namely, to refuse relief. As 'I have above observed, the figures are somewhat 'reassuring that if the present conditions continue 'we may next year have to record not only a 'retarded increase, but an actual decrease."

83. On 5th June 1902 the Board issued a Circular with reference to the relief of respectable widows with young children. In this circular it was pointed out that a respectable widow with young children has claims not inferior to those of orphans boarded with strangers. The allowance to the latter class, it was pointed out, was at least 3s. a week and clothing for each child, and it was suggested that the allowance to a widow with young children should at least approximate to this rate.

84. In my district, this suggestion has been readily adopted, and there is no doubt it has had a tendency to increase the aliments to *all* respectable poor, But like all suggestions for the bettering of the poor, it must be accepted guardedly, and the effect carefully watched, so that the mother does not lapse into a lazy, gossiping woman. It was the first occasion in which the Central Board had made a definite suggestion of liberality to any class of poor. It was generally assumed that the Board's chief interest was to secure economy, and, as far as possible, to restrict the number of poor and expenditure on them.

85. The general tendency of Parish Councils now is liberality to the poor. The aliments given to some widows are more than their husbands could have provided for them by any amount of thrift or insurance, and possibly more than the share of wages they received when their husbands were alive. I note a few examples from the roll of a parish I lately visited:— **Liberal allowances to widows with children.**

> Widow, 36—three dependants, 11, 9, 7—son earns 6s. Lodger 3s. Aliment 12s. 6d. and clothing.
> Widow, 43—five dependants, 13, 11, 10, 8, 5—one lodger. Aliment 15s. and clothing.
> Widow, 38—four dependants, 13, 11, 9, 7—earns 5s. 6d. and no rent. Aliment 12s. and clothing.
> Widow, 39—five dependants, 13, 11, 8, 6, 4—daughter 15, working. Aliment 15s. and clothing.

86. There are a very large number of children boarded out in my district from town parishes. Lanark, Girvan, and Dalbeattie are found suitable centres for boarding-out Roman Catholic children. I have visited many hundreds of boarded-out children, and can speak most emphatically of the success of the system in my district, where the children are really boarded out; in some cases the children have been left with relatives—a grandmother, elder sister or brother, or aunt—who have probably offered to take the children at a reduced aliment, say 1s. 6d. a week each. In these cases I have not found the children so well accommodated and cared for, and I think it would sometimes be good policy to pay a higher rate of board and insist on better conditions, or remove the children elsewhere. **Visitation of boarded-out children by general superintendent; success of boarding out system; disadvantages of boarding children with relatives.**

87. The rates paid by Glasgow parish for boarded-out children have been adopted by many other parishes. They are:— **Glasgow boarding rates for children.**

Children under	1½	years	5s.	per week.
„ „	6	„	3s.	„
„ „	10	„	3s. 6d.	„
„ „	14	„	4s.	„

—and clothing.

88. Little interest is taken in Parish Council elections. I find that at the last election in 1904, in nineteen parishes in my district the full number of Councillors was not nominated, and I was told that in other places a personal appeal had to be made to get nomination papers signed. **Lack of interest in Parish Council elections.**

89. This apathy is much to be regretted, and in some cases it results in the appointment of persons who would not be elected if the voice of the ratepayers was heard.

90. I am very anxious that something should be done to raise the status of the Parish Councillor. I think no person should be eligible for election who is not rated for the poor, has not paid his poor-rates for year to 15th May preceding, or has a near relative in receipt of relief in the parish. In the larger parishes there should be a rental qualification. **Proposal to raise status of parish councillors.**

91. The pauperism of my district is not excessive, but I do not attribute this to the administration of the Parish Councils. It is due to other causes, and, not least, to official knowledge of the views of the Local Government Board as to relief. Where the principles laid down by the Board are strictly adhered to, applications decrease; and if an exception is made and the principle departed from, there will at once be a number of similar applications. The classes which the Board recommend should be offered indoor relief are—(1) Mothers of illegitimate children. (2) Deserted wives. (3) Persons with grown-up families. (4) Persons with collateral relatives in comfortable circumstances. (5) Wives of persons sentenced to imprisonment. (6) Generally, all persons of idle, immoral, or dissipated habits. **Effect on pauperism of adhering to Board's principles as to relief.**

92. In many parishes it is (unfortunately, I think) the practice to "let the honours go round," as it is called, and a new chairman or poorhouse delegate is elected yearly. Consistent administration is not thus secured, and the chairman cannot hold the position of influence and control which he ought to have. **Disadvantage of yearly election of Parish Council chairman, etc.**

* Cd. 2524—1905.

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Need for compulsory power to remove certain cases to poorhouse.

93. I am of opinion that compulsory removal of certain cases to the poorhouse is much required. I have seen cases of old persons lying in filth, starvation, and solitude who absolutely refused to go to the poorhouse. Removal would have been the greatest kindness to them, and relieved the outdoor Poor Law officials of anxiety and responsibility. The Board hold that the offer of the poorhouse does not free the inspector of responsibility.

Proposal to transfer tramps to police authorities.

94. With regard to vagrancy, I agree with the view of the late Departmental Committee on Vagrancy (1906) that Poor Law authorities should be relieved of the care of the vagrant; the natural authority for controlling the vagrant is the police, and with the establishment of labour colonies the number of wanderers would in time be reduced. It must be borne in mind that in Scotland the Poor Law unit is the parish. The inspector of the poor of A has nothing to do with the inspector of the parish of B, say five miles off, or knowledge of, or interest in, the management of relief in that parish. The only interest A has is to get rid of the tramp. The police area is the county, and communication can be established between police stations. In my journeys I have seen many cases of rank imposture. I have known a man with an ulcerated leg travel for years with a wife and family from one poorhouse and casual sick-house to another. He would not wait long enough in any house for his leg to be healed. It was his "stock in trade," and qualification for parochial relief and idleness.

95. This change has now become urgent, as the Local Government Board are insisting on the house (which is in the majority of cases the office) of the inspector of poor being distinguished by a sign. An inspector of poor, who is a schoolmaster, complains to me that his position is now unbearable, as he is rung up late at night by able-bodied tramps persistently demanding relief or a night's lodging.

Proposed extension of Poor Law area for rating and settlement purposes.

96. I think the Poor Law area should be extended for purposes of assessment and settlement. The advantages, I expect, would be economy in management and sounder administration. It might also assist in arresting rural depopulation. There is no doubt that the rural parishes have escaped heavy rates for many years at the expense of the urban parishes.

Proposal that each general superintendent should inspect the poorhouses of his district.

55857. (*Chairman.*) Your duties as general superintendent include not only the supervision of one of the districts of Scotland, but also the inspection of all the poorhouses in Scotland?—That is so.

55858. Assuming you were starting again, is that a system that you would recommend, or would you give the inspection of the poorhouses in a district to the inspector of that district?—I think it would be better now, considering the new forms that are issued, that each superintendent should examine the poorhouses in his own district. I do not now see the necessity of having a man going over all the country. The conditions are very much changed from the time when I commenced duty, and I do not see that there would be any difficulty in the superintendents of the different districts examining their own poorhouses, the examination of plans being done in the office, and the hospitals being under the charge of a medical inspector.

The general superintendents as inspecting officers under Public Health Act, and question as to how far it is possible to discharge the double duties.

55859. In addition to your Poor Law duties, you are inspecting officer, under the Public Health Act, of the counties within your district?—Yes, the same counties.

55860. What is the local Public Health authority in Scotland? Is it the town council in burghs?—Yes, in burghs.

55861. And in counties?—The district committee of the county council.

55862. That is rather a new combination to this Commission; how does it work? Are you able to fit in the double discharge of duty?—I do not get all the parishes in my district visited every year; but I do not think now, since the official audit, that it is at all necessary. I have a great number of small parishes that have only one or two paupers on the roll, and their expenditure is very small; I do not think it is in the least necessary to visit them annually.

55863. I was thinking of the two sets of duties: that you are the inspecting officer under the Public Health Act and you are also general superintendent of the poor. Do you find a difficulty in discharging this two-fold duty?—I make the inspection of the poorhouses my principal duty, and the special inquiries that I get from the Board I take up as soon as possible, both Poor Law and public health; then, in the other time that I have in hand, I visit parishes and public health authorities.

55864. I suppose there is this difference between the two duties: that whereas as general superintendent of the poor you make an annual inspection of the various establishments and the general administration of the poor law, as inspector under the Public Health Act you would not do that unless your attention was specially called to something?—That is so. I do not make many ordinary visits under the Public Health Act; it is principally remits that I get from the office.

Advantage of general superintendent combining Poor Law with Public Health functions.

55865. It has sometimes been suggested that there should be a greater combination of the Public Health duties with Poor Law duties; do you find, acting in that double capacity, that you get a double experience which is useful in the discharge of your work?—I think so. The poor as a rule are housed in the most insanitary parts of the town, and I find it very useful in going through a town to see the conditions in which the poor are living.

55866. In consequence of this combination, are you able more accurately to diagnose a particular disease, or to say whether a particular trouble was connected with the Poor Law or the Public Health?—Under the Public Health Act I do not take up infectious diseases at all; it is merely the question of the dwellings and drainage, and things of that kind.

Report of Departmental Committee on Medical Relief and improvements following thereon.

55867. You were a member of the committee which inquired into the Poor Law Medical Relief in Scotland. I have read the report of that committee, and you think that the result of that report has been a marked improvement generally?—I am perfectly sure of it.

55868. The condition of things as revealed by that report did not seem to be very satisfactory in some parts of Scotland?—In some parts. I think on the whole there was nothing very bad discovered.

55869. The system in England, of course, is different, but it seemed to me that the medical and nursing conditions were not up to the standard which prevails either in England or Ireland?—You are referring to the medical relief in poorhouses?

55870. Yes, and the nursing?—I do not feel inclined to admit that.

Reports by poorhouse medical officers, and advantages thereof.

55871. Certain changes have been made for the better since this report was received: the medical officers now report to the Board?—Yes; they report to their house committees, and their reports are sent on to the Board.

55872. That is a procedure which is accepted by the Parish Councils, I suppose?—Yes.

55873. The medical officer has been put in a better position than before with regard to the general management of the poorhouse?—That is so. As a rule formerly it was understood that the medical officers simply came into the house and looked at the sick and attended to them, and did not pay any particular attention to the general management of the house.

Classes for whom poorhouses were established, and method of providing for the sick.

55874. Passing on to the establishment of poorhouses, they were established for three different classes apparently: the aged and friendless impotent poor, persons of weak or unsound mind, and, lastly, those who were of dissipated and improvident habits. Those are the three classes for which the poorhouse was intended?—Yes.

55875. Was the general practice to establish a separate infirmary in those poorhouses?—No; there were just separate wards for the sick. That was the usual custom at first.

Need for further classification, and difficulty arising from small Poor Law areas.

55876. But, looking to the great distinction between the three classes, according to our modern ideas, it seems almost essential that there should be a classification, if possible, of them?—Most certainly.

55877. And the small area of the unit of administration makes that classification very difficult in places?—Yes, outside of the large town parishes.

Difficulty of enforcing law as to non-relief of able-bodied, and means taken to evade it.

55878. The law in Scotland is against giving relief to the able-bodied poor and also to their dependants. That is a difficult provision to rigorously enforce, but I understand, through the administration of the Poor Law Act,

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the medical officer enables the local authority rather to get round that?—That is so. There are very few cases where a man would be refused relief simply because he was able-bodied if there were destitution.

55879. It is the same as regards the dependants, is it not? The dependants are dealt with more under the Minute of the Local Government Board, are they not?—It is the parent, the head of the house, that we relieve; in every case he becomes the pauper.

55880. It is illegal to give relief to the dependants of able-bodied persons?—Yes, I understand so.

55881. Is that difficulty got over by the doctor's certificate, or is the order or suggestion of the Local Government Board, which was sent round I think in 1900, acted upon: that the letter of the law should not be too rigorously enforced?—That principle is certainly followed.

Statutory position of poorhouse medical officer.

55882. The medical officer of the poorhouse, therefore, to a certain extent solves the difficulty about the able-bodied. He is not a statutory officer, is he; he has no statutory position?—Yes, he has. A medical officer is bound to be appointed to the poorhouse.

55883. Can he be removed by the Parish Council without the assent of the Local Government Board?—It is understood not; he has the same tenure of office as an inspector of poor.

Evasion of law as to non-relief of able-bodied.

55884. What I was rather coming to was this: it seemed to me that the letter of the law is a little too rigid, and it has been necessary to have recourse to these steps in order rather to get round it; that is so, I suppose?—Yes, that is so.

Lunatic wards of poorhouses, their certification; classes of patients and success, etc.

55885. Can the Board of Lunacy grant certificates for the establishment of lunatic wards in the poorhouses?—They can.

55886. Is that now a common practice in Scotland?—No; I have given the number.

55887. I see, according to paragraph 13, there are twelve?—Yes, twelve poorhouses have lunatic wards.

55888. They, I suppose, deal with the patients whom you describe as not dangerous?—Not dangerous and not curable.

55889. How does that work in practice?—Very well indeed; for my own part I should like to see it very much extended.

55890. I assume it is much less costly than treating the patients in asylums?—Much less costly than in asylums.

The General Board of Lunacy and its functions as to asylums.

55891. How is the General Board of Lunacy appointed? Is it nominated by the Secretary for Scotland?—By the Crown, I think; but that matter has never come under my notice.

55892. It is a separate department?—A separate department from the Local Government Board altogether.

55893. Is the duty now imposed upon it of providing the necessary accommodation for lunatics? How is it managed?—They license the different lunatic asylums: the royal asylums and district asylums for the accommodation of lunatics.

55894. I suppose the local authority provides the accommodation, and they certify it and inspect it?—The Lunacy Board inspects it.

55895. And they certify it?—Yes; and the Parish Councils have no representation on the district committees.

Advantages of maintaining lunatics in lunatic wards of poorhouses, and attitude of General Board of Lunacy thereto.

55896. It is only an inspection board; they do not provide accommodation, do they?—They do not pay for it; they pay for nothing except the inspection. Might I mention my reason for saying I would like to see this extended? It is that the diet of the lunatics in the lunatic wards of a poorhouse is much better than the ordinary poorhouse dietary, and it is all made together, and the ordinary inmates get some benefit from that dietary; and, on the other hand, the inmates in the lunatic wards of a poorhouse are able-bodied people and can do a great deal of work, and in our poorhouses now we are getting very few people sent in, especially in the country poorhouses, who are able to do any work at all, and the lunatics are of great assistance in keeping the house clean and tidy. I may mention that the best of them do that in the ordinary wards as well as in the lunatic wards. They work in the garden, and so forth.

55897. This work, I suppose, is good as a rule for this particular class?—Very good for them.

55898. So that in fact you are so far satisfied with the system that you would like to see it extended?—Yes. The Lunacy Board for a number of years were very much against it. I proposed in a number of different poorhouses that they should have lunatic wards, but the Lunacy Board were against it. However, there have been some changes in the Lunacy Board lately, and the present Board are more in favour of extending them.

Pauper nursing in poorhouses, and decrease thereof since Departmental Committee's report.

55899. We now go on to poorhouse hospitals and sick wards. There are still a good many poorhouses, I see, that have no trained sick nurse?—Yes, a number.

55900. I assume since this report of the Departmental Committee of 1904 was issued the number has diminished?—Yes; as I have mentioned, the committees are taking every opportunity when a vacancy occurs for appointing a trained nurse-matron. There has been one appointed since I wrote out this *précis*.

55901. You have no power, have you, under the Local Government Board, to insist upon trained nurses?—No.

55902. You can only suggest it?—Yes.

Beneficial results of special poorhouse treatment of phthisis, and need for power to detain cases.

55903. Coming to phthisis, in certain cases the special treatment of phthisis in poorhouses seems to have attained satisfactory results?—Yes, in a few cases. As I have mentioned here, it is a very disheartening thing treating phthisis in poorhouses, for we have no means of detaining them even if it were to do them good; they go out and then come back, and nothing can be done for them.

Provision for phthisis by sanitary authorities, and effect thereof on attitude of Parish Councils as to phthisis.

55904. Do you think one reason why Parish Councils have not made more effort to deal with phthisis is that they think there is a prospect of these cases being taken over by the local authority under the Public Health Act, or by private benevolence?—Yes.

55905. Is there a great desire on the part of local authorities other than the Poor Law authorities to deal with these cases?—Yes; in Lanarkshire, the authority under the Public Health Act are taking those cases into their infectious disease hospitals. There has been very little infectious disease in some parts of Scotland during the last year, and they have been making use of their empty hospitals for the treatment of phthisis, and in other cases erecting outdoor sheds in the grounds of the infectious hospitals.

55906. Is that confined to Glasgow?—I am speaking of outside Glasgow, I am speaking of the county of Lanark.

Provision for phthisis at Craiglockhart poorhouse, and results thereof.

55907. Has anything of the same kind been done at Craiglockhart?—In the poorhouse at Craiglockhart there are special provisions for phthisis cases, and sheds for outdoor treatment.

55908. That, of course, is a Poor Law thing?—Yes.

55909. That treatment at Craiglockhart has been satisfactory, as far as you know?—Yes.

55910. (*Mr Patten MacDougall.*) It is not an extensive scheme, is it?—Yes, there is a considerable number there.

55911. (*Chairman.*) As far as I can recollect, the results have not been as satisfactory as they might have been, because the cases did not come into the hands of the Poor Law until they were far advanced?—As a rule; but there is an advantage to be gained there in taking those advanced cases away from the small houses in which they are living, perhaps one- or two-roomed houses, and preventing the spread of the infectious disease to the other members of the family. I think it is more beneficial that way than in curing the patients themselves.

The boarding out of phthisis cases; its results and limitations.

55912. One or two Parish Councils have adopted the system of boarding out the phthisis cases?—Yes.

55913. That is a new departure?—Within the last two or three years.

55914. You give, in your statement, two cases where it has been very satisfactory?—Yes; and I have heard recently that those men are still in very good health and at work.

55915. The cost of methods like this is not great?—No, very much smaller than sanatorium treatment.

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55916. Of course there is a limit, but this system could be extended to some extent?—Yes, but not to any great extent. There is not accommodation available in the country to provide for a great number of cases; and people do not care to take them in either.

Effect of an official audit on monotony of poorhouse dietary, and proposed remedy.

55917. Now we come to the question of diet. You seem to think there is a connection rather between diet and auditing?—There is no doubt of it. I have heard that repeated quite recently.

55918. The simpler the diet and the more monotonous, the easier the audit?—The book-keeping is easier.

55919. To remedy that the medical officer must come in?—That is my solution of it at the present time. I was in a poorhouse last week in a country district where the inmates do not have potatoes, except for a week or two in the autumn, from one year's end to the other.

55920. The dietary has been enlarged since the report of the Departmental Committee?—In certain cases.

55921. You did go into that question, did you not?—Not to any great extent. There was an amended dietary issued by the Board previous to that, in 1898.

55922. The diet is not as varied in Scotland as it is under the English rule, is it?—I could not speak as to that, but it is not sufficiently varied, to my mind, at the present time, especially in the Highland poorhouses. They put on the same sort of scale as the Lowland poorhouses; the people have brose or soup and baker's bread every day, and some butcher's meat. I would feel inclined to give them a much greater variety and give them herrings and potatoes, and oat-cakes and scones, and things of that kind that they have been accustomed to live on before they came into the poorhouse; they would relish it very much better.

Waste of food in poorhouses.

55923. Is there much waste in consequence of the uniform diet?—A great deal of waste.

Effect of inefficient poorhouse staff on monotony of dietary.

55924. The question of the improvement of the diet is not a question of expenditure so much as it is of trouble and attention?—Yes. In a number of poorhouses they have very few women to do the cooking now, perhaps the matron and one young woman, or something of that kind; and it saves her a great deal of trouble to have the dietary the same. There is no one to help her in baking, or paring the potatoes, or anything of that kind.

55925. She gets into a groove?—Yes.

Objection to detaining children in poorhouse.

55926. Coming to the children, your evidence, I think, is in accordance with that of a good many other witnesses, namely, that it is a mistake to detain children in the large town poorhouses?—In any poorhouse.

Increasing number of children in Scottish poorhouses, and reasons therefor.

55927. If you look at your table, the figures of the children retained in poorhouses seem to have gone up a good deal of recent years?—Yes, I was rather surprised at that, and that is why I added paragraph 28, because you will find that it is these large poorhouses where they have provided special accommodation for them that account for the increase in the numbers, and there is no doubt whatever that the Society for the Prevention of Cruelty to Children has been much more active in all the towns of recent years, and they are sending a great number of children into the poorhouses when the parents have been prosecuted for neglecting them, or have deserted them.

Provision for pauper children in Glasgow and Govan parishes.

55928. There is a large increase; it is an increase of 500 since 1889?—Yes, but this Stobhill Hospital that I speak of there at Glasgow has been built since that time. You will see that Glasgow and Govan have special buildings set apart for children, having respectively accommodation for 636 and 180 children; and on the 1st January last those were occupied by 625 and 153 children, so those two places alone account for 778 children, about half of the whole.

55929. These two parishes, recognising the evil, have made special preparations to meet it?—Yes, and in those two places the children are kept apart from the other inmates entirely.

55930. The whole policy and pressure of the Board is against the retention of children in poorhouses?—Yes, it is very strong. I visit a number of poorhouses in the country districts where there is not a single child in the poorhouse.

55931. (*Mr Bentham.*) They are in the poorhouse grounds at Stobhill, are they not, and are under the charge of the house committee?—Yes. That is Stobhill that I have referred to here.

55932. They are not removed really from the poorhouse?—No, they are within separate buildings in the poorhouse grounds.

55933. Does that apply to Govan also?—Yes.

55934. In no single instance are they removed entirely away from the poorhouse?—Not healthy children.

Statistics of pauperism.

55935. (*Chairman.*) Coming on to the statistics relating to pauperism in your district, paragraphs 33 and 34, they show the same characteristics as nearly all the figures brought before us, which are an increase of pauperism in the town, and a certain diminution in the agricultural districts?—Yes. Since I made up this table I have been able to make up a later table comparing January of this year with January of last year, and I find that the increase in Lanarkshire is now arrested. It has not become a decrease yet, but during the last two years it is arrested; the increase is not so great.

55936. The tendency of the population in agricultural districts is to decrease very slightly, but to decrease?—Yes.

55937. That generally means that the proportion of old people is increased as they are left behind?—That is so.

55938. Therefore one might assume that the percentages would have gone up in the agricultural districts?—Yes.

Poor Law difficulties in populous districts.

55939. Then almost the main difficulties of the administration of the Poor Law are in the crowded centres in your district?—Yes, the pauperism to be dealt with there is much higher.

55940. And it is much more difficult to deal with?—Yes.

Satisfactory Poor Law administration in rural districts.

55941. You would say as regards the rural administration that there is not very much amiss, and not very much that is capable of improvement under the existing law?—In the rural districts I do not think you can expect much improvement; the inspectors there know, some time before, cases which will apply; they are just waiting for applications from different people.

55942. You have been for many years associated with the Poor Law, have you not?—Thirty-nine years.

Increasing Poor Law difficulties in populous districts.

55943. Taking these big towns, should you say that the conditions with which the Poor Law authorities have to deal are more difficult now than they used to be?—I have only been outdoor officer for fifteen years, so I cannot go further back than that as to the visiting of the different places, but in that time, owing to the improvement in poorhouse hospitals in large towns, the class of applicants are from a higher class which would not have applied formerly.

55944. Do you think the problems they have to deal with now are more difficult than they used to be?—As to the class of applicants that they have to deal with?

55945. Yes, and the conditions surrounding the applicants?—Yes, I think so.

Question as to difficulty of obtaining suitable Parish Councillors.

55946. As regards the composition of the authority, taking the rural districts, would you say it was satisfactory?—Yes, I think so, in the rural districts.

55947. And in the towns? That is more doubtful, is it?—Yes, it is more doubtful.

55948. Is there a difficulty in getting capable men to do the work in the Glasgow parish, which is by far the largest?—There is, and I find at each election the class of councillors that are elected is not so good.

Question as to Glasgow Parish Councillors being able to devote sufficient time to Poor Law duties.

55949. The Poor Law work of that very large parish must entail the expenditure of a good deal of time and trouble?—A good deal of time and trouble to committees. I was not very long ago in the Glasgow office, and I came out with one of the members of a committee that I was attending, and he said he had been on committee every day of that week; he had scarcely been able to devote any time to his own business.

55950. That is on relief committees?—Different com-

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mittees. He was a good business man, and his services were valued on all the committees.

55951. I assume that some of the councillors really have great difficulty in giving up the necessary time?—They do it fairly well.

Question as to sufficiency of numbers of Parish Councillors in Glasgow and elsewhere.

55952. As regards the number, is thirty-one, in your judgment, sufficient?—I do not think so, in Glasgow; but it is quite sufficient in any other parish that I am acquainted with. You asked me if the administration was satisfactory in the rural parishes; it is, as far as it goes at the present time; but I think it might be improved by combining a number of the parishes. In a number of parishes they have a Parish Council elected of five, six or eight members, and they meet twice a year and have practically nothing to do. Perhaps they have one application for relief to attend to, and then look after the finance matters.

Proposal to combine small rural parishes and suggested new Poor Law areas.

55953. Let us follow that up a little: supposing you had to form an ideal scheme, sweeping away all difficulties of boundaries, you would, I assume, like to have a much larger area in the rural districts?—I think it would be a great advantage.

55954. Assuming you had that area, there would be no particular difficulty about the poorhouse, or about institutional relief, because you would either be able to shut up some of the existing poorhouses, or, if you wanted them, you would be able to classify much easier?—In some districts certainly. My own idea, if the area was to be extended, was to take the present poorhouse combination as the new area for all Poor Law purposes. The parishes in a poorhouse combination at the present time have to pay for the upkeep of the house and buildings, and each separate parish pays for the paupers that they send in. A number of those combination poorhouses are very empty, because the parishes will pay for the up-keep of the buildings, but when it comes to sending people into the poorhouse that they have to pay for themselves, they are reluctant to do it; they would rather give them a dole of outside relief, when perhaps they were proper cases for indoor relief. If the indoor charge was spread over the whole of the district, the poorhouse would be better filled.

Effect on Poor Law administration of method of charging combination poorhouse expenditure.

55955. If a number of parishes combine do they divide equally amongst them the initial cost of establishing a poorhouse?—Not equally among them.

Method of charging combination poorhouse expenditure.

55956. Proportionately?—Yes.

55957. Then having paid proportionately a certain part of the initial expenditure they can send their paupers there, and each parish pays for the cost?—Yes, they pay for the cost of their maintenance.

55958. Which is settled between the different parishes?—It is made up at the end of each year, when the books are audited, and it is found what the cost is.

55959. If there is a dispute, do you adjudicate as to what should be the proper payment?—I do not recollect any dispute ever having arisen as to the cost in a combination poorhouse.

55960. (*Mr Patten-MacDougall.*) There is generally a contract, I think?—Yes, an agreement.

55961. Under which so many parishes join in the combination, and each parish has a right to a certain number of beds?—That is so.

Parishes having "boarding rights" in a poorhouse.

55962. (*Chairman.*) Is there any system by which a parish does not contribute towards the initial expense of a poorhouse, but makes a contract with a parish that it may send its paupers there?—Yes, that is what we call "boarding parishes"; the House Committee have the right to take in boarders, and they fix the rate that they are to charge for the boarders, but those parishes have no say in the management of the house.

55963. Does that system work fairly well now?—Very well.

55964. Both systems work well?—Yes, I think so. I do not see any reason for a change in either the one system or the other.

55965. Have you both systems in force in your district?—Yes.

55966. I suppose it is where the parishes are very small that they have this contract system which enables them to send their poor without participating in the initial cost?—We have some fairly large parishes that board, medium-sized parishes that have no share in the house.

Sale of poorhouse shares by one parish to another.

55967. (*Mr Patten-MacDougall.*) Where a parish finds that all their beds are not occupied, and they have no use for them, they are able to dispose of them to some parishes which find their demands for beds increase?—Yes.

55968. (*Mr Booth.*) If they are disposed of, do they get payment?—Yes; it frequently occurs that some of the parishes have, in the combination, gone down in population, and others have increased, and they sell shares between one and the other, with the consent of the Local Government Board.

Advantages of system of poorhouse boarders.

55969. (*Chairman.*) I suppose the contracting system, if properly utilised, very much facilitates the combination of parishes. It is a simple and easy method by which a parish can avoid building a poorhouse of its own?—Yes.

Method of settling disputes as to combination poorhouse charges.

55970. And yet come in and participate?—Yes, they get the use of it by paying. You asked a little while ago if there were any disputes with regard to the charges. It occurred to me afterwards that there is a form of agreement drawn up between the parishes, and there is always a clause at the end of it that if there is any dispute it is to be settled either by the Secretary of the Local Government Board, or by the sheriff, or some other person.

55971. (*Mr Patten-MacDougall.*) An arbitration clause?—Yes.

Public Health, etc. districts in Lanarkshire.

55972. (*Chairman.*) Following up your memorandum, you deal with some health questions in paragraph 35 and onwards. The county of Lanark is divided into three wards for public health purposes; how do those agree with the Poor Law division?—The Poor Law division is the parish.

55973. Is not Glasgow in Lanarkshire?—Yes, but that is a burgh; I am speaking here of the landward parts.

Effect of housing conditions on pauperism.

55974. You consider the housing conditions of some parishes are very bad—Port-Glasgow for instance?—Yes; that is in Renfrewshire.

55975. Do you trace any direct connection between bad housing and rising pauperism?—Very strongly everywhere.

55976. You would say it is a great contributing cause?—Certainly, it is most natural. Of course the people that have come down in the scale of life, and cannot afford to pay high rents, have naturally drifted into the slums.

Refusal of Parish Council to give out-relief to persons living in unsanitary dwellings.

55977. Has any Poor Law authority ever declined to give out-relief to people residing in a certain district on account of the unsanitary conditions?—Yes, frequently they have only offered the poorhouse on account of the insanitary conditions in which they were dwelling.

55978. Has that been effective?—Yes, I should say so. That has principally been in the case of widows with children; they had gone in the slum dwellings, and the Parish Council did not think it was a proper place to grant them outdoor relief, and would only give them the poorhouse.

55979. I think it is sometimes alleged that the effect of outdoor relief being given to the inmates of these slums puts up the value of the slum property?—It may, to some extent.

55980. It is a common practice to decline to give relief?—Yes, it frequently occurs.

55981. Is the area ever a large one; would it go so far as to be a long street or a considerable area, or would it be only one or two houses that are specially selected?—It is generally the back lanes off the streets. In a number of these places there are lanes at the back, and a better street has been built in front and shut them out.

Report on Port Glasgow housing conditions, and improvements following thereon.

55982. In your statement, you give an extract from the report which you and the medical inspector made, showing a very bad state of affairs. Did anything happen on that report?—They have made some improvement.

55983. (*Mr Booth.*) When was the report made?—About two years ago, I think.

55984. (*Chairman.*) There has been some improvement?—There has been a slight improvement.

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55985. (*Mr Patten-MacDougall.*) The Local Government Board have taken distinct action?—They have.

Illegitimacy in Wigtownshire, etc., and effect of refusal of relief to women with illegitimate children.

55986. (*Chairman.*) The figures you give here are interesting; I do not know that they call for any special attention, but in paragraph 55 you say that Wigtownshire has an unenviable notoriety for illegitimacy?—That is so.

55987. It has been suggested, I think, that in places where Poor Law assistance has been refused to a woman with illegitimate children, it has had a tendency to stop illegitimacy?—Pauper illegitimacy.

55988. In certain cases the woman has become married; has anything of that kind come to your knowledge?—No; in Kirkcudbright and Wigtown the illegitimacy is as high as ever.

55989. That is rather a feature of certain rural districts in Scotland, is it not?—It is.

Effect of providing Poor Law hospitals apart from the poorhouse.

55990. Passing on to the county of Lanark, in paragraph 64 you give various reasons which have contributed to the increase of pauperism, and you add that Glasgow has erected three new and splendidly equipped hospitals; are those general hospitals, or under the Poor Law?—They are under the Poor Law; I am only speaking of the Poor Law.

55991. They are under the Poor Law, but because they are not associated with the poorhouse, admission to them is eagerly sought for, and reckoned no disgrace?—That is so.

Effect of Employers' Liability Act on pauperism.

55992. In paragraph 68 you point out that the increase of pauperism is chiefly in males. You think that the Employers' Liability Act has in some way contributed to that result?—Most certainly.

55993. You have no figures to support that, have you; it is a general impression?—No, I have no figures.

55994. Is that the general impression of all the people you have come in contact with?—Yes, most strongly.

55995. You have no doubt in your own mind?—None whatever.

Publication of lists of paupers, and advantages thereof.

55996. Some of the parishes publish lists of those who are in receipt of Poor Law relief?—It is very general now in my district.

55997. You are in favour of that practice?—Strongly in favour of it.

55998. I do not know if you state it, but I think I have read somewhere that a result of the publication has not unfrequently tended to a reduction of pauperism?—I know a number of cases where it has. By the publication of those on the roll, the inspector has got information from neighbours that he never would have found out otherwise.

General superintendent's inspection of individual cases receiving relief; its objects, etc.

55999. You, as general superintendent, occasionally look into individual cases?—Frequently.

56000. You consider that a part of your duty?—I have been advised by the Board to do so.

56001. On the whole, you find that, though your interference is sometimes resented, the local authorities become accustomed to it and submit to it?—Yes; on the whole my suggestions have been favourably received. I have no cause to complain at all of the way in which they have been received by the Parish Councils. Sometimes they have been able to bring forward further information with regard to the cases than I had at the time when I visited them.

56002. I suppose one of your objects is to establish something like a uniformity of practice?—Yes.

Effect on paupers' allowances of appeal against inadequate relief.

56003. You have said nothing here about the appeals to the Local Government Board as regards inadequate relief?—No, I have not mentioned that.

56004. How does that operate, in your judgment; does it tend, do you think, to establish uniformity?—I think the existence of it is a very good thing, because I have known numbers of cases where the allowance has not been sufficient, and it has been increased because the Parish Council thought that if they did not increase it there would be an appeal to the Local Government Board. These appeals have fallen off very much of late years, and I think it is for that reason that the Parish Councils are now more liberal than the parochial boards were in former days; and when a person asks for an increase of aliment, and they know there is an appeal to the Local Government Board behind it, they are more ready to grant the increase than formerly.

56005. I suppose it gives the Parish Councils rather a line to guide their action by?—I wish they would accept it more.

Appeals by poor persons to sheriffs; divergent decisions and advantage of appeal being made to Local Government Board.

56006. Turning to the other appeal, the appeal to the sheriffs, are you in favour of maintaining that appeal, or would you like the Local Government Board to act in those matters?—If the Local Government Board were able to undertake it, I should certainly have the appeal to the Local Government Board. You would then have uniformity. Now, you have such a difference in different counties. I know some districts, I will not define them, where there is no appeal taken to the sheriff at all, because the Parish Council are of opinion it is no use.

56007. The decisions vary very much?—Very much indeed.

56008. The discrepancy between the decisions, of course, then gets known?—Yes.

56009. I assume there are many more appeals to certain sheriffs than there are to others?—Very many more. Talking of the sheriffs, I do not know whether it is worth mentioning, but the appeal is very seldom to the sheriff, it is to the sheriff-substitute.

56010. He hears them as a rule, does he?—Yes, the sheriff is the sheriff of the county, and there are several sheriff-substitutes; in Lanarkshire there are eight sheriffs'-substitute, and they hear those appeals.

56011. (*Miss Hill.*) Are they allocated to particular districts?—Yes.

56012. (*Mr Patten-MacDougall.*) The sheriff-substitute is also an official appointed by the Crown?—Yes.

Divergent decisions by sheriffs as to maintenance orders.

56013. But there is no appeal from the sheriff-substitute to the sheriff in a case as to the refusal of relief?—There is not. Of course there are other matters in the Poor Law which come before the sheriff-substitute with regard to actions against sons to maintain their parents, and the same want of uniformity prevails there.

Need for power to administer compensation monies paid to widows on death of their husbands.

56014. (*Chairman.*) Coming on to the payments made under the Employers' Liability Act, you would like trustees to be appointed to safeguard the money given, and prevent it being squandered?—Yes, where there are children. I have known several cases. I came across one within the last few weeks, where a woman with a family got £150 under the Employers' Liability Act, and it was completely gone within two months, and she applied for relief, quite destitute.

56015. Let us follow up your suggestion; is it the sheriff who awards the compensation?—Only in cases of dispute and they go to the Court of Session.

56016. You would like to have some power of protecting or allotting the money, even when it was paid without the applicant having gone into court?—Yes, I do not think it would be any hardship to any person, because if the trustees knew that it was a widow that could be trusted, they could give her the money right away, and if they had doubts they could keep it in their hands for the benefit of the children.

56017. Have you any idea of how it could be done in those cases where no public official or judicial official was approached?—The sheriff could appoint trustees in each case; I do not think it would be very hard work.

56018. How would the sheriff have cognizance of the matter?—I expect you would require to change the law to bring this about.

56019. Would you have it that the sheriff or some judicial authority should have cognizance of it?—Yes.

56020. In every case of a payment made, in order that he might protect the interests of the children, or the future interests of the wife to whom the money was paid?—Yes; of course I am speaking here principally of the mining districts, where those accidents mostly occur.

56021. (*Mr Patten-MacDougall.*) Where can you draw the line; must not it apply to everybody?—Certainly; but it comes very prominently before you in those districts.

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Need for further use of the poorhouse test, and question of expediency thereof under existing system of classification.

56022. (*Chairman.*) Coming on to paragraph 82, you do not think the poorhouse test is used as strictly as it might be?—Certainly not.

56023. The poorhouse test has grown up, as I understand it, in the administration of the Scottish Poor Law. Originally the poorhouse was not established for the purpose of being a test, but to receive certain classes of paupers?—Yes. When I speak of the poorhouse test I mean the test of offering the poorhouse, not the testing of the inmates after they have gone in.

56024. It seems to me if you want to make any institution a real test you must begin by classifying?—It is quite necessary.

56025. Otherwise it does not seem to me quite a fair test, because a person might be poor or destitute to such an extent as to be ready to go into the poorhouse, and submit to the stigma of the restrictions which the poorhouse imposed, but would not be prepared to be associated with the dissolute and disreputable people who were inside the house?—I would not call that a test case at all.

56026. Is that not now rather the test that is imposed?—What I refer to is people that could provide for themselves outside, or have relatives that could provide for them, and they are given outdoor relief instead of the offer of the poorhouse.

56027. I was rather thinking of the case of a person who came up and was offered the poorhouse, for instance, and would not accept it, though in very straitened circumstances?—I should hold that the poorhouse test had been applied in that case. If the poorhouse had been offered, then your test was applied, and it had acted properly.

56028. Is it quite a fair test?—I think so. The Local Government Board hold that if a person is certified able to be removed to the poorhouse, it is a proper offer of relief.

56029. I am putting a hypothetical case. What may prevent a respectable person who is destitute from accepting the poorhouse is not so much that they object to the restriction or stigma, but the association with the disreputable people who are sent to the poorhouse?—That is certainly so; they ought not to be associated in the poorhouse with disreputable people. You are speaking of people who might be tested, because they were supposed to have means, or might be able to provide for themselves otherwise?

56030. Yes.—I think you are quite right there.

56031. Classification by which you could dissociate these different classes by putting them, if possible, in different institutions would make the poorhouse a fair test, would it not?—Certainly.

Success of boarding-out system, and objection to boarding children with relatives.

56032. Now we come to the children; you are very well satisfied with the system of boarding out?—Yes, I am, on the whole.

56033. We have heard such a glowing account of it, that I should like to hear any of the objections to the system which are present to your mind?—I have mentioned here one class of case where the children are not really boarded out, but are left with relatives, a grandmother or an aunt, or an elder brother and sister, at a low rate of aliment. If you are to call those boarded-out cases I do not think that they are so satisfactory as they might be. I have visited some of those cases where they were in charge of an elder brother and sister, and the brother was out working all day, and probably the sister too, and the children were just left very much to themselves; but that is scarcely pure boarding out. If the boarding out was limited to cases where they have been actually taken by the Parish Council and lodged in dwellings approved of by the Parish Council, I think the system is most satisfactory in every case that I have seen.

56034. The assumption that the relative is prepared to take a less sum and look as well after the children as an outsider is rather a risky experiment, you think?—It is.

56035. Otherwise you think the system has worked well?—Very well.

56036. And, as far as you know, children who have been so boarded out have not come back on the Poor Law?—Very few of them have been able to be traced back on to the Poor Law, whereas, on the other hand, we have many cases of children that have been brought up in poorhouses that have, in after years, become chargeable.

Question of extending custodial age of Poor Law children.

56037. Have you any views about the age at which the control of the guardians over children should cease; or, to put it in another way, should the age be extended?—I think it would require to be dealt with in individual cases very much. I do not think you could lay down any hard and fast rule with regard to that. I was thinking over it in the case of girls. For instance, if a girl gets into a situation, such as domestic service, after she is able to provide for herself for a little, I think the employer would resent the interference of the parish authorities, and it would be against the interests of the girl.

56038. I was thinking more of the boys. It is sometimes stated that there is rather a dangerous period when they cease to have the protection of the Poor Law authority, and go out, and yet are not strong enough quite to stand by themselves?—In a great number of cases the Parish Councils continue an allowance until they are able to maintain themselves.

56039. They do?—Yes, in a number of cases.

Poor relief in supplementation of wages of boys going out to work.

56040. To enable them to get lodgings?—Of course when a boy goes into an apprenticeship, or anything of that kind, he earns a very small wage, and he is not able to provide for himself, and the allowance is frequently continued. On the other hand, in a great number of cases when they have been boarded out in country places, the guardians find employment for them, and the Parish Council do not require to provide anything for them further than giving them an outfit to start with.

Lack of interest in Parish Council elections in rural districts and small towns, and suggested larger Poor Law areas as a remedy therefor.

56041. You find very little interest taken in the election of parish councillors?—Very little interest.

56042. In Glasgow is not the parish election held about the same time as the burgh election?—Yes; I am speaking more in respect of the country places.

56043. What was the result in Glasgow; did it increase the interest?—There is more interest taken in the large towns.

56044. Did they not try the experiment of having the elections for two sets of bodies on the same day?—Yes.

56045. It is in rural districts you find the interest is the least?—In rural districts and country towns.

56046. Can you suggest anything with regard to that?—My idea was that if there was a larger area, and councillors were elected for it, there would be more interest in the working, having more applications for relief and larger finances to manage.

56047. And a proportionately less number from the area?—Yes, certainly.

Instance of need for larger Poor Law areas.

56048. Really, many of your suggestions and your experience tend in the direction of larger areas?—Certainly. I have drawn up a table showing seventeen parishes with at least five councillors in each; that is a tremendous body of men to manage the affairs of about 230 paupers. (*See App. No. CLX. (B).*)

Proposed compulsory removal of certain cases to poorhouse.

56049. Eighty-five councillors to manage 230 paupers. You would like to have some power of compulsion with regard to the removal of persons who are living in filthy and unsanitary conditions. I assume that this compulsion should take the form of appealing to a judicial authority, or would you make it inherent in the Poor Law?—No; an appeal to a judicial authority.

Difficulties as to detaining "ins and outs" in poorhouses.

56050. If you ask for compulsory powers, you would confine them merely to the cases just mentioned, or are there other cases where you would wish to detain people in the poorhouse—ins-and-outs, for instance?—I am not so clear upon that point; I think there are difficulties in the way of it. In the first place, you would convert the poorhouse to a certain extent into a prison, and unless we could have better classification in the poorhouse, you would have those people who were detained there compulsorily mixed with the others who had freedom. It would require to a very large extent a reconstruction of a great many of our poorhouses, unless you could select poorhouses specially for that purpose. But I think it would

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be better to have them in separate institutions altogether, not in the poorhouses. Another thing, it would upset the present law of Scotland, because after being detained in these poorhouses for some time they might become able-bodied and quite able to maintain themselves, and you would have an able-bodied person, certified able-bodied, detained in the poorhouse instead of being sent out to work.

Advantage of detaining feeble-minded women.

56051. There is another class of person it is suggested it would be desirable to detain, that is the feeble-minded women?—I think it would be a great advantage in that case. I gave evidence before the Feeble-minded Commission some time ago, and gave them some tables showing the class of women in poorhouses that had been in and out, and some of them had as many as ten illegitimate children.

56052. Most of whom, I suppose, if they lived, came upon the rates?—I cannot say as to that; some of them did. I may mention that at a special inquiry which I held in a poorhouse with regard to a woman who had had ten illegitimate children, I examined her, but she could not tell me, even counting on her fingers, how many children she had had, or what had become of them.

The vagrancy problem in Scotland, and proposal to place vagrants under control of police.

56053. Passing on to vagrancy, is the sturdy vagrant rather a source of alarm and terror to women living in out-of-the-way houses on the hillside?—The sturdy vagrants do not go off the main roads very much, but they are a very great nuisance.

56054. It has been suggested, I think, that they rather frighten women when their husbands are out at work?—Most certainly; they call at lonely houses.

56055. Is vagrancy on the increase in Scotland now?—I have not any figures to show exactly, but during the last winter the number of applications that have been made to inspectors of the poor on certain routes have been very much on the increase.

56056. You are in favour of placing them under the police?—I am.

Insuitability of existing Poor Law areas for dealing with vagrants.

Tramps *en route* from Carlisle to Glasgow, and their relief.

56057. Is one of your reasons that, areas in Scotland not being very big, it would be very difficult to obtain anything like uniformity in the treatment of vagrants in contiguous districts?—My opinion is that the unit for Poor Law purposes is so small that you have no uniformity of treatment, and the only interest an inspector of poor of one parish has is to get quit of them, and to send them on to the next. I have been trying for some time to trace these vagrants up the different roads. A great number of them come from England, and they expect to be treated in the same way in Scotland as they are in England, to get their night's lodging in a casual ward and breakfast in the morning, and then be sent on. My district goes down close to Carlisle, and I have tried to follow up these vagrants along the route, and it is very curious, to show the urgency of their appeals, that the first parish on the road out from Carlisle is Gretna, and the inspector of poor there happens to live off the road about half a mile from the tramp road, and he very rarely has an application. Then they get up to Dumfries, and the inspector of poor of Dumfries has an arrangement with the police that if any person is found homeless at night, sleeping in a stair or anything of that kind, they send them into a lodging-house, and the inspector of poor pays for them. The next parish beyond Dumfries is Thornhill, which is about fifteen miles on the road towards Glasgow, and the inspector of poor there relieved seventy-seven tramps with a night's lodging in the course of last year, and he had a very curious experience. Previous to last year he was schoolmaster, and the school-house, where he lived, was about a quarter of a mile away from the main street. He removed a year ago now to within about six yards of the cross of the village, and from the main road, and, owing to the new regulation of the Local Government Board, he had to put "inspector of poor" upon his door. I wrote to ask him specially if this had been a cause of any great increase, and he says: "It certainly has, to the amount of five or six applications every week." They would not bother to go up this quarter of a mile to apply at his own house when he was at the school-house, but when he is on the road there they all apply. The next parish beyond that about fifteen miles is Sanquhar, and the inspector of poor there lives in the main street and has an office there, and he relieved 133 of those vagrants with a night's lodging during last year, and he tells me that that was not a quarter of the number of applications made to him, which he refused. The next parish is New Cumnock, where you get into a different district, a mining district with ironworks, and during the whole of last year the inspector of poor there relieved only thirty-five people, and those for the most part were real cases requiring relief. Seven of them were sent to the poorhouse, one was offered the poorhouse but declined, one was detained in the sick-house until able to be removed to the poorhouse, and two of them died in the sick-house. So that you have 77 and 133, then they drop to 35 and disappear.

56058. (*Mrs Bosanquet.*) Where do you suggest they have disappeared to?—In some cases farmers take them in and allow them to sleep in their barns and outhouses, and then when you get up to that district where there are mines, brickworks, ironworks, and things of that kind, and they go in and sleep about the furnace.

56059. You do not suggest they have gone and got work there?—No, they have not got work, I am certain of that.

56060. (*Chairman.*) The road you have taken is the great road on the west, from Carlisle?—From England up to Glasgow and Kilmarnock and those places.

Proposal to place tramps under control of police; labour colonies, etc.

56061. So long as the Poor Law unit is so very small, it is clear you cannot have anything like uniformity. Supposing the area is increased, would you still be in favour of the police dealing with the vagrants?—Certainly. I think the police are the proper parties to deal with them, because in a number of cases our inspectors of poor are not physically able to deal with a wild tramp that applies. This inspector of poor at Sanquhar is a bank agent and partner with a lawyer; they are gentlemen who would not care to tackle a wild tramp. I would give it to the police; not that the system might be continued, but that it should be stopped altogether.

56062. You would associate that with labour colonies?—Most certainly. There would be no use whatever in the police going on and continuing the present system. I want to have them taken off the road.

Proposed certificates to bona fide workmen seeking employment.

56063. Assuming that your idea was given effect to, do you wish to have associated with it some plan by which the workman legitimately in search of employment could have his movements facilitated?—Certainly.

56064. Is he to get the certificate, or whatever it is he is to get, through the police?—I do not think there would be any objection to it.

56065. Or if there were a labour bureau which was recognised in the district, he could get it from there?—Yes, that of course would be preferable, if there were such a thing.

Waste of food in poorhouses.

56066. (*Mr Lansbury.*) What I understand about the dietary is that you get a great lot of food prepared for people, which they are unable to take?—Yes, in the poorhouse.

56067. Therefore there is a great deal of waste there?—A great deal of waste.

56068. And the people the food is provided for simply go without?—Yes.

Policy as to relief of respectable widows with children.

56069. You give a good deal of outdoor relief in Scotland to widows with children, do you not?—Almost wholly outdoor.

56070. And the children that you board out away from the parents will be orphans or the children of dissolute mothers, will they?—Yes.

56071. Do you find any great harm come by giving out-relief to the mother to bring up her own children?—To a respectable widow?

56072. Always providing she is a respectable woman?—No.

56073. If care is taken that the home is a suitable one and not in a slum?—Certainly.

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Policy as to relief of respectable widows with children.

56074. Supposing you found a respectable woman in a slum, would the Poor Law people in Scotland give sufficient relief to enable her to go and live in a decent place?—Certainly.

56075. They would not take the children away merely because they were living in a slum?—No, a respectable woman would not willingly live in a slum if she could find better quarters, and I am quite sure that most of my Parish Councils would give an allowance to enable her to provide better quarters in which to bring up her children.

56076. You do not find that that does any harm to either the mother or the children?—No.

56077. Would you say that the children are better brought up by their own mothers than by foster-mothers?—I could scarcely answer that question.

56078. Which system do you think best?—I should certainly never take children away from their mother who was a respectable woman and able to look after them.

Effect of housing conditions on pauperism.

56079. I gather from you that most of the pauperism, even in the big towns, is in just small centres of those towns?—That is so.

56080. And, as a rule, they are centres where the housing accommodation is very bad and the sanitary arrangements are very bad?—As a rule.

56081. So that if a family gets down in the world at all, they drift into these districts, and there is everything which tends to drive them into pauperism?—That is so.

56082. Because of bad health and bad surroundings generally?—Yes.

Effect of out-relief on rents of slum property.

56083. The question was put to you, that the fact that outdoor relief was given to people living in the slums increased the rental value of the slums; do you think that that operates very much?—I do not think so.

56084. The amount would be so small?—I think that my reply to that question was that it may.

Dissatisfaction with present class of parish councillors; the ideal councillor, and question as to why he does not now seek election.

56085. As to the class of councillors, I take it you are dissatisfied with the present kind of person who acts as a parish councillor?—Yes, I am, in some cases.

56086. What sort of person are you on the look-out for as an ideal man or woman?—A man with business habits who has had a business training, whether he is in business at the present time or not, or may have retired and be able to devote his leisure to it, and a man who has some responsibility for the money spent, in that he is paying some fair share of it. We have men on Parish Councils who are only paying a few shillings for poor rate in a year, and voting expenditure of thousands of pounds.

56087. Take Glasgow; do the kind of people you have just named live in the town of Glasgow?—Do you mean are they available as parish councillors?

56088. Yes.—They do.

56089. They live in the town, in these parishes where the poor live?—They have a qualification.

56090. That is not what I mean; do they reside there?—The better class of the population of Glasgow, like other places, reside in the suburbs. Will that meet your point?

56091. That is all I want. I only want to know the fact?—Most of them live within the parish of Glasgow or in its near neighbourhood.

56092. Why do they not come forward if there is a number of these people available?—Because they will not associate with the men who are now in the Parish Council. I say that without any doubt.

56093. Does that apply to the town council too?—I cannot speak as to the town council.

56094. It is rather an essential point, is it not, whether the same class of man is on the town council, because what I am trying to get at is the kind of authority you propose to set up, how you propose to bring these idealistic gentlemen in to do the work?—By making a rental qualification, that is my idea.

56095. There is nothing to prevent them doing it now, is there; they are not barred out because these other people are barred in. If there are enough of them they could come forward, and if the affairs have been so badly managed they could get elected and have control?—There is nothing to prevent them if they would come forward.

56096. Do you really think that they want to come forward? Do you really think if you raised the qualification they would come forward and do the work?—I think so from former experience.

56097. It is a question of class prejudice then? They will not mix with these workmen who do not pay high rates, and that kind of thing?—Not class prejudice, please.

56098. What is it really?—I have no objection to a workman being on the Parish Council, a real *bona fide* workman who has studied the question of Poor Law relief, but that is not the class I refer to at all. We are getting agitators on who mislead the voters at their election meetings.

Question as to occupations, etc. of parish councillors in Glasgow, etc.

56099. You have got thirty-one people on the Parish Council for Glasgow. Could we have supplied to us the occupations of those gentlemen?—Certainly. There are good men on the Glasgow Parish Council.*

56100. I want to know how these thirty-one are made up, and how many fill the bill?—I think it would be a very good thing if you could get information from a number of parishes of the amount of poor rate that is paid by the parish councillors in the parish.

56101. That leads to another question. I have gathered from the Scotch evidence that the Local Government Board is continually on the lookout to see that the poor get enough relief?—I am speaking of the amount paid by the parish councillors.

Indiscriminate relief and extravagant expenditure on buildings.

56102. Exactly; but if there was a tendency to squander money on relief because people were not paying it themselves, it seems to me the Local Government Board would be likely to do the other thing, and tell people they were giving too much, but that does not seem to be, according to your evidence, the function of the Local Government Board of Scotland at all?—It is not on account of giving too much relief, but giving relief to persons who do not require it, and possibly spending money on buildings and things of that kind somewhat extravagantly.

56103. That would only be the case in the towns, would it not?—In the towns.

56104. I will not bother about that any more, because I understand we have got the list of the Glasgow Council, and we shall be able to see what it is made up of. (*Mr Loch.*) Does the list that is furnished contain the amount paid in poor rates by each person?—No.

56105. Would it illustrate your point really?—No. I might give an illustration. A man is called an engineer; he may simply be an engineer earning a trade union wage or he may be an employer of hundreds of men.

Suggested list of councillors, with their occupations, etc.

56106. (*Mr Lansbury.*) Could we have a return showing the men on the Glasgow Parish Council together with their rateable value; that is really the point?—I would be very pleased if you would extend that to the whole of the towns in Lanarkshire.

56107. I do not mind how it is extended at all. I understand that your suggestion to us is that in Scotland a man's interest in the proper administration of affairs is limited by the amount it costs him personally, that there is not such a thing as true public spirit at all?—Oh, dear, no, I would not commit myself to that.

Undesirability of drawing parish councillors from class just above pauper class.

56108. (*Chairman.*) I understand that your contention is that a certain number of persons come on who pay very little if any rates, and consequently considerations of the burden imposed by a rising rate are not present to their minds; that is the way I understand it?—That is exactly what I mean. I have taken the amount of rates paid by the parish councillors as a sort of gauge of their position. What I mean is that in a number of parishes we have a class that is far too near the pauper class to take a wide view of relief and the granting of relief. We have men on the Parish Councils whose mothers are on the poor roll, whose brothers and sisters are on the poor roll. In a parish that I visited lately

* For occupations of the members of Glasgow Parish Council, see Evidence of Mr J. R. Motion, Inspector of Poor, Q. 58087 (4).

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there is a chairman of the poorhouse committees who has a brother and a sister in the poorhouse.

56109. (*Mr Lansbury.*) You consider it undesirable that councillors should be drawn from the stratum just above pauperism?—Yes.

56110. Is there a Parish Council in your district where the majority of the members are drawn from the stratum of society just above the pauper line?—I would not like to say the majority; but I have parishes where there is a sufficient number to rule the Parish Council, or influence the Parish Council in their decisions.

56111. How many of that class are on the Glasgow Parish Council?—I cannot say. It is such a large body and so constantly changing that I cannot keep in touch with the whole of it.

Ratepayers' redress against excessive relief.

56112. Is there any appeal to the sheriff by the ratepayer because too much relief is given?—No.

56113. It is only to the Parish Council. Ratepayers, of course, can go to the Parish Council if they find a case getting out-relief that ought not to have it?—There is no statutory power of appeal. They may go privately, and often do communicate with the officials of the Parish Council, either anonymously or otherwise.

Effect of Employers' Liability Act on pauperism.

56114. I understood you to say that you had no actual figures about the Employers' Liability Act, and that it was really only a general impression?—From the visiting of parishes, yes.

56115. It is not so much a question of actually discharging men, but inability to get work after a certain age?—That is so. If a man has any defect and gets out of employment, he has the greatest difficulty in finding employment again.

Relief to able-bodied vagrants.

56116. Are the vagrants that you relieve able-bodied?—A great number of them are.

56117. So that the law against giving relief to able-bodied does not apply to the chap who is tramping round?—It is in this way: that you take the case of a woman that is tramping with children; she may be quite able-bodied and able to carry one of the children on her back for miles; she applies to an inspector of poor, and it is a pouring wet night and she has no place to go to. It would not be human on the part of the man to say: you are able-bodied, I cannot relieve you; you must lie out all night.

56118. The law is inhuman; but the common humanity of the people in Scotland will not allow it to be carried out; that is what it comes to?—Yes, and the same with men; they very often are able-bodied, but they have walked many miles and they are footsore; that is the general ailment.

The poorhouse an asylum for the aged, and the evolution of the "test" under the powers of the central authority.

56119. (*Mrs Webb.*) With regard to paragraph 8 of your statement, which deals with the preamble to section 60, the definition of a poorhouse, or the reason for a poorhouse, I notice it is only regarded here as an asylum for persons who are aged, friendless or ill; there is no mention of a test?—None. The test has grown out of the working of the system.

56120. I notice that in the Code of Poorhouse Rules in 1850, there is a distinct reference to the poorhouse as a test. I wanted to know whether it was contemplated that it should be used distinctly as a test of destitution?—At the passing of the Poor Law Act.

56121. Yes. Is there any difference of policy in this 1891 description of what a poorhouse should be for, and these 1850 poorhouse rules?—This was not 1891, this is the Act of 1845; but by the Statute Law Revision Act of 1891 it now does not form part of the statutes, it is merely regarded as a description.

56122. What is the latest statutory description of what a poorhouse should be used for?—1845.

56123. Then this holds good?—That holds good still.

56124. And there is no test there?—Except under the rules of the Local Government Board. They are drawn up by the house committees, and approved by the Local Government Board; and there are suggestions in them which actually may be regarded as statutory law because they are drawn up under the statute.

56125. So that it is contemplated by the central authority in Scotland that these poorhouses should be used both as an asylum for the sick and the aged and the poor, and also as a test for persons who are likely to deceive the Poor Law?—Yes.

Modern uses of a poorhouse, and need for better classification.

56126. It is accepted that it is not a fair test?—Yes; that there ought to be more classification in the poorhouses than there is at the present time.

56127. Would it not be better to have the sick altogether in separate infirmaries?—Most certainly.

Proposed separate infirmaries for sick and the boarding out of children.

56128. And the children in separate schools, or boarded out?—I do not want the children connected with the poorhouse at all. I would have them boarded out.

Question of handing Poor Law children over to Education Authority.

56129. Would you prefer that they should be handed over to the education authority?—And supported by them?

56130. Yes. Suppose you were to hand over all destitute children to be dealt with by the local education authority?—I do not know that it would be any improvement.

56131. You would get them free from the pauper taint then?—I do not think the pauper taint amounts to very much at the present time.

56132. You are anxious to get them out of the pauper taint?—Yes, most certainly; that is why we prefer boarding out.

56133. Would not the education authority be the natural person to superintend the children and visit them?—Would the education authority pay for them also?

56134. Supposing you had an arrangement by which the education authority, if satisfied with the home in which they resided, had power to apply for alimony to, say, a stipendiary or a superintendent relieving officer?—I think that the body that pays should always be the one that has the control of the money.

56135. Supposing you allowed the education authority to pay, would you object then?—No, if it was paid by them.

56136. Is there not, on the whole, some advantage in the children being dealt with by the education authority?—There might be.

Question of transferring sick to sanitary authorities.

56137. With regard to the sick, have you thought at all of the suggestion which has been made to us that the sick should be taken out of the Poor Law and dealt with by the public health authority?—I have not heard of the suggestion. That the sick should be taken from the Poor Law and provided for by the public health authority?

56138. Yes?—In Scotland we have two public health authorities; in the burghs we have one public health authority and in the counties we have another.

56139. There is only one public health authority for one area?—For one area; but a great many parishes have two areas and two public health authorities or more. Some of them have three or four public health authorities within the same area.

56140. But that would not matter so long as there was only one public health authority for one area, supposing you made the public health authority responsible for the treatment of the sick altogether?—You cannot have one public health authority for one area unless you change the law completely.

56141. Supposing you take the sick entirely out of the Poor Law, supposing you do as Dr Mackenzie suggests, and make the public health authority responsible for the sick?—This has come quite new upon me. I did not know that Dr Mackenzie had suggested that.

56142. I gather that from his statement of evidence; I thought perhaps you had considered it?—No, I have not seen his statement of evidence.

Provision for poorhouse sick.

56143. With regard to the poorhouses and the infirmary accommodation, the details that you give in paragraph 17 relate to forty-four poorhouses?—They relate to the whole of the poorhouses in Scotland.

56144. There are more than forty-four poorhouses?—Seventy; but the rest have no accommodation. You will notice the note at the end of that paragraph. The rest have no nurses of any kind except the matron.

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Provision for sick outdoor poor.

56145. What provision is there, in those parishes, for sick people?—In the poorhouses?

56146. In the parishes is there any other provision besides the poorhouses. Supposing a person has phthisis or cancer, what happens?—They may be treated in their own homes and attended to by the parochial medical officer.

56147. Supposing they require institutional treatment?—They cannot force it upon them. We have many cases of that kind where they would be far better off if they would go to the poorhouse and be treated there.

Inadequacy of provision for the sick in poorhouses having no trained nurses.

56148. I gather there is no accommodation at the poorhouse in these thirty parishes. I want to know what happens in one of the parishes in which there is no proper infirmary accommodation in the poorhouse; supposing a person is quite willing to go into the poorhouse, what happens?—They have accommodation without the trained nursing.

Parish Council provision for treatment of sick poor in voluntary infirmaries; question of pauperisation of such poor.

56149. But you can hardly call that accommodation, can you?—I will admit that if you like, but in most of the parishes that are anything near a large town they subscribe to the infirmaries in those towns, and any case of malignant disease, or anything of that kind, in those parishes would be removed to the nearest infirmary and treated there.

56150. They do not pay for them per week per head, they mostly subscribe?—In some cases they do that, and in other cases they subscribe.

56151. In cases where they subscribe, does the patient become a pauper in consequence?—No.

56152. When they pay for them by the week they do become paupers?—They would.

56153. So it depends on whether a Parish Council subscribes or pays by the week whether a person becomes a pauper?—It does.

56154. And whether he is chargeable to his relatives?—If he was chargeable to his relatives he would get in without applying to the Parish Council at all.

56155. Supposing the relatives are not willing to send him. Take this case, that in a parish there is no accommodation in the poorhouse for a person who is ill from cancer, say, and wants an operation; the Parish Council subscribes to a voluntary hospital in the nearest town; assuming that this destitute person, ill of cancer, is sent to that voluntary hospital under the subscription of the Parish Council, does he become chargeable to any relative to whom he is legally chargeable? (*Mr Nunn.*) Can the Parish Council charge his maintenance to his relatives?—No.

56156. (*Mrs Webb.*) He is not a pauper?—No.

56157. He is not chargeable to his relatives?—No.

56158. It is the mere chance of whether the Parish Council subscribes or whether it pays per head that makes him a pauper and chargeable to his relatives?—Exactly. Of course, those cases are somewhat rare.

Use of the poorhouse "test" to compel affluent persons to support their relatives.

56159. I notice in paragraph 91 of your statement you suggest that the poorhouse should be used as a test for persons with collateral relatives in comfortable circumstances. I would rather like to know whether you would suggest that it should be used as a test to prevent a person, who is otherwise deserving, getting outdoor relief, because they have collateral relatives who might otherwise support them?—Certainly.

Meaning of "collateral relatives."

56160. What exactly do you mean by "collateral relatives"—people not legally liable?—Persons not legally liable.

Use of poorhouse "test" to compel affluent persons to support their relatives.

56161. Supposing there was an eminently praiseworthy and deserving old person who would like outdoor relief, and was in every way fitted for it, a person who has led a perfectly blameless life, would you apply a test to force people, who are not legally liable, to support her in spite of the fact that that person would be injured by it?—I would not like to have the Poor Law administered in any way that it would be a hardship on people.

56162. What I want to get at is why should you in any way alter your attitude to a deserving old person because they happen to have collateral relatives who are not liable to support them?—I might say this is the recommendation of the Local Government Board, not mine; I am following it up.

Use of poorhouse "test" to compel affluent persons to support their relatives.

56163. I want to know whether you support it?—Yes, in many cases I do.

56164. Would you in this particular case, because it is rather an important point in policy; would you really use the workhouse as a way of forcing people to subscribe to the maintenance of a person, at the cost of making that person's life more disagreeable than it otherwise would be, or than they have a right to expect, if they have themselves led a blameless life?—In most of the cases in my experience where that has been applied, the friends have come forward and provided for them, and not allowed them to go to the poorhouse.

56165. It has nothing to do with the old person, has it?—No.

56166. They may deserve outdoor relief?—Yes.

56167. It only has to do with somebody who is not legally liable for them; you are putting pressure on the will of somebody not legally liable?—Yes.

56168. (*Mr Bentham.*) Does that obtain in practice?—It does.

56169. (*Mr Nunn.*) When you say it does obtain in practice, do you mean the relatives, as a matter of fact, usually come forward?—They do, as a rule.

56170. (*Mr Bentham.*) I mean, do the Parish Councils act on this, and where there are collateral relatives who are able to maintain, do they offer indoor relief only; is that a common practice?—It is a practice.

Meaning of "collateral relative."

56171. (*Mrs Webb.*) May I ask again what you mean exactly by a "collateral relative." Would you apply it to an uncle or an aunt?—Brothers and sisters very often.

56172. But to an uncle or an aunt?—I would go so far as an uncle or an aunt.

56173. Even cousins?—And even to cousins. Every individual case has to be judged on its own merits. If they had an uncle or aunt or cousin away in America, I do not think you could apply it in a case of that kind, but if they are living in the same town you can bring pressure to bear upon them in that way.

Moral responsibility of "collateral relatives" to support their relations, and effect of poorhouse test in compelling them to do so.

56174. (*Mr Loch.*) Your theory, I assume, is that the relatives have a moral responsibility with regard to the person dependent, and their responsibility should first be fulfilled before they go to the public?—We are speaking of persons who have no legal responsibility.

56175. "Moral responsibility," I said?—Yes, that is so.

56176. (*Mrs Webb.*) The only point I want to bring out is that it is rather hard on the old person who has nothing whatever to do with it. (*Mr Loch.*) Can you answer the question in this way: do you know of many cases, or of any sufficient number to form a general proposition upon, in which the offer having been made of indoor relief, there being rich relations, the relations have not come forward?—No, not any large number.

56177. Then the proposition, as a general proposition, would not be of any particular value?—I do not think so, but it has a moral effect when it is known that that is a rule of the Local Government Board, and it is regarded as a rule; it often brings people forward to provide for the collateral relations.

Board's Circular recommending adequate out-relief to respectable widows with children, and its effect.

56178. (*Mrs Webb.*) To go to another question, the widow with young children, I notice in the circular issued by the Board in 1902, it is suggested that they should be given the same terms as the foster-mothers with whom children are boarded out?—"Nearly assimilate"; it does not say the same.

56179. In a later paragraph you state that that did not altogether succeed?—Not in every case.

56180. Might we have your experience about it, because it is rather important?—Do you mean the case of those who are boarded with relatives?

56181. No; I meant rather the suggestion made in paragraph 83, that the widow with children should be given practically the same alimony that is allowed to the person with whom a child is boarded out. You afterwards suggest, in paragraph 84, that this sometimes leads to a lazy gossiping life?—Mr Motion, the inspector of Glasgow,

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will be able to give you full particulars with regard to that, and individual cases. The Glasgow Parish Council appointed a lady inspector to take the whole charge of those cases, and it was found in a number of cases that the mother got the children away to school in the morning, and then she went out herself and neglected the house altogether. Those cases were specially considered by the Parish Council. Mr Motion, I know, will be able to give you the whole details and the number of those cases which have been unsuccessful. In Glasgow there are a great number of young marriages, and the women that become mothers have had no experience of household life at all; they have worked in factories or warehouses, and they could not make a garment for the children, and can scarcely cook for them.

56182. With regard to the casual sick-house, I notice that that is used for vagrants. You suggest in some places it is used for the regular tramps. It was not intended to be used as a vagrant ward, was it?—No. The casual sick ward was instituted first of all for the use of people whom it was unnecessary to remove to the poorhouse, that would only be ill temporarily, and could be looked after in this house; but in the most of the cases part of it, at least, has been set apart for vagrants.

56183. When it is used as a temporary sort of infirmary, is there a skilled nurse?—No skilled nurse.

56184. And there is no medical attendance?—Yes; the outdoor medical officer attends to the cases the same as if the persons were residing in their own homes.

56185. Has it been made use of extensively as a sort of temporary sick shelter?—No.

56186. It has deteriorated into a vagrant ward?—It is only in cases where perhaps an old person in a house takes ill for a little while, and there is no one in the house to look after them, they send them into the casual sick-house for a little while, when it is a temporary illness.

56187. (*Mr Loch.*) With regard to the sick-house that has just been referred to, is it really as much used for vagrants as has been suggested; is it not rather used for casual sick cases that are resident?—No. We give that a different name, we call it a parochial lodging-house. There are not very many of them. I have only one or two parishes where they send any paupers who are chargeable for a considerable period, instead of sending them to the poorhouse. They are a better class of poor and able to look after themselves to a certain extent, but have no home or anybody to look after them in the home. There is a distinction between a parochial lodging-house and a casual sick-house.

56188. The casual sick-house has become what it is practically, has it not, by reason of the Scottish Poor Law giving no relief to able-bodied people, so that the casual man must be, nominally at any rate, a sick man?—Yes.

56189. So that it is a result really of the law with regard to the able-bodied?—Yes, to an extent.

56190. With regard to the children, according to the return in your annual report, the children separated from parents run to a considerable number; there are over 3,000 of such children. In those cases what control is there as to the parents; is the parent an able-bodied person?—I should hold so; it is a person not in receipt of relief, at any rate, as a rule.

56191. Who come under that class then?—Children of dissolute parents, or children whose parents are in prison, or who have deserted them.

56192. Does the dissolute parent simply get off, or is it a case in which he is punished possibly, and the result is that the children are left?—In a number of parishes they are most rigorously searched out. In the parish of Glasgow (I should like to say a word in favour of it now) they have from twenty to thirty deserting fathers and mothers punished every month. They have an officer who gives his whole time to that duty, and he hunts them up, and the sheriffs deal very rigorously with them. In almost every case of a man deserting his wife or children it is sixty days with hard labour.

56193. Does that result in the parents looking after their children in the future?—In a great number of cases it does. If they have deserted them for the first time, and come forward and say that they will take charge of them, they are allowed to take charge of them. If they are deserted for the second time, if it is only children, they will take the children away from them.

Children separated from parents by resolution of Parish Council.

56194. By resolution of the Parish Council?—Yes.

56195. Would you say the prosecution was equally severe in regard to these cases in other parts of Scotland?—I cannot speak with regard to other parts of Scotland.

Relatives liable for maintenance.

56196. You would be in favour of including under the legally responsible relatives the brother and sister of an applicant who receives relief?—It would be a great advantage to the administration of the Poor Law if you could do so.

56197. In principle do you see anything wrong in doing so?—I do not. We have a great number of cases that I can point out, where there is a brother and sister living in the family, or perhaps two brothers, receiving very good wages, and they absolutely refuse to contribute to the support of their younger brothers and sisters.

56198. In England, of course, the matter is settled by the Act of Queen Elizabeth. Can you tell me whether in Scotland the relationship is so distinctly defined as it has been in the English statute?—I cannot say.

After-careers of phthisical paupers boarded in country districts.

56199. When you have these cases of phthisis, which you refer to in paragraph 23 of your statement, how do you arrange for their return to ordinary life? Do you find they come back and take their part in ordinary life, those that have, as you explain there, been boarded out by the Parish Council in Ayrshire, and so on?—In those two cases, as I mentioned before, the men are still supporting themselves, their wives and their families, and I have heard of several other cases belonging to the parish of Govan where the same thing has occurred.

56200. Do you think that that is due largely to the fact that they are in good air, in conditions which are very beneficial to them, and not in an institution?—Certainly; I think they are much better than in an institution.

56201. That is to say, they have not fallen into institution ways at all?—It is a more natural life. The life in a consumptive sanatorium is very depressing, seeing other people getting worse.

Improved housing as an antidote to pauperism.

56202. With regard to the sanitary difficulties, I understand that you say that the unsatisfactory cases of distress drift into the districts where there are bad dwellings?—That is so.

56203. Do you see any way at all for preventing or improving it?—To improve the dwellings.

56204. To improve the dwellings for that class that we are speaking of; would that improve the people?—I should hope so in time; it could not at once.

Effect of Glasgow model lodging houses.

56205. Take the history of the Glasgow Models, would you say that it had that effect—that the Glasgow Models have raised the condition of the people?—Most certainly not.

56206. Therefore, in that case you have the new institution formed?—You mean the model lodging-houses?

56207. Yes, in this case you have a new building of very good description created, but it has not had the effect of altering the character and condition of the people?—No, many of the applications come from the Models.

56208. So there must be something rather deeper than the question of the building that is at fault?—Yes, something deeper. Those men that live in the Models are living bachelor lives without any responsibility at all; they can live there very cheaply and spend the rest of their money in any way they like.

56209. There are married couples just like that outside?—Yes.

Question of relation between high rateable value and generous relief.

56210. Do you find as a rule the relief is larger where the rateable value is greater; that there is more generosity in giving where the rateable value is high?—I should assume it was so, but I could not say it for a fact. I know the reverse is the case, that in the parishes where they have very little means they are stingy in giving relief.

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56211. You use the schedule which is referred to as a kind of case paper test, do you not?—In the visitation of the parishes, yes.

Sufficiency of present system of inspection by general superintendents.

56212. And go through it point by point, reporting it to the Board?—Yes.

56213. Do you think that system can be improved on in any way, so that you could hold the administration much more closely to the acceptance of a general principle, such as you have advocated yourself—the system of schedules and reporting on the detailed cases?—I do not think so.

56214. You have enough inspection?—Yes; we do not require to adhere strictly to that form. We can give any other facts bearing upon the case that are necessary.

56215. And you find that that practically is given?—Yes, I think so.

Children in poorhouses whose parents are in prison, and position of such children on release of parents.

56216. (*Mr Bentham.*) In paragraph 26 you refer to the detention of children in poorhouses, and you say that, "On account of vice and criminality a large number 'are always temporarily resident"; does that mean vice and criminality on the part of the parents?—Yes.

56217. Many of these children are sent in by the Society for the Prevention of Cruelty to Children, I understand?—They are.

56218. When the parents have been punished and come out of prison, are the children given up to their parents as a matter of course if they make application for them?—Yes. The children are taken down to the prison to meet their parents and are there handed over to the parents.

56219. Is there no power of adopting those children in Scotland, like the power we have in England?—No, there is no such power; the parents can demand them.

56220. And really the Parish Council takes every step to ensure that the parents shall get their children, even though they are undesirable parents in a sense?—In most cases that is so. There may be exceptional cases where they know that the parents are so thoroughly bad that they would never hand the children over to them. In ordinary cases, they do not see why they should support the children of parents who are able to provide for them and ought to provide for them.

56221. In the first case you mention, will the Parish Council run the risk of the parents applying to the magistrates for the children?—Yes, they will.

56222. Is that the only method?—Under the Custody of Children Act 1891 the parents can apply to the Court of Session to have the child, and the court have the right to say whether they are the proper parties or not to have the children. The Parish Council take the risk of that.

Need for Parish Councils having power to adopt children of vicious parents.

56223. Do you think there is a need for a law similar to our English Act of 1899, which enables guardians to take full control of children belonging to parents of vicious habits who are held to be unfit to have the charge of bringing up their own children?—It would be a great advantage to give statutory authority for it, because the Parish Council only do it at the present time in an underhand sort of way.

56224. Do you think that statutory authority would be an advantage so far as the children are concerned?—I think it would. I think everything should be done for the sake of the children.

Question as to adoption of new poorhouse rules on lines suggested by Departmental Committee.

56225. With regard to the poorhouse management, you say in paragraph 16, where you speak of the poorhouse rules and regulations, that "in no instance have 'new rules on these lines been adopted"; does that mean the lines suggested by the Departmental Committee?—Yes. Since I wrote that, one parish has, to a great extent, adopted these rules.

56226. Were there many poorhouses with rules of any description prior to that?—They all have rules.

Present provision as to poorhouse rules.

56227. Rules of their own?—Rules that have been approved by the Local Government Board. In the statute it is enacted that the house committee shall frame the rules and the Board approve of them; but, as a matter of course, the Board issued a set of rules shortly after the passing of the Poor Law Act, and the house committee have adopted those rules. They have been gradually revised, and this form which I hold in my hand, dated 1892, is the last revision of them.

Duty of general superintendent to see that poorhouse rules are observed.

56228. After their approval by the Board does it form any part of your duty as inspector to ascertain on your visits whether those rules are adhered to or not?—It does.

56229. Providing you find that the rules are not adhered to—they being their own rules sanctioned by the Board—what power have you to insist upon the rules being carried out?—I report to the Board, and the Board takes steps to insist upon that.

Board's power in cases where poorhouse rules are not observed.

56230. What power have they?—They can take them into court.

56231. They can take the Parish Council into court and insist on their carrying out the rules, is that it?—The Board can hold that as long as those rules are not carried out the offer of relief in that poorhouse is not an offer of adequate relief.

56232. Is that their only remedy?—Yes.

56233. That might be acceptable to some Parish Councils, might it not, if they were inclined to give all outdoor relief?—They would have to pay for the upkeep of the poorhouse all the same.

Board's power as to poorhouses, and question of its sufficiency.

56234. Has the Board any power over the internal arrangements of the poorhouse and its management?—The Board sanction its plans and the plans of all structural alterations, and fix the number of inmates that are to be accommodated in the house.

56235. (*Chairman.*) Have they any further authority inside the poorhouse when it is opened?—They have the inspection of the poorhouse, and they can see that the rules are carried out.

56236. Can they enforce their views in respect of the poorhouse?—Yes, in the way that I have stated.

56237. That is, by the appeal to the court?—Yes.

56238. But they have no direct authority?—That is so; but if a minute of the Board was passed I think it would be recognised by all the house committees and Parish Councils.

56239. That is, in practice it would?—As a matter of practice, yes.

56240. (*Mr Bentham.*) If any subsequent alteration was required in the poorhouse, could they make that without applying to the Board?—No; every structural alteration has to be approved by the Board and plans sent in.

56241. If on your visit you find that the accommodation is insufficient or inadequate, and that structural alterations ought to be made, do you make a recommendation to the Board?—Yes.

56242. And have they any power to compel these people to carry out those alterations?—Simply the process that I indicated before.

Appointment and tenure of poorhouse medical officers, governors, etc.

56243. What power have the Board over the officers of the poorhouses?—The medical officer of the poorhouse cannot be removed from office except with the sanction of the Board; the other officers can be removed by the house committees.

56244. Do the Parish Council appoint the medical officer?—They do.

56245. What position does the governor hold?—He can be removed at any time by the house committee or the Parish Council.

Power of punishing insubordinate poorhouse inmates.

56246. What power has he over any act of insubordination on the part of the inmates?—By the rules of the Board he can punish them by withholding articles of diet, or by putting them in a cell for a certain time.

56247. Just in accordance with the rules of the council of the particular parish?—In accordance with the rules of the particular poorhouse.

Powers of sanitary authority and general superintendent as to sanitary arrangements of a poorhouse.

56248. Has the local sanitary authority any power over the sanitary arrangements of the poorhouse?—Not any further power than they have over any other house in the district.

56249. You act also as inspector under the sanitary authority, do you not?—Yes, I do.

56250. Would you report to the sanitary authority, provided the sanitary arrangements were not satisfactory,

besides reporting to the Board?—I have never done so, and I have never found it necessary to do so.

56251. Do you find that reporting to the Board is quite sufficient?—Yes. In several cases I have recommended that a report should be obtained on the drainage or other sanitary arrangements of the poorhouse from the sanitary officers, and in every case it has been done.

Parochial lodging-houses; class of inmates, regulations, and attitude of Board towards such houses.

56252. With regard to the parochial lodging-houses, are they set up at times as an expedient because the Parish Council has not power to build a poorhouse, or to extend its poorhouse?—They are not used for the same class of cases that would be sent to the poorhouse. I have very little experience of them, because there are only two or three in my district; but I know in other districts—in Forfarshire and Aberdeenshire, for instance, where those parochial lodging-houses are more common—that when the inmates do not behave themselves properly, they are sent to the poorhouse.

56253. The inmates, you mean, of the parochial lodging-houses?—Yes.

56254. Do the regulations of the poorhouse apply to a parochial lodging-house?—No, but a number of them have regulations of their own which they have drawn up themselves.

56255. Are they approved also by the Board?—No. These parochial lodging-houses are not recognised by the Board in any official way, and they are not inspected the same as the poorhouses are; but the outdoor officers are now asked to report upon them.

The abolition of parochial lodging-houses recommended by Board of Supervision.

56256. In a Minute of the Board of Supervision of 1861 it is said that these parochial lodging-houses are in such a condition that the Board recommend that they should be abolished, and that the relief given in those parochial lodging-houses could not be held to be adequate relief in many cases because the arrangements were so bad?—That was the case, unless they were examined and found to be sufficient for the purpose.

56257. The Board of Supervision recommended practically that the parochial lodging-houses should be abolished?—Yes. Speaking as far as my own district, the south-western district, is concerned, that has been carried out; at any rate there are very few of them.

Glasgow practice of offering temporary indoor relief to every applicant for outdoor relief, whether able-bodied or not.

56258. I understand it is the practice of the inspectors of poor to grant interim relief to able-bodied persons, or to any person who makes application, and to give an order for the workhouse without a medical certificate. I am referring to page 10 of the Appendix to the Report on "The Methods of Administering Poor Relief." Speaking of Glasgow it says: "Every applicant for outdoor relief, 'whether certified able-bodied or not, is offered indoor 'relief until the next meeting of the Relief Committee. 'Interim poorhouse relief to in-and-out cases is granted 'by a special officer." Then on the next page it says: "The Committee seldom, if ever, refuse an applicant to 'whom the assistant inspectors have granted interim 'relief." That practice seems to apply to several of the parishes that are mentioned in this Report, and apparently all those cases that are granted interim relief by the inspectors are passed *en bloc* by the committees when they meet in Glasgow?—That only applies to Glasgow.

56259. When those who accept the relief offered have arrived at the poorhouse, what happens? Does the governor take them in as a matter of course without a medical certificate?—No person can be admitted to the poorhouse except with a medical certificate.

56260. Then how do these people get in, and what is the object of offering relief to them if they cannot get admittance? This report says whether certified able-bodied or not, every applicant is offered indoor relief until the next meeting of the Relief Committee?—If they accept the indoor relief they are examined by the medical officer and sent on to the poorhouse. The report here is simply speaking of the offer, and showing how the cases are dealt with. They are offered indoor relief, and if they accept it then they are examined by the medical officer, and so sent on to the poorhouse with the certificate.

56261. Suppose that the certificate is that the person is able-bodied—because that is quite likely to happen—then would they be refused admittance?—They would not be refused. That rests with the inspector of poor. There is an order as well as the certificate, and if there is an order given for relief the governor must admit them whether they are able-bodied or not.

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56262. Then there is the inspector's order and the certificate accompanying it, which says, we will assume, that the person is able-bodied; these two documents the applicant takes to the poorhouse, and although he is able-bodied he is admitted by the governor as a matter of course?—As a rule he would not be sent to the poorhouse if he was certified as able-bodied, but there would very probably be some other disability. It might be that a woman with children was certified to be able-bodied, but she would not be able to provide for her children.

56263. I read this paragraph with regard to interim relief as meaning that there was some method of relieving a person before the committee meet on the following week, so that the inspector would not be held to be blameworthy for having refused relief, and that as a matter of course indoor relief is offered?—Yes, indoor relief is offered; but the cases that are referred to here do not go to the poorhouse.

56264. They can go if they wish, can they not?—Every applicant for outdoor relief is offered indoor relief until the next meeting of the Relief Committee.

56265. If they accept the offer, what I want to get at is whether the governor would admit them knowing they are able-bodied, and retain them in the house until the next meeting of the committee?—Yes, if he got an order from the inspector.

56266. What would be the process of getting that person out of the poorhouse? Would he come up before the Relief Committee at the following week (as a matter of course)?—He would be examined by the medical officer of the poorhouse (if it was one of the large poorhouses) weekly, and if the medical officer certified him to be able-bodied his name would be reported to the inspector of poor, who either on his own responsibility, or waiting for a meeting of the Relief Committee, would have him discharged.

56267. Then it would not be possible for a person of that kind to remain in simply because he had been admitted on an order of the inspector, and so be lost sight of?—It ought not to be possible unless the poorhouse was very badly managed, and I do not know any poorhouse in Scotland where that would occur.

56268. (*Chairman.*) There would be two medical officers engaged in the case apparently, first the outdoor medical officer who would give the certificate?—Yes.

Need for governors having same tenure as poorhouse medical officers.

56269. And then the applicant would be subsequently examined by the indoor medical officer?—Yes. To carry on Mr Bentham's point when he was asking about the officers of the poorhouses, I might mention that the medical officer of the poorhouse could not be dismissed without the sanction of the Local Government Board; I am very strongly of opinion that the governor of the poorhouse should be put in the same position.

56270. (*Mr Bentham.*) Do you think the poorhouses would be better managed if the governors had a permanent tenure of office?—I am sure they would be if the governor was independent of the house committee.

Need for Board having power to license poorhouses.

56271. Do you think the Board ought to have more power also over the internal management of poorhouses?—I think so. They should have the same power as the Lunacy Board have. Poorhouses should be licensed, and if a poorhouse did not come up to the mark in any way the Board should be able to withdraw the licence.

56272. Would not the withdrawal of grants have a more powerful effect if grants were given to various Parish Councils, provided their institutions were properly managed?—The only grants we have in connection with the poorhouse at the present time are the grants for the medical officer's salary, for medical appliances, and for trained sick nursing.

56273. If those grants were withdrawn, would that not have the same effect?—I would prefer to have it done direct. We have a trained nursing grant at the present time, and I have heard it said by a Parish Council that they would rather do without the grant and have their own way.

56274. (*Miss Hill.*) Referring to the account which

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you give in paragraph 23 of two men who had phthisis, and were boarded out in a shepherd's cottage, that sounds so very satisfactory, but I suppose it is only a very limited number you could deal with in that way?—A very limited number indeed.

Limitations to boarding out as a method of treating phthisis cases.

56275. As far as the accommodation allows, is it being followed up by other cases being sent in the same way?—It is to a limited extent by those Parish Councils that have adopted the system. Other Parish Councils have provided poorhouse sanatoriums, and prefer that system of treatment.

56276. It sounds as if that were much less satisfactory and much more expensive, does it not?—Yes.

56277. Only, of course, it enables them to deal with a larger number?—Yes; and, of course, you may require to select your cases. You may have a number of cases in poorhouse hospitals that you would not trust to be boarded out.

Methods of dealing with children of dissolute parents.

56278. With regard to those children whose parents are in prison, or have otherwise misconducted themselves, are they kept in the poorhouses until the parents come out of prison, or are they boarded out?—They are retained in the poorhouses until the parents come out of prison.

56279. You have a good many children of unsatisfactory parents that are boarded-out, have you not?—Yes, a large number.

56280. How do you distinguish between the children? They are not those you have adopted, are they, because you have no system of adoption in Scotland, I gather?—We have no regular system of adoption, but a few Poor Law children are adopted, of course.

56281. They are not adopted by the Parish Councils, are they?—No.

56282. But by individuals?—Yes.

56283. In fact, you have no system of adoption by the Parish Council?—No, we have not.

56284. But you remove the children with unsatisfactory homes to be boarded out in other people's homes, do you not?—Yes. They are boarded out in the country when the homes are unsatisfactory, owing to the surroundings in the town, and owing to the parents' character being unsatisfactory also.

Question of dissolute parents claiming their children.

56285. In those cases the parents would have the power of withdrawing them if they were prepared to support them, would they not?—Yes, they would.

56286. Does that frequently arise?—No, not until they are of an age to help the parents. In some instances they find out where the children are and they know when the children come of age and then they come for them.

Satisfactory supervision of boarded-out children.

56287. The children are sent to some distance, perhaps, are they?—As a rule they are.

56288. You are satisfied with the system of supervision of boarded-out children, I gather?—Yes.

Advantage of poorhouse test for applicants with affluent relatives.

56289. With regard to the persons to whom you would offer the house because collateral relatives in comfortable circumstances did not support them, you would feel, I take it, that those people had more claim on their collateral relatives than they would have on strangers?—More claim than they would have on the rates certainly.

56290. And that it would promote family feeling to call up the sense of duty in those cases?—Yes.

56291. And you find it generally does succeed in that?—It does.

Visitation of outdoor paupers by general superintendent; its effect, and question of how far it is necessary.

56292. (*Mr Phelps.*) When you are in your district do you make a practice of visiting cases in which outdoor relief is being paid?—I have visited a considerable number, but lately I have not visited so many, because I found for one thing that in a great number of the cases there was very little interest in visiting them; and in another way, when they found that they were being visited by an inspector of the Local Government Board, I found that it encouraged some of the grumbling characters to complain, and ask for higher allowances. We have what we call the inspector's visiting reports half-yearly, and my practice lately has been to go over all those visiting reports, which give a description of the case, and if I see that any of them look unsatisfactory in one way or another I go and visit those cases. I do not think that there is very much to be gained by making a general visitation of the poor.

Unsatisfactory housing conditions of paupers.

56293. When you visit those cases do you find that much attention is paid to the housing conditions under which the cases live?—I am afraid not, unless there are children.

56294. You find unsatisfactory conditions sometimes?—Yes. You cannot help it. They are not any better than the neighbours amongst whom they live, and a great many of them are living in most unsatisfactory conditions.

Improved housing due to clearance schemes, etc.

56295. Have the recent Acts of Parliament which have been passed for the clearing out of different areas been put in force in Scotland much?—In several places they have been, and that has been a great advantage.

56296. Do you think the standard of the homes is rising?—There is a better class of dwellings rising, certainly.

56297. Is that the case in the country as well as in the towns?—No, I am speaking of the towns just now.

56298. In the country do you find the housing accommodation bad?—Not in my district.

Question as to effect of housing on illegitimacy.

56299. Then you do not think that would account for the amount of illegitimacy in two of your counties that you speak of?—Not the bad housing accommodation. The illegitimacy arises in the dairy farms and places of that kind.

56300. What should you say gives rise to it?—Perhaps because the milkers are boarded out in different cottages, four to six, say, in a cottage by themselves without any oversight whatever.

Proposed combination of parishes for Poor Law purposes, and question of one inspector of poor acting for more than one parish.

56301. You are rather in favour, I gather, of a combination of parishes for the purpose of administering the Poor Law?—Yes.

56302. Do you find many cases in which two parishes have the same inspector in common?—There are such cases, but not in my district; they are in the Highland district. They are not so common now as what they were. Some years ago there was a considerable number of such inspectors; there was, for instance, an inspector at Tain who was inspector of five different parishes; and now there is one at Black Isle, Fortrose, who has four parishes.

56303. Does that work well?—Of course it depends very much upon the man. I have not the inspection of the Fortrose district, but there is a very good man there, and I believe it works very well.

56304. Would you like to see it extended into your own district?—Yes, if the whole area was extended, but I do not know that it is a very good thing for a man to be inspector of four or five different units of parishes which have different interests, the one against the other; but if those four or five parishes were one area under one authority, I think it would be a very great improvement.

Objection to small areas for purposes of settlement.

56305. Do you find, to take up one expression of yours, that those parishes are constantly playing tricks upon one another in the way of removals and things of that sort—that the hostility of their interests, I mean, leads them to put off paupers or possible paupers on to one another?—I have seen very sharp practice in some cases.

56306. Would you go so far as to say that the laws of settlement might be modified?—Of course the effect of the area being enlarged would modify the law of settlement.

56307. No doubt the cases of removal would be much less frequent if you substituted a smaller number of areas?—That would be so.

Proposed simplification of settlement, and advantage thereof.

56308. Would you be prepared to recommend that settlement should be abolished altogether?—I do not think so. The law of settlement at the present time is Court of Session law and not statute law at all—it is the law that has been decided by the Court of Session. I am not a lawyer, but I think if we had the law of settlement more definitely described it might be a very great advantage. For my own part, I would simplify the law so as to reduce litigation.

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56309. At the same time you still think that it would act unfairly in some parishes, for instance, if it was abolished?—I do think so.

56310. (*Dr Downes.*) Do you attend any of the meetings of the Parish Councils?—Very few.

56311. Under what circumstances would you attend?—If there was anything special to come up that I had to report upon to the Local Government Board, I would attend. As a rule, the meetings of the Parish Councils are all held now in the evening, and it is impossible to attend the meetings of a Parish Council unless you are staying in the place where the meeting is to be held. In visiting one place and another you have not much opportunity of attending Parish Councils' meetings.

56312. You have the statutory right of attending, I suppose?—Yes, we have.

56313. But not of voting?—Not of voting.

56314. Then it is like the English system. Do you make any annual report to your Board?—I do.

56315. Is that published?—It is.

56316. In the inspection of poorhouses, do you go into the books and into the question of accounts at all?—No, not at all.

56317. What do you do?—I simply look at the books to see that they are written up, so as to make sure that the governor is not neglecting his duties, and I see that the admissions and dismissions and the medical officer's visits and things of that kind are written up; but I do not make any audit or particular examination of them.

56318. Coming to the effect that was given to the suggestion of the Departmental Committee that the Board should receive annual reports from the governors and medical officers, are those reports sent direct to the Local Government Board, or do they pass through the Parish Councils?—They pass through the house committee; they are made to the house committee and sent on.

56319. But the same report must necessarily be transmitted to the Board?—Yes.

56320. Does the medical officer's report go in to the Parish Council independently of the governor's?—Yes.

56320A. In paragraph 8, you refer to the preamble to section 60 of the Act of 1845. It has been suggested that the effect of that preamble was to make the poorhouse an asylum, but the preamble goes on to include also people of dissipated or improvident habits. You have issued circular letters, have you not, as to the application of the poorhouse as a test?—Yes, several.

56321. In reading those letters, I gather that the Local Government Board have laid stress on the importance of classification, because it says this, "The 'Board have also to remind those parochial boards that 'have poorhouses, that to make the poorhouse a thorough 'test, it is necessary to divide the inmates for the 'purposes of discipline into the two classes described," that is to say, the impotent class and the improvident and dissipated class?—Yes.

56322. So that I should gather from that—and I want to know whether I am right in doing so—that the Local Government Board for Scotland regard classification as a very important element in the application of the poorhouse test?—They do.

56323. How are the combined poorhouses governed? Are they governed by delegates from each parish?—Yes. According to the number of shares that each parish has in the house, there are so many delegates appointed.

56324. Who appoints the delegates?—The Parish Councils.

56325. How are the shares allocated? Are they allocated in proportion to the rateable value or in proportion to the population, or by a combination of those circumstances?—They are allocated by an agreement which is drawn up when the combination is formed. Each Parish Council—or parochial board, as they were in those days—agreed to take so many shares, and the rest of the parishes agreed to admit them into the combination on their taking those shares.

56326. In case of disagreement, how is it decided?—There is an arbitration clause at the end of the agreement.

56327. How do you find that those combinations work from the administrative point of view?—I think they work very well.

56328. Do you find any undue jealousy between the constituent parishes?—There is, sometimes. Occasionally a parish has gone against any improvements that the other parishes wanted; we have had a few cases of that kind. In some of the agreements it is part of the contract that a motion must be carried by, say, three-fourths, or something of that kind. We have cases where very necessary alterations in a poorhouse have not been carried out because there was not a sufficient majority.

Inspection of lunatic wards of poorhouses, and question of co-operation between Lunacy and Local Government Boards.

56329. With regard to those poorhouses that have wards licensed by the General Board of Lunacy, do you inspect those at all?—I inspect the ordinary wards, and the Commissioners of Lunacy inspect the lunatic wards.

56330. To whom do the Lunacy Commissioners report?—To the Lunacy Board.

56331. Does your Board have any information as to those reports?—None.

56332. Do you think it desirable that they should be furnished to your Board for information?—I do not think that it is necessary. As a matter of fact, the two Boards work very harmoniously together just now, and if the Lunacy Board found it necessary in any way to communicate with our Board, they would do so at once, and our Board would gladly accept their recommendation. I do not see that there would be anything to be gained by furnishing those reports to the Board; it might rather be the reverse, because it would insinuate that our Board really had a control over the lunacy wards.

56333. Under the present arrangement, might you not be in ignorance of important reports that were made to the Lunacy Board?—Yes, we might.

56334. There are points in common between you, are there not? Would not the same laundry serve for the lunacy side as for the poor side?—The same laundry would serve.

56335. The commissioner on one side might find fault with the laundry, and you might not be aware of his having found fault with it; might that not be the case?—Yes, that might occur. As a matter of fact, in the most of those houses the lunatic females do the laundry work for both their own part of the house and for the ordinary wards.

56336. The system which we have in England is that the Lunacy Commissioners send the report of their commissioner to the English Local Government Board, who pass it on to the local authority responsible, so that we are cognisant of what has passed between the two bodies?—It is not so with us.

56337. You have not that procedure in Scotland?—No.

Recovery of maintenance from inmates of poorhouses.

56338. Do the parochial councils recover any cost of relief from the inmates of poorhouses?—Only in the case of pensioners.

56339. Take the cases of medical relief in those hospitals which Glasgow has lately put up; do the Glasgow Parish Council recover anything?—Yes, they do; they recover a considerable amount. Mr Motion will be able to give you all that information.

56340. Have you any paying patients in those hospitals?—I think we have.

Question of offering indoor relief to paupers living in insanitary dwellings, and of responsibility of inspector of poor on such offer being refused.

56341. In paragraph 91 you mention some classes which the Board recommend should be offered indoor relief, I take it more or less as a test; but you do not include in that list the case of persons living in insanitary conditions?—That is so.

56342. I think in your evidence you were asked whether you would not favour indoor relief being given to persons who were living under very unwholesome conditions, and I think you were in favour of that?—Yes, certainly.

56343. How far would you be able to carry that out? If the person refused indoor relief and were in danger of dying of starvation, what would be the position of the

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inspector?—He would be responsible; it has been held so by the courts.

Question of offering indoor relief to paupers living in insanitary dwellings, and of responsibility of inspector of poor on such offer being refused.

56344. If the person did die of starvation, what would be the machinery that would be put into operation? Would the procurator-fiscal take up the case?—The procurator-fiscal would take up the case; we have had one such case at least.

56345. I do not think we have any information as to that case that you have spoken of at this moment?—It was a case in Kirkwall, and I do not know whether you have heard of it or not. The inspector pled guilty and was admonished, and that was the end of it. But following that up, the Board on several occasions when the question has been put to them, have intimated that an inspector is not freed from responsibility on account of having simply offered the poorhouse.

56346. (*Mr Booth.*) Those were Scottish cases, I suppose?—Yes.

56347. (*Dr Downes.*) In that case, was there an inquiry by the procurator-fiscal?—Yes, and the man was brought to trial.

56348. On the charge of manslaughter, or what would be the charge?—I cannot give you definitely the terms. It was the case of an old woman who applied for relief and was offered the poorhouse, but she refused, and subsequently she was found by the police dead in a house.

Deaths from starvation.

56349. Have you got any systematic returns of inquiries by the procurator-fiscal into starvation?—No.

56350. Of your own knowledge, do cases of fatal starvation occur with any frequency in Scotland?—Not to my knowledge.

Rents of houses in slum districts.

56351. Returning for the moment to the question of insanitary surroundings, is it within your knowledge that the rents of houses in the slum centres are frequently higher for the accommodation given than the rents in more wholesome places?—Yes, comparatively speaking.

56352. So it is not always a condition of poverty which goes with these slum centres?—No; I speak here comparatively. They perhaps pay half-a-crown a week or something like that for the accommodation that they are given, but it is not worth it as compared with what they would get where they would be paying double that or so.

Reason for improvident class being attracted to slum districts.

56353. In my own experience, I have found the improvident and dissipated class attracted to centres of that sort because fewer inquiries are made by the landlords of those houses, and they are let more easily; is that within your own experience?—Yes, certainly.

56354. So that it does not always follow that the surroundings make the paupers that come from those districts, because the pauper class may be attracted into them?—Yes, it may be so.

Inadequacy of Glasgow voluntary hospitals for chronic sick.

56355. In paragraph 64 you mention the Glasgow hospitals, and you speak of the readiness with which admission into them is sought; is there any hospital other than the Poor Law hospitals available for chronic cases in Glasgow?—No, except some small places supported by private benevolence.

56356. There is nothing adequate?—There is nothing general.

Question as to difficulties of communication in connection with larger poor law areas.

56357. In your suggestion for larger areas of administration, do you take into account any possible difficulties of communication in the sparsely-populated districts?—Not in my district. In the table I have drawn up and handed in, I have considered that supposing an inspector of poor was to live in Lanark, there is railway communication through every parish in that district.

56358. Then in your own district you would see no difficulty of that sort?—No difficulty whatever.

56359. Do you know whether your colleagues would share that opinion with regard to some of their districts?—I have not discussed it with them.

No power to detain poorhouse inmates except lunatics.

56360. Then as to the powers of detention, do you possess any powers of detention in respect of persons in poorhouses?—No, none, except moral suasion.

56361. Have you any power of detention in venereal cases?—We have no power of detention there.

56362. Have you no power under any Scottish law of detention in any hospital?—None, except under the Lunacy Acts, of course.

56363. Then practically lunatics are the only people who can be compulsorily detained in Scotland?—Yes.

Description of casual sick-houses.

56364. In reference to vagrancy, you mention the casual sick-houses; will you kindly tell me what a casual sick-house is; is it a part of the ordinary poorhouse, or is it distinct?—It is never in connection with the poorhouse; it is just simply a cottage or something of that kind which has been acquired in the parish, very often not far from the inspector's residence. In a number of cases, where there are not a great number of applications in the course of the year, they take a two- or four-roomed cottage, and they put perhaps a person who is not very fit for work, or even in some cases a pauper, into the one room and let them sit rent free there, providing that they always keep the other room or rooms tidy for any person that the inspector may require to send in. Then in a number of other cases where they have model lodging-houses—a number of them have been started in my district now by different companies—the Parish Council make an arrangement to have the use of two rooms which are not to be inhabited by or let to ordinary lodgers, but are to be kept for the needs of the inspector of poor, the Parish Council paying a rent for them.

56365. Are these casual sick-houses provided by the Parochial Council?—Yes.

56366. And of course they are paid for by them?—Yes.

Question as to nursing in casual sick-houses.

Practicability of combining parishes for Poor Law purposes.

56367. Do they get any grant for nursing out of the money that goes for medical relief?—No, and there is no trained nurse in any of them. A person is never retained there long—very often for a couple of nights only, if they were footsore or anything of that kind. I was speaking about combining parishes and the communication with the inspector; I call to mind that it occurred to me in drawing this table up, that the sanitary inspector of this district lives in Lanark and has his headquarters in Lanark, and has the whole of this district under him, and more. I do not think that there would be any greater difficulty in an inspector of poor attending to any application for relief in any of those parishes than what there would be in the sanitary inspector attending to any case of infectious disease that occurred in those parishes—provided the vagrants were removed from his charge.

56368. Would it be difficult for the poor to come to the inspector?—I expect that the inspector would nominate some person in every parish who would send on an application to him.

56369. So he would have to have deputies?—It would simply be a person to receive applications. It might be the postmaster who had the post office and could telegraph for him, or any other person that was accessible.

Unsuccessful combination of parishes in Islay.

56370. Has any arrangement of that sort been in operation in Scotland?—There was a combination in the Island of islay some years ago, but it was not successful.

56371. What was the cause of the failure there?—I think Mr Macpherson, the legal member, can tell you. I am not cognisant of the facts, but he spoke to me about it.

Constitution of county council district committees.

56372. (*Mr Gardiner.*) As inspecting officer under the Public Health Act, you work in connection with, and I suppose to some extent supervise, the work of the district committees of the county councils?—Yes.

56373. How are these committees constituted?—They are elected, and each Parish Council sends a representative to the district committee.

56374. Do you get a higher or a lower level of administration on these county council committees compared with the level of administration obtained by the health committees of burgh councils?—Much higher. We have what we call special districts, that is, villages which are turned into special water supply and drainage

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districts; and I have no hesitation in saying that in my district these are superior to the small burghs from a sanitary point of view.

56375. What is that due to?—They have more efficient officers to begin with, and then the members of the committee are not locally interested in the expenditure. In the burghs, the small burghs especially, members of the local authority are proprietors, perhaps, of slum property.

56376. That would be an argument in favour of a general enlargement of the area, would it not?—I think so.

56377. I did not quite appreciate the results of some answers which you made to Mr Lansbury. Has the change in the qualification of parochial councillors affected adversely the level of Poor Law administration?—I think so.

56378. Could you tell me in what ways?—There are persons who get on to the roll who ought not to be on the roll, because certain councillors are nearly related to them or are living in the same neighbourhood. They are canvassed. A great deal of canvassing goes on amongst that class of parish councillor, and they come to the meetings prepared to support certain cases that they know.

56379. Do members of the richer classes offer themselves as candidates for election?—Some still are patriotic enough to do so.

56380. But comparatively few?—Yes.

56381. Is that because they cannot get elected?—I think so.

56382. They would come forward if they could get elected; is that it?—They will not go through the turmoil of an election. Where some of those men want to drive their ideas they hold meetings in different places and lecture the people, and promise everything; but a man in a higher position of life will not do so.

56383. Is that because the majority of the electorate in these urban parishes which you have in your mind favour a particular political theory, or is it because they desire that the Poor Law should be administered in what they consider to be a more humane spirit?—I do not think they consider it very much at all; that is my own opinion. They do not give it much personal consideration; they are carried away by the promises that are made by those who are coming forward for election.

56384. Promises which, in many cases, I suppose, are broken?—Which are not fulfilled.

56385. You get a very small number of electors taking the trouble to vote, I think you said?—Yes, a very small number.

56386. Therefore the majority of the electorate are not sufficiently concerned to put in, from the point of view of administration, more competent people?—Yes, that is so.

56387. (*Mrs Bosanquet.*) Do you think that it occurs often that the inspectors refuse applications for relief without recording them?—There are, in the country parishes, a great number of cases of tramps who are refused without their applications being recorded; I am quite aware of that, and the inspectors admit it, and say they would not have time in the day to do it. A great number of them call at the inspector's house just begging, and really not applying for parochial relief. That is the only class whose applications are not recorded. Is that what you refer to?

56388. That among others. Do you think there might not be a case of that kind, or a case of a woman applying, and the inspector might say, "Go away, and 'see if you cannot get on," and that he might do that without recording the application?—It is quite possible that it might occur, but it would not come under my knowledge (because I can only see what is in the books) that a person was refused. If the matter is not recorded I should never find it out. I do not recollect hearing any well-founded cases of complaint where a person said that he had applied to the inspector and that he had been just told to go away.

56389. Still it is the case that there would be no means of getting hold of the facts if you had an inspector who did that?—Quite so.

56390. That would not be the case, would it, if he were bound to bring every case before the committee or the Parish Council before deciding it; then it would be obliged to be recorded, would it not?—No, I do not think so. If he chose not to record it on his own responsibility, then the case would never come up before the committee.

Impossibility of obtaining statistics as to number of tramps.

56391. To turn to the tramps, the fact that they are refused in that way would make it difficult to get statistics as to their numbers if we desired to do so, would it not?—It would be impossible to get the statistics as to tramps.

56392. Because there would be no record in the matter at all?—It would be impossible even in the case of those that are recorded. Speaking of that district of Dumfriesshire that I followed up, in two of those parishes I took the names down of a great number that had applied over about a month, and I went on to the next parish and I could not recognise them.

56393. Because of the different names?—They had either given different names or had disappeared.

Migration from the country to the town as affecting urban pauperism.

56394. Referring now to the last sentence in your statement, you say, "There is no doubt that the rural 'parishes have escaped heavy rates for many years at 'the expense of the urban parishes"; I do not quite follow how that is?—Because people have drifted into the town when they were becoming unfit for country work, and have eked out a livelihood until they have gained a settlement in the town.

56395. On the other hand, we hear constantly that the old and infirm people are left in the country now and come on the rates?—I am speaking of a time when they are not quite so old and infirm, but are still able to do something to help themselves. I cannot put my finger upon positive evidence, but I have heard it reported frequently that when a person was seen to be declining they were shunted out of their houses by the proprietors; it was seen that they would become paupers, and the house was needed for something else—it was to be pulled down or something—and so they were moved out of the parish. I do not know that that amounts to very much, but I have heard of cases.

Changes in industrial methods as affecting migration from rural parishes.

56396. You think there is a definite drift of future paupers to the towns?—There is. The industries in rural parishes are all gone now. I was discussing that with a very old friend of mine only last week. He is eighty-four years of age, and he was pointing out—it had not occurred to me before—that in the rural parishes there used to be a village where there was a blacksmith, and a wright (who was a cartwright), and a tailor, and they always were bringing on a set of men working for them; but now all the farm implements are made in America or Sheffield, and they are all iron. At that time they were all wood; the cart wheels were wood, and the ploughs were wood. Then all the people wore clothes made in the village. But all those industries are now gone; they get all their clothing from the large towns, and there is nothing to keep a working population in the villages except on the farms, and even the farmers are using very few labourers now through having so many machines.

Migration from the country to the town as affecting urban pauperism.

56397. On the other hand, one hears that it is the able-bodied who go into the towns, and the old people who stay in the villages; I mean there seem to be two things, namely, the able-bodied go into the towns, and so, according to you, do those who are getting old and infirm?—I think I am quite consistent if I could explain myself.

56398. No doubt; but there are those two tendencies and both those things going on?—Yes. There is a class very near pauperism that is drifting into the towns, that will be able to keep themselves for some time, and then, of course, there is the birth settlement as well—though I do not know that it arises just now; but people that have wandered about and been unsettled in towns come back upon their birth settlement.

Provision as to appointment of poorhouse and parish medical officers.

56399. (*Mr Patten-MacDougall*). Going back to the early part of your evidence, I am not sure that you made it quite clear what is the distinction between the

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poorhouse medical officer and the parish medical officer. I think it is the case, is it not, that the Act of 1845 empowered the Parish Council to appoint a properly qualified medical man who should give regular attendance at such poorhouse?—Yes.

56400. But there is no similar provision as regards the medical officer of the parish?—No.

56401. And the only way of obliging the Parish Council to have a medical officer of the parish is under the medical relief grant?—Yes, under that grant, and the regulations relating to that grant.

56402. As regards the cases of infectious disease, including phthisis, they are removed from the Poor Law authorities to the public health authorities, and I think the cost of the treatment of these cases is always met by the public health authorities in Scotland; that is, supposing a case of phthisis, or other infectious disease, is handed over by the Poor Law authorities to the public health authorities to deal with and to treat, the cost of the treatment is borne by the local authority out of the public health rate, is it not?—I do not know of any cases that have been handed over by the Poor Law authorities to the public health authorities under the Public Health Act. It is simply that some of the local authorities under the Public Health Act have taken phthisis up as an infectious disease, considering that it is suitable for them to treat. They have done this of their own accord without consulting the Poor Law authorities, or considering whether the people were proper objects of Poor Law relief or not.

Treatment by sanitary authorities of poorhouse cases of infectious disease without cost to the poor rate.

56403. To put it in another way; supposing that in a poorhouse a case of scarlet fever arose, that would be handed over to the public health authority, would it not?—Yes.

56404. And the public health authority would not claim the cost of the treatment from the Poor Law authority?—No.

Govan provision for treatment of tuberculous children, and success thereof.

56405. That, I think, is a distinction between Scotland and England which I thought it right to point out. In paragraph 22 you call attention to what is done by the Govan Parish Council; they have rented a house and grounds in the island of Bute for tuberculous children, and have removed a number of them there from the poorhouse; that is so, is it?—Yes. Perhaps I could explain that these children are rarely phthisical; they are children with other tuberculous disease.

56406. But in this instance they are not excluding phthisis, are they?—No.

56407. That system works very well, does it not?—It has been most successful.

56408. That is a different kind of system—and it is a more elaborate system, of course—than that to which you call attention as existing in Ayrshire, at Maybole?—Yes, it is a different system altogether.

56409. Would you advocate an extension of the Govan system with a view of attacking the disease at its earliest stage, and of saving those children?—Yes. I should like very much if some of the members of this Commission when they are in Scotland could manage to go and see that place; Dr Richards, I am sure, would go and explain the benefit that it has been.

56410. (*Chairman.*) How many children are there there?—Twenty.

Reason for high pauperism in Wigtownshire.

56411. (*Mr Patten-MacDougall.*) In the table which you give in paragraph 34, I notice that the ratio of pauperism in Wigtownshire, which is an agricultural county, is 31 per 1,000, which is very much larger than it is in any other of your counties. To what do you attribute that?—Because the young people are all going away and leaving the old people, and the workers even that come there do not stay very long.

56412. It is an old-age pauperism then?—Yes.

56413. And it is not due in any sense to lax administration?—I do not think so. I have examined the cases well there.

56414. (*Chairman.*) One of our witnesses has shown that in some counties in Scotland the rate of pauperism was very high, and I think Wigtownshire was one, but although their rate is still high, there has been a steady decrease?—There is a decreasing population.

56415. (*Mr Patten-MacDougall.*) Appendix B (2) to Mr Maxwell's statement gives the pauperism of Wigtownshire as 19·2 per 1,000 as against your 31 per 1,000, but that is exclusive of lunatics, which probably explains the difference between the figures?—Yes. My table gives the number of lunatics in institutions, and you will see that there were 85 in Wigtownshire.*

56416. The lunatics in Wigtownshire are pretty high apparently, but not abnormally so, I think?—Yes.

* Mr Maxwell's table also excludes dependants.

Sir Malcolm M'Neill, C.B.

Sir Malcolm M'Neill, C.B., called and examined.

56417. (*Chairman.*) You were the late Vice-president of the Local Government Board for Scotland?—Yes.

56418. I think you have prepared a statement which, following our usual practice, we can take as your evidence-in-chief?—Yes.

(*The witness handed in the following statement.*)

1. I desire to comply, as far as my ability permits, with the wish of the Commission, and accordingly I beg to present the following statement,—premising, however, that circumstances have led me, since my retirement from office, to put aside the recollection of my official career, and I have thus become somewhat unfit to express opinion.

Duties of general superintendent.

2. In the year 1867 I was appointed junior outdoor officer under the Board of Supervision, and I assumed duty on the 1st July. The matters committed to my charge were these:—

(1) An annual inspection of each of the 62 poorhouses then in occupation.

(2) As frequent visits as time permitted to each of the parishes of my Poor Law District, comprising parts of Aberdeenshire and Kincardineshire, one-half of Forfarshire, some parishes in Stirlingshire, and the non-Highland counties south of those named—in all some 400 parishes.

(3) The holding of such special inquiries as the Board might from time to time direct.

(4) Special visits to poorhouses and parishes (under the direction of the Secretary to the Board) as occasion required.

3. In the following year (1868), on the passing of the Public Health Act, I became further (with my colleagues) an Inspecting Officer under that Act.

4. In the year 1885 an additional outdoor officer was appointed, with whom my district was divided, and, with re-adjustments previously made, this left me:—

The poorhouses, now 65 in number, and
the counties of
Lanark,
Renfrew,
Ayr,
Dumfries,
Kirkcudbright, and
Wigtown.

5. In 1892 I became Secretary of the Board, and subsequently, on the passing of the Local Government Act in 1894, Secretary of the new Local Government Board. In 1897 I succeeded the late Sir John Skelton as Chairman and Vice-President, and in November 1904, having reached the age-limit, I retired.

6. It may possibly be of interest to the Commission to describe in a few words the condition of the Poor Law

Administration in 1867, but I should despair of gaining any credence for my description if there did not exist abundant proof to support me in the archives of the Board. Speaking generally, then, every applicant in those days who complied with the conditions of "disablement and destitution" received outdoor relief as a matter of course; no inquiry into the circumstances of grown-up families was made; the use of the poorhouse as a test was not understood, aliments of 6d. and 1s. a week were common, and, as a natural consequence, pauperism, which had increased year by year, reached its highest point in 1868, when it was returned as 136,231, or 4·1 per cent. of the then estimated population.

7. The state of the poorhouses also seemed to me deplorable, *e.g.* nearly every child in every poorhouse whom I examined—I examined all except those who chanced to be absent at school—was "verminous," there was no labour-system anywhere, there was not one trained nurse in the Poor Law Service, there was hardly an attempt at classification, the beds were often filthy and were so disposed as to conceal it, the clothing worn by paupers on admission was stored unwashed and often alive with vermin, discipline was neglected, and uniformity of management was not regarded as important. The Commissioners will no doubt see for themselves whether the present conditions are in any degree similar to those above described, and, if they desire additional information, I may perhaps be allowed to refer them to the Board's 44th Annual Report (App. A, pp. 8, 9, 10, 11), where the subjects are set forth in fuller detail than is compatible with the brevity which I am requested to observe.

8. I may point out—though it is probably unnecessary—that the Poor Law system of Scotland is essentially one of outdoor relief, tempered—according to the discretion of the administrators—by a more or less consistent use of indoor relief. This system appears to me to suit the habit and temper of the people, and, but for the wild abuse of outdoor relief during the earlier years of the present law, would probably have become thoroughly understood by the pauper classes long ere this. The principles on which indoor relief should be administered—I may say that I am entirely in accord with those principles—are clearly set forth in a circular letter of the Board of Supervision, covering the suggested code of Poorhouse Rules, dated the 2nd February 1850, and printed in the Appendix to the Fifth Annual Report of the Board. The following extracts I deem of such weighty importance that I have inserted them:—

"The proper subjects for admission into a 'poorhouse form two separate classes, easily 'distinguishable from other classes of paupers and 'from one another. Poor persons who are not 'comprised in one or other of these two classes will, 'with more advantage, both to the parish and 'to themselves, be admitted to outdoor relief. 'For any systematic attempt to refuse all relief, 'except such as may be received within the walls 'of the poorhouse, would excite a baneful spirit of 'discontent amongst the poor, and that part of the 'population with which they are most closely 'connected, without effecting any saving to the 'funds of the parish and, far from being coun-'tenanced, would scarcely be tolerated by public 'opinion in the country.

'The first of these two classes of paupers, for 'whom relief in a poorhouse is preferable to out-'door relief, comprises all destitute persons who 'are incapacitated, by youth or old age, or by 'disease, whether mental or physical, from con-'tributing in any way to their own support, and 'who, at the same time, from being friendless, or 'weak in mind, or from requiring more than 'ordinary attendance, cannot be adequately main-'tained and cared for by means of outdoor relief, 'except at a cost exceeding that for which they 'can be provided for in the poorhouse.

'The other class of paupers, for whom relief in 'in a poorhouse is preferable to outdoor relief, 'and to whom it is peculiarly applicable, either 'as a test or as affording the means of needful 'restraint, consists of applicants for, or recipients 'of, relief of every kind, whose claims are doubt-'ful,—such as persons who are suspected of 'concealing or of misrepresenting the extent of 'their means and resources, whether arising from 'their own exertions and earnings, or from 'the aid afforded by friends or relatives; or 'persons who, though not able-bodied, are yet not 'so disabled as, in the opinion of the parochial 'board, to render them incapable of maintaining 'themselves and their dependants, if any, without 'relief from the parish; but more especially all 'persons of idle, immoral, or dissipated habits, 'who, if admitted to outdoor relief, would squander 'their allowance in drunkenness and debauchery, 'or otherwise misapply it. Poor persons may 'not be allowed to starve because they or their 'parents are vicious, but the law leaves to the 'bodies to whom its administration is entrusted, 'a choice as to the manner of affording relief; 'and if parochial boards desire to discourage 'indolence, to detect imposture, to check extrava-'gance, and to reform or control vice, they 'must make *work*, *confinement*, and *discipline* the 'conditions upon which paupers of this class are 'relieved."

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Reduction in pauperism since 1868.

9. Had the above simple principles been observed, the pauperism of Scotland would probably never have attained the disgraceful high-water mark of 1868; I have summarised above the causes that, in my opinion, produced the high percentage of 4·1; I now proceed to show the result that followed careful attention to those principles.

10. In 1873 pauperism had fallen to 3·3 per cent.; in 1878 to 2·7; in 1883 to 2·5; and, in 1893, to 23 per thousand of the population as against 41 per thousand in 1868. Having been personally engaged in the measures that produced this result, I am in a position to describe generally the improvements in administration during these years of sustained effort.

Efforts made by Central Department to secure good local administration of Poor Law.

11. The first, and, on the whole, the most important—at the same time the most difficult—task was to educate the local officials and the parochial boards in the consistent and reasoned use of the test. Some strenuous years were spent in this duty, but, in the end, results proved so uniformly satisfactory that adherents came to be in a majority, and improvement then proceeded almost automatically. At the very root of successful administration lies the duty of careful visitation, and in this branch we were hopelessly defective; we had indeed a visiting-book wherein two annual visits to each pauper were recorded, but the record contained nothing but trivialities, such as "sitting by the fire" or "boiling potatoes,"—matters no doubt interesting enough to the pauper, but of no value to the Parochial Board except as showing that there was a "fire" to sit by, and that there were "potatoes" to boil. It followed then that something must be done in the direction of improved visiting if we were to advance, and accordingly a small schedule was introduced with printed headings for all the more important inquiries (such as, *e.g.*, the details as to the pauper's family, their addresses, earnings, etc.), and the official was urged to use the schedule frequently, checking the information by the replies at previous visits. The effect of this schedule alone was very remarkable, and its use resulted in the exposure of hundreds of cases of deliberate deception, of which, if space permitted, I could relate to the Commission amusing examples.

Difficulties of securing improved poorhouse administration.

12. It also became absolutely essential that indoor management should keep pace with the changes outside, and, as has been shown above, there was ample scope for reform in the poorhouses. Sick, infirm, and children required attention, and, on the other hand, it was imperative to offer some deterrent in the form of labour to the dissolute classes. There were, however, obstacles which, as they would not naturally occur to the Commission, I may indicate in a few words. The old almshouse idea still lingered and was deeply opposed to stringent discipline; but the most formidable difficulty lay in the position of the poorhouse governors, who, unlike the inspectors of poor, are removable from office by the local boards and dare not therefore oppose their wishes. Fortunately time and patience ultimately changed the views of the local administrators; better conditions now prevail, and I, at least, am fully convinced that, but for the use of the test on well-considered lines, the pauperism

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of Scotland would have reached the proportions of a national scandal.

Objection to abolition of outdoor relief.

13. It might be inferred from the above remarks that I incline towards a system of indoor relief; this, however, is far from the truth. On the contrary, I should strongly deprecate the introduction of any such system; I hold, in short, that there are large classes in this country to which indoor relief is wholly unsuited and should never be applied. There may be observed, however, here and there, an unfortunate tendency towards relaxation of indoor discipline and the misuse of outdoor relief; this tendency should be combated, for, as surely as it prevails, so surely will pauperism and the attendant demoralisation increase. I am prepared later to offer a suggestion on this subject, and meantime I may explain that the Board in 1878 issued, at my urgent request, a series of recommendations to parochial boards on the use of indoor relief; the circular was re-issued more than once with tabulated results, and it remains, in my view, a trustworthy guide to those concerned in Poor Law administration.

Occasional tendency towards indiscriminate relief.

Board's circular of 1878 as to use of indoor relief.

The term "able-bodied" as applied in England and Scotland.

14. If my memory serves me, we inquired many years ago into the meaning of "able-bodied" as it occurs under the English Poor Law; it then appeared that certain classes termed "able-bodied" in England were not so regarded in Scotland. *E.g.* I think strong single women with illegitimate children are held to be able-bodied in the south, while with us the children are held to be "disablement"; it has even been decided in a court of law that *one* child entitles the mother to relief if she can show that she has been unable to find employment. This last was a sheriff court decision, and I well remember it, but I am not aware whether the Supreme Court has ever confirmed the judgment, which, however, appears sensible.

Objection to poor relief of "unemployed," and proposals as to their relief.

15. When, then, the question of introducing "able-bodied" relief in Scotland is considered, it is important to bear in mind that the persons here falling under that designation are, in point of fact, those otherwise called the "unemployed," and I must declare myself entirely opposed to the idea of complicating our Poor Law system, overloading our officials, and burdening our rates by the inclusion of this class. The dearth of employment is no doubt a grievous misfortune for the working man, but it is due to conditions that have no relation to the Poor Law, and should therefore be otherwise dealt with by those who may be charged with the duty.

16. If the present lack of employment continues, the support of those unable to find work will certainly fall on imperial funds—for it cannot be expected that charity is inexhaustible—and it will be necessary to impose such tests as to discourage imposture. The municipalities in burghs and the county councils in the country districts must follow the example already set (I understand) in one great burgh, and provide test-farms, workshops, etc.; it is not for me to say what steps should be taken in regard to the impostors so often met with among the unemployed, but I may be permitted to think that a season of compulsory labour within four walls might prove beneficial.

17. Our Poor Law as it stands has always been humanely and liberally interpreted in the interests of the applicants by our officials, no change in the direction indicated is required, and I trust none may be made.

Advantage of parish areas for Poor Law administration.

18. It has been one of my most frequent experiences to hear the extension of Poor Law areas advocated, and I admit that this might result in economy in the cost of management, while it would certainly ease the labours of the Board's officers; the administrative unit with us is the parish which maintains its own staff, collects its own rates, contends with its neighbours on cases of settlement, and is responsible for its own poor. At first sight it seems as if a grouping into unions would be a distinct advantage, but I must venture notwithstanding to record my preference for our parochial system with all its drawbacks—real or imaginary. Let the Commission bear in mind that, in a country parish, the inspector of poor either knows personally, knows about, or can easily obtain information on, every resident case; there is also the fact that the inspector is often the parish schoolmaster and *registrar of births*, etc.; that the members of the council—proprietors, clergymen, shopkeepers, farmers, labourers, etc.—have knowledge of the cases little inferior to that of the inspector; that a rise or fall in the poor rate is felt instantly and individually by each member of the council; and that the chairman and members are easily accessible to the officers of the central board on their visits; these facts being borne in mind, the Commission will readily follow my contention which is that, if the inspector of poor is fully aware of the principles of administration—it is the function of the Board's officers to instruct him—the parochial system has advantages which would disappear in an extended area. I leave out of account the difficulty of communication in the Highlands, the vast area of Highland parishes, and similar considerations which unfavourably affect the present parochial system, and would be still more severely felt in an extended area; it is not too much to say that in Highland districts the management would fall into the hands of officials only—a result that I should deprecate—or of a central committee, which would be even worse.

Scrutiny of roll of poor by general superintendents, and results thereof.

19. It used to be the custom of the Board's officers—I presume it is so still—on visiting a parish, to devote a large part of their time to analysis of each case on the roll, and to append to their reports the outlines of those cases in which the Parish Council appeared to have acted with doubtful judgment; it was the Board's practice to inquire later as to the decisions on the re-consideration of the cases so noted. This practice made a sensible impression, not only on the pauperism, but on the habits of the councils in dealing with applications for relief, but such scrutiny could hardly be applied with effect to a list such as a Union would supply, and, to be effective, the presence of the responsible official is indispensable.

20. I venture, only with the greatest diffidence, to point out directions in which, as it appears to me, improvement is possible:—

Proposed appeal to Board by minority of Parish Council against relief decisions of majority.

(1) The Magna Charta of the Scottish pauper I have always held to be the statutory complaint of inadequate relief, and this provision in our Act has worked so uniformly with success that it might be expedient, with a view to check eccentricities of administration, to introduce a similar system whereby minorities of Parish Councils could obtain a review by the central authority of decisions in relief which they disapprove. My countrymen possess many virtues, but that of "Poor Law modesty" has been denied them; every Scot believes that, whatever there may be that is beyond his powers, he is at least a born Poor Law administrator, and, as a consequence, he signalises his first entry into a Parish Council by proceeding to upset decisions which have been the evolution of many years of experience; in time he occasionally settles down into a useful member, but not before he has done more mischief than can be easily remedied. I should like then to see the central board armed with the power of gently curbing him till he is able to run alone.

Suggested introduction of English audit system, and advantages thereof.

(2) England enjoys no monopoly of guardians inclined to plunder, and I saw so much that was doubtful—or worse—in former days that the audit system now in operation—defective as it is—was most welcome. But I fail to understand why we in Scotland should be denied the much superior system established in the South.

Judging from my own experience as an outdoor officer, the district auditor would very soon become not merely the critic but the trusted financial adviser of his local officials, and the result would be harmony and efficiency. I think it is hardly maintained that the English system would be wholly self-supporting from the first in Scotland, but this is not a convincing argument against its introduction—at least it is not a fatal objection elsewhere.

Proposed security of tenure for poorhouse governors and outdoor medical officers.

(3) Attention has been drawn above to the position of governors of poorhouses as an obstacle to the early improvement of indoor relief; it is within my knowledge that a governor, many years ago, incurred the displeasure of his committee, and was ultimately dismissed, for giving effect to recommendations of mine which seemed not unreasonable. They were, as far as I can remember,

these, viz.:—to lock the entrance gate and also the back entrance of the house (leading directly into the kitchen) which faced it at a distance of four or five yards. The action of the committee does not appear altogether free from painful suggestion. The poorhouse governors of Scotland as a body are a credit to the public service; their duties are onerous, highly responsible, and admirably performed; it is thus difficult to defend the anomalous position in which, as compared with inspectors of poor and even with their own medical officers, they are placed.

The Poor Law medical officers of Scotland (other than those attached to the poorhouses) are in the same position as the governors, and, like them, have strong claims to the protection of the central board.

Proposal that local Government Board should have power to dense poor-houses, and distance of ed thereof.

(4) It may perhaps surprise the Commission to know that the Central Board in Scotland has really no authority whatever within the walls of a poorhouse—a very remarkable position, and one that has, over and over again in my experience, produced provoking results. The most the Board can do in the exercise of authority is to "decline to hold the offer of relief in the poorhouse of . . . . as adequate"; the result being to close the whole establishment and dislocate the entire administrative machine, this stringent course has never been adopted, and has very rarely been threatened, but some less drastic means of dealing with an ill-managed department has always seemed to me easy to provide and urgently required. The plan I have often urged is this, viz.:—that the Board should be required to grant formal license to the occupation of the various departments of each poorhouse, and should be empowered to modify or withdraw their license as regards the whole house or any department thereof when they may deem it necessary. The result, in practice, would be that, if on a rare occasion the Board were driven to withdraw a license (say of a sick-ward or nursery), the parochial machinery would remain undisturbed except as regards one small branch.

Perhaps I may be allowed to conclude with an illustration:—Many years ago, in the days of pauper nursing, I held an inquiry in a certain town poorhouse; several curious facts were disclosed in evidence, but the most curious of these was that the hands and faces of the sick were washed only *once a week*! The house committee were greatly amused, and it was quite fifteen years before they appointed trained nurses, but, if the Board had possessed the powers above suggested, I should have advised that the license for these sick-wards should be withdrawn till decent and satisfactory arrangements were made for the care of the occupants—we should then have had trained nurses within six months. Fully realising that increased powers mean increased responsibilities, I am by no means greedy of power for the central board, but I maintain that what I suggest above does not exceed the limits of such moderate and reasonable control as should vest in the Local Government Board.

Question as to extent of Secretary for Scotland's power to veto decisions of the Board.

21. There still remains one serious matter on which, as I am now free from official trammels, I desire briefly to touch—the more so that the bulk of the evidence before the Commission will probably be derived from those whose mouths, on certain points, are officially closed. In those sections of the Local Government Act conferring powers, the words frequently occur "the Board shall (or may)" do this or that, and ordinary persons would no doubt conclude that, when the word "Board" is used, "Board" is meant. But, during my tenure of office as vice-president, it happened more than once that the word was interpreted to mean not the Board but the Secretary for Scotland. I am not aware of any desire on the part of my colleagues to oppose the wishes of the president; on the contrary, there was every desire to give effect to them; but, when the statute distinctly enacts that "the Board shall (or may)" I conceive that the president's position was intended to be that of a member of the Board, with probably a casting vote when the members were equally divided in opinion. I entirely admit that, if a majority of the Board should resolve on a corrupt proceeding or one manifestly opposed to public policy, the *nobile officium* of the Secretary for Scotland (not as president of the Board) would emerge, and it would be his duty to veto the proposed action. The Commission will perhaps allow me to illustrate my meaning by a case in point:—The statute requires the Board to appoint local auditors, and, at least while I was chairman, we had but one aim, viz.:—to appoint the most suitable candidates quite irrespective of their political opinions. I personally neither knew nor cared what political opinions were held by any of our officers. If then the Board, after careful inquiry, proposed to appoint an auditor, would it be competent to the president to order the appointment of another person? I maintain that it would not, though, as I have above explained, special information not at the disposal of the Board might fully justify the interposition of a veto by the *Secretary for Scotland*. The Commission will recognise the wide difference between an assumption of the Board's powers as to an appointment on one hand and the veto on the other; the matter, in my judgment, should be adjusted in the sense of the statute or should be the subject of further legislation.

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Question as to extent of Secretary for Scotland's power to veto decisions of the Board.

56419. (*Chairman.*) From your statement I see that you were appointed junior outdoor officer under the Board of Supervision in the year 1867?—Yes.

56420. There would therefore be a period of about twenty-two years between the date at which you were appointed and the creation of the new Poor Law under the Act of 1845?—Yes; just about that.

The absence of general superintendents in 1845 and effect thereof.

56421. The condition of things of which you have given a description appears to have been very unsatisfactory?—Most unsatisfactory. Perhaps I ought to explain that the administration started without any outdoor officers at all, and I think that partly accounted for the condition into which matters had grown.

56422. I suppose the system of 1845 was the one in which compulsion to a certain extent superseded voluntary effort?—Yes, I fancy so. I have no knowledge of the condition of matters before 1845, I may say.

Unsatisfactory condition of poorhouses.

56423. You give a graphic description in your statement of the pauperism, which was very high, and of the poorhouses, many of which you examined and found to be in a very bad condition?—Yes; I had the inspection of them all.

56424. The children, you say, were many of them verminous?—I think without exception that those I saw were verminous.

56425. And there was no labour system, and no attempt at classification?—That is so.

Indiscriminate out-relief; efforts by general superintendents to check it, and results thereof.

56426. Then side by side with that you found a very wild abuse of outdoor relief?—There certainly was that.

56427. But measures were almost immediately taken to try and improve the condition of things?—We tried our best for a great many years, and I think succeeded more or less.

56428. That was, I suppose, by continuous steady pressure?—Simply by holding meetings and visiting the chairman and writing reports which were published, and by degrees taken up by the Press, and so on.

56429. The result was by these changes of methods of administration the pauperism fell from 4·1 per cent. in 1868 to 2·5 per cent. in 1883?—Yes; very nearly one-half.

56430. Although the conditions of the country improved, that fact was not in itself sufficient to explain the change?—No, I think not, for there were periods of very bad trade during those years.

The poorhouse as a test, and question as to whether such was originally intended.

56431. One of the first things that you did, I see, was to try and enforce, to use your own words, a consistent and reasoned use of the test?—Yes, that was one of our points.

56432. The test being the house, of course?—Yes.

56433. It has rather been suggested to us by the evidence we have been taking that originally the poorhouse was merely a receptacle for certain classes of pauper applicants, and that the test was not in the minds

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of those who set up the poorhouse in the first instance?—I think it is plain that that was not so.

56434. You do not accept that statement?—No, because the circular of February 2, 1850, puts it very plainly in the opposite sense; it divides the poor into two classes—the disabled and the dissolute.

56435. So then you would contend that from the first it was a test?—I clearly think so, from the first.

56436. The test was the main change, was it, that was effected?—Yes, the test was the main change, and it involved, of course, the improvement of the poorhouse discipline as part of it.

56437. The material condition and the discipline of the poorhouse were improved?—Yes.

56438. And the test was offered outside?—Yes.

Need of efficient classification to secure satisfactory test."

56439. Whilst we are on that point, to have a satisfactory test you want efficient classification, do you not?—You want efficient classification, undoubtedly, so as to separate the dissolute class from the others.

Objection to extending the Poor Law area.

56440. Are you an advocate of the extension of area?—On the contrary, I am dead against the extended area for assessment. I would make each parish collect its own rates, and feel its own pressure; then we should have it improving its administration automatically.

56441. Are you in favour of combinations?—Certainly not, except for poorhouse purposes.

56442. How would you work a larger area? Would you leave the methods of selection and of administration as regards applications to an individual parish much the same as they are now?—I think they must be left so, and also the arrangement of settlements. Each parish must bear its own responsibility for its whole dealing with the paupers.

Objection to abolishing settlement.

56443. Then you do not think that the law of settlement can be abolished?—I think certainly not. I think it would be a great pity to abolish it. There is one thing I may say that might be simplified; and that is the collection of assessments. Each parish should be rated according to its needs, but the collection might be very much simplified by abolishing the parish collector, and having it collected by the district, or the county council, whichever is the simplest.

Proposed alteration in method of collecting parish rates.

56444. Is the system of valuation pretty much the same in different parishes?—I think it is identical all over Scotland.

Advantage of local knowledge of circumstances of paupers.

56445. I see you like the parochial unit, from the increased knowledge that the smaller area gives to the people who are administering relief?—Yes; everybody knows everybody's circumstances in a country parish.

Success of system of combination of poorhouses, &c.

56446. And the system—we have had a good deal of evidence on it—of combination, and of parishes with no poorhouse contracting with a parish that has a poorhouse, has worked well on the whole?—It has worked very well indeed as far as my experience has gone. In my early days, there were a great many parishes that had no poorhouse accommodation; for instance, the whole county of Berwick was absolutely without poorhouse accommodation, and, of course, the condition of matters there was dreadful.

56447. Now there is nothing to prevent combinations being increased, and the area enlarged?—None, for poorhouse purposes.

56448. Supposing that were done, would you prefer the contract system to levying a common rate for the poorhouse?—Most certainly; I think their voluntary contracts are much simpler.

Objection to uniform rate in parishes for poorhouse purposes.

56449. What is the drawback now to levying a uniform rate for the poorhouse?—It really would be levied as a poor rate, and I should like to see each parish bear absolutely its own poor rate, and to feel the pressure of it if it rose, and to feel the lightening of it if it fell, because that interests everybody in the parish more or less in Poor Law administration.

56450. And a uniform institutional or poorhouse rate would not operate fairly, you think?—It would tend to equalise the thing, which is just what I want to avoid.

56451. Assuming you have that form of rate, I suppose you would contend that the tendency of each parish as they paid a uniform rate would be rather to put their hands into that fund as much as they could?—That is so; it would be somebody else's pocket. That is the sort of feeling that would grow up with a uniform rate.

Relaxing of poorhouse test and tendency to indiscriminate relief.

56452. Coming back to the test, are you satisfied now with the application of the test?—I do not think anyone is absolutely satisfied with it; I think of late there has been rather a tendency to wander away from the old direction. The discipline of the poorhouses, I think, has been rather relaxed of late years. People have become a little too benevolent in dealing with the dissolute classes. Then I think there has been in some of the large town parishes a tendency to add to the outdoor relief, in fact to fall back into the old system with a sort of idea of benevolence, which, I think, is a mistaken one.

Effect of insecurity of tenure of poorhouse governors and outdoor medical officers.

56453. Do you think that the discipline is at all affected, and that the administration of the poorhouse has gone back owing to the governor being liable to dismissal?—I think it may have done. Certainly it was one of the greatest obstacles to an improvement in poorhouse administration; we could not get the governors to do what we wished because they were simply afraid of their employers.

56454. Would you therefore in any alteration of the Poor Law make the governor's a statutory appointment?—Most certainly. I may say that I had an opportunity of speaking to the Lord Advocate who passed the Poor Law Act. I asked him why he did not at the time the Act was passed put the governors in the position of inspectors of poor. His reply was that the state of opinion in the House of Commons was such that he had great difficulty in getting the protection for the inspectors, and he said: "If I had put the governors in I should have lost the 'Bill."

56455. I suppose in the same way you would protect the medical officer?—Most certainly; I think the medical officers all over Scotland are entitled to protection.

56456. Because they play a very important part as regards the certificate?—A very important part indeed. Then you see there is the anomaly that while the governor of the poorhouse is dismissable by the local board, his own medical officer is protected. I think that is such a pity.

Meaning of "able-bodied"; difficulties arising out of non-relief of able-bodied, and objection to any alteration in the law.

56457. Going now to the able-bodied, you think the interpretation which is given to that term is sufficiently understood and definite in Scotland?—I think in Scotland we know quite well what an able-bodied person means; it means what you call in England the unemployed.

56458. You contend that any relaxation of the definition amounts practically to giving relief to the unemployed?—Practically I think so.

56459. On the other hand, the letter of the law being so stringent, the medical officer gets the local board out of difficulties by giving a certificate when a man might legally come under the definition of able-bodied?—Yes. It is very humanely interpreted in Scotland.

56460. Then as regards dependants, do you think that the provision is enforceable by which the dependants of an able-bodied man are not entitled to relief?—You cannot avoid it; it is part of the system.

56461. Would you keep that as part of the code?—It is the weak point of it; there is no doubt about that.

56462. Admitting that that is the weak point, you still would retain the rigid prohibition against relief to the able-bodied?—Certainly.

General superintendent's scrutiny of cases on roll of poor and its advantages.

56463. I see that in paragraph 19 you attach great importance to the analysis which the Board's officers made of each case on the roll; you refer there, I suppose, to what in England we should call rather a case-paper?—I can give the Commissioners specimens of what I refer to. It is a very simple matter; it is merely going over the cases on the roll and enumerating the salient points, and showing where the Parish Council may be said to have gone wrong. Here are the first three circulars * that were issued; they are identical except as to the tables attached to them, which bring the cases up to date. These circulars were very satisfactory and most useful. It was, in fact, one circular which was issued in identical terms three times, I think, and then was issued practi-

* The circulars were dated 28th January 1878, 26th July 1883, and 20th October 1887. For copies of the first two, see papers handed in by Mr John T. Maxwell, App. CLIX. (B.), Nos. 8*a* and *b*.

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neral superintendent's utiny of es on roll poor and its vantages.

cally in the same terms, but slightly enlarged at the time of the formation of the Local Government Board for Scotland.

56464. These are not reports of the inspectors of poor on the persons who are receiving relief?—No; they are the reports of our officers on inspecting the books made to the Local Government Board, and by the Board sent down to the Parish Council for revision.

56465. Do the general superintendents in Scotland take up individual cases in this way now?—I do not know, of course, but they ought to do so. I fancy they do so still. It was very useful, certainly.

56466. I see, according to these circulars that you have just handed in, that action was taken in a number of cases?—Yes, in almost all; and it resulted favourably, I think, in the majority of the cases.

56467. (*Mr Booth.*) This system prevails up till to-day, you think?—I understand from Mr Patten-MacDougall that it prevails still.

56468. (*Mr Patten-MacDougall.*) But we have amplified the forms?—Yes, but it is practically the same thing, I believe.

56469. It is the main work of the general superintendent, is it not?—I believe so. I may say that I had the honour of introducing the system; it was my invention as an outside officer.

56470. (*Chairman.*) This was only bringing what you would call, I suppose, experienced pressure on the local authorities?—That is so. Of course there was no compulsion whatever, but then I may explain that this report which the outdoor officer made upon the parish usually followed an interview with the chairman which he had had upon the spot, and perhaps an attendance at a meeting of the Parish Council; then this report came down to clinch it.

56471. I think we should like to put these in our evidence?—Please retain them; I have brought them on purpose for the Commission.

56472. Would these cases to which the superintendent called attention come under the notice of the auditor?—I do not think the auditor ever touches that. At the time when we had our present audit first established we hoped that it would be so, but I think it was decided that it must not be.

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56473. I see you want to adopt the English system of audit?—Certainly. The Scottish system is very inefficient compared with the English system, but ours is an immense improvement upon the no-audit at all that we had before.

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56474. The combined power of the superintendent in analysing individual cases and of the official audit would of course be very strong?—Yes, it would be most effectual. I do not know whether in England the auditor interferes with that sort of thing, but I have always thought he should. I should like to hand in a report dated 1st July 1872, showing the class of cases that we had in Berwickshire when the whole county was absolutely without poorhouse accommodation. (*Handing in same.*)*

dvantages of ppeals by aupers gainst inadequate relief nd removals.

56475. You attach great importance to the power of appeal on the question of inadequate relief, do you not?—I think it is an admirable thing.

56476. Would you agree with previous witnesses that the result of it was to tend towards uniformity?—I think it had a distinct effect in that direction. The power has been extended, too, of recent years, and it now applies to an appeal against removal from parish to parish. As you may understand, in the case of people coming from the Highlands to work in the South, after having given their whole lives to work in various parishes of the South, they find it rather a cruel thing to be ordered home when all their relations are dead; and now they can appeal against that removal.

56477. Is that an alteration of settlement?—No, the settlement remains where it should be; but they cannot be sent home.

56478. (*Mr Patten-MacDougall.*) That is under the Act of 1898, I think?—Yes; and further, the Local Government Board can fix the aliment that they are to receive where they are living—which is very important.

* Twenty-seventh Annual Report of Board of Supervision, 1872 [C.—681—1872.]

Proposed appeal to Board by minority of Parish Council against relief decisions of majority.

56479. (*Chairman.*) Then I see you would like the minority to appeal against an excessive aliment?—I think so. I may say that a suggestion was made the other day to me by Mr Murray, who, I think, has been a witness here, that it might be well to put it in the hands of the inspector of poor to make this appeal. I am a little doubtful about that, because I think the inspector would be sometimes putting himself in rather an invidious position as regards his Parish Council; so I think it would be better to have the appeal in the hands of the minority.

Proposed retention of pauper's appeal to sheriff against refusal of relief.

56480. As regards the refusal of relief, are you in favour of the appeal to the sheriff?—I think it is absolutely necessary to have some appeal.

56481. It has been suggested to us that the sheriffs' views differ and that there is not much uniformity in their decisions?—There is a want of uniformity, but I would not suggest certainly that the appeal should be transferred to the Local Government Board. I think it is far better in the hands of the sheriff.

56482. You prefer it so, even with this want of uniformity?—Yes; it is a judicial decision.

Frequency of appeals against inadequate relief, and results of such appeals.

56483. You believe that these two methods of appeal are popular, and are rather ingrained in the minds of the Scottish people?—The appeal against inadequate relief has been very largely used.

56484. You have had great administrative experience; would you say that the results of those appeals have been in favour of good and uniform administration on the whole?—I think so. I think the decisions of the Local Government Board, as far as I remember them, were very just.

Proposals to license poorhouses, and effect of withdrawing license.

56485. You state in paragraph 20 (4), "That the 'Central Board in Scotland has really no authority what-'ever within the walls of the poorhouse"?—That is so; it has no real authority whatever.

56486. Assuming you threatened to withdraw a license, you would punish the paupers and you would not punish the Parish Council, would you?—If you took a single department in the poorhouse and withdrew the license, it would be closed, and the Parish Council would have to provide elsewhere for the inmates who were there accommodated.

56487. They would be obliged to do that, would they?—Certainly.

Board's powers over recalcitrant or negligent Parish Councils, and probable effect of proposed power to license poorhouses.

56488. Have you any power of declaring a Parish Council in default?—I know of no such power. The only power we have with regard to the poorhouse is to say, You shall not use it.

56489. (*Mr Patten-MacDougall.*) There is a power under the 87th section of the Poor Law Act, is there not, by which, when a Parish Council refuse or neglect to do what is by law required of them, the Local Government Board may take them into court?—Yes, that is quite true. I did not really follow the word "default," as we never use it in Scotland. The Local Government Board have the power of taking the whole management out of the hands of the Parish Council, and placing it in the hands of persons nominated by them, if the Parish Council do not elect the members to serve on the Council.

56490. That has been done in Barra under the Act of 1894, has it not?—Yes; and that is what I mean.

56491. (*Chairman.*) But in that case, of course, the parish must put themselves in the wrong by not electing their own Council?—Yes. I think the Local Government Board for Scotland, if the Parish Council refuse to do what is by law required of them, may go to the Court of Session, as they can do nothing of themselves under the 87th section of the Poor Law Act of 1845. My contention as regards the licensing of the poorhouse is that the power would never have to be used, as the possession of the power would make it unnecessary to use it. The Board have never had occasion to use the only power that they have, and that is to cease holding the poorhouses as an offer of adequate relief. Similarly, I do not believe it would ever have to use the power of withdrawing the license from any portion of the poorhouse—the simple threat to do it would be enough.

56492. In your last paragraph you call attention to the position of the Secretary for Scotland as regards

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appointments under the Local Government Board?—Perhaps I had better not have said it.

56493. I do not know. The difficulty of the suggestion you make is that under Parliamentary Government the head of a department must be responsible for all the department do, and consequently whatever you may call the tribunal, he would practically control all the appointments. As long as you have the official responsibility, I think you cannot get away from that?—That is so.

56494. Your idea is that he should have the veto only?—I think he ought to have a veto certainly, if he found the Board was doing something that was quite wrong; but I really think that when he is a member of a Board he should not override their decisions and make himself the Board.

56495. Is he the president of the Local Government Board?—Yes.

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56496. Summing up your evidence, you are on the whole pretty well satisfied with the Scottish Poor Law as it at present exists, but you would like to have more classification, and a larger combination for that purpose?—For rating purposes—or for collecting purposes, I should say; not for rating purposes.

56497. Are there any other suggestions you have got to make?—I think Scotland wants the same audit as England. I understand that a very large sum is granted from the Treasury to Ireland for the audit.

56498. There are also various ways that you have suggested in which you would give more powers in Scotland?—A little more power, yes.

56499. Subject to that, you think the system works well?—I think it does work well; I think it is suited to the people, and I think they understand it.

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56500. One little point of peculiarity in the Scottish Poor Law is the boarding out of the children; I suppose you quite approve of that?—Yes, I think it is an admirable system as long as there is not too much inspection. The mistake, I think, that you make in England is that they are eternally inspecting. It would never have done in Scotland if we had gone on inspecting in that way.

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56501. Do you know within your experience of any cases of maltreatment of children?—I cannot recall one single case since I have been connected with the Board. I have had many cases in which there were complaints, but I do not think they were ever borne out. There was one very serious complaint, I recollect, which was not investigated by me, but there is a report upon it in one of our Blue Books. I think there were twelve or fourteen children boarded in one house, and the Board of Supervision, as it was in those days, thought this was far too many, so they sent one of my colleagues down to inspect it. His report showed that it was a most admirably managed place—so much so that one of the old pupils had sent his motherless child there to be taken charge of by the matron who had brought him up.

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56502. In your time were there any proposals made about dealing with phthisis?—Only at the very last.

56503. It is a new development, I suppose?—It is quite a new development. I think the only large Parish Council that had begun to experiment was the Parish Council of Edinburgh.

ating fficulties in ighlands nd Islands; ıeir causes; nigration as remedy.

56504. Do the Highlands and Islands of Scotland present great rating difficulties as we should call them?—Dreadful. They cannot collect the rates, and their rates are so tremendously heavy, partly because there is a failure to pay on the part of so many people.

56505. It seems to me that it is not so much a question of Poor Law as a question of the general want of management?—Of course it is; and when people are crowded on an area that will not support them, and they have no work to do, it is impossible for it to be otherwise.

56506. There is not, under the existing conditions, the means of self-support for the number of people who are on these islands, is there?—Certainly not.

56507. What is your view about it? Do you think anything can be done to improve the conditions?—I think the soundest thing that ever was done by any Government was Lord Lothian's emigration scheme, if it had only been allowed to go on; but it was attacked from every side, and especially on the spot by the agitators. I was the person who had to recruit the emigrants, so I knew all about it. All the first emigrants that were recruited were of an admirable class, but in every case these people, as soon as they got the tickets, withdrew under the influence of the agitators. The result was that the people who were actually sent to Canada, although the full number were sent, were of a very inferior type; but even the first lot that went succeeded very well. The second lot did not succeed, owing entirely to a gross neglect on the part of the Canadian Government, who, having promised a certain area, failed to keep their promise and made no preparations whatever.

Difficulties as to medical relief in Highlands and Islands.

56508. There seems to be a special difficulty as regards the provision of medical attendance in those parts?—Yes, there is a great difficulty, because the areas are so enormous.

56509. They are not allowed by law to provide houses for the doctors, I understand?—That is so.

Proposed erection of houses for Highland parish medical officers.

56510. What is your view about that?—I think they ought to be allowed to build houses for the doctors, most certainly; it is very difficult to get accommodation for the doctors. I think I would make the Local Government Board the critic of the plans of the houses.

Question as to means of improving unsatisfactory economic condition of Highlands and Islands.

56511. I gather that in your judgment no relief from the Imperial Exchequer, and no general rate, will really touch the heart of the difficulty?—It will have to be given every year if they began it, but it must be done, I am afraid. I do not see the slightest hope of improvement in that country. I am told—I do not know what truth there is in it—that there has been a discovery of very valuable minerals in Long Island within the last few months. There is no doubt of the existence of minerals, whether in sufficient quantity to make it worth working nobody yet knows, but that will be inquired into in the course of the summer. If it really turns out as expected, it will be a perfect godsend to that country, if they will only work at it; but I am afraid they will have to import miners from elsewhere to do it.

56512. I understand that though there is a great catch of fish in the neighbourhood of some of these islands, that is done by fishermen from other parts of Scotland?—The most of it is so, I believe. Of course there are local boats, but not to the extent that there ought to be. Then it must be remembered that a fishing boat nowadays is rather an expensive thing; it costs about £1,000 to £1,200, even for a sailing boat, including gear, sails and so on.

Question as to sufficiency of staff of general superintendents.

56513. (*Mr Patten-MacDougall.*) As regards the number of outdoor superintendents, you tell us they have been increased since you first became one?—Yes.

56514A. Do you think the four we now have are able to cover the ground?—I think they should, but I think possibly you will want another one or two if you are going to require them to go minutely into the cases, and of course the more minutely they go into the cases, the better the work is done.

Importance of general superintendent's inquiry into individual cases of relief.

56514. As I understand it, you regard that as one of the most effective departments of Scottish Poor Law administration?—Certainly. It is really the supervision of the visiting.

The general superintendents as a medium between Board and Parish Councils.

56515. The general superintendents are, I think, always in touch with the parish councillors on the one side, and with the Local Government Board on the other?—Certainly.

56516. They are a means of communication between the two?—Certainly.

56517. They keep themselves informed as to everything that is going on in the locality which they administer?—They should do so.

56518. And they come to the Local Government Board in order to see what the Board are doing on any matters that may have arisen in the course of the Board's administration?—Certainly. They ought to be on the most friendly terms with the Parish Councils always.

56519. As regards the Parish Councils, are you able to express any opinion upon the type of parish councillors

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Superiority of parochial boards over Parish Councils.

Proposed triennial retirement of Parish Councillors and its effect.

that you get, as compared with those who formed the old parochial boards?—I am afraid the old parochial board was better. But then you see the backbone, as I might say, of the parochial board was composed of heritors who went on from year to year, and so, of course, became very experienced. I think it is a pity that the Parish Councils are elected entire; I think it would be far better if there had been an election of a third every year.

56520. As is the case with town councils?—Yes.

56521. You would distinguish there as between burghal Parish Councils and landward or rural Parish Councils?—I think the same rule would apply to both; I think they would both be better for having one-third only of new members every year.

56522. That might add to the expense, might it not?—Yes, no doubt; and that was the objection to it which was pressed at the time, I recollect.

56523. Do you think that would lead to greater interest being taken in the elections?—I am sure it would. An entire council coming new to their business are sure to go wrong; it is rather an intricate business to manage.

56524. It would, of course, promote continuity of administration?—Yes; and continuity of administration is really a great point.

56525. (*Chairman.*) Was the third that came in a third of the entire area?—It was a third of the number.

56526. The election was over the whole area?—Yes, and a third of the number came in new.

56527. Of course the local objection is the expense?—Yes; that is, to having an election every year instead of one election every three years.

56528. (*Mr Patten-MacDougall.*) Would the larger cost of the more frequent elections be compensated by the result that the cost of administration would be thereby diminished?—I cannot really say. No doubt the cost of an election sometimes is very much too large, and I think I remember some opinions of yours to that effect.

56529. As regards the outer islands and the relief of those overburdened parishes, are you aware of the report of Lord Balfour of Burleigh's Local Taxation Commission, where they say it depends very much upon the ability of the parish to bear the burden that is put upon the rates, and accordingly the suggestion is made that there should be a levelling up—I mean that no Parish Council in Scotland should be expected to pay a rate of more than a certain sum?—I was not aware of it; I have not seen the report.

Question of Local Taxation Commission proposals as a remedy for letting difficulties in the Outer Hebrides.

56530. Do you think that that might be a possible way of meeting the difficulty?—It sounds like it. But it means government subventions—or does it mean that the rich parishes are to help?

56531. It means assistance by the wealthier parishes to the poorer?—That rather infringes on my principle of letting each parish bear the cost of its own administration. I think these island parishes such as The Lews and Barra ought to be assisted by the public, especially in sanitary matters. I think it is too much to expect them now to build hospitals; they would require a great many hospitals to cover their area, and of course it is out of the question. That matter, I think, might be taken off their hands. I do not think I would touch their poor rate; I would leave them to fight with that themselves.

Proposal to make public health expenditure in Outer Hebrides a national charge.

56532. Do you think that assistance in public health conditions might affect the amount of pauperism?—I think it would do that; it certainly would relieve their burden of taxation.

56533. And that ought to be borne by the State?—I think it ought to be borne by the State. It is the fault of the State that these people are existing in these places in such numbers.

Proposal to make pauper lunacy a national charge; with check on certification of lunatics.

56534. There is also another point which I have no doubt you will give us your views about—that is, the increase in the number of lunatics, which is a thing that has arisen very largely in the last twenty years. To what do you attribute that?—It was always my view, and I remember it was also the view of a clever colleague whom you may have known, Mr Campbell of Auchindarroch, that lunacy ought to be a national rate, because no good administration of a Parish Council would affect it, and no bad administration would increase it. It was there, it was not the fault of the administrators, and therefore the rate ought to be a public rate.

56535. And that is a very large item in the expenditure of the outer islands?—Yes, very large.

56536. The cost of the removal to Inverness is very great?—It is immense.

56537. (*Dr Downes.*) If the cost of lunacy were made a national affair, would it not be necessary for the central authority to have some check on the certification of lunatics?—Do you mean a check on the medical certificates?

56538. Might there not be a tendency for the local units to throw their lunacy too freely on to the State?—It might be so. I am not prepared to deny that that is a likely thing to happen.

56539. Take the case of a man who has become silly and is suffering from senile dementia; in former days he was possibly nursed by his people, or even in a poorhouse; now we find in England that that class is coming into the asylums more and more?—That is so in Scotland too, and that is one reason they allege for the apparent increase of lunacy in Scotland. Those people are now thrown on the rates because so much of the rates are now paid by the public exchequer.

56540. What was in my mind was the possible need of some check to prevent an abuse of that pauper certification?—I think it is quite possible that might have the effect of steadying it.

56541. Especially if it became a national charge?—I have no doubt whatever that it ought to be a national charge, because you cannot control it, as also probably the cost of dealing with tuberculosis.

56542. But it should be with the possible safeguards?—With safeguards, undoubtedly; I think that.

Proposal that the State should provide for the able-bodied.

56543. (*Mr Bentham.*) I think you agree with the principle of the Scottish Poor Law that it ought not to make provision for able-bodied persons?—I am very much against its doing that.

56544. Do you also agree that the State ought not to provide in any way for able-bodied persons?—I think the State will have to provide for able-bodied persons who are out of employment, if things go on as they are doing; but I do not think it is a matter for the Poor Law.

Question as to increase of unemployed.

56545. Is it more necessary now than it was formerly?—Apparently there are more unemployed, or, at any rate, they make more outcry—I do not know which is the case—than there used to be.

56546. Which do you think weighs most—whether they make the most of it, or whether there are really more unemployed?—I do not know; I should have to go to some municipal authority to ascertain that. I rather think they are more noisy than they were.

The relief of the unemployed an abrogation of Scottish Poor law principles.

56547. Was not the object of excluding the able-bodied from Poor Law relief one of throwing people upon their own resources?—I suppose that was in the minds of the framers of the Act.

56548. Do you agree with that principle?—I think it is a very great principle and a sound principle.

56549. If the unemployed were provided for in any form from public funds, would it not be a departure from that principle?—Yes; but still it is very difficult to allow them to starve if they really are starving.

Need for some form of relief to the unemployed.

56550. Is that not an argument in favour of the Poor Law relieving them?—I do not know whether it is an argument in favour of the Poor Law relieving them, but it is an argument in favour of someone relieving them. What I think is that our machinery is not suited to it; I think it is introducing a new principle that we have always been fighting very shy of. We have relieved a great many people in Scotland as paupers that you call able-bodied in England, but we do not consider them able-bodied.

Relief in Scotland of quasi able-bodied paupers

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56551. You do not claim that as a virtue, do you?—No; but we are able to do so under our Poor Law.

56552. Is it by a stretch of the Poor Law arrangement?—No, I think not, because in the case of women with children the Scottish law holds them disabled by the possession of children. You call them able-bodied, do you not?

56553. We call healthy widows with children able-bodied, but they are not called able-bodied in Scotland?—No.

Proposed municipal workshops, etc. for able-bodied, and punishment of the work-shy.

56554. You do not hold it to be dangerous in principle for the State to acknowledge that a man who is out of employment, and yet able-bodied, has a right to claim either work or relief from the State?—I would give no man a right to claim relief. We will decide for him and set him to work and find work for him on a farm or in a workshop.

56555. But that means setting up workshops, does it not?—Certainly it does, and competing with other labour, but you cannot help that.

56556. The want of some provision being made for the relief of able-bodied persons has become more apparent in recent times?—Apparently.

56557. And you think some provision should be made for able-bodied persons?—Yes.

56558. Do you think there is a genuine reason for it?—I do not know, I am sure, whether there is or not. I think that the impostor—for there must be a good many, in fact, I know there are a good many—ought to be punished, you know.

56559. That means another authority, setting up the machinery for detecting that which should be punished and that which should not?—The impostor, of course, is the man for whom you provide work, but who will not work. That should be quite sufficient; do you not think so?

56560. If work be offered and it is refused?—Yes. He says he is starving and he can get no work; you give him work and he will not do it; then I think that gentleman should be transferred to hard labour.

56561. Would not the question of the nature of the work come in then?—It does come in to a certain extent, but the municipal workshops might vary the kind of labour. There are certain kinds of labour that destroy men's hands for other kinds of work, I am aware.

Objection to unemployed being dealt with under the Poor Law.

56562. Under the English poor law, work is offered to able-bodied persons, but it is not always congenial work, and it is sometimes refused; but it is offered more as a test of whether they are fit persons for relief; you think that would not meet the case in Scotland?—We would rather not have anything to do with it, as Poor Law officials in Scotland. Let it be left to the municipalities or to others.

56563. That means duplicating the machinery, does it not?—It may mean duplicating the machinery, but they have been obliged to set up machinery already to deal with this unemployed business, and it would just be assisted by the public or the public would be rated for it. Our Poor Law officials have plenty to do with their own work.

Advantage of municipal authority dealing with the unemployed.

56564. On the question of principle do you think it is better under a municipality than under the Poor Law?—I think it is done quite as well. I think that the management of these labour farms and workshops is perhaps better done by the municipality than it could be done by the Parish Council.

56565. As an administrator of large experience, do you think it is dangerous in principle to make any provision at all for able-bodied unemployed persons?—I am not a political economist, but it looks rather as if the unemployed were going to be with us for a good while.

Proposal to adopt English audit system, and question as to whether it would secure uniformity.

56566. With regard to the audit, you would claim, would you not, that you will get a more uniform system of auditing accounts and of making surcharges by adopting the English method?—Yes. I imagine that the English method is to divide the country into districts and to give each in charge of a Poor Law auditor; who probably has an assistant, and he audits the whole accounts of that district and is empowered to make surcharges, which can be remitted on appeal to the Local Government Board. That is the sort of thing that I should like to see in Scotland.

Proposal to adopt English audit system, and question as to whether it would secure uniformity.

56567. (*Mr Gardiner.*) How would you appoint those auditors?—I would appoint them in exactly the same way as the English Local Government Board do—take the best men they can find.

56568. By any examination?—I do not know how it is done in England, but I should simply ask the English Local Government Board to say how it was done; they probably do it in the best way, as they have more experience of it.

56569. (*Mr Bentham.*) It is quite likely that each of these auditors might hold different views as to the items to be surcharged?—Yes, that is so.

56570. In that case you do not get uniformity, do you?—It all has to be appealed to the Local Government Board, or can be appealed to the Local Government Board.

56571. That is after the surcharge is made?—Yes; but then they can release the surcharge.

56572. But the irritation has already been created?—Yes.

56573. And you have got friction between the auditor and the central department?—You see we have great advantages in Scotland in that way. We have a much smaller area to cover and we have a remarkably good man at the head of the audit department. He has his mind turned to this matter of uniformity, and I do not think there would be much variation from uniformity in Scotland.

56574. If each auditor was given absolute discretion, of course, within the limits of the law which he is supposed to understand, then you would get slight variations, would you not?—Yes, but you would have your inspector of audits always correcting these variations as far as his influence with his subordinates was concerned.

56575. Would you suggest that the auditors, first of all, before they make a surcharge, should send the case to the Local Government Board?—I have never been into the question so thoroughly, because I was always afraid we should never get this audit; but I have no doubt that would be a very good plan.

56576. In Scotland, I understand that the auditors send up particulars of the case to the Local Government Board, and the Local Government Board decides whether a surcharge should be made or not?—Yes.

56577. In that case the Local Government Board is not likely to vary as between one Parish Council and another over similar items?—No. They are the surcharging authority in Scotland, whereas it is the auditor who surcharges in England.

56578. Therefore you are more likely to get uniformity by the present Scottish system than by the English system?—On the other hand, the auditors in the districts of Scotland would come to be very much looked up to by the inspectors of poor, and would be on friendly terms with them. The auditor would advise them as to their accounting, and they would go to him for opinions on financial points. I think you would find that it would end pretty much as the Poor Law administration has done; as it has made the general superintendent the friend of all the inspectors, so would the auditor also become the friend of all the inspectors.

56579. Are you of opinion that that is so in England?—I cannot tell you, and I really do not know.

Relief of quasi able-bodied persons in Scotland.

56580. (*Mr Booth.*) I am afraid I do not even yet quite know what is the definition of "able-bodied" in Scotland. You said it was quite clear, but it is not quite clear to me yet?—I merely said to Mr Bentham that we are relieving in Scotland as disabled people several classes, who, as I understand, are considered as able-bodied in England.

Definition of able-bodied, and question of its application to particular cases.

56581. You are doing it more or less by a side wind?—No, it is perfectly right. Women with children are held by Scottish lawyers to be disabled by the possession of children.

56582. Can you give me a definition of able-bodied?—All others who are not "disabled and destitute."

56583. Would not the same theory of disablement that applies to the widow with children apply equally to the man who was, from one reason or another, incapable of actually supporting his wife and family?—It would look like it, but I do not know how to get over it.

56584. I do not see any way through it, but I understood you to say, I think to the chairman, that the Scottish definition of able-bodied was perfectly clear and distinct?—It is.

56585. I was hoping you would be able to give it to us?—I think you have put the only difficulty in the matter; but this man who has a family and cannot get work, although he is strong, would under our labour system get work from the local authority, and he would then be able to support them.

56586. What I think the chairman said to you was, then it is simply a case of the unemployed, and you said, Yes, it was?—And it is.

56587. Surely that is not the case, if the man is perfectly able to get employment, but his work is not worth much? It does not follow that he should be classed as unemployed, because his earnings, from his own stupidity, or because he has only one arm, whatever it may be, are only little?—If he has only one arm he is an object of relief in Scotland.

56588. Then I have got another instance: a man can be equally stupid if he is still left with arms?—Then if he is so stupid, he is disabled, and he would become a pauper. But, really, joking apart, our officials have all been, you may almost call it very slack—they have been very humane in interpreting these things.

56589. But it is by no means only a doctor's question. A man may be perfectly well up to a certain point, but he may be mentally slow, or whatever else it may be—or he may have thirteen children?—A man who is mentally slow would certainly be considered by an inspector of poor to be disabled; if he possibly could make him so, he would make him so.

56590. You make the law elastic by the way you administer it?—Yes.

56591. (*Chairman.*) I suppose the idea of a widow who comes up with children is that she is unable to support them, and consequently is considered as disabled, the main part of her disability being that she has lost the bread-winner and the head of the family?—I think it is rather the consideration that she has the children to support, because the same rule applies to single women with illegitimate children.

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56592. (*Mr Patten-MacDougall.*) And she has not only to support them pecuniarily, but to nurse them?—Yes.

56593. (*Chairman.*) Has there been a case of an able-bodied man coming up and claiming aliment on the ground that the number of children he had, brought him within the term "disabled"?—I have no doubt there must have been such cases, and I have no doubt the inspector managed to help him somehow. I have pointed out that I myself remember a case where a single woman with one illegitimate child was ordered by the Sheriff to receive relief on the ground that she was unable to find work.

Question as to different standard of disablement qualifying for indoor and outdoor relief.

56594. (*Mr Booth.*) In administering the law in this very sensible way, without a very exactly fixed rule, does the rule apply differently to indoor relief and outdoor relief—that is to say, would there be some people who, in a sense, are able-bodied who would be considered to be properly relieved by being offered the house when they would not be properly relieved by being given out-relief?—That would depend entirely upon the character and the amount of the disablement. If they were unable to nurse themselves or to get on without nursing, naturally you would send them into the house to be nursed.

56595. So that that is another elasticity?—Yes.

English and Scottish statistics of paupers between 16 and 65 years.

56596. (*Chairman.*) Tested by statistics, the operation of the Poor Laws in Scotland and in England is apparently much the same?—So I see.

56597. That is, if you take the number of persons between sixteen and sixty-five, the percentage proportion of them in receipt of relief is about the same in the two countries, is it not?—Yes.

Responsibility of son to maintain his widowed mother.

56598. (*Mr Bentham.*) Has a Parish Council any claim upon the son of a widow who is in receipt of relief?—Undoubtedly.

56599. An able-bodied widow, I mean?—Yes.

56600. That is not so in England, she being able-bodied?—I am not a lawyer; but you have a Scottish lawyer opposite you. I should think there is no doubt about it.

ONE HUNDREDTH DAY.

Tuesday, 28th May 1907.

AT THE FOREIGN OFFICE, DOWNING STREET, S.W.

PRESENT:

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I., etc., etc., etc. (*Chairman*).
The Right Hon. CHARLES BOOTH, F.R.S.
Mr F. H. BENTHAM.
Dr A. H. DOWNES.
The Rev. T. GAGE GARDINER.
Mr GEORGE LANSBURY.
Mr C. S. LOCH.
Mr J. PATTEN-MACDOUGALL, C.B.
Mr T. HANCOCK NUNN.
The Rev. L. R. PHELPS.
Professor WILLIAM SMART.
Mrs BERNARD BOSANQUET.
Mrs SIDNEY WEBB.
Miss OCTAVIA HILL.
Mr FRANCIS CHANDLER.
Mr R. H. A. G. DUFF (*Secretary*).
Mr J. JEFFREY (*Assistant Secretary*).

Dr W. LESLIE MACKENZIE, called and examined.

Dr W. Leslie Mackenzie.

28 May 1907.

56601. (*Chairman.*) You are now the Medical Member of the Local Government Board for Scotland?—I am.

56602. Previously you were Medical Inspector under the Board?—I was.

56603. What is the distinction between the duties of the two posts?—The medical officer of the Board is a member of the Board, one of the six that constitute the Board. The medical inspector is an officer working under the instructions of the Board.

56604. And the medical member of the Board, I assume, does no inspection unless it is of a very special character?—Not ordinarily. There is nothing to prevent him making any inquiry; normally he does not do so.

56605. You have prepared a very full and interesting statement, which, if you will kindly hand it in, we will treat as your evidence-in-chief.—Certainly.

Dr W. Leslie Mackenzie.

28 May 1907.

Qualifications and duties of witness.

(The witness handed in the following statement.)

1. I am Medical Member of the Local Government Board for Scotland; formerly I was Medical Inspector under the Board. My previous Public Health appointments were—Medical Officer of Health for the counties of Kirkcudbright and Wigtown and five small burghs (three years); Medical Officer of Health for town and port of Leith, and Visiting Physician to the Infectious Disease Hospitals (six years). I hold the following degrees or diplomas:—Master of Arts; Doctor of Medicine; Diploma in Public Health; Diploma of the Medico-Psychological Association; Member of the Royal College of Physicians, Edinburgh (*honoris causa*). My duty as a member of the Local Government Board includes Poor Law administration in all its branches, as well as Public Health administration. Along with Mr Patten Macdougall, Vice-President, and Mr Barclay, General Superintendent, I acted on the Departmental Committee that recently reported on Poor Law Medical Relief and the Rules for the Management of Poorhouses in Scotland. Four years ago I reported on 600 Edinburgh School Children to the Royal Commission on Physical Training (Scotland), and more recently I directed the medical examination of 1400 school children, whose conditions, as found, form the medical basis of the Report recently issued by the Edinburgh Charity Organisation Society.

I. Introduction.

Extent of charitable medical relief in 1844.

2. In 1844 the Commissioners appointed to inquire into the administration and practical operation of the Poor Laws in Scotland reported that "there is scarcely any 'provision for medical relief to the poor out of poor funds 'in Scotland. This seems to be left systematically to 'private charity. . . . It cannot, however, be said that, 'in point of fact, the poor suffer materially from the want 'of medical aid. In all the large and in many of the 'smaller towns there exist dispensaries, supported by 'voluntary contributions." They give some further particulars to show that, according to the conceptions of that day, the poor were on the whole provided for adequately by voluntary agencies. Among these they include dispensaries, hospitals, sick benefit societies, gratuitous medical services by medical men, individual charity of estate proprietors, colliery owners, and others.

Recommendations of Poor Law Commissioners 1844.

3. The Commissioners in their recommendations said:—"We think it desirable that the managers of the poor in 'each parish should have full discretionary power by law 'to afford medical relief in all cases where it may seem to 'them desirable. Expense, we believe, might sometimes 'be saved to the parish in the end by medical assistance 'being promptly and efficiently granted: the temporary 'sickness may, if not taken in time and properly attended 'to, be converted into a permanent malady, and a burden 'be thus thrown upon the parochial funds, which a small 'outlay, judiciously applied at an early stage of the 'disorder, would have provided against." In this recommendation the expression "discretionary power . . . . desirable" does not seem to be limited by any preliminary test, such as destitution. Taken literally, the recommendation would cover a medical service for every person, whatever his economic condition,—relief being limited only by the condition "where it may seem to them desirable."

Report on fevers and epidemics of Poor Law Commissioners 1844.

4. These statements and recommendations cannot, however, be assumed to have had quite the same meaning for the Commissioners of 1844 as similar statements and recommendations might have for us to-day. For medical knowledge was then, in many ways, rudimentary. This is shown by another paragraph in their report. They say, in reference to "fever and epidemics,"—"It is, however, 'very questionable whether the periodical prevalence of 'fever in these places—that in Edinburgh and Glasgow—'can justly be ascribed to any specific cause. There may 'be said to be three distinct opinions on the subject. 'The first is stated in the sanitary report, and attributes the 'spread of fever to filth and defective sewerage; the second 'would ascribe the evil to an overcrowded population; the 'third, to destitution. We believe it to be true that 'wherever fever prevails, one or more of these concomitants 'will be found to exist. But as to the amount of influence 'which all or any of such causes may have on the diffusion 'or origin of disease, we feel that it would be presumptuous 'in us to offer any opinions, where medical men of the 'greatest experience are not agreed."

5. In those days it was not possible to be more exact. There was no science of bacteriology. There was very little sanitation. The fevers were lumped together under the vague name of "fever," which probably included diseases as diverse as typhus, typhoid, pneumonia, cerebro-spinal fever, tubercular meningitis, appendicitis, septicæmia, and some others.

Efficiency of medical aid to poor in 1844.

6. We must, therefore, take with serious qualifications the statement that the poor did not "suffer materially for the want of medical aid." Where so many diseases were regarded as inevitable incidents of life, it was natural to suppose that existing methods of dealing with them were satisfactory. But even on the basis of such very imperfect knowledge, the recommendations were of a fruitful kind, and prepared the way for the elaborate Poor Law and Public Health services that we enjoy to-day.

7. We need not, I think, go further back in history than this report. For it is obvious that before 1844 there was no systematic Poor Law medical relief. But the Poor Law Act of 1845 was an immediate result of the Commission's report, and it is under this elaborate Act that medical relief of the poor in Scotland has grown up.

8 In the sequel, it will appear that a large number of diseases are to-day relatively in much the same relation to Poor Law and Public Health organisations as the grosser infections were then.'

9. In the following statement, I do not deal with questions of relief in general. These have been fully set forth by the legal member and the other witnesses from this Board. I confine myself to medical relief.

10. This was dealt with from the purely administrative standpoint by the recent Departmental Committee of this Board, and I assume that the Commission have this document before them. This will permit me to deal more with matters of principle than with matters of administrative detail. Incidentally, I shall endeavour to furnish such information as I possess on the specific topics set forth by the Commission for the guidance of witnesses, particularly on the relation of the Public Health Authorities to the Poor Law Authorities. As it is impossible to offer more than an outline of the existing public organisations for medical relief and service, I may state that I shall be prepared for examination on the whole range of Public Health medical service and Poor Law medical service, so far as administered by this Board.

II. The Statutory Provisions for Medical Relief in Scotland.

Statutory provisions for medical relief in Scotland.

11. The primary legal provisions for the medical relief of the poor in Scotland are the following sections of the Poor Law (Scotland) Act, 1845:—

Section 69.—"In every parish or combination, it 'shall and may be lawful for the Parochial Board, 'and they are hereby required, out of the funds 'raised for the relief of the poor, to provide for 'medicines, medical attendance, nutritious diet, 'cordials, and clothing for such poor, in such 'manner and to such extent as may seem equitable 'and expedient."

Section 60.—"And whereas, for more effectually 'administering to the wants of the aged and other 'friendless impotent poor, and also for providing for 'those poor persons who from weakness or facility 'of mind, or by reason of dissipated and improvident 'habits, are unable or unfit to take charge of their 'own affairs, it is expedient that poorhouses should 'be erected in populous parishes. . . . ."

Section 59.—"Lunatic paupers are to be placed 'in asylums at the expense of the Parochial Board or 'combination."

Section 66.—"In all cases in which poorhouses 'shall be erected, or enlarged, or altered, under the 'provisions of this Act, there shall be proper and 'sufficient arrangements made for dispensing and 'supplying medicines to the sick poor, under such 'regulations as the Parochial Board shall make, and 'the Board of Supervision shall approve; and there 'shall be provided by the Parochial Board proper 'medical attendance for the inmates of every such 'poorhouse, and for that purpose it shall be lawful 'for the Parochial Board to nominate and appoint a 'properly qualified medical man who shall give 'regular attendance to such poorhouse and to fix a 'reasonable remuneration to be paid him by such 'Parochial Board; Provided always that if it shall 'appear to the Board of Supervision that such 'medical man is unfit or incompetent, or neglects 'his duty, it shall be lawful for the Board of 'Supervision to suspend or remove such medical 'man from his appointment and attendance.

Section 67.—"It shall be lawful for the Parochial 'Board in any parish or combination, for the benefit 'of the poor of such parish or combination, to 'contribute annually, or otherwise, such sums of 'money as to them may seem reasonable and ex-'pedient from the funds raised for the relief of 'the poor, to any public infirmary, dispensary, or 'lying-in hospital, or to any lunatic asylum or 'asylum for the blind or deaf and dumb."

III. General Principles involved in these Provisions.

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12. The fundamental principle of these provisions may be stated thus:—

> Under the Poor Law of Scotland, a person suffering from disease cannot receive medical treatment until he is admitted to the poor roll. He cannot be admitted to the poor roll unless he is (*a*) destitute, (*b*) disabled.

13. These two propositions govern the whole practice of the Poor Law medical service. It is, therefore, well to set forth at the outset some inferences from them. These inferences indicate the strength and the limitations of the Poor Law service as a possible basis of a medical service, adequate to the untreated sickness of the community as a whole.

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14. Disease, however severe, does not itself entitle any person to medical treatment under the Poor Law. Although a poor person, not destitute, may be unable to afford private medical attendance, he cannot claim treatment from any medical organisation supported out of public funds. He may die for want of such treatment; but neither the Poor Law nor any other service is under any obligation to provide treatment merely on the ground that it would save life. I put this inference thus quite broadly. Of course, if the disease happens to be a dangerous infection, the Public Health Authority steps in; but this is because of danger to others, not primarily because of the benefit to the sick person. I am aware, too, that practice does not always conform to principle; but the position is substantially correct that sickness, as such, does not entitle the sick person to treatment by any medical service.

pective tudes of rity, Poor and lic Health ickness.

15. Destitution is the primary condition of admission to the poor roll. For, first, none but destitute persons are eligible; and, second, destitution rapidly leads to disablement.

16. This marks off Poor Law medical relief from the relief offered by the voluntary organisations, which, as a rule, provide medical attendance for the poor, but do not require proof of destitution.

17. It also marks off the Poor Law medical service from the public health medical service, which regards disease (infectious) and insanitary conditions as primary, and does not take the economic condition into account at all (see below—Relation of Public Health Service to Poor Law).

ct of king desti-on quali-tion for ical relief.

18. As a consequence of making destitution of the patient the *primary* condition of admission to medical relief of any kind, the Poor Law medical service has to deal with the most chronic types of disease. The patients have usually exhausted every other resource before they apply to the inspector of poor. They go to the Poor Law not as they go to a public hospital, because they hope to be cured, but often because no voluntary agency can do anything more for their ailment.

19. Normally, therefore, the Poor Law medical service does not aim at curative treatment, or is seriously handicapped in attempting it. The conditions of relief make it practically impossible that cases should come to the Poor Law hospital early. This is as true to-day as it was when the Commissioners of 1844 reported. This is seen very strikingly in cases of phthisis, where late treatment can never be more than palliative.

20. It follows that, on its present footing, the Poor Law medical service can never become effectively preventive, in the broad sense.

ed of ater pre-tive medi-service.

21. But if it cannot become preventive of disease among the poor, and yet is not adequately supplemented by other preventive organisations, the Poor Law medical service will remain an expensive service for dealing with an unending and uncontrolled stream of derelict sick. How far the voluntary organisations and the public health service are preventive of disease is a matter for evidence; but I am satisfied that vast masses of preventable disease are untouched by any preventive service, public or private.

The importance of these inferences will become more obvious when we discuss the relation of Poor Law to public health.

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IV. Practical Application of the above Principles.

Liberal interpretation of Poor Law principles.

22. Although destitution and disablement are conditions of medical relief, as of relief in general, the necessities of practical administration have resulted in a certain liberal interpretation of the law. Thus, in a minute of the Board of Supervision (1878), it is laid down that,—"It 'must be kept in mind that Parochial Boards have no 'power to expend any of their funds in the relief of persons 'who are not both destitute and (wholly or partially) 'disabled. In considering the question of disability, 'however, in the case of a person really destitute, the 'inspector should not carry the letter of the law to an 'extreme, and cause delay in a doubtful case by the 'necessity of an appeal to the Sheriff. Moreover, it is 'obvious that if a person is *really destitute*, no long period 'would elapse before he also became *disabled* from want of 'food. It would probably be a safe rule of practice in such 'cases to afford immediate relief, if the inspector is of 'opinion that the Sheriff on appeal would order it." (Rules, p. 94.)

23. This deliverance, which really covers the case of a destitute "unemployed," even if at the moment able-bodied, makes it possible for the certifying medical officer to interpret "disablement" or "health" in the most liberal manner. He may, for instance, take into account not only the applicant's physiological fitness to maintain himself, but also the mental distress caused by the destitution of his dependants, *e.g.* a starving wife and children. Some medical officers habitually take this into account in their estimate of an applicant's health or fitness.

Medical relief to able-bodied dependants.

24. Nevertheless, an able-bodied applicant as such is not entitled to relief even if he is destitute, and it does frequently happen that he has sick dependants. These, if not in desertion, cannot receive medical or other relief, although they may be dying of disease. Yet, if any of them does die, the inspector of poor is liable to a criminal charge.

In the Chief Clerk's evidence a case to illustrate this administrative contradiction is given. No system founded on such a contradiction can be literally carried out; but, in point of fact, many cases of serious hardship do arise from the limitation of relief to the head of a family.

25. The unrelieved sick dependants of a destitute but able-bodied man must seek assistance from other organisations than the Poor Law. Wherever possible, they naturally resort to charitable institutions, which thus may be required to provide for the really destitute. Where there are no such institutions, as in the most of the rural parishes, the dependants must rely on private benevolence. The burden of their maintenance then falls on the most tender-hearted, not necessarily the most wealthy, neighbours.

26. In my opinion, the limitation of relief to the head of a family puts a premium on wife-desertion, and the consequent disintegration of family life. In the case referred to by the Chief Clerk, the sick woman would have been entitled to relief if her husband, instead of remaining to assist, had deserted her. I am aware that there are grave dangers in departing from the principle of granting relief only to the disabled and destitute head of the family; but, on the other side, it has to be said that a law cannot remain effective if an officer is exposed to a criminal charge, unless he breaks the law.

27. The difficulty cannot be met by any single remedy. But, if sickness by itself, whether the person is a dependant or not, could ground a claim to relief, most of the difficulties would disappear, and the integrity of the family would be better respected than it is under the present impossible law. This would, in my opinion, be a sounder practice than to grant relief to the able-bodied destitute. The problem of the able-bodied destitute seems to me entirely different from the problem of the sick destitute.

Liberal interpretation of Poor Law principles.

28. But in actual administration, the medical officer, relying on the principle of the Board's deliverance, usually accepts a very slight ailment as sufficient to justify a certificate of disablement. This certificate carries with it admission to the poor roll, and, if necessary, admission to a poorhouse.

29. Accordingly, many applicants more or less able-

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Liberal interpretation of Poor Law principles.

bodied necessarily find their way to the poorhouse. The poorhouse thus may combine the functions of a hospital for the sick, a home for the infirm, aged, and children, and a workhouse for the slightly ailing or practically able-bodied. In some city poorhouses, I have frequently been unable to distinguish the inmates from the able-bodied inmates of an English workhouse. But in none of the rural poorhouses visited have I found an inmate that, on a fair consideration of mental and bodily health, I could declare fit to maintain himself.

Poorhouse as "test."

30. Another consequence of the departure from the purely medical test of disablement is that the poorhouse has come to be used as a "test" (*a*) of the genuineness of the alleged destitution, (*b*) of malingering. The result is that many grades of poor come to be associated in the same institution. As we shall see, classification is then difficult or impossible, and the normally deterrent effect of the poorhouse "test" is greatly accentuated by the belief that a person of good character, but made destitute by sickness, is exposed to association with men and women of all shades of degradation. In this way, the poorhouse "test" has a distinctly deterrent effect on the sick,—a result obviously not intended or contemplated either by the statute or by the Board of Supervision.

31. In Glasgow and, less markedly, in some other places, *e.g.*, Dundee, this indirect effect of the poorhouse "test" has been more or less neutralised by the provision of hospitals. I am informed that there is rarely, if ever, the same unwillingness to go to hospital as there is to go to the poorhouse. In other words, classification by institutions has been made possible, and the immediate effect has been to remove objections to indoor medical treatment. In those places, the poorhouse "test" no longer debars the patients from the poorhouse hospital.

32. Incidentally, this fact must be taken as some qualification to my statement that the parochial system cannot on its present footing become a preventive system.

V. Machinery of Poor Law Medical Relief.

A. *Outdoor.*

(1) *Inspector of Poor.*

33. When a sick person wishes Poor Law medical relief, he applies to the inspector of poor, who must satisfy himself that the applicant is entitled to relief.

Duties and responsibilities of inspector of poor.

34. In the rules for inspectors of poor, issued in the Board's first Annual Report, 1846, it is laid down that the inspector of poor shall make "all necessary inquiries into 'the state of health, the ability to work, and the means of 'support of the applicant"; also that "in all cases of 'sickness or accident befalling persons entitled to parochial 'relief and requiring medical or surgical assistance, the 'inspector must, upon his own responsibility, take 'measures for procuring without delay such medical aid as 'can be obtained, in conformity with the provisions which 'may have been made, and the instructions which 'he shall have received from the parochial board." Further, "in every case of sickness or accident of any 'person in the receipt of parochial relief, the inspector 'must, as soon as may be, and from time to time afterwards, 'visit the home of such sick person, and supply him with 'such articles as may seem necessary, until the case shall 'have been reported at the next meeting of the Parochial 'Board."

35. The inspector of poor is thus placed in charge of all accepted applicants for relief, and is responsible for seeing that they have adequate medical attendance and treatment.

(2) *Medical Officer.*

Creation and functions of medical officer.

36. The inspector of poor, when satisfied of the economic destitution of the applicant, instructs the medical officer to examine him. If the applicant is medically certified to be unfit to maintain himself, he is admitted to the roll. Thereafter, unless removed to the poorhouse, he remains under the treatment of the medical officer. (See Rules etc., p. 102.)

37. (The Medical Officer, it may be here noted, is a creation of the Medical Relief Grant. The Statute requires only "medical attendance." But by administrative use of the Grant (for details see Mr Maxwell's evidence), the Board of Supervision secured the appointment of a Medical Officer in the large majority of the parishes. This was an immeasureable advance on the conditions before 1845. But many large areas, as pointed out in the Chief Clerk's evidence, remain inadequately provided with medical attendance, and it seems to me that, with the present administrative units and local resources, it is not possible to provide an adequate service. The details of those areas are given in the Departmental Committee's Report, pp. 70–3.)

Medical extras.

38. In the "Rules as to Medical Relief of the Poor," a distinction is drawn between "medical relief" and "nutritious diet, cordials, clothing, suitable lodging, and sick-bed attendance." The Medical Officer orders "medical relief,"—which, I presume, means drugs, or surgical or medical appliances,—and the inspector of poor must see that they are furnished to the patient. But when the Medical Officer orders "nutritious diet, etc.," the "inspec-'tor, on his own responsibility, shall forthwith furnish *or* '*refuse* the relief so intimated to be necessary, until he shall 'have brought the case before the Parochial Board, and re-'ceived their instructions regarding it. But, if the inspector 'refuses or fails to furnish that relief, or any part of it, 'he will be held accountable for such refusal or failure."

39. The distinction between "medical relief" and "nutritious diet, etc.," seems to be a survival from a very old practice. In present-day medicine it is entirely worthless. Doubtless, the veto conferred on the inspector constitutes a theoretical, and sometimes a practical, restriction on the prescriptions of the Medical Officer. But, as indicated in the Departmental Committee's Report, page 74, the use or abuse of the veto seems to be small. A certain relaxation of the rule is recommended for the thinly-peopled parishes. Personally, if I had had to devise rules for the Medical Officer, I should not have conferred on the inspector the power to veto any medical prescription, even temporary, but neither should I have drawn a distinction between one medical prescription and another. But in practice, this veto seems to be more or less a dead letter, and the medical treatment of the outdoor poor is, in my opinion, not in any danger of becoming grossly extravagant, even if the inspector's veto were withdrawn. The check of the Parish Council itself would be sufficient.

40. So far as I am aware, the rules, as a whole, work smoothly enough. There are occasionally difficulties in the transmission of medicines, etc.; but this is due to inadequacy of medical service in the large areas, and these rules could not be expected to overcome those difficulties.

Annual report and tenure of office of medical officer.

41. The Medical Officer does not make an annual report to the Local Government Board, but the making of such a report is under consideration.

42. Nor has the Medical Officer the same tenure of office as the inspector. The question of tenure is a complicated one. I adhere to the argument of the Departmental Committee's Report, pp. 86–88.

(3) *Nursing Attendance.*

Inadequate provision for outdoor nursing of poor.

43. Except in some of the large towns, there is no regular system of trained nursing for outdoor poor. The Parish Councils rely on the work of the voluntary agencies to which they may contribute. Among others, the Victoria Institute Nurses (Jubilee Nurses) have in many localities done valuable work. But the Parish Councils rely mainly on attendance by the untrained. (Further details in Departmental Committee's Report, p. 77.)

44. No grant is available for trained nursing of outdoor poor. The Board have, therefore, not been able to develop an outdoor system as they have developed the indoor system. But if trained nursing is necessary in poorhouse sick-wards, where there is every advantage of housing, bedding and control, all the more is it necessary for the outdoor poor, who are usually badly housed, difficult to keep clean and difficult to control. I know of no argument favourable to indoor nursing that does not tell equally in favour of outdoor nursing.

(4) *Parochial Lodging-Houses or Parish Homes.*

Need of establishment of home colonies for selected paupers.

45. I see no reason why the policy of housing the selected outdoor poor in parochial lodging-houses or villas or associated cottages should not be developed. If this policy were developed, a system of outdoor nursing could without much difficulty be arranged. If it were for this alone, the growing practice of forming colonies of outdoor poor, either in villas or groups of cottages, deserves every encouragement. Such colonies could be reserved as a privileged substitute for the poorhouse. I am satisfied from the evidence given at the Departmental Committee's inquiry that from every standpoint, convenience of in-

Need of establishment of these colonies for selected poors.

spection, management and nursing, the colony of selected poor is a sound line of development. Poor persons are always ready to go to such a colony of homes when they will not go to the more stringently managed poorhouses. It is time frankly to recognise that there are many poor persons for whom the monotonous, restricted, quasi-penal life of the poorhouse is an unearned and unnecessary hardship.

(See Departmental Committee's Report, p. 80.)

(5) *Casual Sick-Houses.*

Need of establishment of casual sick-houses.

46. In all populous places a casual sick-house is desirable, and a large proportion of the parishes have such a house The Board continue to press the matter on the Parish Councils.

(See Rules, etc., pp. 72–74, Departmental Committee's Report, p. 79.)

(6) *On Compulsory Powers of Removal to and Detention in a Poorhouse Hospital.*

Compulsory powers of detention and removal for Parish Councils.

47. Many inspectors and medical officers have suggested that the Parish Councils should be empowered to have cases removed compulsorily to the poorhouse. The Departmental Committee, in view of the evidence adduced, recommended that "it should be left to the discretion of the Parish Councils to apply to the Sheriff for warrant to remove to a poorhouse hospital or other suitable lodging any individual case the conditions of which seem to require the step, and that, safeguarded in this way, no harm could result from or exception be taken to the possession and exercise of such a power." (Report, p. 83.)

48. If the system of parochial cottages were developed, there would be less demand for compulsory powers of removal. With the existing service, doubtless the case for such powers is strong. But such powers have not the clear and easily understood basis of the Public Health powers, and in no case ought the Parish Council to be empowered to act except with the same legal safeguards as the Local Authority under the Public Health Act.

(7) *Convalescent Homes and General Hospitals.*

Convalescent homes for adults and children.

49. Instead of being sent to poorhouses, the outdoor poor are sometimes sent to convalescent homes or general hospitals. Two typical examples are the Govan Parish Council's Convalescent Home, in Bute (Stewart Hall), where some twenty-five delicate children (mostly tubercular) are housed, and the children's department of Stobhill Hospital, Glasgow. Adults are sometimes sent to similar Homes, the justification being that they thereby more rapidly become fit to maintain themselves.

(8) *General.*

Inadequacy of medical aid to poor.

50. Of outdoor medical relief as a whole, it may be said that the system seeks to offer rather the minimum necessary than the maximum possible. From what I know of Scotland generally, both town and country—and I have visited officially almost every county—I know that efficient medical treatment for any but the simplest ailments is not possible in the homes of the poorer classes, not to speak of the homes of paupers. Over very large areas of the Highlands and remote parts of the Lowlands medical relief must be very much a name and nothing more. Voluntary Agencies have done a very great deal to provide nurses, and the Parish Councils have had the benefit. But within the narrow limits of relief as understood by the Parish Councils, I have no evidence to show that the work is not satisfactorily done.

Need of outdoor medical inspection.

51. There is, however, no central medical inspection of outdoor medical relief; the medical officers do not make an annual report, though the question of such a report is under consideration; and meanwhile the detailed information available as to the sufficiency of the practice is not great. It is certain that in many of the poorer parishes more money is required.

52. If, however, the sickness-test becomes primary and the destitution-test secondary, the whole problem will be transformed. The voluntary agencies can then be better correlated with the statutory bodies.

B. Indoor.

53. In Part IV. of the Departmental Committee's Report, there is a full statement of the existing system of indoor medical relief. I should like to isolate for special discussion a few points.

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(1) *Governor.*

Terminology of "Governor" of poorhouse.

54. Why the term "Governor" came to be applied to the superintendent of a poorhouse I have not been able to discover. Possibly it was adopted from the Prison Regulations. It is certainly better suited to a criminal than to a civil institution.

55. The Governor, as the Model Poorhouse Rules indicate, is the superintendent of the whole poorhouse, including sick-wards or hospital.

Duties and responsibilities of Governor of poorhouse.

56. By Rule 28 he is "to send for the medical officer of the poorhouse in case any inmate is taken ill or becomes insane, and to take care that all sick and insane inmates are duly visited by the medical officer, and are provided with such medicines, attendance, diet, and other necessaries as the medical officer shall in writing direct."

57. He appoints, suspends, and dismisses, subject to the House Committee, hired servants, helpers, and nurses. He is thus in full control of sick-ward or hospital administration.

Combination of offices of Medical Officer and Governor of poorhouse.

58. The governor of a poorhouse requires no academic or professional qualification. With two exceptions—Duke Street Hospital and Stobhill Poorhouse, Glasgow — no poorhouse has ever had a governor with a medical qualification. In the largest rural poorhouse—Cunninghame Combination—it is now proposed to combine the offices of Governor and Medical Officer. This Board have expressed their approval of the proposal. As many poorhouses are essentially medical institutions, and as all poorhouses would be predominantly medical if the law were rigidly administered, it is as appropriate that a Medical Doctor should be Governor of a poorhouse as that he should be superintendent of an asylum. All the inmates of all poorhouses require medical supervision.

(2) *Medical Officer.*

Duties and responsibilities of Medical Officer of poorhouse.

59. The Medical Officer is responsible for the classification of all inmates; for the treatment (including diet) of such as are sick; for the general health of all inmates; for directing the bathing of inmates; for certifying, when necessary, fitness for punishment.

60. But he is not responsible for "administration." He has no voice in the selection, suspension, or dismissal of nurses.

61. This is not a satisfactory condition; but it has probably arisen out of the fact that, in the majority of the poorhouses, the Medical Officer is not resident in the poorhouse.

62. But, by the present rules, a resident Medical Officer has no greater power than a non-resident.

63. In the days when trained nursing did not exist in poorhouses, there was some justification for the practice of excluding the Medical Officer from all direct administrative control; but at the present day there is no more justification for this than for excluding a Medical Officer of Health (non-resident) from control of an infectious disease hospital. A lady superintendent of nurses has, in voluntary hospitals and public health hospitals, been shown to be as efficient as a lay male superintendent.

64. When the treatment of the sick is properly specialised, the Medical Officer will probably secure a less anomalous position.

(3) *Nursing Staff.*

Grant for trained nursing.

65. (*a*) *Grant for Trained Nursing.*—The present indoor nursing system is one of the most gratifying results of administrative evolution. By the application of the Grant for trained sick-nursing, a large number of House Committees have been induced to appoint trained nurses. The details are given in the appended list. (*See App. CLXI.* (*A*).)

Registration of Poor Law nurses.

66. (*b*) *Registration of Nurses.*—The present rules for Registration have been accidentally stereotyped. But in spite of this, the system has steadily developed.

67. By the present rules, a nurse is qualified for registration if she has served for two years as a nurse "in a 'public hospital, being a training school for nurses, and 'maintaining a resident Physician or House-Surgeon."

68. Four poorhouses, having large hospitals, train their own nurses.

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69. (*c*) *Examination of Nurses.*—Recently, the Board have instituted a scheme of examination for poorhouse nurses. By this examination, it is hoped to improve the whole training and status of Poor Law nurses. They will, on passing a satisfactory examination (*a*) in general knowledge, (*b*) in professional knowledge, obtain a parchment certificate and will be placed on a special register. The final examination is based on a three years' course of training.

Examination, certification and status of Poor Law nurses.

70. It is expected that many of the nurses at present on the two years' register will enter for the parchment certificate.

71. The Board have appointed two medical men as Commissioners to conduct the examination. One has been selected from the Poor Law service, the other from the staff of a large general hospital. The test will thus have the *imprimatur* of recognised experts.

72. I append the details of the course of training and the form of application for permission to enter.*

73. As an index of the popularity of the examination, I may note that many applications have already been received.

74. This system of State registration of nurses will, doubtless, soon be extended to include nurses from other training institutions.

(4) *Classification of Inmates.*

Classification of indoor paupers and need for separate institutions.

75. This has always been a difficult problem. Classification on entrance is the first duty of the medical officer, who, by the present Model Rules, need not again inspect the inmates unless he is asked to do so by the governor. In most of the poorhouses, however, as the result of a suggestion by the Departmental Committee during its session, there is a periodic medical inspection of the inmates with a view to re-classification of chronically infirm, or discharge of able-bodied. In many of the poorhouses, a record of these systematic inspections is maintained.

76. In the larger poorhouses, where the number of so-called "test" cases is large, there is an arrangement whereby the patients have direct access to the medical officer every day, and the revisal of fitness is a matter of daily routine. In the smaller poorhouses this is not necessary.

77. The reason for the difficulty in classification is that the poorhouse combines the functions of a hospital, a home for the infirm, and a workhouse.

78. But it is almost impossible to keep the three classes separate in a single institution. The conditions that suit the sick and infirm do not equally well suit the "test" class. Until the three classes are housed in separate institutions, under an administration adapted to each class, I do not expect that classification will ever cease to be the rough and unsatisfactory compromise it is at present.

(5) *Diet.*

Quality and sufficiency of poorhouse diet.

79. The revisal of the dietary has been under consideration for some time. Observations on height and weight were collected two years ago and I hope shortly to be in a position to present some general results from an analysis of the figures.

80. The recent tendency has been to improve the dietaries.

81. Some of the physical appearances of the poorhouse inmate are probably connected with the diet. I have noted particularly a certain characteristic pallor. What its precise cause is I have no means of knowing, but it probably has some relation to the quality and quantity of the food. There is room here for further research. Meanwhile, if we take the rough test of appetite, my impression is that the diet, certainly in the larger poorhouses, is sufficient. The monotony of the poorhouse life is, of course, a factor in nutrition.

82. The Poorhouse Model Rules and regulations are at present being revised by the Board, and they will be brought into line with the administrative developments shown by experience to be necessary or desirable. Already, in two or three instances, the Board have approved of regulations adapted to the more recently organised poorhouses and hospitals.

(6) *Development of Poorhouse into Hospital.*

Attractiveness of poorhouses for sick.

83. The poorhouse began as an institution for accommodating all forms of disease affecting the destitute poor, infectious diseases being included. Later, it was found to be unsuitable for the major infections and its fever functions were in large part transferred to the public health hospitals. (The growth of this movement, through many vicissitudes, is shown with convincing wealth of detail in the "Evolution of the Public Health Function," by Dr J. B. Russell, late Medical Member of this Board.) But many of the infectious diseases, which in part are active causes of destitution and in part also caused by destitution, continue to be accommodated by the poorhouses. (See below.) Further, the improved nursing and medical service has induced many to enter the poorhouse sick-wards that would otherwise decline the offer of the poorhouse. The result is that, in large measure, the poorhouses have become hospitals for the sick-poor. The full development of this is exhibited in Glasgow, where the sick have for years been so numerous as to require special hospitals. These are now equipped as modern general hospitals. Medically, the only essential difference between them and the voluntary hospitals is that, in the voluntary hospitals, medical students are admitted; in the Poor Law hospitals, students are not admitted.

Poorhouse hospitals as medical training schools.

84. The Board, on at least two occasions when the question was raised, refused to sanction the admission of students—graduates engaged in research.

85. My personal view is that all public hospitals should be open for the purposes of medical teaching. The presence of students is an advantage in every way. They assist materially in the work. They maintain the highest efficiency in the service. I can see no difference in principle between admitting medical students to a poorhouse hospital and admitting them to public health hospitals for the study of infectious diseases, and to lunatic asylums for the study of mental diseases. Fees could be charged in the one case as in the other.

(7) *Relation of Poorhouse Hospitals to Voluntary Hospitals.*

Relation of poorhouse hospitals to voluntary hospitals.

86. One result of the increased efficiency of the poorhouse hospitals and their separate management is to relieve somewhat the strain on the voluntary hospitals. The patients of the voluntary hospitals are largely drawn from the very poor, and, if their ailments become chronic, must occasionally be transferred to the poorhouse hospitals.

87. But the inadequacy of the voluntary hospitals to the needs of the community has the further result that patients, instead of applying in the first instance to a voluntary hospital, apply, whether entirely destitute or not, to the Poor Law hospitals, and frequently are admitted. The relatives liable are, according to ability, required to contribute to the patient's maintenance. This occurs in Glasgow to the extent that the Glasgow Parish Council exacts a considerable annual sum in payment of hospital treatment. And there is every indication that the practice is increasing rather than decreasing.

88. We thus have the administrative paradox that an institution intended by statute for the "friendless impotent poor" has evolved into a "pay" hospital for poor persons that may be paid for by their friends.

89. To this we may add that by the Medical Relief Disqualification Removal Act, 1885, the acceptance of medical relief alone does not involve the loss of the parliamentary or municipal vote, but does involve the loss of the Parish Council vote.

Need of reorganisation of hospitals.

90. In principle, therefore, the parish hospital is already a public hospital involving practically no disabilities. That this should come as a result of stringent administration goes to show that our present system of hospitals demands reorganisation and expansion. The poorhouse hospitals at their best are equal to the b st voluntary or public health hospitals. Medical investigations have shown that anything less than the best (in essentials, not in luxuries) is not economical. The smaller poorhouses are steadily following in the steps of the larger by improving their accommodation and nursing. When, as must ultimately happen, the poorhouse hospitals generally are as efficient as the voluntary hospitals generally, the sick poor will not hesitate to use either. The distinction between the two orders of hospital will disappear in form as it has already largely disappeared in fact,—as, for instance, when it is a question of incurable diseases (cancer) or phthisis, or rheumatoid arthritis, or various forms of paralysis. In the early stages of these diseases, many patients are found in the voluntary hospitals. In the later stages, the same patients may be found in the poorhouse hospitals. So far as such diseases go, therefore, the distinction between Poor Law hospitals and voluntary hospitals is purely one of form.

* See paper handed in by Mr A. Murray, App. CLVIII. (I).

Need for readjustment of relations between voluntary hospitals and poorhouse hospitals.

91. It seems to me that these facts favour the view (*a*) that the relations between voluntary hospitals and Poor Law hospitals in Scotland need readjustment; (*b*) that the voluntary hospitals, as they are serving public needs, ought to receive public rate aid; (*c*) that existing public hospitals, whether rate-aided or not, are insufficient to meet the wants of the destitute poor; (*d*) that practice has shown the need for further hospital accommodation for the non-destitute; (*e*) that the "destitution" test has failed to restrict the class of sick to the "friendless impotent poor" or destitute sick.

(8) *Hospitals in Rural Areas.*

Inadequacy and inaccessibility of rural poorhouse hospitals.

92. What I have said applies primarily to the large towns. As to the rural areas, hospitals for the poor are practically non-existent. The rural poorhouses do not fully meet the needs of the rural sick person. They are not, as a rule, within easy reach of the people, and they are not very well fitted for the treatment of serious illness. The fact that so many deaths are uncertified is alone enough to prove the need of more hospitals.

Need of dissociation of medical relief from Poor Law.

93. If, however, the treatment of sickness were dissociated from the poorhouse, I am satisfied that the unwillingness to enter hospital would largely disappear. The experience of the voluntary cottage hospitals, such as those at Oban, Forres, Fyvie, Dufftown, and many others, supports this conclusion, which is also supported by the experience of the public health hospitals. In towns the percentage of removed infectious cases sometimes runs up to 98 or 100 per cent.; in some rural areas it runs up to 40, 50, 60, and 80 per cent. If similar accommodation were offered for general diseases, and arrangements made where paying patients could be visited by their own doctor, there would be an equal readiness to use the hospitals.

(9) *Mental Observation Wards.*

Certification of lunacy.

94. In 1880, the Board of Supervision indicated that a certain looseness was common in the filling up of the medical certificate of admission. In particular, the question "Is pauper or any dependant lunatic, insane, idiot, or of unsound mind?" was evasively answered. The Circular reiterated the proposition that "no person so 'described can be legally sent to, or received in, the 'ordinary wards of a poorhouse," and it was laid down that the question should always be answered by a categorical "yes" or "no." This requirement has not, as a fact, totally prevented the admission of persons of unsound mind, epileptics, imbeciles, feeble-minded, or fatuous persons to the poorhouse.

95. The answering of the question categorically has repeatedly given rise to trouble. A categorical answer has, in fact, very frequently been evaded. This was inevitable. Many cases are of unsound mind, but not therefore unsuitable for treatment in poorhouse. If they are certified lunatics, they must, of course, be treated in an asylum; but multitudes of cases of unsound mind are suitable for poorhouse or general hospital treatment. Consequently, this requirement has largely broken down.

Mental observation wards.

96. Recently, the Local Government Board, in concert with the General Board of Lunacy, have approved of observation wards for mental cases, and the answer to this question in the certificate may be modified to suit the particular case.

97. Such wards have been established in several poorhouses. The largest are in Duke Street Hospital, Glasgow. Recently, along with Dr John Macpherson, Commissioner in Lunacy, I conducted an inquiry into the administration of the wards, and we were able to report that, under the control of Dr Carswell, Certifying Officer in Lunacy to Glasgow Parish Council, they were admirably fulfilling the purpose intended. They have been the means of saving large numbers of insane patients from the asylum "stigma," which no doubt is a survival from the older beliefs as to the nature of insanity. (*For copy of Report, see App. CLXI. (B). For copy of Circular and Conditions as to Observation Wards, see papers handed in by Mr A. Murray, App. CLVIII. (J).*)

Pauper lunatics.

98. Incidentally, it is to be noted that the "pauper lunatic" occupies a peculiar position as a medical case, for he does not have to fulfil the condition of destitution before he is entitled to Poor Law treatment. There are several good reasons for this; but, from the scientific standpoint, I have difficulty in satisfying myself that there is any good ground for superseding the "destitution" test when the higher nerve-centres are diseased (as in insanity), and retaining it when other portions of the same nerve-centres are diseased (as in hemiplegia or other forms of paralysis), or when the lower nerve-centres are diseased (as in locomotor ataxia). In all three types of case disablement may be total. Further, general paralysis of the insane is now, by many, held to be, and in all probability is, a disease due to a microbe. One cannot readily see why these selected nervous diseases should be privileged to have free public treatment whether the persons are destitute or not, while the others are admitted only when the persons are destitute.

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99. For what it is worth, this practice confirms the view that all forms of medical relief need readjustment on the basis of sickness as the primary test.

(10) *Licensed Lunacy Wards.*

Licensed lunacy wards.

100. In many poorhouses there are licensed wards for selected insane patients. These wards are under the supervision of the General Board for Lunacy, but they are under the management of the poorhouse committee and officials. Before the Royal Commission on the Care and Control of the Feeble-minded I was asked whether this dual control—*i.e.* Local Government Board and General Lunacy Board—over the same officials did not give rise to difficulty; but I stated that, so far, it had given rise to none. On the contrary, the arrangement has been an advantage; for it keeps the two central Boards in intimate touch, and helps to relieve the asylums of chronic cases.

101. So far as it goes, this provision for chronic and manageable insane patients confirms the view that the poorhouse has remained a predominantly medical institution.

(11) *Central Supervision of Poorhouse Hospitals.*

Need for supervision of poorhouse hospitals.

102. The poorhouses and poorhouse sick-wards and hospitals are inspected once a year by one of the General Superintendents. The form of his report is appended.* There is no systematic medical inspection by this Board; but, as occasion arises, the medical inspector makes special inquiries and reports. For example, he reports on nursing staffs, complaints of unsuitable treatment, etc.

103. My personal opinion is that the hospital work of the poorhouses has now assumed such proportions that medical supervision is called for. This will be all the more necessary if any readjustment and correlation of voluntary and public medical organisations is to be effectively arranged.

(12) *General.*

104. I am prepared to answer questions on points arising out of the other matters dealt with in part four of the Departmental Committee's Report, and the medical parts of the Report by the General Superintendents.

VI. The Adequacy of the present System of Poor Law Medical Relief.

Question as to adequacy of Poor Law medical relief.

105. The adequacy of the system may be considered from two points of view:—(1) Is it adequate within the conditions of the present Poor Law? (2) Is it adequate as a system of medical treatment for the sick, but not destitute, poor?

(1) *Adequacy within present Law.*

106. In the towns, the system may, on the whole, be regarded as adequate within the somewhat narrow condition of pre-established destitution. But, as I have shown, the kind of treatment possible among the outdoor poor even in the towns is the minimum necessary, not the maximum possible. Further, the chronic character of most of the ailments among in-door and out-door alike makes adequate treatment very difficult. Then, the want of power to detain cases of phthisis, or similar diseases, often makes treatment futile. The treatment of skin diseases, such as scabies, is not, as a rule, carried out in concert with the Public Health Authority, and, accordingly, the patient may be cured, but he may return to a verminous and infected house. Even in most poorhouses the medical and nursing service is kept at the minimum necessary. In one poorhouse hospital, a single lady resident physician (with a visiting physician) has some 350 patients to attend to, and does her own dispensing as well. Her "morning" round takes some five hours. In another poorhouse hospital, a lady resident had about the same

* For form of Report, see papers handed in by Mr A. Murray, App. CLVIII. (D).

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number of patients to manage practically single-handed. In the Glasgow hospitals, the medical service is more in line with good modern hospitals.

Adequacy of Poor Law medical aid.

107. The nursing staff again, except in the larger hospitals, is kept down to the minimum required by the Board's Rules for Trained Nursing Grant, namely—*Rule* 8, "In every poorhouse where the average daily number of 'sick amounts to 20, there should be one trained nurse in 'addition to the matron, and this proportion should be 'maintained where the number does not exceed 60." *Rule* 9—"In every poorhouse where the average daily 'number of sick exceeds 60, there should be a trained head 'nurse or lady superintendent, in addition to the number 'of nurses required by Rule 8; but the proportion of 'trained nurses to the sick above 60 may be as one to thirty."

108. These rules were obviously framed in the days when nursing was undeveloped as a public system. But, meanwhile, this minimum cannot be altered by this Board. Each poorhouse ought to be considered on its merits; the number of nurses and ward staff should be settled on the basis of a detailed medical inspection, as it is in Ireland.

Inadequate provision for phthisis.

109. As to special diseases, it may be said that the treatment of pulmonary phthisis can rarely be adequately carried out in a poorhouse. The efforts in this direction, however, have been very gratifying. But in this disease, more than in almost any other, early treatment is necessary. By the present Poor Law system, early treatment is rarely possible. The diet has given rise to difficulty. So has the discipline; for the temper of phthisical patients is apt to be difficult. As a whole, Poor Law medical organisation is not well-fitted for the treatment of phthisis. But as phthisis contributes more to pauperism than any other single disease, the poorhouses have had to crowd their available space with phthisis cases, and most of them have served well the incidental purposes of isolating dangerous cases. The Board, however, in their Circular of 10th March 1906 (*copy appended, see App. No. CLXI. (C)*), have made quite explicit the duty of the Public Health Local Authorities, and, in course of time, these will be required to deal more effectively with this disease, which accounts for about 6,000 deaths annually in Scotland. With the exception of one or two Local Authorities for Public Health, it is as yet only the Parish Councils that have done anything effective towards treatment or prevention. But the city of Edinburgh and some four other Local Authorities have adopted compulsory notification and others are preparing for preventive work. It is hoped that the Parish Councils will soon be relieved of the enormous burden cast on them by the accidents of their legal position.

Comparative merits of rural and urban Poor Law service.

110. In the rural areas, it cannot be said that the Poor Law medical service is so adequate as in the towns. The general considerations given above apply with greater force to the rural areas and poorhouses. (See Departmental Committee's Report, page 68.)

(2) *Adequacy as a System of Medical Relief for the Sick, but not Destitute, Poor.*

Inadequacy of medical relief to poor.

111. To this there can be but one reply,—the system is not adequate. Two conclusive proofs may be given, and they apply more or less to towns as well as to rural areas:—

(*a*) The voluntary hospitals are, as a rule, overcrowded with acute cases and cannot accommodate chronic or incurable cases. Figures are here unnecessary; the facts are everywhere admitted.

This applies to towns and, in a less degree, to the country.

(*b*) The number of uncertified deaths is, in some parishes, enormous.

For instance, in 1900, in certain parishes of Inverness-shire, the uncertified deaths were—

Kilmuir,	70 per cent.
South Uist,	67 " "
Duirnish,	64 " "
Harris,	51 " "

Again, in 1905, the crude figures for certain areas were—

		Total Deaths.	Uncertified.
Ross-shire	Lewis (as a whole),	390	114
	Mid Ross,	204	57
	Wester Ross,	81	43
Inverness-shire	Skye,	218	89
	Harris,	67	34
	North Uist,	69	18
	South Uist,	143	71
Sutherland,		329	69
Shetland (landward),		337	114
Argyll (landward),		714	103

Number of uncertified deaths.

112. It is impossible to regard a medical service of any kind as adequate to the needs of the community when the percentage of uncertified deaths may rise as high as 60 and 70. This means that large numbers of sick people go untreated, because, though not perhaps destitute, they are too poor to engage a doctor, and no public hospitals or dispensaries are within their reach. When the Commission of 1844 made the extraordinary statement that "it cannot 'be said that, in point of fact, the poor suffer materially 'from the want of medical aid," they were speaking eleven years before the Registration Act was passed, and could not possibly know as true what they declared to be so "in point of fact." The figures I have given are, even by themselves, absolutely conclusive.

VII. Present Relation of Local Authority for Public Health to Parish Council.

Relation of Public Health Authority to Parish Council.

113. By the present law, the local authority for public health is responsible (*a*) for general sanitation, and (*b*) the infectious disease of their district. In the towns, the local authority for public health is the Town Council In the counties, the local authority is the District Committee.

114. The Parish Council, by the Local Government (Scotland) Act, 1894, sections 24 (3) and 44, have certain powers of initiative in public health matters; but they have no responsibility for public health administration.

115. Before the Local Government (Scotland) Act, 1889, came into force, the Parochial Boards were the rural public health local authorities; but by this Act they ceased to be so, their place being taken by the district committees. The abolition of the parish unit as a local sanitary authority was entirely justified. Under the Public Health (Scotland) Act, 1867, the local authority had been the "Parochial Board"; but this Act was, in the rural areas, almost a dead letter.

116. The reasons for this lay on the surface:—

(*a*) the parish unit was much too small for public health administration; (*b*) the Parochial Board had to combine Poor Law administration with the public health administration, and these two were then incompatible; (*c*) the expense of officers was too great for the local funds available; (*d*) the interests of the individual members of the Parochial Boards tended always to conflict with the duties required of them as a local authority for public health.

117. The Local Government (Scotland) Act, 1889, accomplished a revolution in public health developments in the counties. The district of a District Committee includes several parishes. The area of assessment is greater. Usually arrangements are made between the County Councils and the District Committees for the service of officers. The result is an effective service in almost the whole of Scotland.

118. In all of the Scottish counties, the sanitary organisation is, in form at least, almost as complete as in the large towns, and, in many of the counties, the sanitary conditions have shown as marked an improvement as in the great towns.

Possibility of unification of medical services.

119. So long as the present organisations remain, it would be a national disaster to attempt once more to unite the functions of a public health authority with the functions of a Poor Law authority. Past experience in Scotland is absolutely conclusive on this point. It is true that the Parochial Boards were themselves abolished in 1894 (Local Government (Scotland) Act, 1894), and the Parish Councils took their place. But the Parish Councils are in no essential respect better qualified for public health administration than the old Parochial Boards. The same objections apply to both,—too small a unit of area, too great disproportional expense, impossibility of procuring efficient officers.

120. But, apart from these objections, there is a fundamental opposition between the aims of public health and the aims of Poor Law as at present conceived. The public health movement is based on the fundamental proposition that disease in general, and infectious diseases in particular, can be largely prevented by systematic sanitation, provision of hospitals, purification of water supplies, drainage, etc., etc.

121. The fundamental proposition of the present Scottish Poor Law is that a poor person does not exist for the parish until he is (*a*) destitute, and (*b*) disabled.

122. The contrast is profound. The Public Health Act takes no account of destitution. It deals with all matters

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Functions of sanitary authority.

affecting the health of all classes in the community. Consequently, the local authority provides, out of the rates, for cleansing, nursing and medical attention of infectious diseases, systematic sanitary inspection of the district, sanitation of schools, slaughter-houses, dairies, cow-sheds, sewerage, and all the round of sanitary duties. In most localities at the present moment, the powers of the public health authorities are readily invoked by every class.

For instance, in Glasgow some 98 per cent. of the ordinary infections are removed to hospital. Infectious cases are removed by the local authority from prisons, from poorhouses, from the general hospitals. It is correct to say that no local government service is better understood or more systematically used by all classes of the community than the public health service.

Aims and functions of Poor Law service.

123. With the Poor Law service the principles of action are different. Here the administration does not operate until a complaint is made. There is no effort at prevention. No account in advance is taken of poverty or social condition, or industry, or seasonal depression or privation. The usual means of invoking the Poor Law service is to apply to the poor inspector. The effort of the Poor Law service is to keep pauperism at the lowest level; to apply rigid tests, medical and labour, to all applicants; to place responsibility on the parish of settlement; to use every endeavour to prevent a pauper being settled in the parish where he has become destitute; to keep the amount of relief down to the level of bare subsistence; to endeavour by every legitimate means to induce the relatives (liable or non-liable) to provide for the pauper.

Efficiency of workhouse hospitals.

124. Recently, a new policy has emerged. In the large parishes, like Glasgow, a set effort has been made to remove the sick from the ordinary category and to provide them with medical attendance on the same level as the general hospitals. This has generated a further tendency to transfer the more feeble of the infirm to the care of nurses in hospitals. The result is that the Poor Law hospitals are becoming as efficient as the public health hospitals, or the general voluntary hospitals.

Need of dissociation of medical relief from Poor Law.

125. But, so long as the same Parish Council deals with classes so diverse as the sick and the so-called "test" classes of pauper, the parochial hospitals will never, in my opinion, attain to the level of efficiency that almost everywhere is realised in the public health hospitals. Further, to unite the Poor Law administration as such with the public health administration as such would certainly destroy the prestige and attraction of the public health hospitals, and would certainly not improve the efficiency of the Poor Law hospitals. Undoubtedly, one primary reason for the popularity of the public health hospitals is that they do not involve any taint of pauperism. Their efficiency as preventive agencies and centres of special treatment would at once suffer if admission to them did involve any taint of pauperism or classification by poverty grades.

126. If all the sick in the community are to be provided for under a single organisation, this organisation should not have the administration of poor relief as its primary function. It should be an organisation with a preventive object, on the same lines as the present local authorities for public health.

Need for extension of preventive measures.

127. To regard all disease as, in some degree, preventable is not such a great extension of our present principles as it might at first sight appear. In the popular mind, "public health" covers only infectious disease of the more obvious kind, and some vague beliefs about drains. But it really covers all legislation that deals with the prevention of disease of all kinds—not only the Public Health and Notification Acts, but also the Factory Acts, Food and Drugs Acts, Contagious Diseases (Animals) Acts, provisions for medical inspection of school children, etc., etc.

128. But, even if we consider infectious diseases alone, we include a large number of the causes of pauperism and of the diseases incidental to poverty and destitution. Theoretically, the local authority for public health may legally deal with the following well-known and common infectious diseases:—anthrax, cerebrospinal fever, chicken-pox, cholera, diphtheria, dysentery, endocarditis (infective), enteric fever, enteritis (infective), erysipelas, gangrene (acute infective), german measles, influenza, measles, mumps, osteomyelitis and periostitis (acute infective), phagedæna, plague, pneumonia, pyæmia, pyrexia of uncertain origin, relapsing fever, rheumatic fever, scarlet fever, septicæmia, smallpox, tetanus, tuberculosis, typhus, whooping-cough—30 orders of disease. These are taken from the official "Nomenclature of Diseases, 1906." (For special reasons, I have omitted the venereal group.)

129. To these we may add the infectious eye-diseases, such as conjunctivitis in most of its forms (trachoma, etc.), infectious ear diseases (abscesses, etc.); infectious nose and throat diseases; abscesses of all kinds not due to tuberculosis; parasitic skin diseases, and some others.

130. To these, again, we may add, as due to immediate environment and preventable, the occupational (non-infectious) diseases: chronic arsenical poisoning, chronic lead poisoning, chronic phosphorus poisoning, mercury poisoning, coal-miner's lung, steel-grinder's lung; the diseases due to dusty occupations,—skin diseases, lung diseases, bowel diseases; and many others due to special manufactures, as rubber works, chemical works, dry-cleaning, rag-works, etc., etc.

131. If I were asked to say where, among all these groups of diseases, public health responsibility stops and general medical responsibility begins, I should not know what to reply. How much by way of prevention is to be required of the various responsible authorities, is a matter of expediency at the given time and place. But I produce this formidable list here merely to show that the principle embodied in the Public Health Acts covers an enormous range of disease, and yet these Acts are not conditioned in their operation by any such irrelevant consideration as the possible patient's poverty or destitution. The authorities are bound to do what is possible to prevent disease whatever be the economic condition.

132. But, to carry the argument one step further, if all these diseases were thus dealt with from the preventive standpoint, the pauperism due to them—and that must be considerable—would also be prevented. So far, therefore, as those diseases are preventable, it would, in the long run, be more economical to treat them without regard to poverty or destitution,—just as we at present treat scarlet fever or smallpox.

133. Similar reasoning can be legitimately applied to chronic bronchitis, which can usually be prevented if the acute stage is properly treated; to catarrhal pneumonia, which is often the precursor of phthisis; to the heart diseases that are due to acute rheumatism; to chronic kidney disease, which often follows neglect of acute kidney disease; to some forms of cancer, which are curable if operation is early enough.

134. On the ground of direct financial saving alone—which is, however, only the most easily understood, not the only, form of economy—it is, in my opinion, possible to establish a good case for the preventive methods here indicated. The experience of the German Insurance Companies with phthisis is, so far as it goes, a striking confirmation.

Extent to which infectious disease is treated in poorhouses.

135. As an illustration of the extent to which infectious diseases are still treated in the poorhouses, I take some figures from the Glasgow Poorhouse and Hospital Report for 1906.

136. Among "infectious diseases" I include the following, named in the Reports:—pneumonia (croupous), phthisis, parasitic skin diseases, tuberculosis other than phthisis, syphilis and other venereal diseases, diseases of eye, ear, nose, and throat (being mostly infectious), abscesses, cellulitis, gangrene, adenitis. I omit "rheumatism," which is not differentiated into acute and chronic. Obviously we can regard the figures only as an approximation; but even if we write off 10 per cent. as error, the totals are still very striking.

	Total treated.	Infectious.	Percentage infectious.
Barnhill (Poorhouse)	2,892	1,304	45·1
Stobhill (hospital for chronic cases)	4,738	1,605	33·9
Duke Street (acute cases)	2,125	470	22·1
Oakbank (acute cases)	1,688	335	19·8
	11,443	3,714	32·4

137. The percentage of infectious disease rises to 45 per cent. in Barnhill,—the poorhouse proper. It is naturally lower in the two hospitals for acute cases.

138. Of the 3,714 infectious cases treated, 1,645 were cases of phthisis; 327 were cases of venereal disease; 185 were cases of abscess; 460 were cases of parasitic skin diseases.

139. The poorhouses are now being used for all those classes of infectious disease much as they were used in the

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Extent to which infectious disease is treated in poorhouses.

early days for the undifferentiated disease-group named "fever." The same relative difficulties arise as to the proper authority for taking charge of the cases. All the cases involve public health issues, just as "fever" did; but the public health authorities have not yet tackled those diseases from the preventive standpoint, and, accordingly, the poorhouses are flooded with them. Contrast the manner of dealing with typhus, which once raged in Glasgow, killing thousands annually, but is now extinct; typhoid fever, which is under definite control; scarlet fever and diphtheria, which are more or less under control. All these diseases are dealt with preventively. Hence they rarely affect the poorhouses. They occur frequently among the poor, but are then treated—not by the Poor Law organisations, but—by the public health organisations.

140. Broadly, it may be said that every disease-group when treated from the preventive standpoint has diminished or tended to diminish. This applies to occupational diseases, to diseases like bronchitis, rheumatism, rickets and some others, as well as to the familiar infections.

Medical inspection of school children.

141. The medical inspection of school children is a definite movement towards prevention early in life. So are milk-depôts, health visitors, day nurseries, etc. Nowhere has it been proposed to associate these with the Poor Law medical service. They are natural outgrowths of the public health organisations.

VIII. On the Relation of the Methods of General Relief to Medical Relief.

(1) *Law of Settlement.*

Need of abrogation of law of settlement.

142. By the conditions attached to the Grant for Medical Relief, the cost for ordinary medical attendance on outdoor poor not belonging to a parish is not charged against the parish of settlement. Functionally, therefore, the law of settlement has been practically abrogated for the outdoor sick. Each parish treats all the sick poor within its district whether they belong to the district or not. This is precisely parallel to the obligations of the public health local authority in cases of infectious disease. So far as I am aware, this administrative abrogation of settlement has had no unsatisfactory results.

143. The law, however, still applies to the sick indoor poor. It probably acts to a certain extent as an obstruction to early treatment of cases; since the parish of settlement, if poor, will not readily acquiesce in the higher charges of the cities, even if the accommodation is better than their own. And some complaints have been made to the board of the high charges (10s. 6d. and 20s. a week) in some city hospitals.

144. If my general argument is sound, it would involve the abrogation of settlement in the case of all sick persons whether they be outdoor or indoor. And I do not think a serious hardship to any parish would, even with the present relief system, result from thus placing the indoor on the same footing as the outdoor sick.

(2) *Possibility of a Preventive System.*

Preventive medical service based on non-recognition of destitution.

145. The whole problem of medical relief is affected by the method of administering relief in general. So long as relief is given only on condition of destitution, it necessarily comes somewhat after the fact. As a consequence, medical relief also comes after the fact, and must be, therefore, more or less inadequate. If, on the contrary, the system of relief in general were designed from the preventive standpoint,—that is, if it aimed at the relief of poverty and the prevention of destitution—the nature of medical relief would also spontaneously become preventive.

146. This, I gather, is what happens in some German towns, *e.g.* Wiesbaden. There the system of poor relief rests on the presupposition that the class of persons with an income of less than £45 a year must persistently produce a certain number of very poor or destitute. Accordingly, the claim to public assistance begins when a person's income falls belows £45 a year. He is then entitled to medical advice and legal advice at the expense of the municipality. The actually destitute seem to be dealt with much as in Scotland; but as relief begins higher up the scale, as the Poor Law staff numbers about 160 for a permanent population of about 90,000, it is obvious that destitution can be more readily foreseen. The Poor Law investigators are numerous enough to keep in touch with every family in their areas, to master the economic conditions of the local populations, and thus to ascertain in advance the conditions that justify the giving of public assistance. The committee for the poor must acquaint themselves with the actually operative causes of poverty in their district as well as with the actually destitute persons.

System in vogue in Wiesbaden and possibility of its application to Scotland.

147. As a contrast, the city of Edinburgh has a Poor Law investigation staff of nine for a population of about 340,000. On the Wiesbaden scale, Edinburgh should have from 500 to 600 (including 120 to 150 women).

148. If it be said that the service in Wiesbaden is voluntary, the answer is simple—it is practically voluntary, yet legally obligatory. (Of this, however, I can produce no documentary evidence. I was so informed verbally by a member of the Poor Law Committee.) That is, any qualified person may be required to serve, but only a limited number can serve, and these are normally chosen because they wish to serve. I do not see why the enormous mass of voluntary workers in this country should not have a similar opportunity of serving the public in official capacities. A panel of qualified persons could be framed on the model of the jury panel and a selection made from the most suitable. As in Wiesbaden, they could be put under an oath of office; they could, according to circumstances, be required to give some or all of their time to the work, and thus the social energies at presently largely wasted by overlapping charities could be organised into effective service.

149. It may be noted that, in Wiesbaden, some thirty to forty of the Poor Law staff are women. In Scotland, we have no women serving as inspectors of poor. The Board of Supervision, and more recently the Local Government Board, discountenanced the appointing of women as inspectors. I know of no good reason for this exclusion. If the Poor Law staffs were extended by the organising of an honorary official service, there are, I am satisfied, large numbers of men and women ready and well fitted for the work.

150. In the rural districts, as well as in the towns, such a voluntary staff would serve as a correlating agency for all forms of charity.

151. We should thus have an organisation fitted to *discover* poverty, destitution, and sickness. We should not, as now, have to wait until these reveal themselves, which they usually do when the possibility of maintaining efficiency of character is at a minimum.

152. What applies to relief in general applies with much greater force to medical relief.

153. I offer Wiesbaden simply as an illustration of a possible system,—not as a model to be transferred unmodified to this country.

154. As the ground covered by the Wiesbaden Poor Law system is different from the ground covered by ours, it is impossible to make any exact comparison of results.

154A. I beg to submit a translation of the regulations for the relief of the poor in Wiesbaden. (*See App. No. CLXI. (D).*) These regulations are, doubtless, repeated, with slight local variations, in many German towns; but Wiesbaden, a town of approximately 96,000 of a permanent population, is a favourable case for study; because in towns of that size the whole working of a system can be more readily controlled. How the actual results of the system may compare with the results of the Scottish Poor Law, I am unable to say; because much of what falls to voluntary effort in Scotland comes under official direction in Wiesbaden. The regulations, however, seem very simple and very complete. They may be of some service in indicating how a system founded on the preventive idea may be elaborated in detail. One point is obvious: the system involves much more personal attention from the honorary officers of poor than any system at work in Scotland can possibly do.

It has been somewhat difficult to find precise English equivalents for some of the German terms, but the translation is, I trust, sufficiently exact to serve its purpose.

IX. On the Possibility of a Single Medical Service for all Sickness.

Possibility of transferring medical relief to Public Health Authority.

155. Both in town and country, the Public Health organisations are capable of being so developed as to do for the preventive treatment of disease in general what they have already done for the preventive treatment of infectious disease. This Board's Circular on the Administrative Control of Pulmonary Phthisis indicates how elastic and various the administrative control of a single widespread disease can be made The Public Health Authority is there exhibited as a mechanism for the correlation and

Possibility of transferring medical relief to public Health authority.

direction of all available agencies, voluntary and official. If the parochial investigation staff were developed on the lines indicated, so facilitating the discovery of sickness, the Public Health service might be developed in various directions, until it became the centre of the preventive medical work of the whole community,—keeping in official touch with dispensaries, hospitals, convalescent homes, homes for incurables, private nursing homes, and all other medical institutions of the city or county.

156. Very little legislation is needed to make this development possible. In most of the counties, where, as a rule, hospital accommodation is very inadequate, the Public Health organisations are peculiarly well placed for extending their spheres of activity.

Powers of Public Health authority.

157. I may remind the Commission that, under the Public Health (Scotland) Act, 1867, the Local Authority had power to erect general hospitals, as well as hospitals for infectious disease. By section 39 of that Act, "the 'Local Authority may provide within their district hospitals 'or temporary places for the reception of the sick, for the 'use of the inhabitants." This power was not renewed in the Public Health (Scotland) Act, 1897; but this Act contains powers to erect reception houses and convalescent homes for those that have suffered from infectious disease, and to provide nursing and medical attendance for infectious cases not removed to hospital. If we are to include under "infectious disease" all the classes named above, it is obvious that the powers here conferred will cover a very large part of the medical work of the present Poor Law. If the quoted clause of the 1867 Act were restored, the Local Authority could at once proceed to provide for all the sick not at present accommodated by other agencies, voluntary or official. Provision for all classes of incurable disease would be among the earliest application of such a power.

Medical inspection of school children.

158. As an illustration of a preventive development that will, I hope, shortly take place, I may mention the medical inspection of school children. This will engage the energies of the public health and voluntary services. It will result in many fruitful re adaptations of medical institutions. Probably, in many counties the Medical Officer of Health will become the chief director of the inspection. There is no suggestion anywhere that the Poor Law should have any official part in this movement. When the public health relations of this work are fully dealt with, the amount that remains is not more than a Local Authority could readily dispose of or arrange for with the School Board. In this matter, of course, treatment is not in question. But even the organisation of treatment,—as, *e.g.*, of eyes, ears, throat, skin, tuberculosis, etc.,—might very appropriately be undertaken by the Local Authority.

159. This leads me somewhat off the line of Poor Law medical relief; but I wish to illustrate the many directions in which medical service may be required, and how the modern movement towards prevention may be realised in detail, with little disturbance of existing institutions.

X. Some Special Points.

(1) *Phthisis.*

Need of systematic preventive treatment of phthisis.

160. This is the disease that presents most administrative difficulties, both to Parish Councils and to Local Authorities. In my opinion, the time has come for a systematic campaign of preventive treatment. This cannot be undertaken by the present Poor Law medical service nor by any voluntary medical service; but both Poor Law and voluntary agencies have done admirable work. The Public Health Authorities have scarcely begun to work effectively. In Scotland, the Board have laid down in unmistakable terms the duty of local authorities, who, for the moment, are only feeling their way. The death-rate is going down; but in Scotland alone about 6000 die of phthisis annually. Until this number is reduced to at least 1,000, we cannot congratulate ourselves on the falling death-rate. Dr Newsholme's investigations leave little doubt of the effect of preventive measures, even of the incidental segregation in poorhouses.

(2) *Venereal Diseases.*

Obvious difficulties in way of preventive treatment of venereal diseases.

161. Innumerable proposals have been made for dealing with this disease-group, particularly with syphilis. Recently, a large Parish Council approached the Board with a view to forwarding legislation to secure detention powers in syphilitic cases. It was admitted that one immediate effect of detention in poorhouse wards would be that the patients would present themselves in smaller numbers. Detention would thus tend to increase the spread of the particular disease. Further, compulsory notification has been proposed. But, for obvious reasons, this would not reveal more than a small proportion of cases.

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Treatment of venereal diseases to be non-deterrent.

162. The only positive suggestion I have to make is that, instead of the present custom of placing every difficulty in the way of treatment, and every possible indignity on the patient, we ought to make public treatment of venereal diseases as easy and as easily accessible as the treatment of enteric fever or scarlet fever. In this way we may hope to reduce, in some slight degree, the circulation of those virulent and fatal infections; but I have little expectation of limiting them by measures of direct repression. These fail uniformly everywhere except when (as, *e.g.*, to a limited degree in an army) the whole population is under control.

Conclusion.

163. In the course of this statement I have made some practical suggestions. These, it is not necessary here to summarise. I shall be prepared to amplify such points as may need further discussion.

Note on Financial Aspect of Medical Relief.

Finance and expenditure of Poor Law medical relief.

164. The growth of the idea of public medical relief service may be estimated from the following facts:— In 1846, the expenditure by the parishes in the Hebrides (Barvas, Lochs, Uig, Stornoway, North Uist, South Uist, and Barra) amounted to only £8, 15s. 1d., or a sum of about 3d. for each pauper; in 1906, the expenditure was £1,416, or 19s. per pauper. In the parish of Barra, the cost of medical relief per pauper is now 30s. In Stornoway, it is 10s. In these parishes, an average salary of about £200 is paid to the medical officer.

165. In Shetland, the expenditure during the same period has risen from 5s. to £582. This now represents an expenditure of 14s. per pauper. The Shetland crofter-fisherman is better off than the same class in the Hebrides, and the medical officers usually have some private practice in addition to their Poor Law salary.

166. In Sutherland, the expenditure has risen from £17 5s. to £1,191, or 25s. per pauper. In this county, the population is poor and scattered, and in several parishes the medical officer receives little or no remuneration apart from his official salary.

Salaries of medical officers in Lowlands and Highlands.

167. In these poverty-stricken Highland and insular parishes, it is essential to keep in view the fact that in respect of his official salary the medical officer, though not avowedly, actually gives medical attendance to the people generally. The fees that he receives are a negligible quantity, and he is dependent on his Poor Law salary for a bare living.

168. In the Lowland counties, the work performed by the medical officer in respect of his salary is, as a rule, restricted to the registered poor. Hence, although the figures would appear to indicate that the paupers receive a smaller amount of medical relief, it is probable that they receive at least as much, the difference being due to the fact that the medical officer has usually a remunerative private practice.

Comparative costs per head of medical relief in 1846 and 1906.

169. In Haddingtonshire, the expenditure on Poor Law medical relief in 1846 was £68; in 1906, it was £456, or 10s. per pauper. In Aberdeen, in 1846, it was £14; in 1906, it was £1,350, or 6s. per pauper. In Edinburgh, in 1846, it was £166; in 1906 it was £3,695, or 10s. per pauper. In Glasgow, in 1846, it was £1,728, or 5s. per pauper; in 1906 it was £14,386, or 17s. per pauper. This large cost per head in a populous centre like Glasgow is due to the excellent system of hospitals that Glasgow has provided for the sick poor.

56606. (*Chairman.*) As medical member of the Local Government Board I suppose you have health questions coming before you as well as Poor Law questions?—Yes; both public health and Poor Law.

56607. You give that part of the Poor Law which relates to medical treatment special attention?—That is so.

Report of Royal Commission, 1844.

56608. In 1844, when the Commissioners reported upon the operation of the Poor Law in Scotland, they practically found there was a discretionary system in operation?—That is the inference I take from their statement.

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56609. And that the Poor Law relief proper was largely dependent upon charity and subscriptions, and what medical relief was given was even still more dependent upon charity?—That is so, almost entirely. They give a great deal of detail in the report about certain houses of refuge and relief houses in Edinburgh and Glasgow. I did not put that into my statement, but those even were not exactly official, they were a sort of semi-official, semi-voluntary institutions.

56610. Therefore it was upon this foundation that the administrators of Scotland had to build up the Poor Law system?—Precisely.

56611. I gather that in those days sickness, apart from destitution, did not entitle the people to relief under the old system?—That is what I infer. Of course it is not explicitly so stated, but I gather that from the statement.

56612. That is your interpretation?—Yes.

Extent of statutory provisions of Act of 1845.

56613. Passing on to the statutory provisions for medical relief in Scotland (paragraph 11 of your statement); under the Act of 1845, it is optional, not compulsory, on the local authorities to provide medical relief? It is rather more than optional, I think it is obligatory, substantially obligatory at any rate; it is "it shall and 'may be lawful for the Parochial Board, and they are 'hereby required to provide for medicines, medical 'attendance," and so on; that is section 69.

56614. You take the words "shall and may be" as being obligatory?—I think so; "and they are hereby 'required"; I think that is quite without any qualification.

56615. That is the spirit in which the Act has been administered?—That is so.

56616. That is as regards what, I suppose, we should call out medical relief?—Yes.

56617. As it was not obligatory on a parish to establish a poorhouse, therefore there was no obligation to provide any indoor medical relief?—That is so. I presume that medical attendance under this section 69 would really cover all that any parish might be required to do, or could do, including the poorhouses. I should interpret it as covering anything, whether indoor or outdoor, but no doubt in actual fact it primarily meant outdoor and primarily now means outdoor, but I think it is intended to cover the whole question of medical relief, whether poorhouse, hospital, or anything covered by medical attendance.

56618. Where there was a poorhouse it would so cover it?—Yes.

56619. But there was no obligatory power to force a parish to build a poorhouse?—No.

Failure of Poor Law medical service to be preventive.

56620. There is a close argument you advance from paragraphs 12 to 21, and you arrive at this conclusion, I think, that on its present footing the Poor Law medical service can never be effectively preventive?—That is my conclusion.

56621. You advance in the next part of your statement, in paragraphs 22 to 31, strong reasons for dissociating medical relief from the Poor Law?—Yes, I think that that is involved in the argument, and the whole paper really is devoted to that proposition. I wish to say that of course in this statement there is necessarily a little play of cross purposes in the argument, because one has to adapt oneself to two things, the administrative necessities of the moment and the ultimate result of the properly developed institutions. These are two different points of view, and consequently there is a sort of play of cross purposes between them.

Need of outdoor medical officer to be a statutory Poor Law officer.

56622. You refer again at the end of your paper to the deductions which you think are established. We will now take the intermediate part of your paper, which relates to the improvements on the existing system. The outdoor medical officer is not a statutory officer?—No, he is the creation of the Medical Relief Grant. He is an administrative creation really.

56623. You are strongly of opinion he ought to be made statutory?—He ought to be, certainly.

56624. By his examinations and his certificates he plays a very important part in really determining what the law is?—Yes, undoubtedly.

56625. Is pressure brought to bear at all, do you think, upon medical officers by the boards to give the interpretation in accordance with what they wish, as to whether a man is, or is not, qualified for medical relief?—My detailed experience is not enough to justify me in saying that pressure is brought to bear; but a man is in a very difficult position; he can hardly help, where you have destitution established, taking the more liberal view. The tendency would certainly be that—a looser view of what unfitness would mean; I think that is almost essential.

Need of outdoor medical officer to be a statutory Poor Law officer.

Latitude in certification of medical relief to able-bodied.

56626. We may infer that the medical officer is, as regards this discharge of his duties, practically a free agent, though he necessarily would be animated in the discharge of that duty by the humanitarian instincts of his profession?—I think that is quite a correct way of putting it. It is a serious responsibility for any medical officer to reject a case if the man is known to be starving. I should not do it, and I know individual medical officers who simply would not do it. For instance, I discussed this shortly with a medical officer of wide experience some time ago, and they take into account the mental distress involved in a man having a starving wife and children as part and parcel of his health condition. Supposing he is unable to work, he is oppressed by the mental distress resulting from that, and they are quite prepared to certify that as amounting to not able-bodied. I know that is done. That is a very wide departure from mere physiological sickness or bad health in the strict sense. In other words, what I should say is that the standard applied here in certifying for Poor Law purposes is not the standard strictly that would apply in admitting a case to a hospital, for example, or at a dispensary or for the outdoor department of a hospital. It is not merely the severe, strict amount of ailment that would entitle admission to a hospital; usually it is, but there are marginal cases, of course, where I think the condition is much wider.

56627. They have to take into consideration the physical condition of the man, although that may not necessarily be based, I suppose, on what might be defined as actual sickness or illness?—Quite so. This applies, of course, more strictly to the cases admitted to poorhouses. There is probably a good deal also of that in the matter of actual outdoor medical attendance—that is, cases unremoved.

56628. Assuming that relief was refused, that there was a medical certificate to support the refusal, that the inspector acted upon the medical certificate, and that any untoward result occurred, would the medical officer be legally liable, or only the inspector?—I am afraid I cannot answer that question.

56629. It has never occurred?—Not in my experience. Would you kindly put the case again; I am not quite sure that I grasped it.

56630. Supposing a man comes up for relief who is just on the verge of the definition of able-bodied; the medical officer who examines him puts him in that category as able-bodied; relief is refused to him; something happens to him; and he dies. Would the doctor be liable, or would it be only the inspector who refused the relief?—I should think it would be the inspector, because the doctor is not a principal in the case. He is examining for the representative officer of the Parish Council; but it is a purely legal question that I should not like to give a definite opinion upon; I really do not know.

56631. An inspector is required by law, or by the order of the Local Government Board, to furnish the applicant with the reasons of refusal, which he himself signs?—I do not know much of that side of it, but that, I understand, is the actual procedure. As I understand it, the inspector of poor is really the person responsible for the applicant, and the medical officer comes in as a certifying adviser, so to speak. The inspector of poor is responsible for carrying the thing through, so I suppose the full responsibility rests on him.

Report of Departmental Committee.

56632. A good many of the suggestions which you make here, and some of the facts which you state, were obtained from the investigation of the Departmental Committee?—That is so.

56633. I have read their report pretty carefully, and it seems to me to show that in certain parts of Scotland

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the state of medical relief, and in certain portions the Poor Law administration, were inadequate and defective?—I think so still, undoubtedly.

56634. I have noted some points upon that report. Up to 1885 the aggregate amount expended in nursing was, I think, in the opinion of the committee, inadequate?—It was quite secondary. Could you refer me to the passage in the report which deals with that?

56635. It is on pages 20 and 21. Of course there had been a great improvement between 1885 and 1902?—A very great improvement.

56636. But still it was hardly up to what I think the committee considered the necessary standard?—That is so.

56637. The next statement that attracted my attention is on page 25, that the poorhouse accommodation was not sufficiently supervised, and there was not, in many of the poorhouses, a proper classification?—That is generally the case.

56638. Lastly, on pages 47 and 48 it was shown that the inquiry into deaths was defective, so much so that a considerable proportion of the deaths in the Highlands, and more agricultural parts, were not certified?—That is so. That, of course, is not entirely a Poor Law question. There is a big percentage of deaths uncertified; I refer to that in my statement further on.

56639. Then I think one of the rather general conclusions arrived at was that, in certain parts of Scotland, there was considerable difficulty in getting access to the medical officer?—In the rural Highland parishes; in the large parishes of course that is so, but it cannot really be said to be so in the smaller parishes and in the towns; there is no difficulty there whatever.

56640. The committee made a number of recommendations; and although it is only a short period between that report and the present date, considerable improvement, I understand, has taken place?—Undoubtedly, considerable improvement. The whole inspection has become closer, and the work of the general superintendents has been developed considerably. I have some figures later on where I think that will come in more appropriately.

56641. (*Mr Patten-MacDougall.*) Legislation is required in order that effect may be given to some of the more important recommendations?—A certain amount of legislation; for instance, the development of the nursing system cannot proceed further than it has gone without some fresh legislation, or, at any rate, the want of legislation will obstruct or hamper, to a certain extent, the improvement which the Board have already set on foot, namely, a system of examination of nurses.

56642. And also with regard to the removal of the stereotype, which is a great feature of the medical relief question?—Yes; that more or less ties the money grants.

56643. (*Chairman.*) It was also, I think, shown that the medical relief grant was small compared with what England and Ireland have?—We always understood so. I really think that is so.

56644. And that is tied up in such a way that it is not applied in the most effective manner?—That is so. For instance, it is restricted to poorhouse sick nursing. We have no financial means of helping or developing or pressing the question of outdoor sick nursing, and yet undoubtedly in a great many of the parishes that is of primary importance, and will become more important, I should think.

Difficulties as to outdoor nursing of poor.

56645. Coming back to your statement, in paragraph 44 you point out the difficulties of developing the outdoor nursing system in consequence of the limitation imposed upon the grant; but you add you know of no argument favourable to indoor nursing that does not apply equally to outdoor nursing?—That is my opinion.

Home colonies for selected outdoor paupers.

56646. In the next paragraph you allude to the policy of parochial lodging-houses or parish homes. You think this is a cheap and convenient form of meeting the wants of certain classes of the poor?—I think so; and I think it is a system,—although it hardly amounts as yet to a system—it is a situation that might very well be developed in the interests of certain localities.

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56647. Speaking administratively, supposing the system was developed, there would be no difficulty, I assume, in having proper supervision?—None whatever; I know of none. As a matter of fact, in the Highland district, where Mr Millar is general superintendent, he does informally inspect these places, he knows all about them, and keeps in touch with them. I have been at one in Forres where it is a half-way house to the poorhouse; the place is nicely conducted, and no difficulty whatever would be offered to anyone on the question of inspecting it.

56648. Have you ever gone into the question of cost?—I cannot give you any facts as to that.

56649. I think we might assume that it is a less costly system than is involved in building poorhouses?—I am certain of that. The attendance is entirely different and the whole idea is different from a poorhouse. It is really for the treatment of the selected outdoor poor. In Forres, for example, the place is managed by a man and his wife; the man acts as caretaker, and the woman acts as cook for the few paupers there. There is no restriction whatever beyond just that the place is kept decently and nicely; and I am quite certain that the expenses of that would fall far below the expenses of a poorhouse doing the same amount of work.

56650. And assuming that such a system could be largely developed, it would very much help classification of all kinds?—Undoubtedly it would; it helps the idea, of course, of selecting by separate institutions, which is what I should like to see developed.

Compulsory powers for Parish Councils.

56651. Coming on to the proposal relating to compulsory powers, are you in favour of giving compulsory powers of removal under certain conditions?—In a very limited way. I am not anxious to encourage compulsory removal *simpliciter*, so long as the poorhouses are on their present footing, because the poorhouses are, as the Commission knows well enough, compound institutions having all sorts of classes thrown together, and people naturally resent being thrown indiscriminately amongst them. Consequently I am not quite prepared to say *simpliciter* you ought to have full power of removal in any case in which the Parish Council may think fit. There are cases, undoubtedly, where compulsory removal may be desirable; but one would like to see it safeguarded as is indicated by the Committee's Report. I mean it should not be open in the case of a poor person, any more than it would be in the case of a small-pox or scarlet fever patient, for a Parish Council to step in and say, You must go to the hospital, and without further warrant to execute that determination. I should make it a full, formal court matter, just the same as in the case of a lunatic; in that way it is safeguarded. I am not satisfied myself, although a great deal has been made of this question in Glasgow and elsewhere, that it amounts to very much in Scotland. There are occasionally very trying cases, certainly, of old people in remote places that cannot look after themselves, where the expense of looking after them is very considerable; but I am not in the least satisfied that that amounts to a very great deal. In other words, I do not think that this question of compulsory removal powers is a question of primary importance. It is a matter of convenience more than anything else.

56652. There are a certain number of cases in rural districts in the North, are there not?—There are, but I do not think they are very numerous. I have no figures more than we have here; but from what I know of the Highlands, and I know the Highlands fairly well, I do not think the cases are very numerous. The trouble is in the remote parishes, and in the remote houses where old people and senile people get into trouble and cannot manage themselves. On the other hand, as I indicate, if the parochial cottage system were developed where an inspector might have a few houses at hand, or one or two houses where he could keep these people conveniently, the matter of compulsory removal would be a very secondary affair; you would find them ready enough to go into that kind of house.

56653. Passing on to the general observations on outdoor medical relief which are contained in paragraph 50, you come to the conclusion that efficient medical treatment for any but the simplest ailments is not possible in the homes of the poorer classes, not to speak of the

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homes of paupers. Over very large areas of the Highlands and remote parts of the Lowlands medical relief must be very much a name and nothing more?—Yes, that is really so.

Sickness to be qualification for medical relief.

56654. You fit that in with your argument that the conditions would be very much changed if the sickness test became primary and the destitution test secondary?—Yes.

56655. By that I assume you mean you would give the relief first and inquire afterwards?—Precisely; that is what it would come to in practice. It might even be more than that in actual fact; if you could organise the system as I seem to see it in my own mind, it would make the primary question to be: does the case need treatment? if so, it should be treated; the economic question would be a question of further consideration, how the case should be disposed of.

56656. (*Mrs Webb.*) Treated in any case, the question of chargeability would be reserved?—Certainly; the primary question is treatment.

Need of medical qualification for governor of poorhouse.

56657. (*Chairman.*) The relations of governors and the medical officers, I think, in your judgment, require some little revision?—Yes.

56658. Or you would like that the governor should have some medical qualification?—That is one solution of it, of course. It has actually been carried through in that way in Glasgow. In the two hospitals, which are technically poorhouses, the governors are medical men; and in one other large rural poorhouse it has been suggested, but not yet carried through, that the governor should have a medical qualification. At present they are under some legal process which is delaying the whole thing, and it may not come off as they intend, but that was the resolution of the house committee.

56659. In the large centres there is generally, I suppose, in the poorhouse an infirmary which is distinct from the rest of the building?—In very few of the poorhouses in Scotland. We have special sick wards, but not special buildings. In the larger ones there is a separate building, but it is not common with us.

56660. That is the reason why you would suggest that the governor should have medical qualification?—That is really the meaning of it.

56661. Putting it in other words, that means the governor must be a medical man?—Yes, it would come to that. I am not laying that down as a desirable thing straight away and in every poorhouse. Take this Cunningham poorhouse combination,—that is a very fair type that would justify a medical man at the head of it. It is a poorhouse with about 500 or 600 inmates, of whom you may regard one-third as more or less acutely sick. They have at the same time licensed lunacy wards, which need a certain amount of medical supervision. At the present moment they work by an outdoor visiting officer. The house committee there, or many of them, are of opinion that the whole of the work of governorship and medical attendance could quite well be done by a governor having a medical qualification; and I do think that is about the size of poorhouse and the type of poorhouse where a medical man would be desirable as the head. I do not say that in every case it is equally urgent, or that in every case the salary offered would be such as to attract the right type of medical men. In this case I think it is quite adequate.

56662. Even in cases where there is an infirmary separate from the rest of the poorhouse, the medical officer has not control over the appointment or dismissal of the nurses?—No, he has no administrative control whatever, except as regards treatment. He must see that his instructions as to treatment are carried out; beyond that he has no power whatever. That is theoretical, and that is the rule in force, but by the personal accident of the medical man it may become different; sometimes there is more control and sometimes less, but technically the governor is always responsible.

56663. Where there is an infirmary which is separate, and a matron, is the matron under the doctor?—For treatment purposes, yes.

56664. For nothing else?—No. He has no control over her appointment in any way whatever, as far as I know. That has arisen, as I indicate, largely out of the fact that the medical officers of the poorhouses are usually visiting officers. It is only a recent growth that the poorhouses have resident medical officers, and only the large ones have been able to develop that, such as Dundee, Edinburgh, and a few others.

Need of medical qualification for governor of poorhouse.

56665. (*Mr Bentham.*) In a poorhouse like Barnhill, would a medical man be the best kind of governor to appoint?—It depends on the medical officer. I think you could get a very capable medical officer to act as governor. But that is one of the compound institutions that one would like to see different. It is both workhouse, infirmary, centre for unemployed, and so on.

56666. His work there would be principally administrative, would it not?—Largely.

56667. (*Mrs Webb.*) There are children in it, too?—There may be a few, accidentally; they are not intended to be there, except just in passing. I think that Barnhill is more on the footing of a large asylum, and as a fact it includes so many fatuous people, so many epileptics, so many chronically sick, so many infirm and some imbeciles, that it really is in the nature more of a large asylum than an ordinary workhouse, so that if you have (and it has proved a great success in Scotland certainly) medical superintendents of large asylums, I see no difficulty whatever in the case of a workhouse, even in a place like Barnhill, with regard to making a medical man the head.

Classification in poorhouses.

56668. (*Chairman.*) At present the medical officer has the duty imposed upon him of classifying the inmates as they come in?—That is so.

56669. As you point out, the poorhouse combines the functions of a hospital, a home for the infirm, and a workhouse?—That is so, normally.

56670. And so long as there is this combination, classification is exceedingly rough; it must necessarily be rough and unsatisfactory?—That is inevitable; it cannot be as complete as one would wish to see it. What I should like to say on this question of classification is that the Departmental Committee found that there was almost no provision in most of the places for the medical officer following up his classification. He made a primary classification on admission, afterwards he knew nothing more about the case; the responsibility for re-classification and medical re-consideration of the case lay entirely with the governor. That I do not think sound. But in the larger places since then, and at one or two of them before then, arrangements were made so that all the inmates of the poorhouse have full access, as they choose, to the medical officer. Times were arranged each day when they could find the medical officer at a certain place, and any man could make a complaint direct. Up to that time the complaints were made through the governor, who, of course, got his complaints through the ward man or attendants, and then it was transmitted to the medical officer. The medical superintendent of one of the Glasgow hospitals put it before us that as the medical officer had no responsibility for the direct medical supervision of the cases, accidents might happen for which he could not be at all responsible, although nominally he was medical officer of the institution. That has, however, been pretty well altered all round; I think now it may be said that all the inmates of all the poorhouses are either systematically inspected by the medical officer periodically or have daily direct access to him, which on the whole I think meets the case on the present administration.

56671. (*Mr Patten-MacDougall.*) There is a duty on the medical officer, is there not, to review the cases?—Yes, there is now as a result of the Departmental Committee's report.

Attractions of Poor Law medical service.

56672. (*Chairman.*) Before we leave the status of doctors, are the attractions of the Poor Law medical service at present sufficient to get the class of man you wish?—I do not think so, taking it all over. I think that in some of the large cities on the whole it is fairly good, but it is a little difficult to answer the question, because the conditions are so various. One thing applies in the Highlands and another to the fairly thickly-crowded parishes.

56673. (*Mrs Webb.*) Have you got any whole-timers as district medical officers?—Outside of the cities, no; in

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the city of Glasgow you have two men that are whole-timers in the sense that they are both superintendents of the hospital, and the third one is practically a whole-timer, namely Dr Carswell. There are a few residents; I have a note about them somewhere, but practically you may say with that exception there are no whole-timers except resident officials.

56674. Not for domiciliary relief at all?—No.

56675. (*Chairman.*) It seems to me that although the medical man comes in as a doctor he really is the responsible pivot on which a great deal of the administration depends?—Undoubtedly his certificate is the pivot of the whole administration.

Dietary in poorhouses.

56676. Coming on to diet, on the whole you think that the diet is sufficient, but that it rather wants looking into; a good many of the inmates seem to you to have a characteristic pallor?—Yes, the question of diet is an extremely difficult one. I do not think on the whole that the quantity is much to be found fault with. Representations were made to us in this committee that both quantity and quality were defective. We have set going an investigation that may help, to a certain extent, to decide the matter of quantity, but I have not been able as yet to dispose of the figures. We had the heights and weights for periods varying from a week up to six months of some 17,000 paupers, and possibly these may yield some fruitful conclusions; but the difficulty and danger of fallacy is very great. But on the whole, from our general impression, I think it may be said, as I have said here, that the quantity of the food is enough. No doubt the diet is monotonous in the poorhouse. I am inclined to think myself we make rather much of the oatmeal diet; although it is a good diet, it is rather overdone in the poorhouse.

56677. This question, since the Departmental Committee's report, is receiving increased and constant attention?—Yes, a great many houses have revised their diet lists, and a good many have been improved; although it is still in a fluid state, as it were; we have not finally disposed of it.

Need of medical schools in poorhouse hospitals.

56678. Passing on to the question of medical schools, you would be in favour of associating a medical school with a Poor Law hospital of acknowledged status?—I would.

56679. It has been suggested to us by certain medical men that inasmuch as the chronic cases are frequently transferred from the general hospitals to the Poor Law hospitals, medical officers in Poor Law hospitals get an exceptional knowledge of the ultimate stages of certain of these chronic cases?—That is undoubtedly so.

56680. And that that knowledge is rather lost to the medical world by the Poor Law hospitals not being medical schools?—It is entirely lost. I have had applications from medical men, graduates, not students, to be allowed to study the Poor Law cases, in order that they might observe the cases there. Cases of nerve degeneration, chronic rheumatism, hemiplegia, brain diseases, and all those chronic illnesses are completely shut out from the medical profession just now, and without any good reason that I know. The matter has been discussed, but the poorhouse medical wards are the only medical institutions that I know of that are really closed to students. Asylums are open, the infectious diseases hospitals and general hospitals are open, but the Poor Law hospitals in Scotland are not.

56681. I assume if this idea were given effect to it would tend to elevate the status of the Poor Law medical officers?—I think so.

Relation of Poor Law with voluntary hospitals.

56682. We now come to your opinion as to the relation between poorhouse hospitals and voluntary hospitals, and you point out that in your judgment the position of the two is very anomalous?—It is.

56683. You have a class in Glasgow socially perhaps above the pauper class going to the general hospitals and getting free treatment?—Yes.

56684. Is that on the increase now?—I am not able to give you the figures, but from conversations with medical men in various towns, especially Edinburgh and Glasgow, I think on the whole it is on the increase, but I really cannot give quantities to show it. It is a little difficult to prove or disprove, but the general impression among general practitioners is that it certainly is on the increase.

56685. So that under the present system there are apparently two anomalies—the people who can afford to pay for their medical relief do get medical relief gratuitously from the hospitals, and there is another class very little dissimilar, almost the same as the pauper class, who go to the general hospitals, but who suffer no penalty from getting free treatment there?—That is so.

Disfranchisement.

56686. Whereas, if they went to the Poor Law institution they would be disqualified for Parliamentary purposes?—No, not if it were purely a question of medical relief. You will notice that the Medical Relief Disqualification Removal Act makes that unnecessary. They would lose their vote for Parish Council purposes, but for nothing else.

56687. (*Mrs Webb.*) And they would be chargeable to their relatives?—Yes, they would be chargeable to their relatives, that is the point; whereas if they go to an infirmary, such as the Glasgow Royal Infirmary, there is no claim on anybody. As a fact—I cannot give you the figures exactly, but we did get them at one time—the Glasgow Poor Law hospitals do have a considerable number that, on failing to get admission to the general hospitals, are admitted, for operation purposes more especially, to the Poor Law hospitals, and their relatives contribute a certain amount. That, I understand from Dr Johnston of Glasgow and from Mr Motion, is rather on the increase than the decrease.

Need of re-adjustment of relations between voluntary hospitals and Poor Law hospitals.

56688. (*Chairman.*) Therefore you arrive at the conclusion that the relations of the voluntary hospitals and the Poor Law hospitals, certainly in large towns, require re-adjustment?—Yes, I think there is certainly a clear case. One of the primary administrative reasons for requiring re-adjustment is that, as separate and independent institutions at the present moment, there is a distinct antagonism between those two institutions. Take the Edinburgh Royal Infirmary and the Craiglockhart Poorhouse; it was represented to us by Mr Ferrier, the late Inspector of Poor of Edinburgh, that the infirmary and the poorhouse were working against each other, as it were—that is, that the infirmary was bringing in cases from all Scotland and dumping them down on the Glasgow parish; that was not strictly accurate, as he afterwards admitted, but in point of fact the infirmary was doing a very large amount of medical work that would have fallen to the parish if the infirmary did not do it. Of course, in Scotland, we speak of the general hospital as the infirmary.

56689. What would you call the Poor Law hospital?—We have no special name for it, simply Poor Law hospital.

56690. Is there any very largely endowed hospital in Edinburgh?—No largely endowed hospital, as far as I know; but the general hospital—the Royal Infirmary—is maintained by subscriptions, legacies, and so on. It has a considerable endowment, but it does not anything like amount to the outlay.

56691. Has it a large out-patient department?—A considerable out-patient department. I do not know what the numbers exactly amount to.

56692. It is gratuitous, I suppose?—Yes, they are bound by their charter to be gratuitous. They have no pay wards of any kind.

56693. Passing on to the rural areas, you point out that there are very few hospitals?—Yes, there is not large hospital accommodation in the rural areas.

Deterrence of Poor Law medical relief.

56694. You seem to think that the fact of the hospital being associated with the poorhouse, and thus having on it the stigma of pauperism, is a deterrent?—I think it is.

56695. Is that so all over Scotland, in towns as well?—Yes, I think that is really so; they prefer to go to the non-Poor Law institutions if they possibly can.

56696. Up in the North is there any reluctance on the part of the poor to go to the Poor Law institutions?—The number of cases removed to any hospital is really very small; it would be impossible to say whether any real reluctance exists or not. The principal hospital in the North is the Inverness Infirmary; it does a large work from districts round about, but that is not a parochial

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institution at all; of course, it is a voluntary hospital. The number is so small it would be impossible to say.

Need of medical mental observation wards.

56697. Now, we come to mental observation wards. You are in favour of wards being established which would afford accommodation to persons who were of unsound mind, but whose infirmity was not sufficiently developed or dangerous to justify their removal to a lunatic asylum?—Yes; or rather, to put it another way, even where the condition at the moment was such as to justify a certificate of lunacy. The cases may be evanescent cases and curable cases. I think a case is clearly made out for the desirability of providing for those. These medical mental observation wards are not only to accommodate simply doubtful cases of insanity, but rather passing cases of insanity that are incidental to other diseases. Of course, a type would be the delirium tremens following alcohol. It is absurd to put people of that class into an asylum, they are usually well in a fortnight or three weeks, or less; that type is a mental observation case. There are several others, such as insanity incidental to rheumatism or some other physical condition, such as paralysis or hemiplegia, where temporary treatment in an observation ward may either result in curing the patient or bringing him into a condition where his friends can look after him. In these cases it would be quite justifiable, in the great mass of them, to certify them for an asylum, and normally they would be certified for an asylum, but they are curable cases, and an observation ward should be found for cases of that character.

56698. (*Mrs Webb.*) The same would apply to insanity after childbirth?—Exactly.

56699. The woman in that case would get the stigma of pauperism without the least necessity for it?—Quite so.

56700. (*Chairman.*) There was some doubt, was there not, in the minds of the Board of Supervision, whether persons who are epileptic, imbecile, feeble-minded, or fatuous, could be sent to the poorhouse?—There seemed to be no doubt in the minds of the Board of Supervision; they laid it down definitely, if there was any sign of insanity in the man, he should be excluded from the poorhouse. That was the form of the certificate. It is on the matter of that certificate, which tended to prevent the admission of such cases, that this whole question of mental observation wards arose.

56701. They answered the circular in this way, but was it impossible to act on the circular? How did these people get into the poorhouse?—I do not know if you have a copy of the ordinary form of medical certificate of admission to poorhouses. It includes a question, "Is 'pauper, or any dependant, lunatic, insane, idiot, or of 'unsound mind?" That question had to be answered Yes or No. That was the old understanding. If it was answered "Yes," then the case would not be admitted to the poorhouse. It had to be answered "No" if the case had to be admitted. A great many men found cases of slight feeble-mindedness, or found congenital imbecility, or one thing and another, that did not exactly qualify the person for treatment in a poorhouse, and yet did not amount to ordinary certifiable lunacy. They filled in the certificate often as "weak-minded," "feeble-minded," or something of that kind. The Board of Supervision required, or rather the Local Government Board following them required, that this should be answered "Yes" or "No." The result was that a great many cases were answered "No," when, as a matter of fact, they might be more or less feeble-minded; still, as a matter of fact, for instance in Barnhill Poorhouse, there were, when I went there a little time ago, well on to a hundred cases of unsound mind, and that sort of case would have been rigidly excluded if the "No" was to be an absolutely correct statement of the fact. That, however, is not the only kind of case that is covered by mental observation wards. We now take it quite frankly that there are cases that, although of acute insanity, are still capable of cure, within say a period of six weeks or three months, and primarily the observation wards are meant for those. We have accordingly adapted that form to meet the circumstances; we have left the question in, but put a note to it: Is the dependant lunatic, insane, or of unsound mind? If the medical officer thinks it is a suitable case for treatment in a mental observation ward, he gives on the back his reason for considering it so. Then the case is admitted to the mental observation ward, and is in charge of the Parish Council. If it is found it is not a suitable case, it is certified and transferred to an asylum. If it is a suitable case it is kept for six weeks; if no such improvement takes place in the patient as to justify a discharge, the medical superintendent, and through him the Parish Council, requests the sanction of our Board to the detention of the case for a further period of six weeks; and if the case is then not either cured or fit to be discharged, it is normally transferred to an asylum. That is how the thing works. All this has been drawn up in detail after a conference with the Central Board of Lunacy, who have agreed with what we have done in the matter.

Need of medical mental observation wards.

56702. Is the circular of the Board of Supervision of 1880 withdrawn, or is it still supposed to be in force?—I do not know that it has been formally withdrawn, but practically it is; everything in it that contradicts that arrangement is put on one side.

56703. The result administratively is that in the poorhouses now you have a considerable number of mental cases of the less acute type. These are watched, and their treatment is much more satisfactory and much less costly than it would be by sending them to a lunatic asylum?—The cost may be less, but I am not sure that it is much less. I do not think the cost of the observation ward in Glasgow, in the Duke Street Hospital, will be much less than at an asylum, that is at the present moment; accidentally, probably in the course of years it will become so, but the Parish Council did not make it a question of cost simply. They were prepared for this development on the ground that they thought it an economic advantage that the patient should not be sent to an asylum if possible, because it absolutely destroys a person's reputation afterwards for domestic service, or any employment of any kind.

56704. What should you say, from a medical point of view, is the effect on the person; would it depress a patient to know that he had been sent to a lunatic asylum, would it retard his recovery?—In most cases I do not think the patient knows much about it, it is more the friends who have to be considered.

56705. I was thinking of cases in the poorhouse wards; are they more likely to recover than if they were sent to a lunatic asylum?—It just depends; all the more advanced lunatic asylums now have special hospitals for acute cases, and they are treated on those lines, so the mental observation wards at Glasgow are run really as curative insanity wards, and as I say, the large asylums all have that class of ward, so it is a little difficult to say whether they have more or less effect, because it is certain that the nursing and the general attendance are as adequate, and must be as adequate, as they would be in an asylum.

Effect on mental cases of aggregation.

56706. (*Mr Nunn.*) I should like you to say whether your experience indicates that the associations of the observation ward tend to aggravate the condition of the patient, the association with other persons in a worse condition than themselves. I was thinking of a person whose case is doubtful, and who is sent to an observation ward?—I do not think so.

56707. It is your experience that it is not so?—I do not think so. The same criticism precisely might be made of an ordinary lunatic asylum. The great mass of cases of acute insanity are individually absolutely unaffected by the personal surroundings or the existence of other people in connection with them.

56708. These presumably are not certified lunatics?—They are not certified lunatics; they are insane, they are curable insane.

56709. Surely persons are put in the observation ward for the purpose of observing as to whether they are to be permanently detained or not?—Yes.

56710. So that, presumably, a certain number of them are not insane; it is about those persons that I am asking the question. Would not their association with other persons who are lunatics be prejudicial to their recovery?—That is precisely the class of case that is not taken into these observation wards; they are all insane.

56711. (*Mrs Webb.*) Temporarily insane?—They are

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cases of evanescent insanity, or what we may call incidental insanity. In one case I remember a young girl of twenty who had had extremely acute rheumatism, and she fell into a stuporous condition which would be called insanity; she was quite unconscious, and would remain so perhaps for weeks, but ultimately she would, and did, recover. That is the kind of case that would be quite unaffected by its surroundings. She would not know what they are; that is a typical case of what I mean.

Type of case for mental observation ward.

56712. (*Mr Nunn.*) Have you no observation ward for a person under detention pending a certificate?—This ward would fit that. It is a little difficult to explain precisely, but the memorandum we sent out with these cases gives the type of cases, but they are more the evanescent insanity or probably evanescent insanity, or incidental insanity, that is incidental to other diseased conditions. You might conceivably have a case which was doubtful, and he would no doubt be taken into that mental observation ward, but I do not think that that mere fact would prejudice him in any way; I do not think so. My experience of lunacy would not confirm that. In the cases I speak of they are not certified lunatics. You may have a person having delirium following influenza, for instance, for a fortnight. That is the type of case you would not certify as a lunatic. You treat the influenza, and the lunacy disappears, so that it does not fall within the ordinary category.

Extent of gratuitous treatment of sickness.

56713. (*Chairman.*) You advance this general argument in favour of your method of treating sickness gratuitously, that a certified lunatic is treated at the expense of the State whether he is destitute or not?—That is so.

56714. But a person who is not in that condition has to prove destitution?—Yes.

56715. I assume the answer would be, would it not, that the one is a danger to the public at large, or is supposed to be?—Yes; but then a great many lunatics are not, of course; it is a mere matter of attention. He may not be any more dangerous than a fatuous paralytic. The contrary is, I know, the popular understanding, but a great many lunatics are not dangerous at all; they live for twenty years and may not be dangerous.

Inspection of poorhouse hospitals.

56716. The poorhouse hospitals are inspected by one of the general superintendents?—Yes.

56717. But there is no systematic medical inspection?—No.

56718. You think now that they have attained such dimensions that it is essential that there should be such inspection?—I think it is certainly advisable, because this whole indoor movement, as Mr Maxwell's evidence would have shown you by figures, has immensely developed within the last thirty years, so that the poorhouse hospitals are a much greater quantity than they were even twenty years ago. That is partly the result of administration. I certainly think that medical inspection is called for. It does exist in Ireland.

56719. You as inspector did not regularly inspect—periodically?—No.

56720. You went down on special occasions?—Yes.

56721. What you propose is that there should be a regular periodical inspection by a medical officer?—Yes, I think so. The present medical inspector of course is understood also to report on all the infectious disease hospitals, and now this is a further development that I do think calls for more supervision. We have only a small staff at the present moment in Scotland, and cannot do what we should wish in the matter. I should like to say, *a propos* of this present central supervision of hospitals, that Mr Barclay, who was before you yesterday, is the general superintendent in special charge also of poorhouses, and he practically visits every poorhouse once a year, reporting on the detailed form which you have, and reporting in detail also on the sick wards. He makes very elaborate reports now. It is sometimes not possible for him to visit every poorhouse in Scotland every year. For instance, I find that last year he was not able to overtake the whole of them. I consider that every poorhouse ought to be visited at least once a year. I should like to see the inspection of the poorhouses put upon the same footing as the inspection of an asylum or a prison, in the sense that the inspecting superintendent should interview personally every pauper in confinement. For instance, I have gone with the Commissioners in Lunacy round some of the asylums; they interview and account for every person on the lunacy roll. It does not take much time to do it, but the supposition is, of course, that as a pauper lunatic has no rights, the inspector is responsible for seeing that the Acts are carried out. I should like to see every poorhouse done in the same way. At most of the smaller ones that is done, but I think it ought to be quite generally done.

Inadequacy of Poor Law medical relief.

56722. Now we come to your general conclusions as to the adequacy of the present system of Poor Law medical relief. Taking the number of uncertified deaths, the figures which you there adduce are such as, in your judgment, to make it impossible to maintain that the present system of medical relief is adequate to the needs of the community?—I think that is so. So long as you have 60 or 70 per cent. of deaths uncertified, you cannot say that the medical relief is adequate.

Unification of Poor Law and Public Health services.

56723. Your last four or five pages are a very able argument as to the advisability of combining public health and Poor Law functions. You state the case so well that I really do not think I need supplement the statement by many questions. I understand that one of your contentions is this, that the Public Health Authority, on the ground that it deals with diseases which are infectious and dangerous to the community, offers gratuitous relief to all who are affected by a certain category of diseases which are notifiable as infectious, and that the tendency is, as medical science increases, to enlarge that?—Undoubtedly that is so.

56724. Until it is difficult, in certain cases, to draw the line between what entitles a person to free treatment and what does not entitle him to it?—That is precisely so. I give a list of diseases to show just how impossible it is to draw the line.

Treatment of phthisis.

56725. You take the poorhouses and show the percentages, classifying them medically; the persons treated who are infectious and those who would come into other categories?—Yes. Of course the two striking groups of infection are the tuberculosis cases and the venereal cases, and skin cases, of course. I may say that taking Glasgow as a type, and it is a fair type of the cities, you notice that the amount of phthisis is very large,—1,645 cases treated last year. That is a somewhat recent development; there always has been a considerable number, but within the last two years the number has gone up very rapidly. That has been the result of Mr Barclay's reporting for the last eight or nine years upon the accommodation for phthisical cases, and calling the attention of the Parish Councils to it. The result is that nearly every poorhouse in Scotland makes some accommodation for the segregation of phthisis cases, and in the Glasgow hospital about eighteen months ago or so they made a further departure by providing for sanatorium treatment at the larger place, Stobhill. The result is that there has been a great rush of cases to the Glasgow institutions, and that accounts for the enormous number of 1,645. In the meanwhile the local authorities for public health, although they have been urged by us to take the matter up, have not taken it up in any effective way yet, but a good many of them are seriously considering it; doubtless by and by, spontaneously, the majority of cases that would normally go to the poorhouse will normally go to the public health authority.

Abolition of law of settlement.

56726. What are these phthisical cases; had they a settlement in Glasgow?—I presume so, either in Glasgow or elsewhere, but I think they would just be taken in, whether or not. I do not think the question of settlement affects it, because the settlement parishes were quite willing to pay for the treatment.

56727. You advance the argument that settlement ought to be abolished?—As far as disease is concerned, I think it should be.

56728. I want to know whether practically it has been abolished as regards the phthisical cases, although the settlement was acknowledged?—In practice in all cases the parishes pay. We had a deputation some time ago from groups of parishes discussing the question of the charges at the Glasgow hospital, but no one objected to paying the charges for the phthisical cases; all the

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parishes that were represented were quite willing to pay the Glasgow charges for phthisis, so that that really does not exist as a difficulty at all.

56729. There are two classes of infectious cases, of course, very different in their character and origin—one phthisical cases, and the other venereal cases, but they both in common are dangerous to the public health?—Undoubtedly.

Need of treatment of venereal diseases to be non-deterrent.

56730. Would you have power of detention of those cases?—No, but I deal with that in a couple of paragraphs at the end of my paper. I do not think that detention in venereal cases is any solution whatever. It would simply mean keeping them away from the poorhouse.

56731. You are afraid that it would act as a deterrent?—I am sure it would; I do not think there is any doubt but that it would.

56732. Do you think that this disease is sufficiently prevalent to affect the health of any considerable portion of the population?—Yes, I have actual figures which I can hand in as a supplementary table. I may refer to them now. We had a return quite recently, as the result of a deputation from Glasgow on this particular question. They urged the Board to press for legislation involving detention of syphilitic cases, particularly until such time as they could be cured. It was pointed out to them that the cure of syphilis means a year's treatment at least, and in most cases two years; so it would need detention for at least a year. They admitted that detention would deter, that is to say, that the cases would go elsewhere, and that was their experience so far as they tried to detain. They also asked us to get the facts from the different poorhouses, and this is the result of the return. We have asked for the facts for the last five years, from 1902 to 1906. Of cases of primary syphilis admitted, the total has been 215, of secondary syphilis 1,089, an average of 261 cases of syphilis a year. Of other venereal diseases there have been admitted 1,631, or an average of 326 a year. Taking the two classes together, the average has been 587 cases a year. We also got information from the Prison Commissioners as to the number of cases of syphilis and other venereal diseases in the prisons. The result of that return has been an average in the five years of thirty-two cases of primary syphilis and of eighty-two cases of secondary syphilis. Of other venereal diseases, in the five years there has been admitted an average of 116 cases. In the poorhouses a number of the syphilitic cases are returned as cured, and we inquired into some of them and found that the periods during which they were under treatment were such that no man could properly say the cases were cured. In the prisons the medical officers are more guarded in their statements, and they say that when the sentence is long enough they have been able to cure certain cases, and the proportions are given. These are the facts as we found them, so that it practically comes to 261 cases of syphilis, in the poorhouses alone, on an average.

56733. (*Mr Patten-MacDougall.*) That is for the whole of Scotland?—Yes. Of course, these will be mainly in the city poorhouses, but as a fact, from my general experience of hospital work and the general knowledge of the distribution of tertiary syphilis, and so on, I say that roughly that does not represent one-tenth of the cases to be found in the general community, or anything like it. No one can tell, because we have no information.

Effect of venereal diseases on lunacy.

56734. (*Chairman.*) Are there any figures at all as regards the lunacy which has been caused by this disease?—We could get them easily enough. The Central Lunacy Board will have the figures, and in their report I have no doubt the facts are stated.

56735. (*Mrs Webb.*) What sort of proportion; have you any notion?—I have not any notion.

56736. Does it come to as much as one-third?—Of the lunacy, do you mean?

56737. Yes.—I do not think that is likely. The old supposition used to be that the general paralysis of the insane, which is a general form of insanity, was due to syphilis, but that is now given up; it is probably due to a specific organism of its own, but the susceptibility to that organism is increased in syphilitic cases.

56738. What other diseases spring from syphilis?—You may have many varieties of insanity due to the deposit of tertiary substance in the brain, such as locomotor ataxy, paralysis, degeneration of organs, and so on.

56739. Do you regard it as more serious than phthisis?—Undoubtedly, as a cause of insanity.

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56740. As a cause of disability or illness?—Yes, I think it is more serious for this reason, that in phthisis you deal with a definite quantity, that is, consumption of the lungs; it runs an indefinite course, but it is still a manageable course. In the case of syphilis it may begin now and the results still be going on twenty-five years hence; it is such a chronic disease, it results in so much indirect disease, such as aneurisms and degenerations of every kind, degenerations of bone and every other tissue, that it must be regarded as in fact the most serious disease we have in Western Europe.

56741. And more liable to infect other people?—Undoubtedly, it is very infectious.

56742. And it affects injuriously future generations?—Unquestionably.

56743. It is more likely to be inherited?—It is about the only disease that you can say is inherited, or, more properly, it may be a congenital infection.

56744. (*Chairman.*) The indirect consequences from this disease are transmitted to the children, I suppose?—Unless the disease in the parent has been treated, and treated to a finish and exhaustively, the result is an infected child, and the disease runs a specific course in the child just as it would in the adult; there are certain differences due to the differences in the child's tissues, but it runs quite as serious a course.

56745. It is hereditary in a sense in which phthisis is not?—Not exactly, but it is a more easily communicated infection—that is to say, the child of a syphilitic father would in many cases be syphilitic; the child of a phthisical father might conceivably be infected in utero, but in the great mass of cases would not. It is a possibility that you may have a child born with tuberculosis caught from intra-uterine infection, but in syphilis the probability of his being born with syphilis is manifestly greater than of his being born with tuberculosis.

56746. Would you say really that amongst the poorer classes of the community these diseases are quite as destructive of health and of able-bodiment as phthisis?—Yes; of course one cannot say from actual numbers; probably there is more phthisis than there is syphilis, but I am not certain that, if you totalled up all the indirect results of syphilis, possibly it may not account for as great a number of individuals as phthisis. I think the number of individuals dying from phthisis is greater, but the variety of diseases produced by syphilis, and the disablement from it, is probably greater. I speak subject to correction, because the facts are so difficult to get.

56747. You have an objection to detaining persons suffering from this illness; your objection I understand is a practical one?—Purely practical. If you could get the result of curing the disease by detaining, I should say certainly detain at once.

56748. You would not hesitate?—I would not hesitate a moment.

56749. (*Mr Booth.*) Inheritance of that disease in some of its forms is by no means confined to uterine infection?—No.

56750. The consequences on future generations, on the children, or even on the children's children, go on; it is not a question of infection in utero?—The first generation, the first child, might be infected in utero, but his children would not necessarily be syphilitic, because the case might be cured, or it could go on to a tertiary state where it is not infectious, but the third generation might be affected for different reasons, because of the infected condition of the original infant's father; it would not necessarily be transmitted to the third generation as syphilis, but it might be in some other form, *e.g.* epilepsy.

56751. (*Mr Nunn.*) In what form does inherited syphilis declare itself in children; it is not often one happens across an actual case, is it?—When a syphilitic child is born, the usual first symptom is what is known popularly as "snuffles"; there is running at the nose of a peculiar kind. Very often within a certain time—the

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incubation periods of syphilis are very long—it may be in days or weeks, it depends on the condition of the infant, you get rashes appearing and so on, and in the later life the child begins to degenerate, you find sunk-in noses and all that kind of thing.

56752. My point is whether they would be certified as syphilis cases, or certified under the name of some other disease?—In the great mass of cases of congenital syphilis recognisable at all, they would be certified as syphilis; they are quite easily recognisable, and of course they are in the hospitals in considerable numbers.

56753. (*Mrs Webb.*) You deliberately think that free medical assistance is the only way out of this?—That is the only way that occurs to me.

56754. That has been rather the experience in the Army, has it not?—I think so.

56755. And the rescue workers are now in favour of it?—Yes.

Unification of medical services.

56756. (*Chairman.*) Your argument, I think, is so close and consecutive as regards the establishment of a single medical service for all sickness, that I will not put any further questions to you on that, but I want you just to consider how practical effect can be given to your suggestions, because however perfect from a medical point of view a scheme might be, it is no use putting it forward if there is no chance of carrying public opinion?—Quite so.

Need of paying-ward hospitals.

56757. What you suggest seems to me to entail in the first place that medical relief should be gratuitous?—Substantially yes, if you put it on the same footing as public health, but not necessarily all free. I think we look, as I say, to an ultimate condition of what would be practical. At the moment, for instance, I think it is called for distinctly that we should have hospitals with paying wards, where you can give special accommodation. That is one of the crying necessities of towns at the present moment. In Edinburgh, for instance, where a working man earning anything from £1 to £3 a week wishes to have some serious operation, he cannot enter a private nursing home under five guineas a week. That, of course, is a prohibitive figure to a great many. I see no reason why the Royal Infirmary in Edinburgh, and institutions like it, should not have paying wards, where sums varying from 5s. upwards should be exacted, and I am certain if that were done, there are large masses of the community that would take advantage of it at once. Further, I see no reason why institutions could not either be adapted or created, where medical men could attend their own patients in private practice; in various ways like that you would reduce the number that would apply for free medical treatment.

State medical service.

56758. Your scheme would necessarily involve a State medical service?—State in the sense of a public medical service, but, I presume, you do not mean an Imperial medical service in the sense that all the medical men involved would necessarily be civil servants. I do not think that is involved.

56759. What it seems to me to entail is, that you would have to have a whole-time medical service. If your relief is gratuitous to a considerable section of the community, you must have a whole-time medical service?—You would have a considerable number in the whole-time medical service, but, in point of fact, to take the concrete case of Edinburgh, which I know moderately well, you have there already a very elaborate medical service doing an enormous amount of work, but it is done under the voluntary organisations. What I should like to see as an immediate matter would be that the Edinburgh hospital, which is partly a national hospital, partly a local Edinburgh hospital, and partly a medical school and part and parcel of the university, should receive a certain amount of support from the public health rate. At the present moment it receives nothing. That would be one step towards publicising the whole of the medical relief of Edinburgh.

56760. It would be subsidised conditionally?—Yes. At the present moment the public health rate does not, as a matter of fact, contribute anything whatever, and the poor of Edinburgh get the benefit of this national institution, and yet the payment on behalf of the poor of Edinburgh does not cover the cost of the relief of the Edinburgh poor. I am speaking subject to correction as to this; you will get all this information from the secretary of the institution.

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56761. If you had a wholesale public gratuitous system of relief, you think there must be whole-time medical officers in the public service?—Yes.

Charitable medical aid given by private practitioners.

56762. Would not the profession generally strongly object to that, because it would preclude them, in the poorer districts, from practising amongst the poor?—They possibly might; but I think they would be largely standing in their own light in doing it. I do not think it would operate in the sense that everybody would rush for free medical relief. As a fact, the private practitioner in an industrial town will tell you that about one-third of his cases are gratuitous cases. I know as a fact that in most towns it is the case that doctors are unpaid for about one-third of the cases they attend. Those cases would eventually be drafted off or removed to the public institutions. If at the same time you provide paying wards, you will account for another considerable section; and as a result of the natural stratification of cases you would find that those that can afford to pay would normally prefer to go to the paying places. That is how it would operate. At the present moment, as I say, you find cases that are quite willing and anxious to pay for consultants at the hospitals, and so on; they can afford £1 or £2 a week, even, but they cannot afford to pay either the private consultant's fees or the fees of a nursing home. These at present are left to the private practitioner, or else go illegitimately to the public hospital. I should make that the other way by increasing your facilities for admission to pay wards at the same time that you open the treatment to the poor. It would normally become so that you would not need to specify who is to be who. I think it would operate spontaneously. Of course, the friendly societies are also to be considered.

Dissociation of medical aid from Poor Law.

56763. The fundamental idea of your scheme would be to dissociate medical relief from the Poor Law?—Yes.

56764. Your theory being that you must treat the person first and inquire afterwards?—Yes.

Provident system of insurance as in Nuremburg.

56765. Another scheme has been suggested to us; it was this: that we should use the provident medical institutions, and so on, and in various ways bring pressure to bear upon certain classes of society to join them; that members of these provident institutions should, by payment, be entitled to medical treatment; that all the acknowledged practitioners in the neighbourhood should be on the list; there would be a limitation as to the income of persons who might obtain this relief; if a person required medical relief and did not belong to the society, then the Poor Law would have to pay and recover if possible; that the hospitals should stop their system of out-treatment, but they should in some way be brought, by municipal assistance or otherwise, to submit to certain conditions; and that a letter from any medical practitioner associated with one of these societies should enable a person to go to the hospital if he required serious treatment. Have you ever thought of anything of that kind?—These things we have all been turning over in our minds. I see no objection to that as a matter of tactics and growth; I think it is a sound enough line. Of course, in places like Nuremburg, in Germany, the thing actually operates in that way, where you have compulsory workmen's insurance. If a domestic servant, for example, takes ill, you may ask any doctor to come and treat, and he is paid by the municipality. If she requires hospital treatment she goes into the municipal hospital, which is a hospital of about 900 beds for a town of 240,000 people, that is about the size of the Edinburgh general hospital with a slightly less population. A workman in Nuremburg is entitled to that same service, but they work under this compulsory workmen's insurance.

56766. (*Mrs Webb.*) That entails the free choice of the medical attendant as regards domiciliary treatment?—Yes.

56767. But not as regards institutional treatment?—I think not. I think that the institution would have officially-appointed men. I am not quite certain as to that, but I think it is probable.

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Choice of doctors by poor.

56768. Are there not great objections to the free choice of medical attendants from the point of view of preventive medicine?—On thinking of Scottish medical men, I do not see why there should be. The line we follow in the development of public health in Scotland is that the medical practitioners are practically all in some sense members of the public health service, because they are under the obligation to notify infection. That makes them all so that they have touch with the public health system, and to that extent they are public officers, and it works extremely well, and it interests the whole of the medical profession in the movement. Of course I have not thought the matter out in detail as to that. I am thinking of concrete cases rather than of it as a complete system.

Provision of medical extras.

56769. (*Chairman.*) Coming back to what I was saying: assuming that any system of that kind was attempted, there is a difficulty, is there not, as regards patients who require special nutriment?—I presume there would be.

56770. How would you deal with those cases under your system?—Have you ever thought of that, because that is outside pure medical relief?—Theoretically it is outside, but of course I have my doubts whether it is legitimately outside, because nutriment may be part and parcel of treatment; it very often is. At the present moment that same difficulty arises not infrequently in connection with infectious diseases; where paupers take infection, and where they are not removed to hospital, the Parish Council becomes liable for their maintenance, but the municipal authority for the treatment of the disease; but frankly I do not see why we should draw any line, certainly as far as infection goes, between maintenance and treatment when the case is outdoor any more than when it is indoor; I do not think it matters very much in substance.

56771. It might open the door very wide, might it not?—Not, I think, if you provide at the same time for all the grades of paying persons. I think a good deal would follow upon that.

56772. Then your system would necessitate a list of persons entitled to relief free?—That would naturally grow up spontaneously. If you were going to go on the idea of making a poverty list, as it were; but personally again thinking in actual cases, I do not think that that would be specially necessary, because I think that normally the poor persons will do just as they do now, go to the hospital; that is more a matter of management than actual treatment of the case, and I think would be managed by the friendly societies. The friendly societies look after themselves.

56773. I am afraid under your scheme you will destroy all the provident medical institutions?—Not necessarily. I do not see why I should. I do not see why the provident medical institutions should not at the present moment work with the municipality in supplying food. An effort has been made to do that in some cases, especially with regard to phthisis.

Out-patient treatment at voluntary hospitals.

56774. Do you like the system of out-patient treatment at hospitals? Would you be prepared to abolish that?—I have really not considered that question. I do not know why it should be a problem.

56775. It is asserted that the treatment is perfunctory, it is not domiciliary, and that it may very largely interfere with the legitimate practice of the medical men in the neighbourhood. That has not been brought to your notice?—No, I cannot say that that has been forcibly brought to my notice in a place like Aberdeen, which I am most familiar with. I do not think it operates very largely; it might in large places, but I do not know.

Deterrence of medical relief under Poor Law.

56776. Summing up your evidence, your belief is that as long as medical relief is associated with the Poor Law it will be a deterrent to people coming for relief?—Yes, I think so. I should like to call attention to this matter of infection. At the present moment, if you take out of the hospitals all cases of endocarditis, osteomyelitis, periostitis, phagedæna, pneumonia, pyæmia, pyrexia of uncertain origin, which may be rheumatic or otherwise, rheumatic fever, septicæmia and tubercular diseases generally, you remove from the present hospitals about one-half of their cases, I should say, roughly; because these are all cases at present treated in general hospitals, not in infectious diseases hospitals at all, yet by the law of Scotland, and I fancy the English Public Health Act covers the same ground there, all these are legitimately treatable by the local authority for public health at the present moment. It is responsible for them. If you go a stage further and take eye diseases,—it would not be true to say that the majority of eye diseases are infectious,—but all the conjunctivitis diseases, or nearly all, are infectious, a great many of the ear diseases are infectious, a great many of the nose diseases are infectious, abscesses of all kinds are infectious, and parasitical skin diseases; if you take all those away from your dispensaries, the remnant will be a vanishing quantity. Though you did nothing more than take the list of infectious cases, you are covering roughly about half the ground. Then if you go a stage further and take the occupational diseases, such as chronic arsenical poisoning, lead poisoning, phosphorus poisoning, mercury poisoning, coal-miners' lung, steel-grinders' lung, and dust diseases, the pneumokonioses as they are called, skin diseases from dust, pneumonia and bowel diseases from dust, and then your special work diseases, all those are at present under the management and control of the factory inspectors, or most of them are; in fact, they are already in a kind of way brought into line with infectious cases, because they are reported on specially. I presume now that under the new Workmen's Compensation Act all these will be held as involving compensation from the employer, because there is a clause in that Act that puts an occupational disease, which is a disease due to the occupation, on the same footing as an accident. The Home Office are given power to extend the schedule so far as it is necessary to cover any particular disease; it might include phthisis, which might come from some occupation. So if you take those three classes, for which we can logically and legitimately say now that either the authority for public health or some other equivalent State authority is responsible, you remove something like a half or two-thirds of the disease at present under treatment voluntarily into the control and direction of the local authorities. The remnant is not such a very large order, and all these, of course, are dealt with, not on the ground of poverty or destitution at all, but on the ground simply of infection, or disease-producing occupation.

Extent to which diseases should be treated as infectious.

56777. (*Mrs Bosanquet.*) In what sense do the factory inspectors deal with these diseases?—That is only incipient at the present moment.

56778. They only report them?—They report them, but they also insist that the patients are put out of employment.

56779. They do not treat them?—No, they do not treat the cases.

56780. (*Mrs Webb.*) They make and enforce rules of conduct obligatory on the persons concerned; hygienic rules?—Yes; they make rules, and they also require the adaptation of the works to the prevention of the disease. That is only a beginning. All the same the principle is involved, I think, in that compensation acts in this sense, that the contracting of these diseases may now be a basis for compensation.

56781. (*Chairman.*) They are diseases with which the State interferes?—Quite so, that is the point.

56782. (*Mrs Bosanquet.*) They deal with them from the preventive point of view?—Yes.

Relief to able-bodied.

56783. (*Mr Booth.*) It seems that in Scotland the rule as to the refusal of out-relief to the able-bodied is practically mitigated and arranged by the doctor's point of view, that a man under certain considerations is not to be called able-bodied because of medical or *quasi*-medical reasons?—That is so.

56784. If you were to remove entirely the truly sick questions from the Poor Law, you would be left with the same problem with regard to the able-bodied, and without your solution, would you not?—It would isolate the able-bodied as a problem by themselves.

56785. You would have different legislation with regard to the able-bodied?—I should think so. We have, as a fact, under the distress (from unemployment) committees what practically amounts to legislation for the able-bodied. However, of course you are thinking of the able-bodied destitute?

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56786. It raises a question of lack of employment and possibly insufficient remuneration, or anything which causes destitution?—Yes; you mean the able-bodied destitute?

56787. I mean the destitute who may or may not now be called able-bodied?—Yes.

56788. You would be left with the problem of how to deal with them?—Undoubtedly.

56789. And you would probably have to alter the law?—Yes.

56790. (*Mrs Webb.*) Would you not get over the difficulty by the category of the illness due to inanition?—That is the way it has administratively been got over.

56791. Why should it not continue to be under the public health authority?—I see no necessity for altering that. If it were real destitution in the sense that the Board of Supervision indicate here, that it actually results in disablement, destitution to that extent would undoubtedly remain a medical question.

56792. Inanition would become a definite disease?—Yes; but of course I can imagine what Mr Booth indicates, that there are still cases left.

56793. (*Mr Booth.*) Their food would become a medicine solely; I think that is an extreme way of looking at it?—Yes.

56794. No doubt food is a most important thing as a medicine, but we are not usually talking about it from that point of view?—That is quite true.

56795. Have you considered the possibility of meeting at any rate some of the difficulties by enlarging the areas and by sufficient institutional classification?—I think if you are to have effective classification the enlargement of areas would be essential.

56796. And that would cover both difficulties?—Yes.

56797. Because you would have a suitable institution for every class of those who cannot provide for themselves from various intermediate causes between idleness and illness?—Yes; in fact, to take our concrete model in Glasgow, you have two hospitals for acute diseases, one hospital for chronic diseases, and the workhouse, or rather a poorhouse that includes a number of destitute people, but not needing very much treatment. In the middle one for chronic cases the cases are in a great measure chronic, but also a great number of purely infirm who want more medical supervision than the nominal able-bodied or approximately able-bodied. One would say that is an indication of the line to be drawn for the rural parishes as well as for the cities.

56798. That is to say, it would be possible by some combination or arrangement in most of the parishes to secure adequate institutional treatment?—I think so. In Scotland I see no insuperable difficulty in arranging that at all.

56799. Would it not still be necessary, even if you relieve the Poor Law of certain classes of the sick, even the majority of the sick, to have this complete institutional service for the remainder?—Of course your remainder would be a very much smaller remainder.

56800. Smaller in number and slightly smaller in the number of institutions, but not a very greatly smaller number of institutions?—Yes.

56801. You would still need larger areas?—It would tend that way, but I should contemplate that if the idea at the base of the distress committee development is to be used at all; I do not see why the relief of unemployment is not merged into the cases that you are contemplating; but, of course, frankly, I really have not thought that out from the merely relief point of view. I have been confining myself so much to medical relief that that is what I emphasise.

56802. You would agree, perhaps, that medical questions do mix themselves up with the others?—Yes.

56803. So that it is very difficult to say whether a man is incapable because of illness?—Yes, that is so. Of course if you are to separate the medical examination and administration from the Poor Law, I should insist that the kind of medical examination should be very much more thoroughgoing than it is largely at present.

56804. You would have to draw a very definite line?—Yes, you would take it at the hospital standard, as it were—that is to say, for treatment in hospitals. That is practically what it would come to. In fact, at the present time, if the idea of this 1845 Act were rigidly enforced, it would mean that a great number of the cases at present admitted on a medical certificate would not be considered from that point of view at all, because their ailments are trivial.

56805. That is to say, a good deal would be left to the Poor Law?—I suppose, on the present footing, if you are not changing the whole thing, that would be the case.

Dissociation of medical relief from Poor Law.

56806. Your proposals do not change the whole thing, do they?—As I said at the beginning, this statement is a little at cross purposes. I am looking at it from two points of view—what is immediately practicable from an administrative point of view and what might be ultimately desirable. So far as sickness is concerned, you would absolutely remove it from the Poor Law; that what I wish to see.

56807. You say that sickness would be defined by a much more accurate diagnosis?—Yes.

56808. My point is definite in that way, which I can understand; what would still be left to the Poor Law would still be as complicated as it is to-day?—Possibly, but it would be a smaller amount certainly.

56809. A smaller amount, but still a very large amount, and it would more clearly demand large areas?—Yes.

56810. Then my argument goes on, if you have those large areas, and you have thorough classification, that you solve the difficulty in another way?—Quite so.

56811. (*Mrs Webb.*) You do not agree that you would solve the difficulty, do you? (*Mr Booth.*) I do not ask that, but you see my point?—Yes, I see your point.

Extent of deterrence of medical assistance under Poor Law.

56812. (*Mr Booth.*) In that case, if you have the larger areas, would you not be able to so arrange the institutional relief that the degree of deterrence was graded too. Do you not find now in Scotland that there is less deterrence with regard to the medical treatment in hospitals than with regard to the ordinary poorhouse?—It is decreasing, but it is decreasing only in the places where proper hospital provision has been made, namely, in Glasgow. There is less deterrence now in Glasgow, I think, as far as the sick are concerned, than there used to be, simply because the institutions have been improved. In other places I am not sure that it makes much difference.

56813. That is my point, that if you have complete institutional treatment, differentiated according to the nature of the diseases, and so on, that the degree of natural deterrence, the stigma, is differentiated also?—Yes.

56814. That the people do not shrink from entering an institution because it is Poor Law, but they do shrink, that is my point, because it has certain Poor Law disadvantages?—I am not sure about that point. I think in Scotland what would be called Poor Law would be resented by a very large proportion of people, as long as it was associated with pauperism.

56815. At all?—At all. I do not know what it would be in England, but I do think that the taint of pauperism, as it is called, it may be right or it may be wrong, does operate as a deterrent for everything. That is why I personally am in favour of dissociating disease, because I think the great mass of your diseases are public health quantities to begin with, and that it is economically advantageous ultimately to get them early, and to deal with them rather than to allow them to become causes of pauperism, and treat the cases for five, ten, fifteen, or twenty years as chronic ailments, when they do not need to exist at all.

56816. You did say, I think, that where these excellent institutions exist under the Poor Law there is at any rate less feeling of deterrence?—There is less feeling, but it is because a great many people even in Glasgow do not imagine that these hospitals are poorhouses. For instance, I am told by the medical superintendent of one of them, and by some other of the officials in Glasgow, that the people express themselves quite willing, and say, "I will not go to Barnhill, but I will go to the 'hospital." Barnhill is looked upon as the poorhouse, the

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hospital is looked upon as a hospital, and they do not think it is a Poor Law institution.

56817. They prefer not to think it is so?—Yes.

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56818. That is my point, that they prefer not to think so, provided that the institutions were complete, because the real truth and real bottom of the thing would be that they were going into an institution because they suffered from a disease for which they could not have provided in any way, therefore they are paupers under an entirely different aspect?—They are; but a great number of them do not think so, and do not know any better. That is really the case, so that, of course, they do not think they are going to the poorhouse.

56819. You think the disadvantage would cling to it?—As long as you associate it with pauperism, I am certain it would. They might outgrow even that, but, all the same, at present I think that is the effect.

Extent to which medical relief should be gratuitous.

56820. As to the question of medical relief, removed from the Poor Law, being gratuitous or not, I gather that you consider that that would adjust itself; it would be a matter of self-adjustment, that practically only those who should receive it would apply for it?—I think on the whole it would tend that way, but, as a matter of development, what I should like to see would be, that those diseases of the class of disease named—that is—those that you could say legitimately are infectious should be dealt with as infectious. Let that be the first thing handled; it is a perfectly definite quantity, and a perfectly definable quantity, and that covers something like a half or two-thirds of all the diseases treated in the general hospital.

56821. Infectious in the sense of being the cause of the spread of disease?—Yes, being communicable.

56822. That would be compulsory and free, would it?—Compulsory and free; I would put it exactly on the public health footing, as now.

56823. Whatever the people, rich or poor?—Yes.

56824. They might either do that or be properly dealt with in their own homes?—Quite so. In fact, you could apply the Scottish Public Health Act to it now, with perfect precision, and without any difficulty. You cannot enforce a compulsory removal to a public health hospital, except where the patient is without proper lodgings; they cannot be removed from their homes where they have proper lodgings, and in any case they cannot be removed without the medical certificate and a magistrate's order; so these conditions could be fulfilled for any disease.

56825. You would extend the list of diseases?—Yes.

56826. To make them all compulsorily notifiable and treatable?—Compulsorily notifiable is a secondary matter, because if the treatment were available for these diseases, the medical men would normally use the institutions for them, because it is no advantage for any man to treat, say, a case of septicæmia or pyæmia in his private work; on the contrary, the quicker he gets rid of it the better for himself, because it is a great danger.

56827. So these would all be collected?—Yes, spontaneously.

56828. And all treated freely?—Yes, treated freely, except the extreme cases, where a person is perfectly well looked after and has good accommodation.

56829. Quite so. It would be compulsory in this sense, that if they were liable to spread infection to others they would be obliged to be isolated, one way or the other?—Yes.

Provision for family of sick breadwinner.

56830. How would you deal with the family left without the support of the bread-winner? Would you throw them on the Poor Law?—That is a question; it really arises in the matter of public health. I do not know how it is met.

56831. It is sometimes met by the local authority, is it not?—Yes. In the poor classes I do not know how you would best deal with that. As a fact, at the present moment the local authorities do a great deal of looking after the families in the meantime; they may take them in for so many days during the disinfection of the house, and so on. In that way they are provided for, but in a prolonged illness I do not know exactly what is done.

56832. If you did not do that, the difficulty of deterrence would come in again?—To a certain extent, yes. I think you would have to provide for the families.

Provision for family of sick breadwinner.

56833. (*Mr Bentham.*) Under the public health?—Yes.

56834. (*Mr Booth.*) Or by throwing them on the Poor Law?—Yes; you could not very well have, say, the father of a family or a child from a family, or a mother, dealt with under the public health, and the rest of them under the Poor Law. I do not think that would be a very sound arrangement.

56835. It is a difficulty, is it not?—Yes, so far as public relief is concerned. I do not see where the matter of principle would be affected; it would be an indifferent matter whether it should come from the public health or the Poor Rate, as long as it did not carry any disability. The point of pauperism is that it does carry disability, and these disabilities have become associated in everybody's mind with degradation and disgrace. In the public health it is not so associated and never has been.

56836. If the family were thrown on the Poor Law, the head of the family or the sick person would feel the degradation, naturally?—Yes.

56837. But you do not escape it?—You would escape it easily enough. To take a concrete case, supposing you have a sailor or a man coming to a town like Leith, for instance, as I have had, with, say, pyæmia; his wife and family remain in Leith, the man is taken to the hospital; I see no reason why the public health authority should not provide for the family during the time he is ill or dying, as in the particular case I am thinking of happened. I do not see why the family should be made paupers by the mere fact of his having a temporary illness.

56838. (*Mr Loch.*) His relief would be incidental to the disease, but the other way no?—Yes.

56839. (*Mrs Webb.*) It would be just as it is now?—Just as it is now with infection. Of course, the question has never arisen to any extent in my experience, because you see infection, although it is largely amongst poor people, is not confined by any means to poor people. They usually have enough to come and go upon; for instance, in most cases in Leith, where I was medical officer for seven years, the friendly societies provide for that, they get relief from the societies during the time that the man is in hospital, for example, and that sort of thing.

56840. (*Mr Booth.*) If there was a customary or legal right to that form of relief in consequence of the action of the health authority, surely private effort would be checked?—Not necessarily. It is not at the present moment by ordinary institutional treatment in the Scotch towns.

Effect on poor of gratuitous medical aid.

56841. The more you remove the disabilities or stigma, the more you take away from the motive for independent effort, surely?—You are thinking of it in terms of Poor Law, I am always thinking of it in terms of public health.

56842. You state at present the friendly societies' actions and so forth have filled the place. What I say is that they come in in order to avoid the Poor Law and difficulties of that sort, and if you take away the danger you take away, at any rate, some of the impulse?—You mean that even if we confine our operations in the first instance to infectious diseases?

56843. Extended as you propose to extend them?—Frankly, I do not think so. My experience is all the other way in the public health; I think it increases the feeling of independence and self-reliance.

56844. That, in fact, there still remains enough to provide for?—Yes, I think so. I must say I have never found much difficulty in that way, and in one or two instances where the people were very poor I have taken a whole family into hospital for a time until we could arrange with the Society for the Assistance of the Poor; but I do not see that these voluntary associations or voluntary provisions are one bit interfered with, as far as the actual public health in Scotland at the present moment is concerned. I do not see why they should be interfered with if you extend the list. Of course, one is not to suppose that if you did extend the list that forth-

with all the local authorities would proceed to erect separate hospitals, and so on. I should use the institutions now existing. Most of these indicated here are pretty well provided for, in the towns at least, by existing institutions, by general hospitals, but what I should do would be to help those general hospitals to carry through the treatment, that is how they would come more or less under the local authority.

Uniformity of proposed preventive measures.

56845. I gather you do propose that this classification of diseases, and the treatment as infectious diseases, should be uniform all over the country. You do not propose to leave it to local option?—In Scotland we are not anxious to force people by laying down special rules as to absolute uniformity. As a fact, in the history of the working of the Notification Act and of public health administration generally, it has been done spontaneously by the localities, one imitating the other without our insisting that it should be done. Take, for instance, phthisis, which is one of the biggest infectious diseases; one place is beginning to imitate another pretty rapidly. I daresay legally we might bring pressure of various kinds to bear so that they should all act at once, but I do not think it is necessary.

56846. You would leave that to develop?—I think so. The bigger places will always go first, and they will find it to their advantage to go on, and they do.

56847. That again would leave a large sphere for some length of time for what may be called the present system?—Yes.

Payment according to ability.

56848. Then with regard to the diseases which even you exclude from those of an infectious character, and ailments of that kind, I understood you to say you did propose to make their treatment necessarily gratuitous?—No, I should concurrently provide for the possibility of payment. I think that is really called for as an immediate thing, because it is a crying case, quite apart from ultimate solutions. The people themselves wish it, I know. I have had people come to me asking for it.

56849. I think your proposal is that they should be left to their own judgment; all those who can afford to pay would pay without being forced to do so?—I think they would largely. I know they would; I have been told so on all hands by medical men. The difficulty is, as I say, that the very poor are at the present moment well provided for, they have got the hospitals; the well-off are well enough provided for in their private nursing homes, and so on. It is the intermediate people that could afford to pay a little and cannot afford the other, and yet do not wish to be considered destitute, that have practically no resources, and it comes hardest on them; I should certainly make some provision for that class without delay.

56850. Is that not a class that can be and in some cases is very legitimately provided for under what is called the contract system?—In club practice?

56851. Yes, club practice from the medical point of view, not from the charitable point of view, but from the point of view that the medical class as a rule are willing to take as club members those who can afford to pay after all a sufficient sum to ensure themselves with treatment in case of disease, but yet who could not pay any very large medical fees. There has been an interesting publication by the British Medical Association on that subject?—Yes.

56852. Have you considered whether that class which, as you say, has no independent resources now, could not be treated independently by the contract system?—I have no doubt that covers part of the case, but I am thinking of the special lines of treatment. If you take the treatment possible at a place like a large hospital where you have skin diseases treated by Röntgen rays and Finsen light, and other diseases treated by high-frequency treatment and so on, it is absolutely impossible for the private practitioner to provide that. If you consider the possibility of treating cases entirely from the club resources, you really shut out large sections of people from the possibility of such treatment which at the same time is legitimate and proper. So that you have therefore a considerable function for a public hospital to perform, because private practitioners cannot afford to have the apparatus necessary for those things. That covers a certain amount of ground too.

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56853. I was really considering the contract system rather to deal with medical advice and ordinary medical attention outside hospital treatment, and I think the chairman asked whether you did not consider it possible that some privilege with regard to voluntary hospital treatment might not be accorded to those in medical clubs?—That is a possible way of working it, no doubt. I do not know much about it personally, because I never had any experience of club practice. I know as a fact that the competition amongst medical men themselves in connection with those clubs is very strong; there is a great deal of underbidding and that sort of thing, with the result that club practice tends to become rather a perfunctory type of practice.

56854. It would have to be properly organised, no doubt?—Yes.

Relief to able-bodied with dependants.

56855. (*Mr Nunn.*) Take the case of an able-bodied man with a family who falls ill with an illness which will probably last for a few weeks, do you think that such a man should have gratuitous attendance and relief?—That raises the whole question.

56856. I am assuming that this man has not joined any provident club or dispensary?—Ultimately I should work towards that, but as a matter of practice I should say that if he suffered from any of the diseases in those three paragraphs, without hesitation, he should.

56857. He should have it free on public grounds?—Yes.

56858. The attendance only, or the attendance and relief?—You mean medical treatment and maintenance?

56859. Yes.—I really have difficulty in answering the question. Do you mean outdoor treatment or institutional treatment? Supposing it was a case of double pneumonia, for example, or a case of pneumonia, not counting it as a case of infection, but a case like that which would run for a month.

56860. I am assuming a case in which the man could be treated at home if maintenance were forthcoming and attendance were given?—I should say it is primarily a question of finance. I do not see much that there is a question of principle in it.

56861. Does not the question of principle come in, when you consider the number of men who have belonged to clubs and provided for themselves medical attendance and maintenance during their illness. It then becomes a question of principle, does it not, because in giving him the relief that he asks for, and the medical attendance he needs, you are undermining the efforts of a very large body of men to provide those things for themselves and those belonging to them?—Do I think it is a wrong thing to do to make a limited requirement? I have not anywhere here, so for as I know, although it might be more or less implied, said that you should indiscriminately give free medical treatment for every type of case whatever.

56862. Would you be in favour of treating a case like that on these lines—offering him indoor Poor Law treatment and whatever stigma might attach to it?—The indoor Poor Law treatment I should not object to, if it is made quite clear that you are not basing the treatment on the existence of destitution simply, but that you are prepared to find treatment for a disease he is suffering from. How the thing has worked out actually in Glasgow is, that in the Duke Street Hospital, which is the chief acute hospital, men are brought in just as they would be to any voluntary hospital. In point of fact, cases have been brought in there, and are habitually brought in there, because there was no room at the general hospital, say the Royal Infirmary at Glasgow, or the Victoria Hospital, or the Western Hospital. In that case you are simply making his disease the sole ground for taking him over and treating him. To myself, personally, it would be a matter of detail what rate that came out of; it involves no disability of any kind, and as a matter of fact the growth of the hospitals in Glasgow has resulted in making those institutions practically public hospitals.

56863. Can any body of persons come to a conclusion in regard to their action about some person, from purely physical data. Do not some moral considerations enter into every case?—I am not drawing the distinction. I think every physical condition is associated with moral

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conditions. I mean that your primary duty is to treat the disease.

56864. Does treating the disease come before treating the man as a member of the community?—Undoubtedly you must treat the disease.

Sickness to be qualification for medical aid.

56865. A doctor must treat the disease first, but has not a representative body of the community got to consider the effect on the community of the relief they give besides the effect on the disease that the medicine adopted has?—It is rather a complicated question. I look at it from the purely medical point of view. For instance, if a man is habitually drunk and breaks his leg, and is brought to me to look after, it would make absolutely no difference to me, or to the treatment I should give him, whether he had been sober all his life or drunk all his life.

56866. Precisely, as a member of the medical profession?—It would be my primary duty to treat him.

56867. You recognise there is another point of view?—Undoubtedly, but not a point of view that can supersede that. It is a primary point of view that you must treat the man.

56868. You might treat the drunkard with all kinds of comfort, or you might treat him in an institution, which would mean to him that he lost his freedom, which in my opinion he would voluntarily have sacrificed. Is that not a distinction which you can conceive, that the good of the community might make it necessary to impose?—I should have no objection to that at all. I do not see that the two things are contradictory in the least. I should not make the treatment of his broken leg depend upon his moral history nor his social history; that is my point.

56869. Do you mean he does not want any moral treatment because he happens to be suffering from a physical disease?—No; on the contrary, take a case, for example, of this group of cases that troubles us so much, the venereal diseases. I have had that question put to me as resident in the hospital at Aberdeen, and pressure put on me not to admit particular men, or to put some disability upon them or restraint, or the like. I had nothing whatever to do with that. Your duty is to treat the disease and cure it. That is the primary moral duty.

56870. That is the duty of the professional medical man?—Undoubtedly.

56871. But the Board that represents the community has to look after the community?—Yes.

56872. You recognise that the man who is the head of a household, but drinks, has committed a sin not only against himself but against the community?—Yes.

56873. Is it not right that the community should make some kind of distinction between the treatment of such a man and a man who broke his leg, while sober, in trying to save someone else's life?—Theoretically you do make the distinction, but practically it cannot be done. I am sure you cannot. Neither in London nor anywhere else can the distinction be made. I am not thinking of it from the Board of Guardians' point of view. I am looking at it from the point of view of hospital administration.

56874. You regard it purely from a professional point of view, whereas members of Boards of Guardians have to look upon it from quite a different point of view. That you would recognise, would you not?—That I understand. I cannot understand how the mode of your treating such a case would make a difference to the medical treatment.

56875. Not make a difference to the medical treatment, but make a difference to the conditions under which the medical treatment was given. Would you not recognise that the community had a right to impose such restrictions?—Yes; I cannot say no to that; but in actual practice I do not think it would amount to very much.

56876. I think it does in the administration of the Poor Law in various parts of the country. What is your conception of the functions of a hospital, either a Poor Law hospital or a voluntary hospital? What are the special conditions in a patient, in your opinion, which render it desirable on the part of the community that he should go into a hospital or infirmary?—That is a very difficult question. I think that would be adequately answered by taking the list of actual cases in your different hospitals, and the class of case that is found as a fact to require hospital treatment.

Sickness to be qualification for medical aid.

56877. For instance, you would not admit that it was the function of a hospital to deal with a case which could be dealt with by a private practitioner, when the patient was in a position to pay the private practitioner?—No, I do not think so; that is to say, it would not be an obligation.

56878. It is not the function of the hospital to deal with cases like that?—It depends upon whether the case can be dealt with in that way. Take cases needing electrical treatment. That type of case cannot be dealt with by a private practitioner.

Effect of gratuitous treatment on private medical practitioners.

56879. Supposing the private practitioner can deal with the case, and the patient can pay for such treatment, then it is not a case for the hospital?—I should not interfere with it, of course.

56880. You recognise it is desirable that the private practitioners should be paid?—Undoubtedly; and one of the reasons why I should advise more development of hospitals and the increase of public treatment is, that it would relieve the private practitioner of a considerable number of non-paying patients. At the present moment they are saddled with cases that they cannot very well refuse, and yet they can never get a copper for them. I know several practitioners who have made that statement.

56881. May we assume that that is what the function of the hospital is, to deal with cases that cannot be dealt with in their own homes?—You could say that of the public health hospitals as well, of course. That is a legitimate enough way of putting it.

56882. Who should decide whether a case is a case for a hospital or private treatment under those circumstances?—If you put it on the footing that I should like to see for these diseases, the patient himself would be the initiator; and if the authorities of the hospital found him suitable for admission they would admit him, if not, they would not.

56883. You would not make it dependent on a recommendation from the medical practitioner himself?—That could be done.

56884. Would that not be preferable?—Yes, except that you would be limiting the patient to the direction of his medical adviser. I think your primary individual to deal with is the patient himself.

56885. Do you think the hospital would be a good Court of Appeal for a man from his private medical practitioner?—In point of fact it largely is in actual practice. I am not much acquainted with the private practice side of this question, or how it would work, and I do not think we quite know. I know how the public health side of it works, and that is initiated by two people: the private practitioner and his patient. As far as infection is concerned, they are both under liability and responsibility even for notification.

56886. Are all the voluntary hospitals practically dependent upon the voluntary services of medical men who, outside the hospital, get remuneration for their services?—Yes, that is largely so.

56887. So that practically the money question lies at the root of the whole matter as far as the voluntary hospitals are concerned?—It is a primary question, I admit; and it is a difficulty which at the present moment I do not see very clearly through; but what I am satisfied of is that if you work what is already possible the remainder largely determines itself, or will determine itself.

56888. I would like to turn to paragraph 155, and so on, of your very interesting statement, as to the possibility of a preventive service, from which I gather that you take up this position, that the old system under which the Poor Law was worked was that you waited for an application from some person who considered himself in distress or destitute, and that on his application you dealt with his more immediate needs, and just so long

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as you thought he was absolutely dependent upon you?—Yes.

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56889. I gather your proposals for a possible preventive system are based upon the supposition that the community itself feels the responsibility of curing various kinds of disease and distress, and plunges in before anyone makes any application at all?—That is an extreme way of putting it. What I find is the defect of our present system in Scotland (I do not speak of England) is that we do not deal with a case until a person is destitute, that is to say the person does not exist for the Poor Law until he is destitute. The Parish Councils make no provision whatever; it is done incidentally by interested members of a Parish Council, or interested inspectors, but the Parish Council, as such, makes no provision whatever for getting into touch with the poverty of a district, and keeping in touch with the families to see what is happening. That is, I think, the primary defect. If that were done, then I think the system of outdoor relief could be better administered, and I think there would be less of the extreme destitution. For example, we had a case brought before us once where a young woman had locked herself in a room and nobody had the slightest concern with her. She was found dying, in about three or four days, when the door was broken in. She had been attending a medical dispensary; there was no person whatsoever to blame for any neglect of any kind, and yet she rightly was certified as having died of starvation. That is the type of case that, if you had an adequate service, would have been discovered early, and a little would have made all the difference. That is the kind of thing I have more in my mind than merely stepping in to do the work.

56890. I gather that you suggest here that whilst on the one side you have a system that deals with people by the Poor Law institution and the police court, on the other hand you propose a big preventive system which should ally itself more with religious and educational influences in order to prevent destitution and distress?—That is what I should like to see. I should like to get the advantage of all the voluntary social enthusiasm in intimate touch with the official bodies.

56891. How would you propose to get such a body into being; would you have it a representative body, or would you have it a fresh body started by popular election, or nominated. Have you thought at all what constitution you would give to such a body?—I confess I have not thought that out. I was thinking more of the conditions of getting a system, and I do think that the German system does give a start, that we might get any citizen of any city to act if required. You would not possibly require more than a given number of people, and you could select your people.

56892. Is it not almost an essential consideration for the growth of institutions in England and Scotland, that any great preventive body like that which is to prevent persons falling into distress and destitution, should have some representative capacity, that is to say that it should represent all the various agencies which have grown up from time to time in order that all the various services which severally they may perform may be brought into action immediately and without friction?—I am not in the least objecting to that way of creating a body. Only, as dealing with so many institutions, one would like to see any new creation made as simple as possible, and growing as naturally as possible out of existing organisations.

56893. Would that not be so if it grew out of the organisations which do preventive work?—Yes; it would be something on the model of our newly established provincial committees for the training of teachers.

56894. Might not that combination be produced by means of some statutory regulations with this kind of proposal which you bring from these various towns in Germany which you describe; if you had a statutory body which represented the various agencies and had power to call upon personal service, in that way you would get the kind of social enthusiasm which you require for your preventive action?—There is something to be said for that suggestion.

56895. You have something of that kind at present there, a representative system of the various municipal and charitable agencies?—It is just beginning to come; it has started.

56896. Has that had any actual effect in drawing together the voluntary and municipal bodies that deal, for instance, with such a disease as phthisis?—So far as I am aware, not yet at any rate, whatever it may come to, but I cannot speak very intimately of its working. As a fact, as far as phthisis is concerned, I do not think I can say it has had; but I do not blame them for that, because there has been hardly time to do anything effective in that line yet.

56897. (*Mr Phelps.*) It is a revival rather than a new creation, is it not?—No, I think it is a new administration, as far as I am aware. There may have been something before, but not anything on this elaborate scale.

56898. (*Mr Loch.*) I think you are right, but it is far more elaborate than it was before?—I think so. It really aims at being an organisation that ultimately will cover the whole city. I do not think we have had anything approaching that at all.

Relation of voluntary to Poor Law hospitals.

56899. With regard to the question of hospitals in relation to Poor Law institutions, also hospital institutions, do you think that any line is feasible by which the voluntary institutions could be endowed with some kind of status by which they should be reckoned upon as part of the common organisation of Poor Law institutions which are hospitals, or of that type, being thus used as part of the same organisation?—I see no difficulty whatever. It is a matter of detailed arrangement in each locality. It is not an insuperable question at all.

56900. You argue, I think, from what is in your statement, that as a matter of fact the Poor Law hospital is treated as if the word Poor Law was deleted?—It practically comes to that.

56901. You would have on that basis two sorts of hospital, voluntary and rate-paid, side by side?—Yes.

Type of case for Poor Law and voluntary institutions.

56902. You would use them differently from the point of view of administration. Would you say, in preference, to people which are chronic cases, You will go to the Poor Law; and, in preference, in acute cases, You will have to go to such and such an institution, a voluntary one?—I think that is how it would work out in practice, but I do not think in any two places it would be quite the same. To take Edinburgh, the Edinburgh infirmary is a composite institution; it is part of the medical school; it is a national institution contributed to by all Scotland: they would have to be represented. It is contributed to by towns and by parishes and congregations: those would have to be considered, and so on. It is not, so far as I know, contributed to by the Edinburgh municipality, unless accidentally, but I see no reason why it should not be partially subsidised from the rates; but in any organisation affecting the whole you would have to represent all these interests. Of course, if that were done, I should see no difficulty in working them all into one.

Subsidy for voluntary hospital.

56903. Do you think it is necessary to subsidise the hospital; can you use it leaving it voluntary?—You could, except that the hospitals themselves would begin to object. As a matter of fact, they are losing ground pretty steadily in Scotland, and you would want some subsidies.

56904. But if they were not losing ground?—Yes.

56905. You think it is possible to bring a voluntary institution into line under conditions?—Undoubtedly; I do not see any difficulty about that at all. As a matter of fact, we have only outgrown it in public health a little time ago. As a fact, it is still open legally for public health authorities to make arrangements with voluntary institutions, and we do. We have a great many of such arrangements in Scotland. There is no new principle with regard to it.

Payment of patients according to ability.

56906. With regard to the payment of medical men, I understood from an answer you gave to Mr Nunn, that you would be in favour of a system by which all who could pay, should pay?—Undoubtedly.

56907. And those who could not should be paid for out of some fund, whatever it may be?—Yes.

56908. Do you think that the public opinion of medical

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men in Scotland would be in favour of payment on those terms?—I think so possibly, but I cannot speak as representing the general practitioner. I think they would tend to be in favour of pay wards in hospitals, to that extent at least.

Payment of patients according to ability.

56909. Would it tend to medical men getting paid *pro rata*, according to the ability of the man, for cases they now lose in their practice owing to those cases disappearing, so to speak, into the outpatient department of the hospitals?—Yes, if the medical men were paid in respect of those cases it would no doubt, but I am not quite sure that I quite catch your meaning.

56910. What I want to know is this, do you think that if a pay system, such as I have described, were adopted, medical men would receive payment for cases, which now, owing to the action of the hospitals, are taken out of their reach, for which they do not get any remuneration, so that it would pay the medical men, as it were, to have this arrangement as a better one for their own behoof?—You mean if the medical men were paid for cases moved to the hospitals?

56911. If those cases were to a large extent their own, and they did not lose touch with them, as they do now?—Undoubtedly. I do not think the medical men would object to that.

56912. So we get another step. It is possible, is it, to bring the Poor Law on the one hand, and the voluntary hospitals on the other, into a relation with the medical practitioner in general, by which his position would not be worse, because the amount of the contribution would be greater, rather than less, than he would otherwise receive?—I think that is quite possible.

Possibility of application of infirmity insurance as in Germany.

56913. Do you think with regard to the system of contribution from the public at large it is advisable in any way to move towards what the Germans have done in paying for their infirmity insurance, as it is called; I do not speak of the old age payment?—I think so. Whatever way it is to be accomplished I must say I should like to see that developed. The principle of it or a hint of it is already given, as I said, in the new Workmen's Compensation Act, where occupational diseases are put on the same footing as accidents. I think really the principle of insurance for sickness is more or less inferred in that. At any rate, it is a point that may be developed in that direction, especially as the Home Office has the power to schedule any disease that they consider is due to occupation. That is an indication that it is practicable.

56914. Do you mean by that that it is practicable to bring in the Friendly Society movement as supplementing such unification as I have mentioned?—That has crossed my mind as one way of doing it. I am not an expert in these matters at all; it is only a possibility.

56915. You propose large changes, and one has to see how things which would be affected by those changes would have to be adjusted?—I am giving differentiæ for the more practical side of it. You still keep the public health idea in the limited sense of preventing infection. I think that covers so much ground that it is enough to go on with. When that is developed and you take over the control of the one-third to one-half of all your disease, then you get more light on what is to be done with the remainder.

56916. Your proposition goes so far that I think one wants to see how far one may go to take your steps?—That is quite a legitimate question to ask.

Latitude in medical certification of able-bodied.

56917. (*Mr Lansbury.*) I understood you to say just now that there were a large number of people who were put on the poor roll as being sick, but who were really put there through a subterfuge merely to give them relief, to legalise the giving of relief. Is that so?—It practically comes to that.

56918. That is because of the law that no able-bodied person may receive relief, is it not?—That is so.

56919. You think, of course, that should be done away with in some way or other?—That is the substance of my argument here.

56920. As to giving free treatment to people who really need it, do I understand your argument to be this, that just as we give free education open to all and leave it to those who care to pay to send their children to a different class of school, you would say that people who can afford to pay for medical attendance should still go on paying as they pay now, but there should, for the well-being of the community, be at the disposal of everybody, medical attention and medical skill, especially for those complaints you name in your paragraph?—Yes, that is really implied, only, as I said, I should like to limit it in the meanwhile to those complaints specially that I say; it is quite enough, but in principle that is what it comes to.

Free medical relief and analogy of free education.

56921. Logically there is not any difference, is there?—None.

56922. It is the same principle that has been applied to education, is it not?—Yes; only, of course, it is a misnomer to speak of it as free treatment. It is only paid for in a different way.

56923. I was just going to suggest to you that there is not any difference between a person co-operating through society to do certain things, or co-operating through a small section of society to do certain things?—Yes.

56924. Logically there is not any difference except that it is through everybody instead of through a section. Is that not so?—That is so; but you must make allowance for differences of view clashing at some time, of course.

56925. Even in a society there are points of view, are there not, that are not all one point, except to do a certain thing in the best way for the whole of the people who form that society?—Of course.

56926. (*Mr Bentham.*) In the one case they are willing to co-operate for that purpose, and in the other it is compulsory for most of them? (*Miss Hill.*) Would that not make a very radical difference? (*Mr Lansbury.*) I suggest to you that the difference is not so tremendous as my colleagues seem to imagine; that society nowadays is managed by the majority, or is supposed to be, and that therefore the bulk of the people are only making such arrangements as they think are for the common good, and that as everybody will be paying, no one can be said to be getting something for nothing; that is to say, if it comes out of the common fund everyone will have paid their quota. If it is open to everyone to receive the same kind of treatment, no one is being exploited or robbed in any kind of way; is that so?—I do not wish you to commit me exactly to the whole question of collectivistic socialism.

56927. (*Mrs Webb.*) Might I suggest that really the practical question is, what effect what you call the rate-aided service has on character?—That is practically the question.

56928. It would not do to give them free bread and gin, but it may do to give them ventilation?—Yes, it is largely the accident of the growth of a particular side of the social organisation. There are so many questions involved. You are asking me to answer by a very short reply what is the supreme social question at the moment. I should like to keep myself to my particular department of medical relief. I indicate where the common service can be effective, and, as I say, economically, without any detriment to anybody, applied to a great group of diseases as effectively as it has already been to some diseases of this same group.

56929. (*Mr Lansbury.*) And you are insisting all the time that a person should be encouraged to come and be treated rather than that he should be deterred from coming?—Quite.

56930. Therefore you do not want him to be pauperised because he happens to be suffering?—Precisely. I do not want any disease to be blocked by having destitution as a preliminary.

56931. Not even in this list that you speak about?—No. I think it is in the interests of the community that that should not be so.

Effect on personal responsibility of gratuitous medical relief.

56932. (*Mrs Webb.*) Keeping to the public health question entirely, do you not think that in some cases the provision of free medical assistance actually increases the obligation of the individual rather than decreases it?—Undoubtedly, my experience in public health points that way certainly.

56933. If you extend public health inspection and treat-

ment, for instance, to infants, with a view of preventing infantile mortality, you would be increasing the obligation of the mother, not decreasing it?—Undoubtedly that is so.

56934. That surely is the test as to whether a public service is desirable or not?—Quite. In public health my experience is that instead of reducing the individual effort of the parents, removal to hospital and disinfection of their houses and any advice that I have ever had to give have operated entirely in the opposite direction.

56935. Coming to the point which Mr Booth raised with regard to maintenance while a person is being medically attended in their own homes, would it not be possible to make a distinction between medical treatment only, and medical treatment plus outdoor relief. Would it not be possible to give medical advice and treatment only in the homes, and medical advice plus maintenance in institutions in all cases free, but if it was considered desirable to give medical treatment plus outdoor relief, to allow that to carry with it the stigma of pauperism?—It is quite a possible arrangement. I see no difficulty in that at all.

56936. As a practical question, supposing you made the public health authority entirely responsible for treating all disease, permitting the public health authority to treat it in the homes or in institutions as they thought fit, in which case there would be no stigma of pauperism. But if they applied to the Poor Law authority for maintenance in the homes, or relief for the children, in that case it should carry with it certain disqualifications; would that not be a possible scheme?—That is quite a possible scheme, and that would certainly limit the whole idea of free medical relief.

56937. The Friendly Society could supply the maintenance during sickness?—Yes.

56938. But it would relieve the Friendly Societies of the difficult question of medical assistance?—Yes.

56939. Supposing you imagine the sick taken out of the Poor Law, and supposing you imagine the other classes taken out of the Poor Law, which we will not discuss just now, it would be possible to have a stipendiary who would grant aliment in the home on the application of the public health authority, or the education authority, and in that case it might carry a certain amount of stigma with it?—Yes.

56940. Whereas treatment in the institutions, being in the interests of public health, and not having the dangerous social and economic consequences that outdoor relief has, might be without the stigma of pauperism?—Quite so. I see no objection to that.

56941. In that case you would not discourage benefit societies or provident societies that deal with sick maintenance?—No.

56942. I gather that you think that the Public Health Authority should search out disease?—Quite.

56943. As well as treat disease?—I think really why we are loaded with so much chronic disease is for want of that searching out. I see it particularly in school children who are not provided for by any sort of voluntary agency practically.

56944. And any attempt to connect mere medical treatment, as apart from outdoor relief, with the test of destitution prevents you from searching out disease?—That is so.

56945. I notice that in that interesting report as to the 1,400 children which you supervised, there was an enormous amount of what I assume to be preventible disease—adenoids?—Yes.

56946. And all sorts of throat and nose affections?—Yes.

56947. Those are very disabling, are they not?—They are undoubtedly disabling in every respect, both in spoiling the education and spoiling the growth of children.

56948. And they are likely to lead to pauperism?—I fancy so. That I think is a legitimate inference.

56949. Anyhow they are likely to decrease the faculties of the person concerned?—Yes.

56950. Those would also be diseases which you would want to search out?—Yes, I would propose to do that by getting hold of the children at school. That would be the beginning of the method at any rate.

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Medical inspection of children.

56951. Would you put that under the public health authority?—Not necessarily; preferably under the public health authority, but where the education authority is sufficient itself they should be made primarily responsible; but normally it will work out as the public health authority where the education authorities are not large enough to have officers of their own. There is a good deal of dispute as to which is the most desirable.

56952. Would you extend the medical inspection and treatment to mothers with infants and to infant life generally?—I had not thought of that, but of course ultimately you must come to that in some form if you are to make it adequate, but I had not thought of that as connected with education at all.

56953. It does bear upon the question as to which authority is to deal with the children; if the public health authority had the child from one to five years of age, it seems more reasonable it should go on having the child?—Except that, of course, our institutions differ a little in Scotland. We have our School Board on the one hand and our municipality on the other, and then the Parish Council. In England you have the education authority and Town Council authority in one. That is in some ways an advantage, and in others, possibly, a disadvantage; but with us, as we stand, I should not want to make any alteration, because I see no difficulty in securing the complete co-operation of the public health authority with the school authority.

56954. So that really it would be a question to be practically worked out?—Yes.

56955. You would advise some sort of medical supervision over the child from birth to school age?—Undoubtedly. If it were a practicable quantity you should aim at that; and perhaps indirectly, or I need not say indirectly, but more or less directly, this system of sanitary inspection, supplemented by the system of health visiting that is springing up in our Scotch towns, and under our medical officers of health, your milk depôts, and so on, which refer more to the earlier ages than the medical inspection of the schools, working in harmony with the sanitary department, are all tending to complete the supervision from infancy up to school age, and through school age.

56956. And free medical attendance and treatment will enormously improve that?—Undoubtedly.

56957. There are a great many diseases which are contracted in infancy which, if they are not early treated, become incurable: for instance, infantile blindness. You would think it desirable to give free medical assistance in such cases?—Absolutely. That I should put amongst the infectious diseases. The blindness you refer to is essentially a virulent infection, that goes without saying. That is quite competent at the present moment under our present law, without anything more.

56958. Adenoids would not be?—No; and adenoids are only in a very indirect sense preventable. The production of adenoids is a little bit of a mystery, it depends on so many factors; but as to the treatment of adenoids, that should be looked upon as preventive treatment.

56959. How really do adenoids begin?—Probably it is affected by the whole nutritional conditions, but very often they follow acute diseases like whooping cough, measles, scarlet fever, and the like; it is a little difficult to give a reason.

56960. Are there not a whole series of preventable diseases which arise from bad habits which could best be dealt with by free medical assistance; take, for instance, dyspepsia. Would it not be advisable to bring those complaints within the sphere of free medical assistance with a view to getting more hygienic living?—If you go into details there is almost nothing that you could leave out. It is a matter of expediency how far you are going to go. Especially with the digestion of children; no doubt the whole question of the provision of prepared milk and food, and that sort of thing, is based upon that conception, and it makes an enormous difference.

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56961. But, generally speaking, you could give free medical treatment and advice in all those cases in order to increase the sense of personal obligation, the obligation to be healthy?—I think so; I see no difficulty in that at all.

56962. That is one of the real reasons for doing it?—Yes.

56963. That you are increasing the amount of deliberate action as against the amount of impulsive action?—Yes, that quite falls in with my view. I may say frankly that I do not take the ordinary view that everything that is done by the public authority necessarily takes away something from the person that is benefited. On the contrary, what one wants to create in him is the feeling that that is the instrument for doing the work, and his personal obligation becomes more intense.

56964. And the practical question is whether you do create that sense of obligation or not?—Speaking from my experience in public health, I think you tend to create it rather than diminish it.

56965. (*Mr Bentham.*) How would you prevent a person having dyspepsia?—You want to reach him before he needs treatment to prevent it. (*Mrs Webb.*) If he has got dyspepsia, by judicious visiting and advising treatment you might persuade him that drinking any amount of stewed tea was not likely to improve his condition?—Quite so.

Functions of Public Health Authority.

56966. (*Mrs Webb.*) In that case you would be making him more deliberate and more self-controlled than he was before?—Undoubtedly. Of course the whole public health movement has been spread by the voluntary public health movement of your health societies distributing information and giving lectures; that is all, I presume, in the line of what you mean?

56967. I gather that the general superintendents of the poor are somehow or other connected with health administration?—Yes; they are all appointed inspecting officers under the Public Health (Scotland) Act.

56968. What does their inspection amount to?—They are understood to make all minor public health inquiries, such as disputes about nuisances, and so on, in the first instance; but as an actual fact that does not cover much ground. I have put together some figures here, and I find that, taking the three years 1904, 1905 and 1906 for each of the four officers, their public health inquiries are: 20, 21 and 13 for one officer; another officer, 33, 18, 9; another, 28, 29, 30; another, 20, 23 and 10. Comparing that with the work of the medical inspector, his inquiries would amount to about 80 in the year; that is special inquiries, so that really the work of the general superintendents as inspecting officers, other than Poor Law, is not a considerable quantity; and recently we have put into their hands a form for reporting on the general sanitation of burghs. That has borne some fruit; but owing to the increased work of the new form for reporting on Poor Law, they have had less time to devote to this, and, consequently, it has more or less fallen through.

56969. It would be desirable that public health work should be put into the hands more or less of public health experts?—I think we are coming to that, especially with the great development of infectious disease hospitals. There are now something like 15,000 to 20,000 people removed in any year to the hospitals, or at any one time in hospital, and that needs more supervision than the present system is able to give to it, so that the tendency certainly is to specialise in that way.

Payment by patients suffering from infectious diseases.

56970. With regard to infectious diseases, have you ever had the question raised as to recovering some of the cost of the treatment from the patient?—Not in Scotland; I think that is practically an unknown quantity.

56971. Was it ever a known quantity?—Yes; I think in the old Public Health Act, I am not quite certain as to that though, I know recovery from the Parish Council was suggested, especially in the case of pauper patients, but that is completely given up; so far as I know, nobody is asked for direct payment. There is nothing to prevent them contributing, if they so choose; but I do not think anybody is asked anywhere in Scotland to refund outlays for public health purposes

56972. Not even a parish?—Not even a parish.

Payment by patients suffering fro infectious diseases.

56973. It is unlike England in that respect?—Yes, I think so. For instance, in the municipality of Leith, where I was medical officer, my instructions were to accept nothing from anybody whatever, even captains of vessels coming to the Port. With all their crews and everything else, treatment was to be absolutely free, although they might contribute if they chose.

56974. What was the object of that?—To prevent them wishing to hide any disease, as the tendency would be in a ship to prevent delay, if they could hide it or give wrong information; and certainly if they had had to pay, it would have been a deterrent. We wanted to encourage absolutely every person to come in; and it had that effect, too.

56975. Assuming that you had public hospitals for various classes of diseases, municipal hospitals, would it be difficult to charge a certain amount to persons requiring a little more amenity in their treatment?—I see no difficulty.

56976. Dr Newsholme charges 30s. to £2 a week for the more well-to-do of his consumptive patients in the Brighton Municipal Hospital, and gives them in return better rooms?—I see no difficulty whatever in that; in fact, I should advocate it.

56977. If a man wanted a little more privacy he would pay for it?—Yes, that is quite a practicable question.

Question of destitution as qualification for medical relief.

56978. (*Mr Bentham.*) In paragraphs 14 and 15 you refer to the conditions on which a person may claim relief from Parish Councils. I want to put a question in this way, is not a person destitute in the eye of the law who is unable to pay for the treatment of the particular disease from which he is suffering?—You might put it that way, I daresay, but I do not think that that would be counted destitution with us.

56979. Would the Poor Law refuse to treat a case that could not possibly pay for the treatment of the particular disease, although in other ways the person was not destitute of the ordinary means of livelihood?—I am pretty sure such cases do not present themselves for treatment with us; certainly it would be an exception. You mean a man that is making a certain amount of wages suffering from a disease that he cannot afford medical treatment for?

56980. Yes.—I do not think that kind of case would come up very often; it may happen, but I am not aware of any such case.

56981. Supposing it was an expensive operation, would the Parish Council take the responsibility of refusing to take that as a case needing relief?—They take such cases in for operation in Glasgow, certainly, but I do not think it is so except in Glasgow; I am not aware that it often comes up at all.

56982. That is already being done at Duke Street Hospital, is it not?—Yes.

56983. Therefore destitution means rather more than what you state here?—Yes, but destitution as ordinarily and in practice interpreted is not interpreted quite in the sense that you are indicating. I should say that such a case is not destitute in the ordinary meaning of the Poor Law practice.

56984. You say, "But the position is substantially 'correct that sickness, as such, does not entitle the sick 'person to treatment by any medical service"?—Yes.

56985. But that is actually so in Glasgow to-day, that it does entitle people to relief and it is not refused?—You mean sickness such that the man is destitute if he tries to treat it; but the kind of case I am contemplating is not that kind of case, it is any sick person. He is not entitled to relief unless he is destitute even on your supposition. I am thinking of other cases as well as cases that are not so destitute, but that they could more or less pay for treatment.

56986. Then, of course, if they could, they are not destitute in the meaning that I want to attach to it, that is, they are able to pay for the particular disease, therefore they are not destitute, but destitution through sickness really entitles a person to relief?—Yes, I say that somewhere else in the argument, but my point is that you

Question of destitution as qualification for medical relief.

have to think of the sickness as the primary thing, and not the destitution.

56987. Every person who is sick, whatever their condition, if not able to pay for the treatment of that sickness, is entitled to relief under the Poor Law of Scotland?—My point is this, that you cannot be considered by the Poor Law until you are destitute. Your destitution may have various causes. Take a case of phthisis, it may be a disability through the disease of phthisis or so on; it does not matter what it is through, but it must be destitution. It is the destitution that is dealt with, it is from that point that the Poor Law starts, it is not from the nature of the sickness.

56988. It only means when you come to analyse it, does it not, the want of means to pay for something?—That I am inclined to doubt. I do not think the ordinary inspector of poor would operate just on that.

56989. Could you say they would refuse medical treatment because they were not receiving aliment in any other form?—I have little doubt scores are refused treatment. I do not know of them, but I am pretty certain that is so. In actual fact, neither the patients nor the inspectors work upon that supposition.

Deterrence of Poor Law medical relief.

56990. Does it not mean that the Poor Law is administered rather against the spirit of the Act?—That may be so; but the actual fact is that the Poor Law acts as a deterrent. The mere class of case that you get is itself a proof of that. You will find almost nothing in poorhouses of the acute illnesses, with the exception of the suddenly disabling illnesses, which I make allowance for, such as sudden pneumonia in the poor person, or something like that; but the great mass of cases in poorhouses are chronic ailments. That fact alone shows that they come last to the Poor Law authority.

56991. Is not the deterrent the outcome, as it were, of experience? Has it not been found necessary to impose conditions under which the medical relief is given?—Yes; that is what I have said.

56992. And the deterrent is considered a necessary part of Poor Law work in Scotland in order to prevent people coming upon it who could otherwise pay?—Yes.

56993. Then again, the necessary amount of inquiry which must take place in the Poor Law to prevent imposition, to prevent people taking advantage of it who could pay, is also itself a deterrent?—Undoubtedly.

56994. In order to enable people to get more free medical relief, you would remove all such inquiries and all such deterrents?—Yes.

56995. Could you not obtain that under Poor Law?—You could, I daresay, but as long as you associate the treatment of the sick with the Poor Law and leave it under the same administration, I am afraid you will have some difficulty in getting the best result.

56996. The Poor Law is only a name, and with it is associated the stigma and deterrents which have grown round it; if those were removed you would have all that you desire?—Yes, if those were removed, but it is a large condition.

56997. You want to take all these away in order to enable people to make more free use of these facilities for medical treatment?—Precisely.

Operative details of proposed extension of work of Public Health Authority.

56998. I would like to see how that would work out, in your proposition, in Glasgow. If all these diseases which you put down as infectious, the treatment of which you would transfer to the public health authority, were so transferred, what would remain in Glasgow? All the people at Barnhill really are supposed to be medically deficient, and 45 per cent. of them are suffering from infectious ailments?—Yes.

56999. Would you separate those and put part of them under the public health?—I would, without any hesitation.

57000. You would take out those which you consider to be infectious, the 45 per cent.?—Yes.

57001. And have those in separate institutions under the public health authority?—Yes.

57002. And the remainder in another institution under the Poor Law?—I leave the question quite open what you are to do ultimately. If you ask me what I should do as a matter of administration now, I should do as you suggest, namely, take all the phthisis cases, skin diseases, and venereal diseases from under the Poor Law authority and deal with them, making the local authority for public health responsible. It does not follow that the authority for public health is to take them over in a body; it does not mean to say you cannot make arrangements with other institutions; it does not mean you are to build straight away other institutions.

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57003. Are there institutions to take them; would it not be necessary to build?—It would ultimately be necessary to build; there is a good deal of provision for consumption now, but they would have to build for that and skin diseases.

57004. Of the cases dealt with at Duke Street, only 22 per cent. are infectious?—Yes.

57005. Those would need separating in the same way?—I am taking infection in the wide sense; it does not mean necessarily isolation to prevent the further spread of infection when you say a case is infectious. That is what is associated in the public mind with infection, but that is quite wrong. A case of septicæmia is not very infectious in the popular sense.

57006. I am trying to ascertain what part would come under the health authority and what part would come under the Poor Law?—You would certainly take away all your infectious cases—abscesses, tuberculosis in certain forms, and so on.

57007. Taking the case of rheumatic fever, for instance, rheumatic fever you might deal with as infectious, and it would go first of all to an institution provided by the public health authority?—Not necessarily. At the present moment these cases go normally to the Victoria Hospital or the Western Hospital, or the infirmary in Glasgow. Instead of merely getting those voluntary institutions to do the work of looking after those cases, I should put the responsibility for looking after them on the public health authority. How it would work out in practice would be that the public hospitals would provide special accommodation and the local authority would pay the whole or part of the cost, whatever it may be. It would not necessarily involve that you are going to build a whole set of institutions.

57008. What I meant was, it would become a public health charge?—Yes.

57009. I understand that rheumatic fever usually leaves something behind?—Very often.

57010. The person becomes a chronic invalid; when he becomes a chronic invalid he becomes a Poor Law charge, is that so?—That is so at the present moment. That would become less and less if you had ready and easily accessible treatment at the early stages.

57011. It means a constant change from one authority to another of the same case?—That goes on at the present moment; it is quite habitual.

57012. The whole of the maintenance which is involved in a case of this kind, that is, the maintenance of the family, does not change in this way, it is constantly a Poor Law charge, but if a rheumatic case had a family dependent and the whole of the maintenance of the case was a public charge when it becomes a chronic case, it would mean the transference of the invalid with the family so that it became a Poor Law charge, but there is no such thing under the present arrangement?—I am not so sure about that. You might have the same thing arising with an ordinary case of scarlet fever or enteric fever.

57013. But it does not arise now, and the maintenance of the family of the scarlet fever patient is not a public health charge, it is a Poor Law charge, as I understand?—Yes, I suppose it would be in most cases, but I do not see that the difficulty in the one case is any more or less than the difficulty in the other. It would not be an objection to the method of treating the case medically.

57014. Not medically; but involved in your suggestion all through is the suggestion of personal responsibility, and the economic part of the problem is involved entirely. Take the case of a man who is injured in a drunken brawl; he becomes chargeable and his family also; his injury turns to erysipelas, and then he becomes a case under the public health, and a demand would be made by the Poor Law authority upon the public health

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authority for the maintenance of the whole of the family, and the removal of the case of erysipelas to the public hospital?—That is our reason for altering the whole system; the breaking up of the division between Poor Law and public health; it is not a reason for not dealing with the infectious disease. For instance, I have often had to take erysipelas cases from the Poor Law; it suddenly passes from a Poor Law charge into a public health charge, but I do not see that that interferes with it in any way whatever, it is a matter of little consequence so long as it is the same ratepayers who are paying.

57015. It would not matter if they remained where they were, provided they got proper treatment?—What I say is that, with the single exception of Glasgow, and one or two other places, these diseases are not provided with proper treatment.

Comparison of treatment under Poor Law and Public Health Authorities.

57016. What guarantee is there that they would be properly treated under the public health; it would cost a lot more money, and that is always a deterrent on public bodies from entering on a wider and more expensive method of administration?—My experience in Scotland is that, with the exception of Glasgow, the management and the treatment in the public health hospitals is distinctly superior to the treatment in the poorhouses; it starts from a different idea, and it is not based on the presupposition of destitution. It is a movement that has come much later, and it was organised in an entirely different way from a different standpoint, and altogether I think it has got to a higher level. I do not say that the Poor Law authority may not follow suit; it has largely followed suit.

57017. Provided the Poor Law was reformed in that respect, and the people were treated in the separate institutions according to their ailments and the proper stigma would attach, as it were, to each particular institution according to the class of people who are housed there, would that not, to a considerable extent, meet your case?—Yes, that would very largely, I quite admit.

57018. For instance, that has already taken place with regard to Duke Street, has it not?—Yes, though not in name, but it is going on, and I have no doubt will increase.

57019. If it is done substantially, that means that people are looking on it less as Poor Law treatment than as treatment of their disease. They go, I understand, readily to Duke Street where they would not go to Barnhill?—That is so.

Effect on private practitioners of free medical aid.

57020. So that is gradually growing out of the situation?—Yes, which indicates to me that it is a sound line of growth, and I would complete it.

57021. The proper classification of inmates by institution would be a great measure of reform?—Undoubtedly.

57022. And another aspect of it is, as you say I understand, that there is one-third of the whole of the patients of general practitioners who do not pay?—Roughly. I would not like that figure to be taken as a figure based on more than a general impression.

57023. Rather than that the general practitioner should be treating these people free, you would prefer they should become a public charge?—Yes.

57024. On what ground: purely the interests of the medical men or the interests of the patients?—The interests of the patients primarily, of course.

57025. Do you infer these people are not properly treated because they do not pay?—No, one cannot say that, but it would certainly be a relief to the medical men, and quite a proper relief too. You get a more efficient medical service if you do not load a man up with useless cases.

Effect on private practitioners of free medical aid.

57026. That would add very considerably to the public expenditure, would it not?—Yes, it would; but it works preventably as well, but no doubt it adds to the public expenditure.

57027. If any scheme of public relief were sufficient to enable a private practitioner to immediately hand over his non-paying cases, or cases which did not pay a sufficient amount, to a public charge, do you think it would really be any public benefit?—Of course it depends on what other concurrent things go on with it. You cannot take these things by themselves, because they would never happen by themselves. I think it would certainly improve medical treatment taken all over.

Effect on voluntary hospitals of free medical aid.

57028. Then you say from one-half to two-thirds of the voluntary hospital patients would also become properly the charge of the public health authority?—Yes.

57029. I suppose you agree they are properly treated in these institutions now?—Undoubtedly.

57030. Would it not mean taking them off the hands of the willing voluntary donors who are maintaining these institutions and making them a public charge?—No, you are doing exactly the contrary; you are strengthening the hands of the voluntary institutions by subsidising them. That is how it would operate in all probability. If you take an institution like the Edinburgh infirmary, which is a composite institution, the administration being supported by different bodies having different interests, you would immensely relieve them from the present wasted energies in collecting funds, or you would certainly help them without in the least degree impairing their usefulness, or touching their medical efficiency. It is a matter merely of arrangement more than the actual effect upon the institution.

57031. Do you think people would be as ready to subscribe to voluntary hospitals when they knew they had got State subsidies?—Probably not. I do not see why they should be asked to do it. At present these are supported practically always from the same pockets, which is objectionable.

57032. It would prevent people paying to the voluntary hospitals, because they pay through the rates; therefore the voluntary hospital would gradually die out?—Yes, it would gradually die out, but it would be supplanted by the rate system; it would not impair the usefulness of the hospital.

57033. But it would kill voluntary provision?—That does not matter if there is no function left for voluntary service. If you take the expenditure of the Edinburgh infirmary it amounts to £1000 a week, £52,000 a year. Supposing they had no endowment whatsoever, that would mean about 5d. on the Edinburgh rates. Now, looked upon as an equivalent for treating the Edinburgh people in the infirmary, that is a very small impost on the whole. As a fact, it would not go to 5d. in the £ on the rates, because they have considerable endowments, and people would still, from the prestige of the institution, go on leaving legacies to it, and that sort of thing.

57034. They would do, do you say?—They would undoubtedly.

57035. Even when it becomes supported by the State?—That kind of institution having grown up with a long history and prestige, it being a sort of ancient authoritative institution, it is not on the same footing as a mere official public health institution; besides which you have it in contact with the university and outside institutions.

57036. It is not usual that people leave legacies to what is already provided for out of the rates?—Not what is completely provided for out of the rates.

ONE HUNDRED AND FIRST DAY.

Monday, 3rd June 1907.

AT THE CALEDONIAN RAILWAY STATION HOTEL, EDINBURGH.

PRESENT:

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I., etc., etc., etc. (*Chairman*).
The Right Hon. CHARLES BOOTH, F.R.S.
Dr A. H. DOWNES.
The Rev. T. GAGE GARDINER.
Mr J. PATTEN-MACDOUGALL, C.B.
The Rev. L. R. PHELPS.
Professor WILLIAM SMART.
Mrs BERNARD BOSANQUET.
Miss OCTAVIA HILL.
The Right Rev. the LORD BISHOP OF ROSS.
Mr R. H. A. G. DUFF (*Secretary*).
Mr J. JEFFREY (*Assistant Secretary*).

Mr DAVID BARROWMAN and Mr MALCOLM W. SCOTT, called and examined.

Mr David Barrowman and Mr Malcolm W. Scott.

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57037. (*Chairman*). You, Mr Barrowman, are Inspector of Poor, Eastwood; and you, Mr Scott, are Inspector of Poor, Currie?—Yes.

57038. You have been good enough to put in a joint statement on behalf of the Society of Inspectors of Poor in Scotland, and you have each put in personal statements?—Yes.

(*The witnesses handed in the following statement on behalf of the Society of Inspectors of Poor in Scotland.*)

ects of iety of pectors of r.

1. That the Society of Inspectors of Poor for Scotland was instituted in 1858 with the object of assisting Poor Law authorities and their officials in the administration of the Poor Law.

desir- lity of any damental ration in or Law.

2. That, in the opinion of the Poor Law officials of Scotland, where the provisions of the Poor Law Act of 1845 have been carefully interpreted and administered, there has been no ground for complaint so far as the relief of the poor as defined by that Act is concerned, and it is therefore undesirable that any fundamental alteration should be made on the Poor Law of Scotland.

tension of al Govern- nt Board's vers.

3. That the Local Government Board require to be vested with additional powers for the framing of regulations for the management of poorhouses, and the administration of medical relief, in terms of the Report of the Departmental Committee on Medical Relief.

4. That the Local Government Board be empowered to combine, dissolve, or detach parishes for administrative purposes, keeping in view that the area or population be not too large for the effective and efficient control by the administrative body and responsible officials.

rish ncils to ain admini- ation of or Laws.

5. That the administration of the Poor Laws remain vested in Parish Councils.

ed of State our colonies vagrants.

6. That there exists the necessity for labour colonies, provided and maintained by the State, for the loafer, habitual vagrant, and persons of this class, with power of compulsory detention for lengthened periods at the instance of the Police or Poor Law authorities.

ovisions for grants and ir children.

7. That the extension of the provisions of the Burgh Police Act to counties for the suppression of begging, sleeping about farms, etc. is necessary.

8. That pedlars' certificates only be issued to persons having a *bona fide* domicile.

9. That the law be amended to provide that habitual tramps and dissolute parents are improper guardians of children, and that power should be given to the Police and Poor Law authorities to withdraw such children from their control.

oposed endments to Law of sertion.

10. That in cases of desertion or failure to maintain wife or children, the following amendments are suggested:—

(*a*) The onus to prove inability to maintain to rest on the respondent.
(*b*) The maximum sentence to be increased.
(*c*) Repeated offences to render liable to detention in labour colony.
(*d*) Mothers to be liable to prosecution for desertion of their children.
(*e*) Police to assist in tracing and apprehending deserters.

Amendment of Infant Life Protection Act.

11. That the amendment of the Infant Life Protection Act cover cases where only one child adopted is required.

Powers of compulsion and detention.

12. That Poor Law authorities have compulsory power of removal of persons chargeable, who are living under circumstances of danger to themselves or under insanitary conditions.

13. That Poor Law authorities be vested with power from the Local Government Board to detain for longer periods than at present—

(*a*) Feeble-minded persons.
(*b*) Persons who go out and in poorhouses without reasonable cause.

Detention and emigration of Poor Law children.

14. That children brought up by Parish Councils remain under their control till sixteen years of age, and that Parish Councils have power, under suitable arrangements, to emigrate children in certain cases.

Destitution a condition of relief.

15. That application for Poor Law relief be held to operate as an assignation of property to extent of advances and interest, and all such relief to be considered to be a loan, and liable to be refunded should the recipient become possessed of means.

Liability as to maintenance.

16. That poor relief be considered an alimentary debt against fathers, sons, and persons legally liable; and that sons-in-law be liable to contribute to wife's parents.

Dissolute Army pensioners.

17. That army pensioners of dissipated habits who frequent the poorhouses should be paid at lesser intervals than quarterly.

Law of removal.

18. That no alteration on the law of removal to England or Ireland be made, and that Parish Councils in Scotland have appeal in cases of removal from England to Scotland.

Vaccination and Public Health.

19. That the prosecution of defaulters under the Vaccination Act be transferred to the Public Health authorities.

Recognition of Poor Law contributions.

20. That contributions by Parish Councils to sick-nursing associations rank for participation in Medical Relief Grant.

Suggestions regarding pauper lunatics.

21. That the whole cost of maintenance of pauper lunatics be defrayed by the State, but, if not, Parish Councils to be represented on management board of asylums.

22. That lunatics boarded out from the asylum with sanction of Lunacy Board be re-admitted to asylum without fresh medical certificate or warrant.

23. That harmless and incurable pauper lunatics be separated and maintained at a less costly rate than at present prevails in district asylums.

24. That a simpler method be adopted for recovering

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advances in the case of pauper lunatics having limited funds than at present exists.

25. That section 62 of the Poor Law Act, 1845, be amended by the substitution of subsections 5 and 6 of section 28, and section 2 (1 *a*) of the Local Government Act, 1894.

Appointments of various Poor Law Officers to be statutory.

26. That medical officers, governors, and matrons of poorhouses to be statutory appointments, as recommended by the Departmental Committee on Medical Relief.

Appointment of auditors.

27. That Parish Council auditors be appointed and paid as in England, and that the parties to be surcharged be those who authorised the expenditure.

Convening Poor Law conferences.

28. That Parish Councils have the same privilege as English Poor Law Guardians, of convening conferences for the consideration of matters pertaining to Poor Law administration.

Superannuation.

29. That the Poor Law officials of Scotland be placed on the same footing as English Poor Law officials as regards superannuation.

Rating.

30. That for assessment purposes the 36th and 37th sections of the Poor Law Act, 1845, be repealed, and the assessment levied on gross rental. That power be given to levy the rates on owners where the property is let for less than a year, and where the tenancy is under the yearly rental of £5. That the recovery of rates clauses of the Burgh Police Act, 1892, be incorporated for the recovery of poor and other rates, and the powers of Town Councils under the Burgh Police Act, 1903, be extended to counties with reference to the preparation of a supplementary Valuation Roll.

Extension of Loans and Relief Act, 1886.

31. That the provisions of section 5 of the Poorhouse Loans and Relief (Scotland) Act, 1886, be extended to include children born in poorhouses other than combination poorhouses, with this alteration, that the parish of settlement, instead of the parish sending the case, be taken as the parish of birth.

(*Mr Barrowman handed in the following statement.*)

32. I have been for the past thirty-eight years engaged in the practical work of administering the Poor Laws,—first for four years in Dunfermline Parish Office, then for eighteen months in the City Parish of Glasgow, then for ten years in the Office of the Govan Combination Parish, and during the past twenty-three years as Inspector of Poor of Eastwood. I am also Collector of the Parish Rates and Registrar of Births, etc. I was Secretary and Treasurer of the temporary Combination Poorhouse at Busby during its existence (four years fully), and have been Secretary and Treasurer of the Renfrewshire Combination Poorhouse Committee for the past five years.

Topography and social conditions of Eastwood.

33. The parish of Eastwood at the census of 1901 had a population of 18,895 (now estimated to be 23,204). It contains a portion of the city of Glasgow, the whole of the burgh of Pollokshaws, the village of Thornliebank, the suburban residential districts of Giffnock, Mansewood, and Kennishead, and a considerable agricultural area.

34. The portion of the parish within the city of Glasgow (population 6,110) is almost wholly occupied by persons engaged in the city — such as warehousemen, clerks, commercial travellers, and persons occupied in various businesses.

35. The population of the burgh of Pollokshaws (about 12,217) is almost wholly a working-class population, the occupations of the people being very varied. About one half of the male adult population are tradesmen and the other half labourers. There is also a large female population employed in cotton-weaving mills, bleaching works, and laundries.

36. The village of Thornliebank, with a population of 2,665, is almost wholly occupied by workers in the Thornliebank Calico Printworks.

37. Giffnock, Mansewood, and Kennishead are wholly residential. The houses are self-contained, and are occupied by persons engaged in business in Glasgow.

Method of administering Poor Law relief.

38. The method of administering relief in the parish is the method, speaking generally, recommended by the Local Government Board, leaving out lunatics and children. All respectable applicants who are proper objects of relief are granted outdoor relief unless they are unable to look after themselves and are willing to go to the poorhouse, while those whose character is pronouncedly unsatisfactory are offered the poorhouse. There are, however, a considerable number between these two classes who are granted outdoor relief who, in my opinion, should be offered the poorhouse. There is a tendency on the part of the Parish Council not to be too strict in the granting of outdoor relief to persons who have families able to maintain them and to parties who spend some of their money on drink. Imprisonment, begging, and hawking have not been sufficient reasons with my Council for withholding outdoor relief in several cases.

Tendency to lax administration of outdoor relief.

Effect of more institutional relief.

39. Indoor and outdoor relief have both their merits. If indoor relief were made the rule and outdoor relief the exception, instead of being the other way about as it is at present, I think there can be no doubt that pauperism would be largely diminished. Many who are at present on the outdoor roll could be supported by their relatives, and some would support themselves. The heavy cost of maintaining the poor in the poorhouse acts, however, in a good many cases, in favour of the Parish Council granting outdoor relief. Sympathy, too, with the desire of the poor for liberty, causes the Parish Council to grant outdoor relief in doubtful cases. I am of opinion that a Government Grant for indoor relief would be a desirable thing, not only as an inducement to Parish Councils to offer such relief more frequently, but also in assisting to remove rating anomalies.

Need of a Government Grant.

Number and classes of applicants for relief.

40. The number of applicants for relief (not re-applications) to the parish during the past two years was 640. Of these about one-fifth were working men who were sick and who had made no provision for sickness; about one-sixth were men on tramp; about one-sixth were widows; about one-tenth were children who were either orphans, deserted, or separated; about one-tenth were women whose husbands were either in desertion or had been sentenced to short terms of imprisonment; about one-tenth were single women, of whom one-half were solely chargeable because they had illegitimate children; leaving about one-sixth to be accounted for by applicants who were insane, and who were able-bodied and refused relief. About one-sixth of the applicants were over 65 years of age, of whom more than the half had previously applied for parochial relief to the parish.

Causes of disablement of paupers.

41. The principal causes of disablement were—debility, rheumatism, bronchitis, ulcers of leg, defective eyesight, paralysis, heart disease, and phthisis.

Causes of pauperism.

42. The causes of pauperism are largely intemperance, immorality, and thriftlessness, but there are many who became paupers who cannot be accused of these things, viz., widows with children, aged single women who have never had an opportunity of making any provision for sickness or old age, and labouring men who become sick or aged. About one-third of the applicants have been intemperate.

Personnel of Eastwood Parish Council.

43. The class of persons in my Parish Council who have been members or are members of the Parish Council are as follows:—

In the first Parish Council there were 2 ministers, 1 doctor, 1 lawyer, 1 farmer, 1 measurer, 1 printfield manager, and 2 retired business men. Of the remainder, 4 were in business on their own account, 4 were in commercial situations in Glasgow, and 2 were tradesmen.

In the second Parish Council, 1898–1901, there were 2 doctors, no lawyers, and only 1 minister. The rest of the Council was somewhat similar to the first Council.

In the third Council, 1901–4, there were 3 ministers, 2 farmers, 1 school teacher, 1 doctor, 1 factor and manager, and the remainder almost similar to the former Councils (only 1 tradesman).

In the present Council there are 4 ministers, the remainder being as in the previous Council.

Relief of able-bodied.

44. I am of opinion that the provision in the Poor Law Act of 1845, that no able-bodied person, although destitute, should have the right to demand relief, might be continued, but that Parish Councils should have the option, under certain safeguards, of granting relief to such persons. In my experience, I have had to grant relief to the able-bodied under exceptional circumstances.

45. Private benevolence has failed, in the towns at least, to provide for the destitute able-bodied, and Distress Committees have not wholly met the difficulty. Recently the Distress Committee of Pollokshaws sent an able-bodied man out of employment to Canada. Within ten days thereafter his wife and seven dependent children were allowed outdoor relief by the Parish Council. Notwithstanding the existence of a Distress Committee, the able-bodied continue to apply to the Parish Council.

Provision for unemployed.

46. I do not think it would be desirable for the State to provide employment for tradesmen who, through trade depression and it may be other causes, are unable to find employment; but there is a large class of men—"tramps," "vagrants," "loafers," and wastrels"—for whom no sufficient

provision is made in Scotland although they are destitute; and I am of opinion, for various reasons, that it would be expedient that they should be provided for. I am, however, strongly of opinion that the only satisfactory way of dealing with the question is for the State to establish and maintain "labour colonies" or "labour houses" in suitable districts in Scotland, to which could be committed, at the instance of the Police and Poor Law Authorities, the class referred to.

47. I think the effect of such provision would be wholly salutary.

48. The existing areas in numerous cases are unsuitable for the purpose of administering relief, principally through anomalies in rating. Where the rate is high, the poor suffer by having inadequate allowances. Where the rate is high and the area limited, an efficient official is not obtainable.

49. I support, from my experience as an inspector, representations Nos. 4 to 8, 10, 11, and 17 of the Representations sent to the Commission by my Parish Council. These particular representations are as follow:—

(4) That power be given to Parish Councils to remove to hospital, under warrant, destitute persons living under insanitary conditions, or under circumstances dangerous to themselves or to others.

(5) That powers be given for detaining in the poorhouse paupers having venereal diseases and feeble-minded persons, and for extending the period of notice of discharge from a poorhouse in the case of "in-and-outs" (one old Eastwood pauper, who should never be out of the poorhouse, was out and in the poorhouse 31 times in 1905 and 22 times in 1906).

(6) That wife and child deserters be punishable at the instance of the Crown; that the present maximum penalty be increased; and that the onus of proving inability to maintain be placed on the deserter.

(7) That parochial relief be deemed an alimentary debt against relatives legally liable to maintain the person relieved.

(8) That, notwithstanding anything contained in the Married Women's Property Act, 1877, it should be held that a man is liable to aliment his wife's parents, if able.

(10) That power be given to Parish Councils to take the custody of the children of dissolute parents, and that the parents be compelled to refund the cost of their maintenance if they can do so without depriving themselves of the necessaries of life.

(11) That Parish Councils be allowed to assist pauper children after leaving school until they are sixteen years of age.

(17) That the audit of Parish Council accounts be as nearly as possible similar to the audit of the accounts of the English Poor Law Guardians; but, in any case, that the question of the sufficiency or insufficiency of the relief given to the poor, including New Year or similar treats to the poor in a poorhouse, be outwith the jurisdiction of the auditor; and further, that the parties to be surcharged any illegal payment should be the parties who authorise the expenditure.

50. From my experience as collector of the parish rates, I support No. 20, which is as follows:—

(20) That the 36th and 37th sections of the Poor Law Amendment Act of 1845 be repealed, and that the poor-rate be levied on the rental as appearing in the Valuation Roll,—provision being made for the assessor making any deductions considered necessary in the case of railways and other public undertakings, and also in the case of agricultural subjects. That provision be also made for collecting the rates from proprietors of subjects let for a shorter period than one year.

51. From my experience as secretary of the Renfrewshire Combination Poorhouse, I support No. 13 and the latter part of No. 21, which are as follow:—

(13) That the Local Government Board be given power to frame regulations for the uniform management of all poorhouses in Scotland.

* * * * * *

(21) That sub-sections 5 and 6 of section 28 of the said Act be substituted for section 62 of the Poor Law (Scotland) Act of 1845, as amended by section 3 of the Poor Law Amendment (Scotland) Act of 1856.

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Amendment of Poor Laws.

52. From my experience as secretary of the said poorhouse, I also recommend that the law should be altered to provide that a Combination Poorhouse Committee should be a statutory body, with corporate powers; and further, that leaving the poorhouse with the poorhouse clothing without permission should be a punishable offence.

(*Mr Scott handed in the following statement.*)

Qualifications of witness.

53. I have been engaged in Poor Law work since leaving school, first in the parish of Kirkintilloch, a mining centre, from 1880 to 1883; secondly, in the old City parish of Edinburgh, from 1883 to 1893, as one of the outdoor assistant inspectors, my district comprising the Grassmarket, Cowgate, and Lawnmarket; third, since 1893 I have been Inspector of Poor, etc., in this parish. In addition I fill the office of Secretary to the Society of Inspectors of Poor for Scotland.

I am also familiar with the methods of Poor Law administration in England.

Occupations, earnings and social status of Currie population.

54. In this parish the residents consist of Edinburgh professional and commercial people who travel out and in to business; second, those engaged in the industries of papermaking and agriculture. In both papermaking and agriculture male and female labour is employed. The total population is 2,518.

55. From a census of persons over 65 years of age taken in October 1899, there were 111 65 years and over, 43 having over £1 a week, and 67 under £1 a week. From inquiries made this week I find that the average weekly wage of the various classes of workers in this parish is as under:—

	s.	d.
Male skilled paper worker	26	6
„ unskilled „	16	0
Female skilled „	13	6
„ unskilled „	7	6
Male farm workers, including house rent, etc., ...	21	7
Female farm workers (wage only) .	8s. to 10	0

Housing of working class in Currie.

56. In this parish housing accommodation for the working class is very inadequate, and some of the houses available hardly satisfy enlightened sanitary conditions, and consequently rents are dear.

Irish paupers.

In the parish there are some thirty Irish families, and of the thirty paupers presently on the poor roll of the parish seven are natives of Ireland.

Statistics of Currie Parish.

CURRIE PARISH.

Population in 1845, 2,000.
„ 1901, 2,513.
Valuation of parish in 1845, £12,164.
„ „ 1905, £31,969.
Poor rate per £ highest in 1874, when 9d. per £.
„ „ lowest from 1900 to 1903, when 3d. per £.
No. of poor in 1845, 43; in addition, 36 occasional poor.
„ „ 1906, 24; casual poor, nil.
Maintenance of poor in 1845, £291; occasional poor, £77.
„ „ 1906, £406; casual poor, nil.

Procedure as to relief of resident poor.

57. *Resident poor* are dealt with by inspector, on personal application by the applicant. Careful inquiry is made into the whole circumstances of each case, as to antecedents, character, and circumstances of family (if any). Parish Council meet monthly and consider each case. Those placed on roll revised on report of medical officer and inspector half-yearly, or oftener when any change in circumstances emerges. Inspector visits at irregular and periodic intervals.

I find a tendency on part of rural Councils not to use the poorhouse sufficiently as a test.

Casual and vagrant poor.

58. *Casual and Vagrant Poor.*—The practice previous to my appointment was to give money, and for a year after I had nightly from one to three tramps on an average; but by strict adherence to the Local Government Board's regulations, and offering the poorhouse, not even giving the cost for the railway fare, the applications from this class do not amount to more than one or two a month. Prior to 1893, £20 to £25 a year was dispensed in relief to tramps.

Outdoor *versus* indoor relief.

59. It is essential for effective administration to have the facilities to offer indoor relief, but the feeling amongst the rural districts is against offering the poorhouse to the resident poor, even in cases where the antecedents have been far from satisfactory.

60. Outdoor relief is frequently given to aged widows

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living in family with their daughters and sons-in-law. In cases of widows with young families and aged respectable couples it is necessary to preserve the home ties, and therefore out-relief is essential.

61. I consider the judicious administration of both is most effective, the poorhouse being applied as the test.

Number, ages, and classes of cases on outrelief in Currie.

62. Of the 30 cases on the roll at 15th November last, 9 were males who had been farm or general labourers, 10 were aged spinsters and widows over 65 years, 2 widows with young families, 2 orphans, 5 were insane, 2 were young persons between 25 and 30 suffering from phthisis.

63. Amongst the aged labouring cases I would say they belonged to the improvident, who no doubt spent more in drink than their circumstances would warrant.

I can tell in my parish for certain the cases who are likely to come on the poor roll. In one case I know a labourer who spends from 8s. to 10s. a week in drink.

Effect of bad housing on working classes.

64. The housing of the working class to a great extent accounts for their habits and their ultimate impoverished condition. In certain parts of this parish the premises can hardly be said to meet the sanitary requirements. When a family is huddled together to sleep, feed, and cleanse, without distinction of sexes, it is the origin of a good deal of the social and moral defects of our age.

Causes of pauperism.

65. Early and improvident marriages in many cases prevailing amongst this class, marriage being precipitated by the lax standard of morals, is another cause of pauperism. Want of provision in early life. The industrial classes as a rule make adequate provision for their burial, for the parish seldom requires to bury a pauper.

66. Another cause of pauperism, I consider, is the operation of trades union conditions and Workmen's Compensation Acts.

Composition of Parish Council.

67. The present Council consists of a W.S., three farmers, a grocer and wine merchant, a retired master baker, and a master blacksmith. The composition has been much the same since 1894.

Co-operation of various relieving agencies.

68. Provision, I consider, ought to be made to enable Poor Law authorities, in conjunction with municipal authorities, to relieve distress, but only where the labour test could be applied.

The law has worked well in Scotland, and if public charity in the larger centres would work in concert with the Poor Law authorities, exceptional cases need not be left unrelieved.

Relief of able-bodied.

During the past thirteen years I have never known a single case in this parish where it was either necessary or expedient that able-bodied persons should have a claim to poor relief.

Unit of administration to be small.

69. The poor-rate and pauperism in the larger city areas, I think, demonstrate that, when the unit of administration becomes too large, the administration is neither economical nor effective.

Need of direct contact with paupers.

70. Unless the responsible official is brought into touch with the recipient, one of the most effective checks on pauperism is removed.

Enlargement of existing Poor Law areas.

71. The existing areas might, by combination of two or more parishes, be enlarged; or a union of parishes embracing the parishes in a presbytery, or within the public health district of the county, with a relieving officer or inspector in each parish, with a superintendent relieving officer, who could act as clerk, etc., for the union. In upwards of two hundred and fifty parishes in Scotland, the registered poor number ten and under, and the salaries of over three hundred inspectors is £20 and under. (*For return as to salaries, etc., of inspectors of poor, see App. No. CLXII. (A).*)

An enlarged area would remove some of the existing anomalies, and reduce the tramp or vagrant evil, who could be dealt with at a given centre.

Various suggested reforms.

72. The following reforms are suggested by experience:—

(*a*) That wider areas in certain urban and rural districts for rating and administration are necessary.

(*b*) That for efficient administration a thoroughly qualified inspector of poor is essential, and no one should be appointed without being able to pass an examination in Poor Law administration.

(*c*) Relief in kind or poorhouse might be permissible to a destitute able-bodied man, where, in the case of the wife or family, illness was prevalent.

(*d*) Poor relief should be deemed a loan, and, in proceedings for recovery against father or son, such relief be deemed an alimentary debt.

Sons-in-law should be liable to contribute to their wives' parents.

(*e*) Appeal against refusal of relief to Sheriff of no use in rural districts.

(*f*) Greater powers necessary for police and Poor Law authorities for dealing with tramps and vagrants. Such persons having children should be deemed improper guardians.

(*g*) Parish and police authorities should keep records of the vagrant class, and at half-yearly police census particulars should be obtained for purposes of identification.

(*h*) Penal reformatories for habitual vagrants to be provided, and power of compulsory detention obtained.

(*i*) The houseless and dissolute poor of our urban and rural districts should be compelled to remain in poorhouse for longer periods than at present prevail.

(*j*) Poor Law authorities to have power to deal with pauper lunatics' estate, when of small amount, without the necessity for appointment of *curator bonis.*

(*k*) Boarded-out pauper lunatics should be allowed to return to asylum without requiring to be re-certified.

(*l*) Children brought up by the Parish Council to remain under their control till fifteen years of age.

(*m*) Infant Life Protection Act to be amended to include where one child only adopted.

(*n*) Power should be given to remove infirm or sick poor to hospital, when they are in circumstances of danger to themselves.

Need of extension of Local Government Board's powers.

57038A. (*Chairman.*) I think I had better examine you on the joint statement first, and defer anything I have to say on the individual statements. Your statement is very clear. There are two powers that you would like the Local Government Board to be vested with—first, additional powers for framing regulations for the management of poorhouses and the administration of medical relief.

57039. (*To Mr Barrowman.*) What were the particular points that you had in your mind there?—At present the Local Government Board have no powers for initiating directly regulations for poorhouses. They must depend on the local boards taking the initiative.

57040. In fact, they have to depend on the indirect effect of appeals as regards inadequacy of relief?—To some extent that is so, but largely they have no power of initiating regulations making for uniform government in poorhouses in Scotland.

57041. Or enforcing them?—It is doubtful. It depends on how you interpret the Poor Law, which gives local boards the power to frame regulations for the discipline of the poorhouse. If that is approved by the Local Government Board it seems to me it is sufficient, but doubt has been thrown upon it, and, like the English Unions, it would be preferable to get statutory power for punishing certain offences against the discipline of the House.

57042. You would wish the general powers to be strengthened with a view to put the Local Government Board of Scotland in much the same position as the Local Government Board in England is in?—Yes.

57043. Your second suggestion is that the Local Government Board should have power to combine, dissolve, or detach parishes for administrative purposes. Would you go so far as to give them this power independent of the wish of the parishes?—Yes.

57044. You think that the parish must be overlooked?—Yes; if you depend on the parish you will never get it. If you depend on a rich parish with a low rate moving in the way of amalgamation, you will wait till doomsday.

57045. In Scotland they are more tenacious about existing boundaries?—I think the argument of the pocket is the strongest. You cannot expect a parish with a low rate of say 2½d. willingly amalgamating with an adjoining parish having a poor-rate of 1s.

Care of neglected children.

57046. Then you make various suggestions which I think speak for themselves. With regard to tramps, you would like the Poor Law authorities' powers to be increased, that if they once get control of the children they should continue to exercise it?—Yes, but along with that we would like some drastic power to prosecute parents who are able to maintain their children. We do not want to take the children from dissolute parents and allow the parents to go free. Of course that is in connection with the whole tramp and vagrant question.

57047. In England a good deal of difficulty has arisen in connection with the children of tramps and of ins-and-outs. They are perhaps sent to a school—the boarding-out

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Care of neglected children.

system does not prevail so much as here. Assuming that the children of dissolute parents or of tramps came under the authority of the Parish Councils, would they be boarded out?—Yes, but not necessarily at first. You require to take them into the poorhouse for some time until you can make arrangements for boarding them out, but the ultimate destination would be in the country with suitable guardians.

57048. Is there much inconvenience caused by parents requesting to get control of their children after they have been boarded out?—Yes, we have experience of that. If they are within striking distance of the children they will sometimes go and take them away. I once took two children from a widowed mother, a dissolute woman, and I boarded them in a district not too far away from the parish, with the result that she went and took them away. When they reach fourteen years of age the parents want to have the children again — whenever they are able to work they want to get them.

57049. I understand; you think that the inducement apparently is to get hold of the child as the wage-earning age approaches?—Yes, and that is why we ask further that we should have control of the children till they reach the age of sixteen.

Need of compulsory power of removal in certain cases.

57050. In paragraphs 12 and 13 you would like the powers asked for generally in England, that there should be compulsory power of removal of persons chargeable who are living under circumstances of danger to themselves or under insanitary conditions?—Yes, we are practically unanimous in asking this.

57051. I suppose cases of that kind are common in the country as well as in the towns?—My parish is partly rural and partly burghal, and I believe the inspectors throughout Scotland have all had experience of cases that would be better in the poorhouse but they cannot get them to go voluntarily.

(*Mr Scott.*) The same difficulty arises in the rural districts as well as in the burghal districts.

57052. (*Chairman to Mr Scott.*) I suppose the difference would be that the conditions under which they live, though insanitary and dangerous to themselves, do not affect others the same as in the towns?—Not to the same extent. They are not huddled together in the same way, although their domiciles are possibly not of a higher standard.

57053. The difficulty in these cases, I understand, is that the Poor Law authority, being responsible for these persons and unable to remove them, have to appoint persons to look after them?—(*Mr Barrowman.*) Yes, we have to do that or else we run the risk of criminal prosecution for neglect.

Extent to which able-bodied are given relief.

57054. Whilst on this point of criminal prosecutions, I understand that although the law of Scotland prohibits relief being given to the able-bodied or to their dependants, yet if anything were to happen to a dependant after relief had been refused by an inspector, he might be liable to prosecution?—I would not like to say that in carrying out the law we are liable to be prosecuted if the law is that it is illegal to give relief to an able-bodied man or any of his dependants. Now that is the decision of the House of Lords, and surely no inspector could be prosecuted for carrying out that law.

57055. I think it has been suggested to us that this is not so practical a matter as to have come under the notice of the inspectors of poor?—Oh, yes, we have all had to deal with these cases, and indeed in my own statement I suggest that we should have powers to relieve the able-bodied under certain circumstances.

57056. The medical officer plays a considerable part. Do you consider that his certificate is a safeguard against an action being brought against you if you act on it?—I should think it is sufficient.

57057. (*To Mr Scott.*) And do you think the same?—Yes.

(*Mr Barrowman.*) At the same time we have all had to exercise a certain amount of discretion in these cases. In cases of real destitution, especially where there was sickness among the dependants, I have broken the law, and I would do it again, but I think it is a pity that we should not have the permission.

57058. You have frequently broken the law in the sense of giving relief where the law implies that relief should not be given?—Yes.

57059. Is that the general experience?—Most of the inspectors say that they have had to do that.

(*Mr Scott.*) Where you get the case of a husband out of work and in destitution, and there is illness in the family, it has been my experience in Edinburgh, and in the rural districts as well, that you could not, from a humanitarian point of view, refuse relief.

(*Mr Barrowman.*) I can give some very sad cases where it would really have been almost culpable to have neglected them.

57060. Really the doctor's certificate gets you out of the difficulties which the law places in the way of giving relief?—Yes, and we have always the protection of directing them to the sheriff in giving a line of refusal on the ground that they are able-bodied. The sheriff can order relief, and so it rests with him to safeguard us.

Effects of system of appeal in Scotland.

57061. Whilst on this point, do you find that the appeal to the sheriff results in rather zigzag decisions?—He usually issues an order for interim relief, and allows you to appeal against it. I do not know that he takes too much pains to ascertain whether they are proper objects of relief before he grants the interim order.

57062. As regards the appeal to the Local Government Board on the grounds of inadequate relief, would you say that that has tended rather in the direction of establishing uniform treatment; has it tended rather in the direction of uniformity?—I do not know that it has had very much effect in that way.

57063. (*To Mr Scott.*) What do you say to that?—I should say, contrasted with the appeal to the sheriff, it has, because, as you know, dealing with different individuals over different areas, they have all their own individual views, and as a matter of fact the appeal to the sheriff has, in my experience, tended in the order for interim relief being granted.

57064. (*To Mr Barrowman.*) I put it another way. Do you find your duties facilitated by the appeal to the Local Government Board?—Yes, we have no objection to an appeal to the Local Government Board. If we have a good case we are supported by the Board. If an inspector has a bad case—and there are such cases—then the Board steps in and orders relief. I have had cases where there was a party living in my parish, and I thought she should get relief; the inspector of the parish of settlement refused relief, and I got the party to appeal to the Local Government Board, with the result that the ground of objection was removed and the relief was granted.

57065. You say that the system of appeal, which does not exist in the English law, works well in Scotland on the whole?—Yes.

57066. (*To Mr Scott.*) Do you say the same?—Yes, it is very satisfactory.

Extent to which paupers are cognisant of system of appeal.

57067. (*To Mr Barrowman.*) Is it prized and valued by the section from whom the pauperism comes?—I do not know that they know much about it. There are some who know about it, but the majority do not.

57068. (*Mr Patten-MacDougall to Mr Scott.*) But there is a duty on the inspector to tell the pauper that he has a right of appeal?—Yes, it is the duty of the inspector to tell him that he has an appeal to the Local Government Board, and to supply him with the necessary schedule, and, if necessary, to fill it up for him.

Distinction between appeals to Sheriff and Local Government Board.

57069. (*Chairman to Mr Scott.*) The inspector supplies the information on which he can appeal?—He applies for a blank schedule, and it is the duty of the inspector to fill it up for him, which is done. Of course there is a point of difference between the appeal to the sheriff and the appeal to the Local Government Board. The appeal to the sheriff only applies to the able-bodied, and in that case the relief granted on the order of the sheriff is not reclaimable from the parish of settlement. The parish where the application is made must bear that liability without having recourse against the parish of settlement.

57070. Is the appeal limited to able-bodied?—Entirely.

(*Mr Barrowman.*) No, you can refuse a case on other grounds than being able-bodied.

57071. (*Chairman to Mr Scott.*) You say in practice it is limited to able-bodied?—Yes.

(*Mr Barrowman.*) Yes, but you may refuse a case on other grounds than being able-bodied, and they have an appeal to the sheriff.

Feeble-minded unmarried mothers.

57072. (*Chairman to Mr Scott.*) Then you go on and suggest in paragraph 13 that there should be further powers of detention as regards certain persons. We have had that from a great many others. Would you say that any considerable proportion of illegitimate children who have come under the control of the Parish Councils are children of

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feeble-minded girls?—I should say that the majority of them are.

57073. (*To Mr Barrowman.*) Is your experience the same?—I would not go that length. A proportion of them are children of feeble-minded girls, but not the majority.

57074. (*To Mr Scott.*) I suppose that applies more to feeble-minded girls in the rural districts?—Yes, that is the class that is burdened with illegitimate children.

57075. They are not sufficiently incapacitated to be locked up, and they go roaming about?—Yes.

(*Mr Barrowman.*) There is another suggestion in connection with detention.

Extension of children's age of control by Parish Councils.

57076. (*Chairman.*) Yes, you would like the children to remain under the control of the Parish Councils till they are sixteen years of age?—Yes.

57077. How would you keep those children? Would you keep them at school?—I would possibly keep them at school if they were behind with their education, or if they were not very big or strong. If they were able for work and they got a situation, we would like to have control over them till that age at least.

57078. Would you apply the age of sixteen to both sexes?—Yes, we would give that age as the approximate age that was desirable.

57079. It is twelve just now?—Twelve for girls and fourteen for boys, but we keep them until they leave school.

(*Mr Scott.*) They are bound to remain at school till fourteen now under the Education Act.

57080. Is that the law all over Scotland?—Yes, fourteen.

57081. (*To Mr Barrowman.*) And you cannot get rid of them?—Certainly, you can get exemption if they have passed a certain standard.

(*Mr Scott.*) That is where the parents are in necessitous circumstances, requiring the assistance of the family to supplement the income of the family. The School Board have permission under the exemption clauses of the Act of 1901 to grant exemption from school.

57082. (*Mr Patten-MacDougall.*) If they have passed a certain standard?—Yes.

57083. (*Professor Smart.*) But not before thirteen?—Not before twelve. It is illegal to employ any child under the age of twelve.

57084. (*Mr Gardiner.*) Would you not like to have it altered to sixteen for girls?—The idea in connection with this was more to give the Poor Law authorities the control over the children to prevent parents, as is often found, coming and claiming them when they reach this age, and the Poor Law authorities have no statutory power to retain them under their custody—it was more to have supervision and control.

(*Mr Barrowman.*) I think sixteen was suggested because that was the age in connection with some criminal law.

57085. (*The Bishop of Ross.*) Sixteen is the age under the Industrial Schools Act?—Yes.

(*Mr Scott.*) There would be no objection so far as the members of the Society are concerned to raise the age to any period for that part of it.

Provision and cost of pauper lunatics in Scotland.

57086. (*Chairman to Mr Barrowman.*) Then you suggest in paragraph 21 that the whole cost of maintenance of pauper lunatics should be borne by the State. What is the motive for making that suggestion? Is it simply because you think it would be fairer?—We have several reasons for suggesting that. We think that lunatics—indeed we think that paupers all over—are a State charge, but we know the difficulties of having outdoor paupers or even the cost of poorhouses borne by the State, but we don't see the same objection in regard to the lunatics. We think that should be a State charge, and that would remove to a very large extent the rating anomalies that exist throughout Scotland, and also the disputes which have largely taken place over lunatics because of the excessive charge.

57087. You make a suggestion further down that the harmless and incurable pauper lunatics should be separated and maintained at a less costly rate than at present prevails in district asylums, the idea being that there should be wards in the poorhouses?—Either that or separate asylums, as is suggested by the Vice-Regal Commission in regard to Ireland. We think there is a great improvement in Ireland as compared with Scotland in the matter of these harmless lunatics. We are unanimous in holding that these are maintained at an excessive cost in palatial institutions—district asylums—and that they could be maintained at a much lower rate in what are called auxiliary asylums in Ireland, or in lunatic wards in a poorhouse. Unfortunately the Board of Lunacy have set their face against lunatic wards in poorhouses—I suppose because there is a little jealousy with the Local Government Board or something like that.

Provision and cost of pauper lunatics in Scotland.

57088. What is the pecuniary effect on a parish now? Do they have to pay more if they send a pauper lunatic to an asylum? Would they have to pay more for that than if they kept him in the poorhouse?—Yes, it is a very much higher rate. The cost of a lunatic in an asylum comes to about 12s. 6d. a week.

57089. Then there are deductions?—You have so much per week from the local taxation account. The Government have admitted their right to help in the case of these lunatics to the extent of at least 4s. a week, and we do not see why they should not go the whole length.

57090. Making the deduction of 4s., is the cost of a harmless lunatic in a poorhouse less than the charge in a lunatic asylum?—Yes, they usually used to cost about 8s. a week in the poorhouse, so that they only cost you 4s. or thereby after getting the grant. In the case of a district asylum they cost you 8s. 6d. or thereby after getting the grant. The grant of course makes no alteration in the difference between the net cost in an asylum and the net cost in the lunatic wards of a poorhouse.

57091. That is 8s. 6d. net?—Yes.

(*Mr Scott.*) Another point is that the rate varies very much over Scotland. You do not have two asylums with the same rate. You get them from £26 to £36 per annum.

57092. (*Chairman to Mr Scott.*) What is the area of the asylum?—The district of a district asylum comprises a number of parishes. It may include two or more counties. For instance, Midlothian and Peebles are put together.

57093. (*The Bishop of Ross to Mr Barrowman.*) How many district asylums do you have in Scotland?—Eighteen. Within recent years there are some parishes that have been created districts for asylum purposes—Glasgow, Edinburgh, and Govan, and I think Paisley and Greenock.

57094. (*Mr Patten-MacDougall.*) The grant is a stereotyped sum?—Yes.

(*Mr Scott.*) Of course in addition there are nine royal asylums and special district asylums.

57095. (*Chairman to Mr Barrowman.*) If lunacy were made an Imperial charge, would there not be some risk that there would be a disposition on the part of parishes to try and get rid of paupers into that institution?—I think not. You cannot manufacture them.

57096. But there are a large number just on the line where a medical certificate would get rid of them?—Yes. But if you had these auxiliary asylums——

57097. But if you had the two?—If you had the two kinds of asylums the temptation would be less.

Statutory appointments and superannuation of Poor Law officers.

57098. I think I have gone through the suggestions as regards alterations in the law affecting the administration of the Poor Law. As regards the present status of officers connected with the Poor Law, you recommend, Mr Barrowman, that the appointment of medical officers, governors, and matrons be a statutory one. I understand that nobody connected with the Poor Law at present is entitled to superannuation?—That is so.

57099. Is it optional?—No, it is not even optional.

57100. Do parishes give no compensation of any kind?—They do it in an irregular way.

57101. What sort of way?—They very often retain an inspector nominally as inspector and appoint an assistant to do his work, or they appoint a new inspector and appoint the old inspector as assistant, as that is the only way. It is very irregular.

57102. In your judgment, the lack of superannuation works to the detriment of administration?—I would not like to say that the inspectors of Scotland neglect their duty because of the want of superannuation.

57103. But I mean they are kept on?—I follow; they are kept on long after they are unfit, owing to age.

57104. And unfit in the judgment of the parish?—Yes, and in the judgment of themselves, I have no doubt, and in the judgment of their brethren too.

Salaries and question of superannuation of pluralists.

57105. There is an interesting statement in the appendix (*see App. No. CLXII. (A)*), which is a return of the salaries paid to inspectors of poor in Scotland?—Yes, miserable.

57106. There is an enormous variety in the payments. I see about 750 are under £100, and then they rise, and there is one inspector that gets £1000?—Yes, that is Mr Motion in Glasgow.

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57107. Is he clerk and inspector?—He is inspector and clerk. I think the £1000 embraces them both.

57108. In the vast majority of cases the inspector of poor is not a whole-time officer?—That is so; he has to take other appointments to make a decent living.

57109. There would be a difficulty about superannuation if he was not a whole-time officer?—Yes; but while we would like to have the same as the English system, we would be satisfied with Parish Councils having the permission, the same as any other employers of labour, to pension an old official.

(*Mr Scott.*) The superannuation would only apply to the extent of his salary as an official, and that has the same effect as in England. You have a good many officials in England whose whole time is not given up to the parochial duties. It would be the same with the Scotch officials.

57110. (*To Mr Barrowman.*) Take these very low salaries—£10 and under. May one say that the salary is regulated very largely by the size of the parish?—Yes, that is so. I think Mr Scott has some statistics.

(*Mr Scott.*) That is so. I have here one or two particulars that I have framed since I sent in my last statement.

(*Mr Barrowman.*) That is one reason we are asking for extended boundaries, in order to get efficient officials.

(*Mr Scott.*) I find there are 254 parishes in Scotland where the paupers on the roll number 10 and under. There are eight counties with less than 500 paupers in each county, ten with over 500 and under 1000, seven with over 1000 and under 2000, six with over 2000 and under 5000, and two with over 5000. Out of the 884 parishes, there are 254 with 10 paupers and less.

57111. Of course, the result of the smallness of the area and the little work required of the Poor Law inspector is that his office is amalgamated with other offices?—Yes. We have put in another statement showing the offices that are held.

57112. Yes; I was coming to that. In that return you state that there are 65 cases where the same person acts as inspector and clerk. Then there are 203 cases where he is inspector and collector. That is collector of rates?—Yes, poor rates, school rates, registration and cemetery rates, which are the rates collected by the Parish Council. (*Subsequent to examination the witness added a note to the following effect:*—These 65 cases only refer to parishes where a whole time officer occupies the joint position of Inspector of Poor and Clerk to the Parish Council. Altogether, in 824 parishes the Inspector of Poor, either by appointment or *ex officio*, is the Clerk to the Parish Council.)

57113. In the third column you state that there are 152 cases where the officer is inspector, collector, and registrar?—Yes, the three offices combined.

57114. Then there are 205 cases where the officer is inspector and teacher?—Yes. In these cases a small salary attaches, and they combine not only the office of the inspector, but that of collector and registrar as well. In a good many parishes you find the collector, registrar, and school teacher combined in the one man.

57115. (*Mr Gardiner.*) Does that mean head teacher?—Yes.

(*Mr Barrowman.*) And in a great many cases although they combine all these offices they get an inefficient inspector of poor.

(*Mr Scott.*) We find that the schoolmaster looks on these offices as purely supplementary. His primary duty is that of teacher.

57116. (*Chairman to Mr Scott.*) How does the combination work in a poor parish; is it a good one?—As a matter of fact, I would say that the teacher is the most capable man in the parish to discharge the duties.

57117. That is in a small parish?—Yes.

57118. Passing on to the sixth column, "collector," what is that?—Collector only; that is where he is collector only apart from inspector. In a number of parishes, the large parishes, the office of collector is separate from the office of inspector of poor.

57119. You give the number where the collector is separate from the inspector of poor?—Yes.

57120. So, in the present state of things, the remedy would be to largely increase the area and give superannuation according to the income?—Yes, increase the area and obtain an efficient qualified Poor Law official with a knowledge of the work.

Training and qualifications for Inspectors of Poor.

57121. (*To Mr Barrowman.*) Have you any suggestion to make about the selection of inspectors or their training?—We suggest that the Local Government Board should withhold their approval of the appointment of inspectors unless they are qualified and trained. We find that in some appointments the local board appoint a local man with no training and experience whatever, and those trained in large city offices have no chance of promotion in consequence.

57122. Are there any cases where the parishes appoint a member out of the Parish Council?—Yes, there are cases where members have resigned and applied for an appointment and have been appointed.

57123. Are these cases frequent?—I don't know that they are very frequent, but they have happened.

57124. What would your idea of qualification be?—They should have a general education, and should pass some examination on the parochial law and its administration. I would advocate something the same as the sanitary inspectors have in the way of examination to certify that they are qualified to be sanitary inspectors. We should have something like that for Poor Law officials.

(*Mr Scott.*) Certainly they ought to have some knowledge of the statutes they are called upon to administer and the regulations of the central board, which, as a matter of fact, these local tradesmen when appointed to such an office are not cognisant of, and never become cognisant of. Apart from that, the Poor Law statutes and the law of settlement are very intricate matters, and they require some training and some experience which a local tradesman never obtains. As a matter of fact, when they do have intricate cases to deal with, they have to employ legal knowledge beyond themselves.

57125. There would be a difficulty about making them serve a term of probation under present conditions owing to the smallness of the area?—Yes.

(*Mr Barrowman.*) And the small salary.

(*Mr Scott.*) I admit it is quite impracticable under the existing conditions, but the proposal might apply so far as the larger parishes are concerned. It has been suggested that the Society of Inspectors of Poor might constitute themselves an examining board with the authority of the Local Government Board, and might grant a certificate or diploma to candidates which would stand them in stead in applying for the larger parishes where a man's whole time could be devoted to his work. (Subsequent to examination the witnesses forwarded a copy of a resolution adopted by the Society of Inspectors of Poor in favour of examinations and diplomas for Inspectors of Poor. *See App. No. CLXII. (B).*)

Difficulty of dealing with destitute able-bodied.

57126. (*Chairman.*) That finishes the general memorandum, I think. I should like to put a question on paragraph 13 to you, Mr Barrowman, and also to you, Mr Scott?—(*Mr Barrowman.*) I have already told you about my experience in dealing with able-bodied persons.

57127. You are of opinion that the provisions in the Poor Law Act of 1845, that no able-bodied persons although destitute should have the right to demand relief, might be continued, but that Parish Councils should have the option under certain safeguards of granting relief to such persons?—The old parochial boards thought that they had that liberty for four years after the passing of the Act of 1845, until the House of Lords decided that they had not.

57128. From your experience you have come to the conclusion that the literal interpretation of the present law is too drastic?—Yes.

57129. (*To Mr Scott.*) What do you say to that?—We might state that under the Scottish law, prior to 1845, the then authority had discretionary power to relieve able-bodied persons, and it was only the phraseology of the Act of 1845 apparently that the House of Lords fixed upon in their decision which made this fundamental alteration. I think that the feeling is general throughout Scotland that they cannot give relief to destitute able-bodied persons.

57130. A literal and verbal adherence to the law leads you into difficulties?—Yes.

Need of optional powers of Parish Councils for able-bodied.

57131. In certain cases?—Yes, in certain cases. And, of course, in certain periods in the past we have had exceptional times of distress, when the Local Government Board were under the necessity of issuing instructions to local authorities. In individual cases, where you have illness in the family and want of work and destitution on the part of the head of the house, we find it necessary to grant relief, and in many cases it is done by the medical officer having an enlarged or elastic conscience—he can define certain diseases that are not very easily discoverable.

(*Mr Barrowman.*) I personally go further than this option to Parish Councils. I don't know why the law of Scotland should be different from the law of England in relieving destitute persons, although they are able-bodied. But if you are to go that length, then you ought to have some efficient means of relieving them, and until you provide that I certainly would not advocate an alteration in the law.

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Need of optional powers of Parish Councils for able-bodied.

57163. What I understand is, that if the law was altered you would have able-bodied persons applying for relief, not merely decent working people out of work, but the other class?—Yes.

57164. And therefore you must have these labour colonies or labour houses as a test or place to which you can send this other class?—Yes.

57165. If you alter the law you must have these established?—Yes, you must have suitable provision for them.

57166. For dealing with the undesirable class of able-bodied?—Yes; you won't solve the problem in any other way.

57167. (*To Mr Scott.*) Do you agree with that?—Yes.

57168. (*Mr Booth to Mr Barrowman.*) For dealing with all classes, both good and bad?—No. If you alter the law you should have it applicable to all classes, but not compulsory for the parish to relieve them only in that way. They should have the option of relieving cases in the way I suggest by giving outdoor relief if necessary in certain cases.

Need of proper method for dealing with tramps, vagrants, and casuals.

57169. With necessary institutions for dealing with them according to their circumstances?—Yes. In connection with that, would you allow me to say that the tramp question, the vagrant question, is very closely associated? We are here representing our brethren throughout Scotland to-day, and I am sure that this, to the most of inspectors, is a most clamant thing calling for a solution, the dealing with the tramp and vagrant class. The inspectors throughout the whole of Scotland feel that this class is a perfect nuisance and torment to them. There is no proper method of dealing with them, and we inspectors think that your Commission will sit in vain unless you are able to deal effectively with this question of the tramp, the vagrant, and the wastrel.

57170. (*Chairman.*) Are you in favour of the English Departmental Committee's report?—I think they got rather mixed up, and what they have recommended is not quite what I would like. They ignore practically the Poor Law authorities unless in the case of female tramps. Now, however much you may ignore the Poor Law authorities in theory, you cannot ignore them in practice in dealing with this class. I think the recommendations of the Irish Vice-Regal Commission are preferable to the recommendations of the English Committee.

57171. It seemed to me that the idea of recommending the police was that you would be able to establish a uniform treatment which would not be practicable if you left it more or less optional to the different Parish Councils?—I don't see why you should leave it optional in dealing with these people. Our idea is not that you should make provision for tramps and vagrants on the road, but that you should get them removed from the road as far as possible.

57172. Is the tramp a great nuisance in the rural districts?—Yes, a great nuisance, and every inspector speaks about it.

57173. (*To Mr Scott.*) What do you say to that?—It is the general complaint, especially on the main roads, that it is a constant source of annoyance. The difficulty to some extent is due to the small areas, to the facilities for making application. I believe, as I state in my *précis*, that if you had a centre from which they could be dealt with in a larger area, you would modify the evil to some extent. While that class know that they have an inspector's office in every parish, you only perpetuate it. My experience, living out from Edinburgh, has been that where they were dealt with by lax administration, that was one of the means of perpetuating them and keeping them on the road. I found, going out of the Edinburgh office here, that the class that came out were the city paupers who made a circuit out my length and came home by Corstorphine. They would go the round in three or four hours and overtake four parishes. Getting casual relief from the different parishes—as I have found them to do—they would come back to Edinburgh with a good day's wage in their pocket. That is a sort of method that has a tendency to create a large class, and wherever you give them facilities and provide them with meals and lodging, you will find that you always keep them on the road. Take the case of Selkirk, where they had a casual house. An order was given to shelter them for the night without going through the regulations of the central board, there was a casual order given just to go to the house, and the result was that they were infested, as many as thirty coming in a night. After that place was abolished, the result was that they went down to a minimum. I think the Board are cognisant of the circumstances of that case. There are other parishes of the same nature that I could instance.

Evils of lax administration in dealing with tramps.

57174. You speak of the men who came out from Edinburgh and walked through several parishes and returned with a good day's wage in their pocket. How would they get that?—By application to the parish.

57175. What they brought back in their pockets is what they had obtained in a number of different parishes?—Casual relief.

57176. (*Mr Phelps.*) In money?—Yes.

57177. Were they able-bodied?—They might have been found to be so by some medical examination, but we know that this class can assume a severe attack of asthma or rheumatism which the average medical officer has sometimes great difficulty in finding.

57178. Have all these people been passed by the medical officer?—No, that is where the maladministration takes place, where the official to save himself trouble, and to prevent the case becoming a permanent burden on the parish, relieves them in that casual way. I found that in the parish of Currie £15 to £20 was given in the year in that way. I have never had to give a penny since I went there.

57179. Does your Association deal with maladministration of that kind?—We are cognisant of it, but we are not a disciplinary society.

(*Mr Barrowman.*) The Local Government Board has issued a rule that no money is to be given to tramps, but that rule is broken even yet.

57180. (*Chairman to Mr Scott.*) To put it plainly, it is passing on a tramp, buying him off to prevent his becoming a charge to the parish?—To some extent. All he wants is a night's shelter, and of course if there is not a shelter in that particular parish, then they give him a little casual relief in a general way.

57181. They give him lodging money?—Yes.

(*Mr Barrowman.*) The complaint about the country is that they cannot get rid of these people. They are the old "masterful beggars." They will lie on the door mat and refuse to leave until they get something. No inspector with £10 a year would stand that for the sake of 6d.

(*Mr Scott.*) Sometimes the men of this class are strong able-bodied men—navvies, for instance, on the tramp; and they go to the inspector's house, which occupies possibly an isolated position, and they will make it very uncomfortable if he refuses them 2d. or 6d.

57182. (*Chairman to Mr Barrowman.*) If it is unpleasant for the inspector, is it not sometimes still more unpleasant for the wife whose husband is away?—It is far more unpleasant for her. I have heard complaints frequently from the wives of inspectors.

57183. And wives of labouring men—are they much solicited in the country?—I cannot say.

57184. (*To Mr Scott.*) Do you know?—It is principally felt on the main thoroughfares; and in going through a hamlet these men make themselves very obnoxious.

57185. When did you stop this practice of paying money?—It has been stopped since 1893.

57186. Does it prevail in many other parishes now?—It prevails to a great extent throughout the rural districts, I have no doubt.

57187. It is a direct encouragement to the vagrant?—Decidedly. The general experience where they are dealt with in that manner is that by taking their application and sending them to the medical officer you find that you raise their dander, and you get the thing thrown in your face; they say, "We didn't come here to get your line, we want 'a night's shelter," and in a good many cases they withdraw their application before they proceed any further.

Vagrants under police control.

57188. (*To Mr Barrowman.*) You are averse to putting vagrants under the police?—No.

(*Mr Scott.*) The Society's opinion was that the police should deal with the class of vagrant, and that is my opinion too.

57189. (*To Mr Barrowman.*) You don't agree?—I think the police and inspectors should be associated more than they are in dealing with the tramp question.

(*Mr Scott.*) Of course, naturally, that would come if the tramp upon further investigation was found to be a proper object for relief, and then the transfer would be from the police to the Poor Law authority. If he is a tramp going round about the country, he should be dealt with by the police first.

57190. I see, Mr Scott, you have a suggestion here that

the parish and police authorities should keep records of the vagrant class?—Yes.

57191. And you say that at the half-yearly police census particulars should be obtained for the purpose of identification?—Yes. Every half year the police take a census of all the vagrants and tramps found within their area. They merely take the numbers without any further information. I think that when that trouble is taken by the police, it would not be much additional labour if they were to take particulars whereby they could be identified in future. A record should be kept at the County Police Office.

57192. I see that your parish is a comparatively small one, with a population of about 2,500?—Yes.

57193. What remuneration do you get as inspector of poor?—My salary as inspector is £60.

57194. Do you have any other offices besides?—I have all the offices in the parish—inspector of poor, registrar, clerk and treasurer to the School Board, clerk and treasurer to the heritors, and to the various lighting and water committees, which practically take up my whole time.

57195. In fact you hold all the offices except that of schoolmaster?—Yes.

57196. What does that come to in the year—about £300?—No, £180.

57197. The whole thing?—Yes.

57198. (*Mr Booth to Mr Barrowman.*) I gather with regard to the vagrants, you think the subject is too complicated to be dealt with by the police, and it contains a Poor Law element?—Yes, it does.

57199. I notice that all your recommendations require the underlying change of enlargement of area?—Yes, almost all.

57200. In your fourth paragraph you suggest that the Local Government Board should be empowered to combine or detach parishes for administrative purposes. That means complete combination?—Yes.

57201. You would only put the limit that the combination so resulting should not be too large for efficient and effective control?—Yes.

57202. That is not a very close limit. You would be able to have a very considerable area?—Yes.

57203. There is another form of combination which is carried out in Scotland where there is only one poorhouse for more than one parish?—Yes, I know something about that, because I am secretary and treasurer to the Renfrewshire combination poorhouse.

57204. That is a form of combination for a special purpose?—Yes, but it is not extra satisfactory.

57205. How is it done? Do parishes that combine share the cost of the poorhouse which they jointly use?—It must be a voluntary combination.

57206. I understand that?—You will observe that I recommend that this combination poorhouse committee should be a statutory body with greater powers.

57207. Is that in your other paper?—Yes, in the last paragraph.

57208. As a voluntary combination they have a common purse by that combination?—They have not. It is a voluntary contract that is entered into among these parishes, and you arrange that they take out so many shares in this combination, or so many beds if you count a share as equivalent to a bed. They pay for the cost of the buildings, and also for the management of the poorhouse in proportion to these shares or beds that they take. The cost of the maintenance of the poor is according to the number of poor that they send. In getting up this combination contract for Renfrewshire, I inquired at a great many combination poorhouses in Scotland, and I came across one combination contract where the cost of the buildings and management was met according to the valuation of the various parishes. That struck me as a very reasonable arrangement, and I spoke about it in connection with ours, but it was utterly impossible to get it adopted. With a parish such as Cathcart, having a valuation of over £200,000, and a very small number of poor, and a parish such as Neilston, with a valuation of a little over £100,000, and a very large number of poor—perhaps double the number in Cathcart—you could not get these parishes to agree to this basis of payment according to valuation. I should like to see something like that, however, to equalise the rates.

57209. Is the management representative of the parishes?—Yes.

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57210. They send actual members of their councils to share in the management?—Yes, in the management of the poorhouse.

57211. And the system applies both to urban and rural districts?—It applies in all districts where you have a combination poorhouse; but where you have a parish with a large enough population they can erect a poorhouse for themselves, and they have done it all over the country. It is only in the case of the smaller parishes which are unable to erect for themselves that they go in for this combination. We would like to see the provisions for this combination altered somewhat.

Care of neglected children.

57213. Take paragraph 9, which deals with the taking of children away from their dissolute parents. You said it would not do to give the parents an advantage in that matter. Would you reckon to be able to make them pay?—If possible by some drastic means if you get at them, but the majority you cannot get at. I think they should be sent to a labour colony or workhouse.

57214. You suggest that the parents be sent to an institution of that sort, while the children are taken away from them?—Yes.

57215. If you take away the children it is not generally with the parents' goodwill; they would rather keep the children than lose them?—They always profess that, but they are not very long away before they get reconciled to it.

57216. Until they reach an age when they can work?—Yes, but under the Custody of Children Act we have certain powers. You can refuse to hand the children back to the parents until they get an order of court, and if you can show that they are unfit, their application for an order will likely be refused. I have taken children away from mothers when they became chargeable, and I have refused to hand them over again under that Act.

57217. You do not have the same law with regard to adoption as they have in England. Can Parish Councils adopt children?—No, I don't think so.

(*Mr Scott.*) It is only under the Custody of Children Act where they become chargeable to the parish. The parish has power to retain them until they get an order from the court.

57218. Have you any means of separating the children from their parents?—Not unless under that Act.

(*Mr Barrowman.*) And by refusing to tell them where they are, as I have done.

57219. Your object in your suggestion to increase the age, Mr Barrowman, is to let them reach the age when they are sufficiently self-supporting and strong enough in their individuality to stand alone?—Yes.

(*Mr Scott.*) Yes.

Lunatic asylum districts.

57220. (*To Mr Barrowman.*) With regard to the districts for lunatic asylums—are these districts used for any other purposes, or simply for that one purpose?—Just for that purpose, although in some cases they are taking in private patients without going through the inspector of poor.

57221. The districts are either counties or multiples of counties?—Yes.

57222. Are the parish boundaries and the county boundaries almost always coterminous?—Yes. The Boundaries' Commissioners arranged that, except in a few cases. My parish is one of the exceptions, being partly in Glasgow and partly in Renfrewshire. There are only a very few cases where the boundaries are not coterminous.

Procedure as to application for outrelief.

57223. (*Mr Phelps to Mr Barrowman.*) As to administration, a person in distress makes application to you for relief?—Yes.

57224. You enter that application in a book?—Yes.

57225. With what amount of detail?—Full details.

57226. Including wnat?—The book is a record of applications supplied by the Local Government Board. It includes particulars about almost everything, but I even go beyond the statutory questions and enter further particulars. It gives every information.

57227. Is that book submitted to the general superintendent?—It is submitted to the Parish Council in the first place, and then to the general superintendent when he visits the parish.

Proportion of relief given in kind and money.

57228. What proportion of the relief in your parish is given in money and what proportion is given in kind?—A very small proportion is given in kind.

57229. One-tenth?—No, a mere fraction. We only give it in kind to a few cases under exceptional circumstances,

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where they are unable to take care of money. Otherwise they are offered the poorhouse.

57230. Would that be because of their habits of life?—Yes, purely.

Relief to dependants of prisoners.

57231. What class of people would you have who were eligible for outdoor relief under those circumstances?—We have a great many cases applying where the husband has been sent to prison for ten days or a fortnight, and where there are children. The woman is perhaps not very capable of taking care of money, and in such a case we would give a line for provisions for the time of her husband's imprisonment.

57232. What will she do in the matter of rent?—The rent is monthly and it runs on. They cannot be turned out for the short time of imprisonment.

57233. You have no rule that the widows of prisoners are to be relieved by the poorhouse?—No, although we have tried it several times. Speaking generally, it is a good rule.

57234. If you give the offer of relief from the poorhouse only, and the person does not go into the poorhouse, what is your duty?—Our duty ends.

57235. Are you ever instructed by the Parish Council to watch the case?—No.

57236. You would not give any relief in money under those circumstances?—Not as a rule, but I have done it in exceptional cases.

57237. (*To Mr Scott.*) What is your practice?—Our practice is that if the manner of relief is not accepted, then our responsibility ends there, unless there is a re-application.

Attitude of Parish Councils on refusal of paupers to enter Poorhouse.

57238. Suppose you take the case of an old bedridden woman, who would be much better in the poorhouse or hospital, but who refuses to go, do you feel you have discharged your responsibility?—No, not in a case like that. In a case like that, if the woman absolutely refused, we would require to make some provision through relatives, and if not by that means, then by getting someone to take care of her.

57239. You would practically have to give her outdoor relief?—Yes.

57240. How long would that continue?—As long as it was required, if you could not get her to go to the poorhouse.

57241. She would be practically defying the Parish Council in that matter?—Yes.

Systems of paying relief to paupers.

57242. (*To Mr Barrowman.*) Do you make payment to your poor people in their own houses?—No, they come to my office.

57243. In larger parishes and towns do they have pay stations?—Yes. I have a pay station in my parish, which is not a large one. I go to a village and pay them there to save them coming to my office.

57244. Do you think that is a good system?—Yes; I think it is a pity to have twenty old women walking two miles when the inspector can walk it.

57245. Don't you think it is better that the inspector should visit them in their own houses and pay them there?—No, I do not know what good that would do.

57246. He would get a better knowledge of the cases?—We know them all. I have found them with a gill bottle of whisky that they have got between the pay station and their house, but that was not unexpected.

57247. (*To Mr Scott.*) Do you agree that it is not desirable or necessary to pay the cases in their own houses?—It is not necessary, and it would increase the management.

57248. It would increase your knowledge of the cases?—We are under obligation to make certain statutory visits twice a year. A Parish Council can make whatever regulation it considers desirable, and some of them have four visits in the year. Most of the inspectors who take an intelligent interest in their work consider it necessary to pay the visits at irregular times. If you call at a special period of the year, then the pauper is aware of the date of your visit, and, of course, everything is in preparation.

Payment of relief to children.

57249. (*To Mr Barrowman.*) Have you any rules about paying relief to children?—There are no regular rules by the Parish Council, but I insist that no children shall come to my office for the aliment. They have attempted that and they do it yet, but I have even retained the money until the adult came for it, because I do not believe in mixing up the children with the adults in the pay-hall.

Payment of relief to children.

57250. Is that rule generally observed?—I cannot say.

57251. Has your Association ever pronounced on a point of that sort?—No.

57252. (*To Mr Scott.*) Do you know about that?—In a good many cases children do come for the payment of the aliment.

57253. Do you think it a good system?—No, it is not at all desirable.

Number of cases dealt with by Inspector.

57254. I see you speak about the size of districts and the difficulty of dealing with a large number of cases effectively. What kind of number, Mr Scott, would you say an inspector of poor can deal with satisfactorily?—Of course it is rather difficult to answer that question right off, but I know that in the city districts from 150 to 200 registered cases are placed under the supervision of a district inspector. But then in addition to that he has to deal with all the applications received in that district, and he may have on an average from six to ten new cases each day. Under the Scottish law he has all the investigation to make in regard to the circumstances of each case, and, in addition, to determine the parish of settlement. That clerical work and investigation work monopolise almost two-thirds of the time in the city parishes.

57255. You would say that from 150 to 200 cases were about as many as a man could handle?—Yes, that is registered cases.

57256. That is in the city?—Yes.

57257. It would be different in the country?—Yes.

57258. (*Chairman to Mr Scott.*) Has the inspector to deal with lunacy cases?—Yes.

57259. Do they take up much time?—As a rule they do. You generally find that a lunacy case monopolises the greater part of a day.

(*Mr Barrowman.*) And they usually occur at night, or on Sunday, or on Saturday afternoon.

Suggestions as to settlement.

57260. (*Mr Phelps to Mr Barrowman.*) Do you find that much of your time is taken up with settlement cases?—Not very much. I think that in making inquiries as to the circumstances of the case it takes very little additional time to go into the settlement as well.

57261. Have you any suggestions to make with regard to settlement, as to its modification?—My suggestions are enlarged areas—that would remove a large number of disputes; then the payment of lunatics—they have formed a large part of the cases that have been disputed. Another suggestion is that you should fix the age for children up to which age they take the settlement of their parents.

57262. Would you be in favour of abolishing settlement altogether?—You cannot abolish the law of settlement altogether unless you have a national poor rate.

Pros and cons of a national poor rate.

57263. What do you mean by "a national poor rate"?—There are various ideas about that. I understand that the Irish idea is a poor rate raised in Ireland alone.

57264. Do you mean it would be levied on lands and houses as now, or that it should be paid as income tax?—I do not care how you raise it as long as it is a national poor rate. The idea is to get it out of means and substance.

57265. Do you think it would make for economy in administration?—It would if you abolished outdoor relief, but you could not have economy in administration if you gave to the local body the administration of what you got out of the national exchequer; you would require to take it out of the hands of the local body, or abolish outdoor relief, which might be a very good thing, but I do not think the country is ready for it.

57266. You could only apply a national poor rate to the maintenance of the institutions?—Yes, and we advocate that.

57267. You would not carry it beyond that?—No.

57268. Would you be prepared to put poorhouses on the national rate?—I say that I am of opinion that a Government grant for indoor relief would be a desirable thing, not only as an inducement to Parish Councils to offer such relief more frequently, but also in assisting to remove rating anomalies. I do not think you could possibly have the whole of the poorhouses maintained by the national rate.

Accommodation in existing poorhouses.

57269. How far are the poorhouses adequate for accommodation now?—In some cases they are inadequate and in other cases they are more than adequate. I think Mr MacNeill, when he was visiting officer, remarked on two poorhouses in Caithness, in the north of Scotland, where

they had accommodation for over a hundred inmates, and there were only thirteen in both poorhouses with a staff of eleven officials.

57270. I see you are very severe on cases of desertion. Do Parish Councils make any distinction in cases of desertion as to where the culpability lies?—Yes.

57271. You have no uniformity?—No. There are cases that I would not prosecute for desertion. I am so satisfied that the woman is so much to blame that I would not dream of prosecuting the husband.

57272. Do you give relief in cases of deserted wives?—Almost never. In cases where we are satisfied that the woman is quite decent and respectable, and that it is through no fault of hers that the husband has gone, then we do give outdoor relief.

57273. But you find those cases very rare?—Yes, there are faults on both sides in almost every case.

57274. (*To Mr Scott.*) Then you speak of indifferent housing?—Yes.

57275. Do the Parish Council take any cognizance of that?—No.

57276. Do they give outdoor relief indiscriminately without asking about the accommodation of the houses?—No.

57277. Do you find that where the housing is bad they refuse outdoor relief?—Not unless they are in a very unsatisfactory state.

57278. In the course of the last year, how many cases have you had where outdoor relief has been refused on that ground?—None.

57279. And in the course of the last five years?—None.

57280. Do they ever report such cases to the local sanitary authority?—I think it has been reported in one instance.

57281. Take a case of overcrowding. They are quite indifferent in their administration in regard to that?—That is the Parish Council?

57282. Yes?—Not so far as my Parish Council are concerned, because most of the cases of our outdoor roll are aged couples living together.

57283. But in a case where there was distinct overcrowding in the family, would they take that into account?—I do not think so. That was not the case in Edinburgh when I was there.

57284. Take phthisis; would they give outdoor relief there?—Yes, when the case was a proper object for relief.

57285. Would they consider the conditions under which they lived?—They might make a representation and endeavour to get the case removed, but beyond that they could take no action.

57286. I see that a large number of Irish received relief in your district?—Yes.

57287. What has brought them in?—I think it was originally due to the fact that in the hill parts of my parish the Edinburgh reservoirs and waterworks were made about 1827. I think they must have come at that period and have remained on.

57288. You find that they are less thrifty than the original population?—Yes.

57289. (*Miss Hill to Mr Barrowman.*) In paragraph 13 you say that you are of opinion that the provision in the Poor Law Act of 1845 that no able-bodied person, although destitute, should have the right to demand relief, might be continued, but that Parish Councils should have the option of granting relief. Is that a general opinion among the inspectors?—I do not think so.

57290. It is your own individual opinion?—No, it is held by a large number, but I do not know that it is universal.

57291. You would not propose to go a step further, and give an able-bodied person a right of relief?—Not unless you make sufficient provision for that class by a labour test.

57292. We have been informed that the Scottish consider that their Poor Law is much more satisfactory than the English Poor Law in so far as it excludes the able-bodied. Is that a general opinion, or are people much divided?—There is a division of opinion on that subject, but I think the majority of parochial officials and members of Parish Councils are opposed to giving the able-bodied a right to demand relief.

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57293. And they would be opposed to this medium course?—I do not think they would be opposed to this option.

57294. Except that I suppose then there would be a temptation to the Parish Councils to do so,—it would be much more difficult for them to refuse?—I am afraid that an option would count much the same thing as a right.

57295. And practically the option would be used very largely by the councils?—Yes.

Liability of sons-in-law for maintenance.

57296. (*Mr Gardiner to Mr Barrowman.*) I notice from paragraph 16 that you want the liability for maintenance extended to sons-in-law?—Yes, we come across cases where a son-in-law is well-to-do, and he is not legally liable under the decisions of the Court following the Married Women's Property Act. We had no idea that that Act was ever passed with the intention of relieving sons-in-law. It is by some loophole that their liability has been excluded under that Act. There were several decisions by the sheriff courts, some in favour of the son-in-law still being held liable for parents of the wife, and others against it, until I think it went to the Court of Session, where it was decided that the Married Women's Property Act applied in these cases. But we had no idea that that Act was ever intended to cover such cases.

57297. You think that on the whole sons-in-law ought to be liable?—Yes, if they are able. It is a natural obligation.

57298. It would not tend to interfere with the relationship between the husband and wife?—No, I think if a man and wife are of the right sort the wife's obligations to her parents should be transferred to her husband.

57299. In those cases no legal compulsion would be required?—I would suppose so.

57300. You have to consider the wrong sort of course?—Yes.

57301. (*To Mr Scott.*) Do you agree with that, Mr Scott?—Yes. I have seen cases where a family of daughters all took husbands and the old couple left in destitution. Now I consider that both morally and legally the husband should be compelled to contribute in cases like that.

Qualification and training of relieving officers.

57302. (*To Mr Barrowman.*) Referring to paragraph 12, you would like an order from the sheriff or some one of that kind?—Yes.

57303. You want a sheriff's order?—Yes, we want some magistrate's order.

57304. As regards the answer that you both made about the training of relieving officers, you used the words "qualification" and "training," and also the word "selection." Now, what do you mean by the training of a relieving officer?—He must have some experience of the work.

57305. Will you tell me in what way?—As assistant in an office where assistants are trained.

57306. As a paid assistant?—Yes. He should have some chance of promotion where he is trained in an office for four years or more.

57307. He should have training under the supervision of an inspector?—Yes.

57308. And not of the central authority?—No. He would pass some examination that would be instituted by the central authority to show that he had experience and qualifications.

57309. As a preliminary to training?—We have not thought of a preliminary examination to the training.

57310. (*To Mr Scott.*) Have you thought out any plan of a service of inspectors of poor?—Not beyond the practical training under an inspector.

57311. Or a clerk in a big office?—Yes, and then an examination which might be instituted under the authority of the central board.

57312. You have not gone any further than that?—No.

Withdrawal of Parish from combination poorhouse.

57313. (*To Mr Barrowman.*) Can a parish withdraw from a combination poorhouse at will?—No, not unless the contract does not bind them, but almost invariably the contract binds them to remain in unless with the consent of the other parishes.

Care of neglected children.

57314. Do I understand you rightly that you wish powers of adoption of children to be given to parish councils?—No.

(*Mr Scott.*) No.

(*Mr Barrowman.*) Unless in those cases we referred to.

57315. Cruelty to children cases?—We wish to take

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those cases where they are so bad that they are unable to look after their children.

57316. And the parents should lose all control for life?—Not for life, but until the parent showed reformation.

57317. That would be up to the age of sixteen or eighteen?—It might be less.

(*Mr Scott.*) We wish to be able to deal with the cases of vagrants wandering through the country.

57318. Do you inspect boarded-out children?—We visit the boarded-out children regularly along with the registered poor.

Inspection of boarded-out children.

57319. That is three times a year?—It is according to the regulations of the Parish Council. They may say four times or six times a year, whatever times may be specified.

57320. You pay the charges for boarding out to the guardians?—The aliment is fixed by the Council and paid by the inspector.

57321. Do you think that inspection is adequate—would you like to have more of it?—I think it is quite adequate. In addition to the parish of settlement making visitation, the parish in which they are resident has also a certain supervision.

57322. So that means four or five inspections a year?—They may not necessarily inspect the children, but they are supposed to take supervision of them.

57323. Do you inspect the boarded-out lunatics?—Yes, the inspector does that.

Inspection of boarded-out lunatics.

57324. How often?—Twice a year.

(*Mr Barrowman.*) Over and above that the Board of Lunacy officer visits at least once a year.

57325. Both male and female?—Yes.

57326. Do you think it would be better to have female officers visiting the female lunatics?—Where there are a large number of cases it might be advisable, but if the male officer is a married man I do not see that there should be any difficulty.

Workmen's Compensation Act as a cause of pauperism.

57327. (*To Mr Scott.*) In paragraph 14 you say that the Workmen's Compensation Act is a cause of pauperism. Can you give any definite cases?—I cannot state any definite cases from my own experience, but I have information about a number.

57328. Are these in your own district?—No.

57329. (*Professor Smart to Mr Scott.*) Are these casual shelters universal in all parishes?—They are pretty general throughout the country.

57330. But they are not universal?—No.

Relief to casual able-bodied.

57331. Do they belong to private owners as a rule?—Sometimes they do, and sometimes they are houses rented by the Parish Council. The Parish Council rent a house and put a pauper in charge of it, and they pay her either an aliment or a wage—you may call it the one or the other.

57332. The former are purely private lodging-houses?—They consist of a room or two rooms, as the case may be.

57333. And are they under supervision?—Not beyond the supervision of the inspector of poor if it is rented by the Parish Council, but if it is a private house then there is no supervision beyond that of the sanitary authorities.

57334. If you were an inspector in a rural parish, and an able-bodied man came to you at night and said he was starving and had no money, would you send him to one of those casual shelters?—If the parish provided such a thing.

57335. And if they did not, would you send him to a lodging-house?—No, not if the man was able-bodied and could be dealt with in the ordinary way by application and medical certificate.

57336. But if he came late at night?—If he was able-bodied and admittedly so, I would refuse.

57337. You would refuse absolutely?—Yes.

57338. Do you think that is usually done?—No, I daresay it is not usually done. The casual relief that is given is a simple method of getting rid of the case.

57339. Actual money is given?—Yes.

57340. To enable the man to go to a lodging-house?—Yes, or to provide himself.

57341. So you virtually recognise relief of the able-bodied to that extent?—Yes, to that extent.

57342. You are pleased with the method of election of Parish Councils?—Yes, it is a distinct improvement upon what formerly existed, and it seems to work satisfactorily.

Election and personnel of Parish Councils.

57343. Do you think the *personnel* of the Parish Councils is satisfactory also?—In some districts it may not be quite satisfactory. In a good many cases I know that they are not much removed from the state of pauperism themselves.

57344. But on the whole they are satisfactory?—Yes.

Dissolute pensioners becoming paupers.

57345. (*To Mr Barrowman.*) Regarding paragraph 17, have you thought of any plan of getting pensions assigned in the case of soldiers who have become paupers?—Assigned to some outside parties?

57346. No, assigned to the poorhouse authorities?—We attach the pensions in these cases.

57347. Absolutely?—Yes, to the extent of the average cost per day in the poorhouse.

57348. What is meant by what I have heard, that a pauper discharges himself and drinks his whole pension?—He cannot do that, because we have attached a portion of it, but he is often able to go and drink with the balance.

57349. How do you attach any portion of it?—We claim from the War Office. It is deducted from the pension at the next quarterly pay day.

57350. Is that quite a common thing?—Yes.

57351. By arrangement with the War Office?—Yes. I had a drunken character who had an Indian pension, and they would not allow us to attach it. It had to be paid to the man, and he went and drank the whole of it.

(*Mr Scott.*) We can only charge the exact cost per day in the poorhouse, and he may have a balance to draw.

57352. Suppose he gets his pension on 1st January, and he goes out on 1st January, what portion could you attach?—He has to get his certificate of identity signed by the medical officer, and we send in our claim along with the certificate to the War Office.

57353. For past expenses?—Yes.

(*Mr Barrowman.*) And it is deducted from the future.

57354. (*The Bishop of Ross to Mr Barrowman.*) Do you think it desirable that the pension should be paid oftener than quarterly?—That class are not able to keep a pension or allowance for any length of time. Whenever they get a large sum it goes away at once. If they were paid fortnightly it would be about as much as they could take care of.

57355. Through whom would you have it paid fortnightly?—Through the post office.

57356. And by the War Office authorities?—Yes, the pension authorities.

57357. The pensioner would have to be identified each fortnight, I suppose?—Some arrangement would require to be made for that. I do not think it is an insuperable difficulty.

57358. There may be some additional expense?—Yes.

Training and qualifications of Inspectors of Poor.

57359. (*Mr Patten-MacDougall to Mr Scott.*) Both of you gentlemen have had, before you reached your present positions as inspectors, considerable training in other posts? I think you both began in the offices of other inspectors of poor?—Yes.

57360. And that is the kind of training which you think is extremely beneficial before you are placed in the position of full inspectors?—Yes.

57361. That is what you suggest should be carried out to a certain extent?—Yes.

57362. When gentlemen are appointed to the office of inspectors of poor, they ought to have had some previous experience in Poor Law administration?—Yes.

57363. Apart from the question as to whether there should be some specific examination?—Yes.

57364. And from your knowledge, it is a usual practice in Scotland, that except in very small parishes if possible an inspector of poor should have had some previous experience?—It is becoming more general, but formerly it was not.

Number of cases dealt with by Inspector of Poor.

57365. As regards the amalgamation of parishes, which you think would be a good thing, I suppose one very material matter in order to enable you to administer your parish well is that it should not be too large, so that you may yourself have individual knowledge of the people who are either in receipt of relief or are likely to apply for relief?—Yes.

57366. And you think that is almost a requisite on the

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part of inspectors in order to have efficient administration?—Yes.

(*Mr Barrowman.*) I should put the number of poor that one inspector could take supervision of much higher than Mr Scott has done.

57367. To what extent?—If you include lunatics in the asylum and poorhouse cases and such like, there is no reason why an inspector should not be able to supervise very efficiently a poor roll of from 500 to 1000. Of course that is with assistance. He would well be able to know all about them.

57368. He would have a knowledge of the individual paupers?—Yes.

57369. And their surroundings?—Yes, of course with assistance.

57370. He would require to be a whole-time official?—Yes.

57371. Of course that mainly refers to the large city parishes?—I am afraid you would require to deal with them in a special manner. I think they are too large in some cases.

xtension of owers of ocal Government Board.

57372. You were asked as regards the poorhouse rules. I think the position is this, that shortly after the passing of the 1845 Act certain model rules were drawn up by the Board of Supervision?—Yes.

57373. And it is optional on the part of the poorhouse committees to adopt these rules?—Yes.

57374. There is no compulsory power on the part of the Local Government Board or the poorhouse committees to put these rules into operation?—That is so.

57375. You think it right that such power should be given to the Local Government Board?—Yes, for the uniform management of poorhouses.

57376. In paragraph 14 you say that Parish Councils should have power under suitable arrangements to emigrate children. That power does not exist at present?—No.

57377. The view being that Parish Councils having boarded-out children or children under their care are more or less in the position of the parents of the children, and the children ought not to be removed out of their jurisdiction. I think that is the view that holds in Scotland?—(*Mr Scott.*) Yes.

57378. (*To Mr Scott.*) And that is the reason why emigration has not been permitted where powers have been asked to sanction emigration?—Yes.

57379. Do you think that should be altered?—There are cases where it might be necessary under the approval of the central board to have power to do that, because in some instances I have known them to get Quarrier's Homes to take over the children, perhaps with a view to sending the children out to relatives abroad.

57380. They were handed over by the Parish Councils to Quarrier's Homes and then they were emigrated?—Yes.

57381. The Parish Councils relieving themselves of responsibility in the matter?—Yes.

(*Mr Barrowman.*) We only want the power that Quarrier's and these other homes have under suitable circumstances and arrangements to send children abroad.

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57382. In paragraph 15 you suggest that application for Poor Law relief should be held to operate as an assignation of property to extent of advances and interests, the conditions at present being, I think, that no property to which a pauper may at the time be entitled or may afterwards succeed, may be claimed against him by the Parish Council unless they have obtained an assignation when relief was first given?—Yes, even with an assignation it would be held to be irrecoverable, because they are not in possession of any means when they are chargeable to the parish. It is something they may fall heir to afterwards.

Mr David Barrowman, and Mr Malcolm W. Scott.

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Poor Law relief to operate as an assignation of property.

57383. That is what you want to get at?—Yes.

(*Mr Scott.*) We want to have power to recover advances.

57384. (*To Mr Barrowman.*) Not only as against what the pauper has at the time when he gets relief, but also against anything to which he may succeed afterwards?—Yes.

57385. The Parish Council are not entitled to get any funds to which the pauper succeeds later on?—That is so.

57386. Suppose the pauper inherits something and ceases to be a pauper, the Parish Council have no right of relief against the money to which he succeeds?—That is so.

57387. And you wish the law altered in that respect?—Yes.

Government audit preferable for Parish Councils.

57388. In paragraph 27 of your joint statement you say that Parish Council auditors should be appointed and paid as in England. I do not quite follow what you are hinting at there?—There are complaints throughout Scotland that the auditors appointed by the Local Government Board have to serve their apprenticeship in their Poor Law knowledge and otherwise, and we are subject to the idiosyncrasies of these different auditors, who have no special training in parochial accounting. Besides, we have to pay the whole cost of these auditors. We think the English system is preferable, the auditors being civil servants paid by the Exchequer with recovery of so much from the unions. You would then have uniformity and we would know where we stood.

57389. You prefer a government audit to the existing conditions in Scotland?—Yes.

57390. And you think that would be more satisfactory and lead to greater uniformity?—Yes.

57391. It would necessarily involve knowledge of Poor Law legislation on the part of the people appointed?—Yes.

57392. And also of administration?—Yes.

(*Mr Scott.*) That is so.

Responsibility of Inspector of Poor on refusing relief.

57393. With reference to the responsibility of inspectors of poor in the case to which the chairman drew your attention where relief is refused, I do not know whether you are aware of the only case so far as I know in Scotland where criminal proceedings were taken?—Yes, there was a case in Orkney.

57394. I daresay you are aware that that case is cited in the report of the Departmental Committee on Medical Relief, and a full account of it is given on page 83. The result was that it was admitted by the inspector of poor there that he had committed an error of judgment which amounted to neglect of duty, but fortunately it did not result in either causing or accelerating the old woman's death, and accordingly it was not visited criminally upon him at all. The circumstances were such that in the first instance the Crown authorities thought it was right to take action?—Yes.

57395. Are you aware of that?—I remember the trial at the time.

Mr John Thomson, called and examined.

Mr. John Thomson.

57396. (*Chairman.*) You are Governor of Govan Poorhouse and President of the Association of Poorhouse Governors for Scotland?—Yes.

57397. You have been good enough to send us a statement. I understand the first part of that paper represents your own views and experience, and in the second part you allude to the request which you are authorised to make on behalf of the association of poorhouse governors in connection with tenure of office and superannuation?—Yes.

(*The witness handed in the following statement.*)

Qualifications of witness.

1. From May 1875 to May 1882 I was Governor of the Buchan Combination Poorhouse, East Aberdeenshire; from May 1882 to March 1893 Superintendent of the Riccartsbar Asylum, Paisley; and from March 1893 I have held my present appointment.

Social Condition of Govan Parish.

Social conditions of Govan Parish.

2. Excepting Hillhead and Kelvinside on the north, Pollokshields and Dumbreck on the south, the population is largely composed of the artisan and labouring classes.

Indoor and Outdoor Relief.

Class best benefited by indoor relief.

3. Indoor relief seems to me to be the best way of dealing with the aged and infirm, the dissolute, the improvident, and a growing class who migrate between the "model," the poorhouse, and frequently the prison. Of the first-named class, a large proportion of them have no friends to care for or take an interest in them, and, sad to say, not a few have friends and families who will not do so.

Mr John Thomson.

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The Classes of Persons applying for Relief.

4. The following table gives the number and ages of the persons who received indoor relief during the years 1897 and 1906. Children are not included.

Number and ages of indoor paupers in Govan during 1906–7.

1897.

	15 to 25.		25 to 35.		35 to 45.		45 to 55.	
	M.	F.	M.	F.	M.	F.	M.	F.
House, . .	22	38	59	82	92	81	122	70
Hospital, . .	46	36	86	60	108	57	85	39
Total, .	68	74	145	142	200	138	207	109

	55 to 65.		Over.		Total.	
	M.	F.	M.	F.	M.	F.
House, . . .	162	75	124	92	581	438
Hospital, . .	59	42	51	57	435	291
Total, .	221	117	175	149	1,016	729

1906.

	15 to 25.		25 to 35.		35 to 45.		45 to 55.	
	M.	F.	M.	F.	M.	F.	M.	F.
House, . .	94	77	161	142	312	114	391	152
Hospital, . .	103	68	167	81	219	99	212	80
Total, .	207	145	328	223	531	213	603	232

	55 to 65.		Over.		Total.	
	M.	F.	M.	F.	M.	F.
House, . . .	416	132	274	113	1,648	729
Hospital, . .	149	54	105	114	965	496
Total, .	565	186	379	229	2,613	1,226

5. The above figures show an increase of 157·4 per cent. in the number of males and 68·2 per cent. in the number of females admitted, or a total increase of 120 per cent. during the last decade, while the increase in the population may be stated as 8·5 or 9 per cent. There is an increase of 121·7 per cent. of males and 70·44 who received treatment in the hospital; an increase of 158·1 per cent. in the number of males between the ages of 15 and 45 and of 172 per cent. in those between the ages of 45 and 65 who were admitted direct to the poorhouse, and did not pass through the hospital.

The Causes of Pauperism.

Causes of pauperism.

6. The main causes of pauperism are intemperance, trade union conditions of labour, the Employers' Liability Act, and improvident marriages; the last has, I think, a considerable bearing on the first, particularly in a parish such as Govan, where the majority of the young women are engaged in factories, warehouses, shops, etc.; too few of them care to learn cooking and housekeeping. The result is often a miserable home, and the husband finds more comfort in the public-house or in the "model." The trades union insists on a uniform rate of wages, and employers naturally prefer the younger and more active. The same applies to the Employers' Liability Act; a man with grey hairs or spectacles is badly handicapped.

The Expediency and probable Effect of giving Able-bodied Persons a Claim to Parochial Relief.

Expediency of giving parochial relief to able-bodied.

7. In a parish such as Govan, where labour disputes affecting large bodies of men might occur at any time, the right to demand relief on the part of able-bodied persons would be a serious matter. To meet such a demand would mean a large addition to buildings; and supposing outdoor relief were given, it might mean at any time a large addition to the rates. In my opinion, distress committees are best fitted to meet emergencies of the kind. They should have powers to acquire land or carry on industries where a certain return could be got in labour.

The Suitability of existing Areas for the Purpose of administering Relief.

Suitability of existing Poor Law areas.

8. For ordinary administration, too large areas do not tend to economy or efficiency in administration; and in many of the sparsely populated parishes, particularly in the Highlands and Islands, such areas would entail hardships on the recipients, whether indoor or outdoor relief were given.

Segregation and protection of Poor Law children.

9. *The Children.*—These should, as far as possible, be kept apart from the adult inmates, and in the larger houses, in separate buildings, parents and friends being allowed to see them at reasonable and stated times. Such a home can be seen at Govan poorhouse. There is also a Convalescent Home in the Island of Bute, where the Parish Council rent a fine old house which gives accommodation for thirty children, and to which the more delicate of the children are sent in rotation. Powers should be given to Parish Councils and House Committees to assist children desirous of learning trades, and to prevent dissolute parents or friends from removing them.

Increase of Poor Law powers of detention.

10. *The Adults.*—Powers should be given to detain for a stated period persons who are by habit and repute "ins and outs," particularly in the case of those who have families. Labour colonies, or separate buildings, should be provided for the increasing number of comparatively young men and lads who frequent some of our poorhouses. They are a source of annoyance to the older inmates, and interfere with their freedom and comfort. During the last decade there has been an increase of 158 per cent. in the number of this class admitted direct to the poorhouse.

Combination of Parishes for treatment of sane epileptics.

11. *Sane Epileptics.*—These should not be sent to the ordinary wards of a poorhouse. There can, I think, be little doubt as to the benefit to them of congenial, healthy outdoor work. A sufficient number of parishes might be combined to warrant the formation of a separate establishment, where they might be employed in the cultivation of land, etc.

Discipline of Poorhouse Inmates.

Discipline of poorhouse inmates.

12. Except for trifling cases, punishments for offences should be dealt with, as in England, by the Sheriff, magistrate, or justice of peace. Any punishment the House Committee or Governor of a Scottish poorhouse can inflict is no deterrent to a certain class of inmate, and its legality is doubtful.

Tenure of office and superannuation of Poorhouse Governors.

13. On behalf of the Association of Poorhouse Governors for Scotland, of which I am President, I would respectfully ask the Royal Commission to give their most favourable consideration to our request to have the Scottish Law assimilated to that of England and Ireland in regard to tenure of office and superannuation.

14. Excepting inspectors of poor and poorhouse medical officers, Poor Law officials in Scotland are appointed and dismissed on the sole authority of the Parish Councils; and considering the difficult and often delicate duties governors and matrons have to perform, our Association humbly submit that, in fairness, we should have the right of appeal to the Local Government Board.

15. As regards superannuation, our Association hope and believe that poorhouse governors have as high an appreciation of their duties as the Poor Law officials in England and Ireland, and they respectfully urge that their claim to equal treatment will be acknowledged.

57398. (*Chairman.*) The poorhouse officers, I assume, are all whole-time officers?—That is so.

57399. Is there any case where there is a poorhouse officer who is not a whole-time officer?—I am not aware of any governor or matron who is not a whole-time officer, and I do not know of any poorhouse official who is not wholly engaged in that work.

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Tenure of office and superannuation of poorhouse governors.

57400. What is the point about their tenure that you would wish to be modified, that they should not be dismissed except with the approval of the Local Government Board?—We should have the right of an appeal to the Local Government Board. At present we are entirely under the control of the Parish Council.

57401. It has been stated to us as regards the inspectors that the Parish Councils sometimes get over the difficulty of a pension by retaining the inspector on his salary and appointing an assistant inspector. Is there anything of that sort ever done as regards poorhouse governors?—Yes, it has been done in four cases, I think, to my knowledge.

57402. I suppose I may take that as implying that the Parish Council admitted that the Governor was past his work, and this was the only way of compensating him?—Yes.

Administrative control of Govan Poorhouse.

57403. That seems to be the point as regards the tenure. You are governor of the Govan poorhouse, which is a very large house, I understand, with a large hospital attached to it?—Yes.

57404. Have you administrative control over the whole of the hospital?—Yes, of course in consultation with the chief medical officer. We have three medical officers. I take nothing to do with the hospital so far as regards the purely medical work. We consult only on questions of administration.

57405. Are the three medical officers resident?—Yes.

57406. Is there a matron?—We have a lady superintendent of the hospital, and a matron in the poorhouse, and practically another matron in the lunatic wards where we keep 200 lunatics.

57407. I suppose the lady superintendent has the nurses under her?—Yes.

57408. Neither she nor the doctor has power to dismiss the nurses—that rests with you?—They simply suspend and report, and then of course I call into council the chairman of the house committee.

57409. Has there been any inconvenience in consequence?—I have never seen any.

57410. Your relations are satisfactory with the lady superintendent and the medical officer?—They could not be more so.

Statistics of pauperism in Govan.

57411. Looking at your paper I see that you give us some very interesting figures. You contrast the year 1897 with the year 1906, and you give the numbers of persons who received indoor relief in each respective year. You analyse those figures in paragraph 5, and you show that they give a very large increase in the number of males and females admitted to the house. Has there been any corresponding increase in pauperism generally in Govan in that interval?—Not to the same extent.

57412. You point out that the figures show an increase of 121 per cent. of males and 70 per cent. of women who received treatment in hospital, but there is a much larger increase in the number of males and females who have come into the poorhouse?—I think the increase referred to is males.

57413. Yes, it is males. I can understand the increase in the hospital, because I assume your accommodation has been enlarged?—Yes, it has been enlarged, and there is not the same antipathy to take advantage of the hospital that there used to be. We are looked upon as practically fulfilling the purposes of a city hospital now more than of a parochial hospital.

57414. There being no general hospital in Govan?—That is so.

57415. You are unlike Glasgow in that respect?—Of course we take in a considerable portion of Glasgow. We take in the whole of the south side of Glasgow.

Effect of lax administration on unemployment and pauperism.

57416. What causes this great increase of males in the poorhouse? Has there been a change in the policy of administration in Govan during this period?—There has been a considerable change in the policy of administration, and there is a deplorable change, I think, in the condition of the people; that is to say, in a certain section of young men who have learned no trade; they get out of work, out of elbow, and they simply migrate between the poorhouse and the model, and very often the prison.

57417. This class is a young class?—Yes, they are a young class between the ages of 15 and 45. I can give you an illustration. This day week I had a meeting of my revisal committee which revises the indoor roll, and I put before that committee some twenty-four able-bodied men ranging from 24 to 43, and they were all put out of the house; but they simply come back into our hands.

Effect of lax administration on unemployment and pauperism.

57418. That is to say there are a considerable number of boys in recent years who have left school and have taken up no regular occupation, nor have they attempted to train themselves for a regular occupation?—That is so.

57419. Do you think that is on the increase?—Undoubtedly. Even since I went to Govan first it has doubled itself. In the thirty years in which I have been engaged on parochial work it has more than trebled itself. Seemingly the Scottish independent spirit is dying out.

57420. Has employment been very slack of recent years?—No, employment is very good at the present moment.

57421. You are afraid it is a sort of moral degeneracy that has overtaken a certain section of the community?—I cannot account for it in any other way.

57422. Has there been any change in the administration of the Poor Law? Has it become more lax, or has it been screwed up?—It is not more lax, but we have a section of the Council who simply tell you that they want to popularise the poorhouse, and for that class to which I have referred it has become a hydropathic to which they can come and get fed up for a month or two.

Outdoor medical inspection of able-bodied.

57423. How do they get in if the Scottish law prohibits relief to able-bodied persons?—We once had the curiosity to make up a statement by order of the Local Government Board, analysing the medical certificates on which they came in and the examinations by our own medical officers on admission. Some of them that were admitted as requiring treatment in the hospital by the outdoor medical officer were certified as perfectly sound. It is an easy matter for a man to say that he has lumbago or pains, and that seems to satisfy the medical officer in many cases as regards a certificate.

57424. The certificate which they brought in with them was given to them by the medical officer who examines them when they apply for relief?—Yes.

57425. Is he a whole-time officer of the Parish Council as a rule?—No, we have no whole-time outdoor medical officers in Govan. We have seven officers attached to the Council, and each has his own district.

57426. Do these officers attend the relieving committees?—No.

57427. They examine beforehand?—If a man goes to the inspector and applies for relief he has handed to him a blank medical certificate with the address of the medical officer. The medical officer has a dispensary and an hour at which he is to be found. The applicant takes the certificate there and gets examined, and brings back the certificate to the inspector who decides whether he is eligible for relief or not.

57428. To put it plainly, these certificates are a regular method of evading the letter of the law?—There is no doubt that at the present moment the law is evaded. As a matter of fact, very few are refused relief who ask for it.

57429. Has there been much difference since the new system of election came into force in 1894?—Yes, considerable.

57430. And in the direction that you have stated?—Yes.

Casual labour in Govan.

57431. Is there much casual labour in Govan? There are no docks there?—Yes, the whole of the Prince's Dock is in the Govan Parish.

57432. And there is casual labour there?—Yes.

57433. Do casual labourers form a considerable number?—A proportionate number, but we have men who have learned a trade and fallen away from it.

57434. You have some large shipbuilding yards?—Yes.

57435. I think you have Fairfield?—Yes, and Alexander Stephen's, the London & Glasgow Shipbuilding Company, and Henderson's. We cross the river Clyde at the Kelvin which then forms the boundary, taking in Partick, White inch, Hillhead, and Kelvinside.

Classification and labour test for able-bodied.

57436. When these persons come in with these certificates, who classifies them? Do you do it, or the medical officer?—The medical officer.

57437. So the medical officer, if he differs from the certificate that has been given outside, can show his differing by the class in which he puts these persons?—Yes.

57438. If they come in and are able-bodied, what sort of test can you put on them?—Stone-breaking and firewood splitting, which is really not much of a test.

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57439. What about the stone-breaking?—They don't like it, but it is not much of a test.

57440. Have you any able-bodied men who are not doing that test in the poorhouse?—Yes.

57441. You think that amongst the causes of pauperism the Employers' Liability Act has its share?—Yes.

Employers' Liability Act as cause of pauperism.

57442. Is that an impression of yours, or have you any facts or figures to support it?—It is by no means an impression. It is my experience from coming into contact with men who are the victims.

57443. They tell you so. Have you any means of testing the accuracy of what they say, or is there a general concurrence that the Employers' Liability Act is operating in that direction?—There is no doubt about that.

57444. And that is the impression of officers like yourself who come in contact with the poor?—Yes, there is no doubt about it.

Relief to able-bodied and dependants.

57445. You with your experience behind you are adverse to able-bodied persons demanding relief. Would you alter the law there, or keep it as it is?—I think if able-bodied persons are to receive relief, it should not be done as part of parochial work. If a Distress Committee were given full powers to deal with that class, I think it would be very much better. You can make provision whereby you get some return for the relief given.

57446. You seem to think you would be able to put a better test on them than you can put with the Poor Law machinery as at present worked?—Yes.

57447. Would you like to have associated either with the Poor Law or some authority labour colonies or farm colonies?—Undoubtedly. I think that is the only way in which we can meet the difficulty in dealing with the class of inmates we are now getting in increased numbers, that class of young men.

57448. Have you any views as regards dependants of able-bodied persons?—The law prohibits the relieving of the dependants of able-bodied persons, though it is not always enforced?—I don't quite follow you.

57449. As I understand, it is illegal to give assistance from the Poor Law to the dependants of able-bodied persons?—I don't think it is now enforced. I know it is not enforced in Govan, because it is given.

Class applying for medical relief.

57450. Would you say that the people who come for medical relief and who are in the hospital are of a superior class to those who come to the poorhouse?—In very many cases they are now. There is no doubt about it, because they come for hospital treatment alone.

57451. And they are persons who when they leave the hospital either can, or make an effort to, sustain themselves?—That is so. Very often when the need for hospital treatment is gone the need for relief is gone also.

57452. Your hospital is really fulfilling among a certain section of the community the purpose for which a general hospital exists?—Yes.

57453. Do you have an operating-room?—Yes.

57454. And I suppose you have consulting physicians?—Yes, but we perform minor and major operations by our own staff.

57455. What is the date of your hospital?—The oldest portion is 35 years old. We erected a second portion with some 200 beds about five years ago, and we are now erecting a phthisis block with accommodation for 200 at the present moment.

Provision for lunatics at Govan.

57456. Have you any wards for the harmless lunatics?—We keep 200 lunatics.

57457. You keep them because there is no room in the asylum?—Because they are harmless.

57458. Does that work well?—Yes.

57459. They don't trouble you?—No.

57460. And I suppose they do a good deal of the work of the establishment?—They do all the outdoor work in connection with the land that we have, and various other things. I may explain that up till nine years ago — when Hawkhead Asylum was opened, *i.e.* the asylum for the parish now—Merryflats was really the asylum for the Govan parish, and we dealt with all the acute cases up to that time. Since then we have simply dealt with the harmless cases. We get them through the asylum.

57461. Have you any views as regards the police powers of detention? It has been suggested to us there is a certain class of girls who constantly have illegitimate children, and it would be advisable that there should be some means of detaining them. Have you any experience of that class?—That is a question I should not like to answer. You mean mothers of illegitimate children?

Feeble-minded unmarried mothers.

57462. Yes, feeble-minded girls?—If they are feeble-minded, we should have full powers to detain them.

57463. That is all I was thinking of. Are there many of the illegitimate children of feeble-minded girls?—Not a great number.

Need of power of detention for ins and outs.

57464. Then there is another class, the ins and outs. Do you think it would be advisable that you should have power to detain people when they come in so as to prevent their discharging themselves when they like?—After discharging themselves a certain number of times in a given period I think we should have full power to detain them. We have a man going out this morning and he comes back to-night. We have to bath him and give him fresh clothes, and he may go out two days after and come back again. What can you do?

57465. You have no power of detention?—No.

57466. What warning does he give?—Twenty-four hours.

57467. In every case?—Yes.

57468. And no more?—No.

57469. I suppose you have a good many of these?—Yes.

Increasing use of poorhouse hospital.

57470. (*Mr Patten-MacDougall.*) You have of course a very largely increased number of sick cases to treat in your poorhouse hospital compared with what you used to have?—Yes.

57471. Are many of these cases overflow cases from the Glasgow infirmary, and other such institutions for the treatment of disease in Glasgow?—A large proportion are.

57472. They are cases which in the first instance would fall to be treated by the charitable institutions but which these institutions cannot overtake?—That is so. The hospitals in Glasgow are not able to cope with the number of cases requiring treatment, and hence we get a large number of them.

57473. Can you say what proportion that is generally?—We have increased, I should say, about 40 per cent. within the last ten years. A large proportion of these are pretty acute cases, pneumonia and cases of that kind. Then we have surgical cases. Besides that, in the infirmaries they will take no cases of phthisis now.

Transference of cases from general hospitals to Poor Law Infirmaries.

57474. (*Chairman.*) Have any cases been transferred or sent on to your hospital from the general hospital?—Yes, we get them every other week from the Western Infirmary which is in our parish.

57475. On what plea? That they are chronic cases?—They are chronic cases and not requiring active infirmary treatment.

57476. And the process makes the person a pauper who was not a pauper before?—Exactly.

57477. (*Mr Booth.*) Do you send any cases to them, any people who apply to you?—No.

57478. (*Mr Patten-MacDougall.*) I suppose they are cases that are crowded out and for which they have not room?—Yes. I think the largest proportion of cases we get are cases which are crowded out.

57479. I mean they have not accommodation for them?—That is understood, because we are getting a large number of cases which in most cities would go to the general hospitals. In Edinburgh and Aberdeen they would never get them in the poorhouse at all. The same applies to the City Parish.

Equipment and attractiveness of poorhouse hospital.

57480. Your equipment and appliances in the Govan poorhouse hospital are quite up to the same standard as those you find in the infirmary?—Those who know pretty well think that we are just as good as the infirmaries.

57481. You have an operating-room for example?—Yes, it has done good work. In the new block of the hospital that we are building we are erecting a new operating-room which will have all the most modern appliances, and so we will really have two operating-rooms.

57482. People will apply to you sometimes just as readily as they will apply to the outside infirmary?—Yes, they are doing that now. Of course, for a long period respectable people who were not paupers rather fought shy of applying to a parochial hospital, but that idea is dying

out pretty fast, and there is not the same tendency now to avoid going to the poorhouse hospital.

Recovery of cost from patients in poorhouse hospital.

57483. You recover to some extent either from the patients themselves or from their relatives for their maintenance in the poorhouse hospital?—Yes.

57484. How much will you recover in the year?—The inspector can give that more accurately than I can. I would give a case: I had a lady who called from London on Sunday with regard to her mother-in-law. She had been in her own house for a long period, but latterly she was unable to remain, and she was removed to our hospital. The result is that the daughter-in-law came to see the treasurer, and to make arrangements for paying the whole of the cost connected with her maintenance in the hospital.

57485. That was spontaneous?—Yes. They had not even got a claim at that time.

Provision for phthisical patients.

57486. What provision have you for the treatment of phthisis patients in Govan?—So far they have been confined to two main wards in the new portion of the hospital. We are now erecting a block for them alone.

57487. In these two wards they are isolated?—Yes, completely. In the new portion there will be the phthisis cases and tuberculosis. It is built on the most modern principles with sun-rooms and all that, and an operating-room.

57488. And out-door shelters?—I hope we will get these by-and-by. I think the Local Government Board rather blocked that the last time.

57489. You have provision also for children suffering from tubercular complaints?—Yes, we have a children's ward in the hospital.

57490. And a convalescent home in the Island of Bute?—Yes.

Children's convalescent home, and medical provision thereat.

57491. Will you please tell us about that?—It was an old mansion house, Stuart Hall, and we rented it about four years ago. It belongs to the Marquis of Bute. The then factor, who dealt with us very kindly, fitted the house up beautifully for us, and we put in a gravitation water supply. We have accommodation for thirty children, and we send them there in rotation as the medical officer thinks proper.

57492. It is open summer and winter?—Yes. It is about three miles from Rothesay, and about a mile from the shore on the other side of the island. The children have perfect freedom, and no one interferes with them.

57493. Is it full at present?—I am not exactly sure, but there are between twenty and thirty children in it. I would like the Commission to see that home, because I think it is in the right direction.

57494. Have you a resident medical officer there, or how is that done?—Our chief medical officer visits it once a month and reports. In cases of emergency they call in the medical officer of Rothesay.

57495. And you pay him specially?—Yes.

57496. (*Chairman.*) Is this home in Bute for phthisical cases or tuberculosis?—It is for cases of delicate children. If they come into the house in a low physical condition, then we send them there in rotation, and take them back as they get their health.

57497. (*Mr Patten-MacDougall.*) When it is necessary to call in a doctor? Do you call in the local medical officer of the Parish, or any medical man?—We call in one of the medical men in Rothesay.

57498. You don't call upon him to attend these cases as part of the duty falling upon him as the medical officer of the Parish?—No. I think the last time he was called in it was in connection with a case of pneumonia.

Assistance for pauper apprentices.

57499. You suggest that power should be given to Parish Councils and House Committees to assist children desirous of learning trades?—Yes, that is very necessary.

57500. What scheme would you propose?—We sometimes evade the law by giving a boy clothing and assisting him to pay his board. Now, I think that that should be legalised. If a boy wants to learn a trade, he will possibly only get 5s. a week to begin with, and he is not able to keep himself on that. Now the Parish Council should be allowed to supplement that so as to give him a chance.

57501. You do that in Govan?—Yes.

57502. And it is within your knowledge that you are not alone in doing it?—I believe so. If we were legalised we could do it more freely.

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57503. I suppose also you supervise those boys who are getting this assistance from you after they leave your charge?—Yes. The children's inspector keeps in touch with them.

After careers of boarded-out children.

57504. These are boarded-out children who have reached the age, when they should leave you and learn a trade?—Yes, and we have them sometimes in the poorhouse coming to that age.

57505. Do you find that boarded-out children often get employment in the locality where they have been boarded out?—They generally merge with the surrounding population,—90 per cent. will do that.

57506. Where are they boarded out?—All over the country, in Perthshire, and at Blairgowrie down to Girvan, and they are boarded out in Islay and Arran,—in fact all round.

57507. Take Islay and Arran. Have you found your boarded-out children there frequently getting employment in the islands?—In one of the last families that we sent there there were two boys and two girls, and the girls found employment as domestic servants, while the boys went into a wool mill. That was in the island of Islay. I know about it, because they came and saw me several time afterwards on holiday.

57508. Do any of them take to purely agricultural work, say farm work?—Yes, if they are boarded out in an agricultural district they very often take to that.

57509. And do they stick to it?—Yes, so far as I know they do.

57510. Very often they assist in the working of the farm of the person with whom they have been boarded out?—Yes; in the Blairgowrie district where there are a number now, they are very freely employed in connection with the fruit trade.

57511. That is the staple work in that district?—Yes.

Punishment of unruly inmates in poorhouses.

57512. As regards discipline, I see that you suggest that except for trifling cases punishments for offences should be dealt with by the sheriff, magistrate, or justice of the peace. What is the condition at present?—By the rules for the Government of poorhouses a governor is empowered to put an inmate in a cell for twelve hours, and the committee can double that period, but that is no punishment for the class that any one of us would care to punish. I never care to punish an old or young person. It is no punishment at all for the loafer that we get into the poorhouses now.

57513. (*Chairman.*) What? Two days in a cell?—It is no punishment. They are in a warm cell where they can lie on the floor.

57514. (*Mr Patten-MacDougall.*) What is your suggestion?—That the discipline should be taken out of the hands of the governor altogether, and that he should simply report to the proper authorities.

57515. And that would relieve him of a good deal of responsibility which it is better he should be without?—Yes, and odium too.

57516. You would put it into the hands of the proper judicial authorities as in England, and you think that application should be made to Parliament for power to give effect to that in Scotland?—Yes, I think that is an absolute and growing necessity now.

57517. That was one of the suggestions of the Departmental Committee?—Yes, I impressed it upon them, because it is a growing evil which we cannot get over in the present day.

57518. (*Dr Downes.*) Can you punish by alteration of diet?—I have very seldom done so.

57519. But have you the power to do so?—By the rules we have the power, but I don't think it is an effective punishment, because a man will get perhaps bread or something else from his neighbour.

57520. When you say it is seldom used, are you speaking of your own poorhouse only?—Yes.

57521. Have you any knowledge as to the practice generally?—I don't think it would work in practice from the simple fact that they can always get at food.

Sickness as cause of pauperism.

57522. In your statement as to the causes of pauperism you say nothing about sickness. Do you consider sickness to be a cause of pauperism in Scotland?—If it applies to the breadwinner I should say that it is.

57523. You don't mention it specifically in your statement?—Possibly not.

57524. That is not because you think that it is un-

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important?—It is important to a certain extent, but not to a very large extent.

57525. Taking the figures in your poorhouse for 1906, I notice that rather more than one-third were in the hospital. Did they become sick after they came in, or were most of them admitted as sick?—A number of them are transferred from the house to the hospital, but a large number come in direct to the hospital.

57526. On account of sickness?—Yes.

Popularity of poorhouse.

57527. I notice the proportion to the total is less than in 1906 than it was in 1897. In 1897, according to your figures, the people in the hospital were nearly one-half of the total, while now they are only about one-third. Can you account for that in any way? The total numbers may have increased, but the proportion seems to be larger ten years ago?—I think that is explained when I state that there is an increase of 158·1 per cent. of males between the ages of 15 and 45, and 172 per cent. between the ages of 45 and 65, who were admitted direct to the poorhouse, and did not pass through the hospital. The increase in the admissions of men to the poorhouse direct is more than 100 per cent.

57528. To what do you attribute that increase?—Simply because the poorhouse is becoming very popular with a certain class, and is no deterrent at all.

57529. (*Chairman.*) I would refer you to your evidence given before the Poor Law Medical Relief Committee. Speaking on punishment there, you said that you found the most effective form was to get the medical officer to examine them, and, if able-bodied, to put them outside the gate, and at the same time inform the inspector of what you had done. You stated that you often found an absolute strike amongst the women, as they would not go as warders, and you have sent them out, and you said that if they came back they were sent direct from the gate to the hospital. It would seem as if the most severe punishment was to turn them out of the poorhouse?—I find that to be the most effective. It is more delicate now, because the Committee won't give you that power; at least, they challenge the power of the inspector or of me to settle a case of that kind.

57530. It shows that the conditions inside the workhouse are not deterrent, but are appreciated?—Yes, that is what I am trying to impress upon you, that the poorhouse is becoming no deterrent; and so long as you have a poorhouse such as we have in Govan, with the good, bad, and indifferent all mixed up, it is impossible to have the discipline which is necessary for a class which are taking indoor relief at the present day. I would advocate that these should be separated entirely from the old and the young.

Difficulty of enforcing discipline with insufficient classification in poorhouses.

57531. The difficulty of enforcing discipline now is that there is not sufficient classification?—Yes; they get into contact with the others. Now they should be separated entirely, and dealt with under a separate system altogether. We all wish to be kind to the old and young.

57532. (*Mrs Bosanquet.*) Having to deal with these different types of people in one institution makes the task of the governor a very difficult one?—Yes, much more difficult than it would be if you had them separated.

57533. If you had them in separate institutions, the governors would tend also to be classified more or less—you would have one type of man over one institution, and another type over another institution?—I don't know whether that would be necessary. I believe we are all fairly humane in Scotland, and we don't wish to be harsh; but there is a class of inmate that is now taking relief which I don't think it would be a hardship to send to another institution and endeavour to teach them—they would be better working outside and keeping themselves, instead of working inside and getting nothing for it.

57534. But it is difficult to manage people of this rough class, and perhaps you would require to have a master capable of managing them rather than one who could manage the old people?—I don't think so.

57535. You think anyone could do it?—I don't think so, but I don't think it is impossible for anyone to do the two things. It is quite possible to be a disciplinarian without being a tyrant.

Extent of classification in Govan Poorhouse.

57536. (*Mr Phelps.*) Have you any classification at all in your workhouse?—Yes, we have really what we call four classes. We were the first to establish what is known as the privilege class—that is, according to their character and conduct. Then we have the infirms, the workers, and the sick.

Extent of classification in Govan Poorhouse.

57537. How do you distinguish them in the privilege class?—We made the wards a little more comfortable, and at one time we gave them an entirely separate diet and more freedom, but latterly we have given the infirms the same diet as the privilege class.

57538. Do they get out more than the others?—They get out once a fortnight.

57539. What test do you apply before you pronounce a person to be privilege?—They must be well-behaved and of a certain age.

57540. You judge of their conduct in the house?—Yes.

57541. And not before they come into the house?—If a favourable report is given and they are asked to be tried in the privilege class, then we have no objection.

57542. Do you find that recommends itself to the inmates?—Yes, particularly to the females.

57543. You find it is a very safe guide?—Yes.

Provision for and treatment of epileptics.

57544. You say that epileptics should be treated separately?—Yes.

57545. What number do you have in your poorhouse?—Thirty.

57546. How many attendants do you have for them?—We have no special attendants for them.

57547. Do you employ inmates to look after them?—Yes, under the charge of a paid warder.

57548. Male or female?—Both. They are not specially told off to look after the epileptics.

57549. (*Dr Downes.*) Do you keep a record of the fits of these people?—No.

57550. The reason I ask is this, that occasionally it happens that a man passes himself off as an epileptic, and when he is carefully watched it is found that he does not have fits. Do you have any of that class?—We used to have one, who is now dead. That man used to go out and get a good deal of charity by falling down and foaming at the mouth, and he was not really an epileptic.

57551. (*Mr Phelps.*) Has your Association pronounced on the subject of epileptics?—They should not be associated with ordinary inmates. There is no class so irritable in temper as epileptics.

57552. But have your Association considered the question?—The first house I was in I don't think I ever had an epileptic.

57553. But what sort of provision do you think is required for Scotland for epileptics?—Have a small colony for a much larger area.

57554. What number would you have to provide for?—Between Glasgow and Govan there is a very large number.

57555. 100?—More.

57556. 200?—No, say 150.

57557. And you would like to see them all placed in a separate institution?—Yes, in a colony.

57558 Under what authority would you suggest that a colony of that sort should be put?—They have one just now at Bridge of Weir in connection with Quarrier's Homes.

Educational and other arrangements for pauper children in Govan.

57559. In section 9, with regard to children, you say that they should be kept apart from the adult inmates as far as possible, and in the larger houses in separate buildings, where parents and friends may be allowed to see them at certain times, and you state that such a home can be seen at Govan Poorhouse. What is the nature of that home? Is it a detached building in the neighbourhood?—Yes, it is detached from the poorhouse.

57560. Under what circumstances are children put there? Do you put them in when they first come to you?—We keep them in the quarantine block first of all.

57561. Is this house in the quarantine block?—It is separated from it.

57562. When a child comes in ordinarily it is boarded out?—If it is an orphan or deserted, or if it is the child of a dissolute parent.

57563. What do you do with the children of the ins and outs?—Keep them in the children's ward.

57564. You don't send them to the island of Bute?—Not unless they are ill.

57565. That place is only for convalescent or sick children?—Yes.

Educational and other arrangements for pauper children in Govan.

57566. Do they go out to the schools of the place?—No, we have a teacher.

57567. One, or more than one?—One.

57568. Male or female?—Female.

57569. And she teaches both boys and girls?—Yes.

57570. Do you think that is a good system?—It has wrought admirably with us because we have one of the best teachers in Scotland, and one that has a very great moral influence on the children.

57571. What number of children does she have under her?—Between 50 and 70.

57572. (*Mr Gardiner.*) In one class?—No, she has monitors that have passed the fourth standard.

57573. But there is only one school teacher?—Yes.

57574. And the rest are looked after by monitors, the children themselves?—Yes.

57575. (*Mr Phelps.*) You think the success entirely depends on the personal qualities of the teacher?—Yes.

57576. Under ordinary circumstances would you send them out or keep them in?—I would favour keeping them in. There are many reasons for that. If you send them out they are ear-marked from the beginning, and every child in the school knows them. Not only so, but we often get a child in between 10 and 13 years of age who has never passed the first standard, and that child going to an ordinary school is laughed at from the beginning. Now we have a teacher who takes a thorough interest in the children, and they will make headway with her when I don't think they would do anywhere else. Not only so, but we get in truant children, children that have been boarded out and sent back to us because they won't attend school. Now this teacher can do splendidly with them.

Points of medical administration and control.

57577. (*Mr Gardiner.*) Is the lady superintendent responsible to the medical officer or to you?—For medical treatment and the management of the nurses she is entirely responsible to the medical officer. In points of management she consults along with the medical officer and myself.

57578. It is part of your duty to go round the wards every day?—Yes.

57579. If the wards were not in a satisfactory condition you would call her attention to them, or the attention of the matron?—I don't think I have ever had to do it, but if I had to do it I would speak to her. I would never dare speak to a nurse in connection with the matter at all.

57580. The medical officer is not resident?—We have three resident medical officers.

57581. Are they in any way under your superintendence or control?—No, not beyond the fact that we work together.

57582. But you are chairman, so to speak?—I am captain of the ship, if you care to put it that way.

Poorhouse hospitals as medical schools.

57583. You have no medical school attached to your hospital?—No, but there is some word of their doing it.

57584. Would you welcome it?—Yes, I think so.

57585. Why?—Because it would be some satisfaction to the students, and I don't know but that it might be some help to the medical officers.

57586. We have been told that it might be unfair to the patients, as it would become something like a practising school. On the other hand, it is for the patients' benefit to get the kind of public opinion that is supplied by medical students, and by them only?—I don't think it would be any hardship to the patients.

57587. You say that on the whole you would favour it?—Yes.

57588. You would welcome it?—Yes.

57589. You told us about a case where a lady came to pay the entire cost for her mother-in-law, and you said she paid the maintenance. What did you include in that?—Simply maintenance. We charge only 7s. per week for hospital treatment. She was very willing to pay, seeing the conditions she was living under.

57590. (*Professor Smart.*) You are clear that of late years a new class is becoming familiar with poor relief, viz., young men between 15 and 45?—Yes.

57591. And it is very prominent in Govan?—Yes.

57592. And also in Glasgow?—Yes.

57593. And all along the line of the Clyde perhaps, or rather the line of the shipyards and steel-works?—Yes.

57594. You spoke of the moral deterioration of these young persons. Is not the cause of this rather the growing difficulty in getting into skilled trades?—That may be a growing difficulty, but some of these persons have been in skilled trades and have allowed themselves to drop out, and then they have become labourers and have got down at the elbow, and cannot enter into competition with the ordinary sturdy labourer.

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Increased unemployment and its causes.

57595. As regards apprenticeship, for instance, it is not favoured by the men, it is restricted by the trades union, and it is not very much favoured by the masters either?—I am not in a position exactly to speak as to whether it is favoured by the masters or not. I know there is a regulation that only so many apprentices can be attached to any one shop, and I think the proportion is regulated by the trades union.

57596. So to that extent there is a limitation to the entrance to skilled work?—Yes.

57597. May it not be the case that in those trades there have been great changes in process, so that employers have tried to dispense with skilled workmen as far as possible, and have introduced machinery, along with machinemen and boys,—not fitters or thorough tradesmen, but men who can attend to machines and nothing else?—I understand that there is a line of demarcation there between where a man is a tradesman and where he is not.

57598. But if you have a number of boys attending to the machines when they are young they are apt to be turned off when they demand a higher wage?—That may be. I am not in a position to speak of that.

Employers' Liability Act and other causes of pauperism.

57599. As regards the Employers' Liability Act being a cause of pauperism,—you give it as one of the main causes?—Not a main cause, but it is a cause.

57600. You call it a main cause in paragraph 6?—It is not exactly a main cause, but it is undoubtedly a cause.

57601. How does it work?—It works in this way, that a man becomes grey, as we all do, or he has to wear glasses. If he is in a situation and stays on, then it is all right, but if he goes looking for a new job he won't be taken on unless they cannot get a younger man.

57602. Are these men not insured with outside offices now?—They may be.

57603. Does the insurance office make any stipulation that the employer shall take on young men only?—I am not aware that they do.

57604. If they do not, is it not rather a premium on elderly men?—Exactly, but the trades union steps in and says, "You must give them the same wage as you give able-bodied men."

57605. But granting they are equally able?—I have known many cases which have come under my own observation where the trades union's conditions as regards wages have been the means of forcing them to the poorhouse. The fact also that the Employers' Liability Act operates against a middle-aged man getting into new employment has given us a large number into the poorhouse.

57606. I wish you would connect the Employers' Liability Act with that: I don't see how it does have that effect.—

57607. (*The Bishop of Ross.*) You state one of the causes of pauperism being the want of knowledge of house-keeping among young wives. Do you attribute that to any defect in the education they get?—No, quite the reverse; but a very large number of the young women are employed in factories and warehouses and shops, and they do practically no housework. They generally take the whole of their evenings to themselves, and when they are married they are quite inexperienced. They may have been taught a little at school, but it is all forgotten.

57608. So it is want of practice rather than the want of preliminary education?—Yes.

Need of labour colonies for teaching youths trades.

57609. I see that the number of young people between fifteen and twenty-five who enter the workhouse is multiplied by rather more than three in the course of ten years. Would you say, as regards the young fellows of fifteen, sixteen, and eighteen, that there is any defect in their education? Professor Smart talked about apprenticeship. Has their education anything to do with it?—Environment has to do with it, and they get into a condition which no employer of labour will tolerate. They get lazy, they are ill-fed and ill-clad, and in competition with more willing and active fellows they have no chance at all. I advocate giving them a chance of doing honest work, and you can then build up a character and physique, and they will be more able to compete. At present they

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come to us for two or three months, and then leave us and get back into their old condition.

Need of labour colonies for teaching youths trades.

57610. Can you suggest any means by which they would get a chance ?—The only means I can suggest is a labour colony where you can teach them trades—to do agricultural work, and gardening, and such like things.

57611. Do you think they grow up with more disinclination for hard manual work than men did twenty years ago ?—Undoubtedly. There is a large proportion of that class.

57612. Who are disinclined to work ?—Yes.

57613. And disinclined to learn how to work ?—Yes. The younger you get them the better.

57614. To what do you attribute that disinclination to learn how to work on the part of the youth who has never worked ?—That is a problem I would not dare to solve.

57615. Can you suggest any cause without admitting a solution ?—Environment has undoubtedly a good deal to do with it, and they get into bad company and bad habits. Possibly, if they got a helping hand in time, the whole thing might be altered. I can tell of one case that came under my own observation in East Aberdeenshire. A boy was brought up by the Parish Council and I had him in the poorhouse. He went to be a servant on the estate of Lord Aberdeen, and the first thing he did was to pay up every penny that the Board had paid for his keep. There are not many of that kind now.

Statistics of Poor Law institutional relief at Govan.

57616. (*Mr Booth.*) I am a little puzzled with the figures you give us in your statement. You say: "The following 'table gives the number and ages of the persons who 'received indoor relief during the years 1897 and 1906." Is that a sum of the total number of people who did receive indoor relief ?—Yes.

57617. Without any duplication ?—Yes.

57618. Those that came twice were sorted out ?—No, these are admissions. One man may have been admitted three times, but the same applies to both periods.

57619. With regard to paragraph 5, where you sum the figures up, you say that there is an increase of 121·7 of males and 70·44. I thought you said that was not females ?—These were the numbers who received treatment in the hospital. That was the increase during that period.

57620. I understand there is an increase of 121·7 of males, but what is the 70·44 ?—Females.

57621. It is a misprint; it should be females ?—Yes.

57622. Then you say there is an increase of 158·1 in the number of males between 15 and 45, and of 172 per cent. between 45 and 65, who were admitted direct to the poorhouse. That is dealing only with the males ?—Yes.

57623. The increase in those of the ages of 15 to 45 who come direct to the poorhouse is greater than the increase of the males who go into the hospital ?—Yes.

57624. So the increase was a general increase of pauperism, and not a special increase of hospital pauperism ?—Yes, the greater increase is in the young class who are passed into the poorhouse direct.

Admission to Poorhouse hospital.

57625. Do all those who go to the hospital pass into the hospital direct and not through the poorhouse—do they not pass through the poorhouse to the hospital ?—The majority pass directly to the hospital on admission.

57626. Without passing into the poorhouse at all ?—Yes. All those who turn seriously ill in the house are transferred to the hospital.

57627. Those that go from the house to the hospital appear in the house list and not in the hospital list ?—That is so.

Combination of Parishes for treatment of sane epileptics.

57628. You say with regard to the sane epileptics that a sufficient number of parishes might be combined to deal with them. Would not the same thing be necessary—would not a sufficient number of parishes require to be combined to supply labour colonies ?—Yes.

57629. For ordinary treatment it does not tend to economy, but for exceptional treatment you want some form of combination ?—Yes.

Overcrowding and moral degeneracy.

57630. (*Chairman.*) As regards the class that the Bishop of Ross asked you about, you think that their deterioration is due to environment. Would you say that overcrowding was on the increase as compared with what it was twenty-five years ago ?—I am afraid it is, and the result is certainly on the increase. We have an element growing in Glasgow that is causing a considerable amount of anxiety, namely, the "hooligan" element. We have a reflex of it in the poorhouse. Last winter I had four lads, ranging from 19 to 24, that made a very determined attack on two warders. Three of the lads were sentenced to twelve months and one of them to nine months imprisonment, with hard labour. I exhibit to the Commission the sort of thing that inmates bring into our poorhouses now. This (*showing*) is a round iron ball wrapped up in a dirty handkerchief. That was got when one of our inmates was changing his clothes.

57631. A boy ?—No, a young man. It is a most deadly weapon.

57632. The material conditions as regards overcrowding and so on have not become worse; it is the moral conditions ?—It is undoubtedly degeneration in the moral condition.

57633. Education has not improved it ?—Quite the reverse, I think. Possibly some of these have not much education, but in any case there is that want of determination to make their way in the world. It is simply a drifting on the downward grade.

57634. Are you exceptionally badly situated in this, or what about Glasgow ?—The worst of that class has been in the south side of Glasgow, which is in our parish.

Mr Miles M'Innes.

Mr Miles M'Innes, called and examined.

57635. (*Chairman.*) You are Inspector of Poor at Dumfries, and also President of the Poor Law Officers' Association ?—Yes.

57636. We have two papers from you, one which you put in, I understand, on behalf of the Council of the Poor Law Officers' Association of Scotland, and another on behalf of yourself ?—Yes.

(*The witness handed in the following statement for the Poor Law Officers' Association of Scotland.*)

The Council having considered the letter from the Royal Commission on the Poor Laws and the Relief of Distress, dated the 22nd February, resolved that as evidence bearing upon the amendment of the Scottish Poor Laws will be submitted by Parish Councils, and other societies embracing Poor Law officials in Scotland; and considering that the Poor Law Officers' Association exists primarily to deal with questions personally affecting its members, the Council deem it more expedient to confine their representation to one particular amendment of the Poor Law (Scotland) Act of 1845, which is urgently called for, alike in the public interest and that of the Poor Law officials.

1. The amendment of the Poor Law Act of 1845, which the Poor Law Officers' Association principally desire to bring before the Royal Commission, is in relation to the superannuation of Scottish Poor Law officials. The said Act of 1845 contains no provision enabling Parish Councils to grant superannuation to their officials, and the Council respectfully crave that the Royal Commission will, *inter alia*, recommend that the provisions of the English Poor Law Officers' Superannuation Act of 1896 be extended to Scotland, so as to place the Scottish Poor officials on an equal footing with their English brethren.

Proposal to amend Poor Law Act, 1845, to provide superannuation for Poor Law officers.

2. Poor Law officials in Scotland hold their offices in virtue of the provisions of the Poor Law (Scotland) Act of 1845, and regulations framed by the Local Government Board. An inspector of poor, although appointed by a Parish Council, is responsible to the Local Government Board for the proper administration of the Poor Law in his parish, and is personally held responsible for any dereliction of duty.

Appointment and responsibility of Inspector of Poor.

3. When the Poor Law came into force (1845), it was believed that the duties of an inspector of poor would be simple and light; and in making appointments to the office of inspector of poor, Parochial Boards, as a rule, granted small salaries. Since 1845 various duties have been from time to time placed upon an inspector of poor, under Registration, Vaccination, Lunacy, Education, Prevention of Cruelty to Children, and Infant Life Protection Acts, and under the Local Government (Scotland) Act, 1894. But though new duties have been frequently added, no

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additional remuneration has been provided. The duties devolving upon an inspector under the statutes referred to, combined with other causes, have operated to make the office a very onerous one, requiring for its proper discharge an intimate knowledge of the law of settlement, which is most intricate, because of the fact that it has been practically built up by decisions of the Court of Session. It should also be borne in mind that the duties of inspectors of poor in Scotland embrace the duties performed in England by the clerk and treasurer to the Board of Guardians, as well as those of relieving officer. Collectors of rates, medical officers, and governors of poorhouses have all got additional duties to perform in recent years through new rules and regulations, yet superannuation has always been withheld.

Need of superannuation for Poor Law officers of Scotland.

4. In support of their claim, the Council begs to submit the following facts, viz.—

(*a*) The Poor Law officers of England and Ireland have enjoyed the privilege of superannuation since the year 1864; and as the Poor Law officers of Scotland perform the same duties, they deserve the same privileges.

(*b*) From 1866 to 1904 efforts have been made by successive Governments, and by private Members, in different sessions, to bring in a Bill which would give the Poor Law officers of Scotland superannuation.

(*c*) Prior to the passing of th Local Government (Scotland) Act of 1894, which established Parish Councils, the Parochial Boards of Scotland held a number of conferences at different centres, at which resolutions in favour of reforms in the Poor Laws were passed, and invariably superannuation was included. These conferences have now been practically abolished.

(*d*) There are many Poor Law officers in Scotland who have long passed the meridian of their usefulness, but whose financial position will not permit of their retiring; and in the absence of superannuation, they continue to draw their salaries. In some cases they are continued nominally as assistants when they are unable to perform the duties they were originally appointed to discharge.

(*e*) Superannuation would induce men of greater ability to enter the Poor Law service, and would form a strong incentive to faithfulness and integrity in the discharge of the duties; and it would allow Parish Councils to obtain the service of younger and more energetic officers.

5. While the Council of the Poor Law Officers' Association of Scotland have only submitted one amendment which they sincerely hope will receive the favourable consideration of the Royal Commission, their representative will be quite prepared to elucidate any point in connection with the administration of Poor Law relief in Scotland which the Royal Commission might desire information upon.

(*The witness also handed in the following statement.*)

Qualifications of witness.

6. I am and have been for twenty-seven years Inspector of Poor in the Burgh and Parish of Dumfries. Prior to entering upon my present duties I was (1) in a solicitor's office in Edinburgh; (2) in the office of the late Mr Linton, who was then Chief Constable and Prosecutor-Fiscal in the Police Court for the City of Edinburgh; and (3) I was in charge of the night police and Clerk to the Prosecutor-Fiscal in Dumfries. I left the latter appointment to fill my present in 1880. When in Mr Linton's office I was employed in different positions in connection with the police, so that I have had a long and varied experience with the class of people who require relief, as well as with those who are most frequently in distress.

Topography and industrial conditions of Dumfries.

7. Dumfries is the principal town in the south-west of Scotland, and is situated in the centre of an extensive agricultural district. It has weekly markets, and a considerable cattle trade with England and Ireland. The labouring population in the town are principally employed in woollen, hosiery, and Scotch glove manufactories. There are also engineer, implement, and motor works. The lowest and cheapest class of labourer finds employment in the nurseries. In the landward portion of the parish there are extensive freestone quarries.

Method of administering relief in Dumfries.

8. There is nothing special in the methods of administrating relief in this parish. We follow the general principles laid down by the Local Government Board in their rules and regulations issued to Parish Councils, only we deal with each case on its individual merits, and not by any inflexible rule.

Class to which indoor relief is applicable.

9. Indoor relief is preferable to outdoor in the cases of mothers of illegitimate children, deserted wives, the wives of persons sentenced to terms of imprisonment, people with families or relatives able to support them, and all persons incapacitated by old age or disease, requiring more than ordinary attendance, and having no relatives to nurse them. Certainly the poorhouse, when judiciously used as a *test* for those whose claims for relief are doubtful, is a means of reducing pauperism. This, however, leads to another question. Is the *test* in the poorhouse always applied when an indication has been given to the governor of the poorhouse that it should be used? I am afraid that it is not. The governor, under our present rules, is independent of the inspector or clerk to the Parish Council, and may therefore use his own discretion as to what labour, if any, he puts the applicant to when he enters the poorhouse.

Use of poorhouse as a test.

Various classes applying for relief.

10. Widows, aged people, and tramps comprehend the principal portion of my applicants for relief. One reason why the percentage of widows is so high in this parish is, that being in the centre of a large agricultural district, widows and men up in years, with families, come to the town in the hope of finding employment for their families, and lighter work for themselves. This town being on the main road from England to Glasgow, and from Ireland to Scotland, we have an exceptional number of tramps passing through, but it is only those desiring relief in the poorhouse who apply to me.

Causes of pauperism.

11. The causes of pauperism are various. It is not, as some people think, all due to drink, although there is no doubt alcohol plays an important part in the manufacture of paupers. There is one factor in the creation of pauperism which I regret to say is growing, viz. the inclination of families, when they are grown up, to leave the home and the care of their aged parents to the parish or the charity of their neighbours. Working-men, with their small wages and large families, cannot lay past money to maintain themselves in their declining years; and as they never think of insurance, except for their funeral, they fall to be maintained in their old age either by their families or the parish. It is unfortunate that they only insure themselves to be buried instead of to be kept alive. Improvidence in everything is bad, but I think improvident marriages are the worst. To illustrate my contention, I will give one instance, which is quite a common one in towns with large factories at least. Take a young man in a factory, earning say 18s. per week, with which he is quite comfortable, but off which he saves little. He meets a girl in the same factory, who, if she is a weaver, earns about as much as he does. After a short acquaintance they agree to get married. Between them they have only £5 or £10 at the most, but it is amply sufficient to set up the class of house they require, and as they both continue after marriage to work in the factory, their joint earnings make them even more prosperous than they were before marriage. This happy state may continue till a child is born, when a slight break in the family income takes place, but it is only temporary, because as soon as she is able she gives out the child to nurse during the day and returns to the factory. This system continues till they have two or probably three children, when it is found impossible to leave the house and the children, with the result that instead of having 35s. or 36s. per week of an income, they are reduced to 18s., with three children in addition to themselves to maintain. Now, the natural and obvious sequence of this is that, the income being reduced, the home becomes less comfortable, and as want comes in at the door love flies out at the window. The husband becomes easier induced to spend some time on the pay nights with his colleagues in a bright, clean public-house, while his wife, disgusted with his late hours, betakes herself to a congenial neighbour who has learnt the art of enjoying herself under all circumstances. Speaking figuratively, this class of people are never from the Parish Council door, because a single day's illness gives them an opportunity to apply for relief, and they never fail to embrace it. A dissipated life is generally a short one, and then comes the widow and children to support.

Type of men seeking election as Parish Councillors.

12. The class of persons who usually seek election as Parish Councillors in this parish are men who have retired from business, professional men, and shopkeepers.

Relief to able-bodied.

13. The expediency of giving a Parish Council the power to grant relief to an able-bodied man under well-defined circumstances, I think, is clear. If it is the law in England that every man, woman, or child who is destitute is entitled to relief in some form, so it should be the law in Scotland. I have always thought that when a man is honestly out of work, and has a wife and children to support, it is a harsh and inhuman law that compels us

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to wait until he pawns his belongings and is stricken down by disease before we can relieve him. I am not afraid that the power to grant relief in such cases would be injudiciously used in Scotland. It is all very good to say that the wants of such people should be provided by charity, but to whom or where is one to go when they are in immediate want of the necessaries of life? Charity is one of the noblest sentiments that human nature can give tangible effect to when it is known that the charity is deserved, but it can only be expected to flow in such a channel. Yet even the undeserving should not be allowed to starve, and provision should therefore be made for them in some form.

Need for enlargement of area for rating and chargeability.

14. The area of rating and chargeability should be enlarged from a single parish to a district of parishes, because (1) that would make a more equal division of the burden of maintaining the poor; (2) a settlement would be easier acquired and retained, with the result that the law expenses incurred by disputed settlements would be reduced; and (3) it would eliminate one of the factors in rural depopulation, while it would give an unfortunate working-man with a blind or imbecile child a larger field in which to acquire and retain a settlement, and thereby relieve him from the stigma of being an "undesirable," which he sometimes becomes in small parishes. Taking the Local Government's last published return, which is for 1905, I find that the amount of poor-rate imposed upon the proprietors in different parishes and counties differs very materially. In one county it varied from 2d. to 2s. 5½d. per £; in another from 2¾d. to 3s. 9d.; and in still another from 7d. to 6s. 10d. per £. In the county of Dumfries the rates of proprietors varied from 1d. per £ to 6¼d. per £, which is probably not a great difference compared with those already quoted, but yet it is an inequality which should not exist in the maintenance of the poor. Had the five districts of the County Council, including the burghs, been the Poor Law areas for rating and chargeability, in that same year of 1905 the division of rates amongst the proprietors would have been:—Annan District, 3¼d. per £; Dumfries, 3¼d.; Langholm, 3¼d.; Lockerbie, 2¾d.; and Thornhill, 3d., which shows a fairly equal division of what is practically a national burden.

Proposed assimilation of English and Scottish Poor Laws.

15. In regard to the reform of the Poor Law in Scotland, I beg respectfully to submit the following suggestions, viz.:—

(*a*) The Poor Laws in England and Scotland should, as far as consistent with the customs and feelings of the people on both sides of the border, be assimilated, but the kind of relief given must be different. In England indoor relief is the rule and outdoor relief the exception, while the opposite rule prevails in Scotland, so that to give satisfaction to the general community each country should be left to administer relief in the form best suited to the requirements of the majority of the inhabitants.

Proposed reform in levying assessments.

(*b*) All assessments should be levied upon the gross rental as appearing in the Valuation Roll, and not upon the net "annual value," which allows for reductions in respect of repairs, etc., because these deductions permit of variations and anomalies which should be avoided. In Dumfries, for instance, the deductions allowed for house property run from 2½ per cent. in one parish to 25 per cent. in others. Then land is treated in the same run of variety, 2½ to 25 per cent. Surely nothing could be more inconsistent than this method of rating.

Proposed simplification of law of settlement.

(*c*) Settlement should be by birth, residence, and derivation. (1) Everyone should have a birth settlement in the country he or she was born in, even although the parish or place where it took place may have been abolished or transferred to another parish. (2) Settlement by residence should be simplified, and acquired or lost under the same conditions as prevail in the Scottish Act of 1898. (3) Derivative settlements, or settlement by parentage, require to be clearly defined. All children, whether living with their parents or not, at the age of fifteen should be emancipated. Then relief given to a wife or children under the age of fifteen would be held as given to the husband, and relief given to the children of a widow as given to the widow. In both cases the parents' parishes of settlement would be liable. (4) The settlement of a divorced wife should be clearly defined; and (5) the settlement of legitimate and illegitimate children when the mother marries a second time should be clearly laid down, so as to save disputes between parishes or districts.

(*d*) The law of removal should be the same in both countries. If England has an appeal against the removal of paupers to England, we should have an appeal against their removing paupers to Scotland. What is good for the one cannot be injurious to the other. The power of appeal which has been given to the pauper and the Union to which the poor person is proposed to be removed has not, in my opinion, been a success. If each parish or Union had to give the other a complete statement of the case proposed to be removed in somewhat similar terms to the statement of particulars we give to another parish when claiming on them for a pauper, and fourteen days in which to accept or reject it, the whole matter would be simplified. I rarely ever ask for a warrant for a removal, and I as seldom get a warrant when a case is removed to me from England. I write and give the necessary particulars to identify the person, and offer to send them to their Union if they give me an order of admission. If they are satisfied that the case is theirs, I frequently get the necessary order, and *vice versa*. Sometimes this expedient fails, and I have to go to the place and investigate the case. That is only when the case is likely to be a permanent one.

Proposed uniformity of law of removal.

Proposal to make liability of relations uniform in England and Scotland.

(*e*) The liability of relations should be made the same on both sides of the border, and more power given to relieving authorities to compel erring families to support their aged parents. Provision should also be made for enabling a relieving authority in Scotland to prosecute a family in England for neglecting relatives for whom they are liable, and *vice versa*. When dealing with this subject it would be well to settle definitely some points upon which there exists considerable doubt in Scotland. A man, for instance, is bound to aliment his wife, but is a wife with independent means equally bound to aliment her husband? That is a point which has arisen more than once, but has never been authoritatively decided. Again, a man is bound to aliment his wife's parents if he married prior to the Married Women's Property Act of 1877, but is he liable if he married subsequent to the passing of that Act? It has been held that he is not liable for anything beyond what he was enriched with by the marriage. Yet there have been decisions against that theory. These are points which might be disposed of in framing a new Act. Take, again, the case of illegitimate children. It has been held that the parents of illegitimate children derive no patrimonial rights from their relationship to them, and that consequently an illegitimate son is not bound to aliment his mother. How does that stand with English law?

Under the head of relations liable, I wish to draw attention to a defect which has often been felt under section 80 of the Poor Law Act of 1845. There provision is made for prosecuting "every husband or father who shall desert or neglect to maintain his wife or children, being able so to do, and every mother and putative father of an illegitimate child, after the paternity has been established, who shall refuse to maintain such child." From this it will be observed that the mother of a legitimate child cannot be proceeded against even although she deserts her child or children, as the case may be.

Proposed extension of compulsory powers for poorhouse governors.

(*f*) Power should be given to governors of poorhouses to detain and prevent any poor person from leaving the house, except under the care of a friend, when such poor person has been certified by the medical officer not to be in a fit state to leave the poorhouse alone. Provision should also be made to prevent disabled people from going out and in to the poorhouse as frequently as some of them are in the habit of doing under the present law. On the other hand, power should be given to inspectors to procure a warrant for the removal to some suitable institution of any poor person living alone without any person to attend to them, and who is certified by the medical officer to be in such a state as to be dangerous to themselves or to the public.

Extension of Parish Councils, powers.

(*g*) Parish Councils should be empowered to build offices or houses for their officials, and for that purpose to borrow money on the security of the rates.

English Poor Law Acts to be applicable to Scotland.

(*h*) The Poor Law Conference Act of 1883 should be made applicable to Scotland as well as England.

(*i*) The English Poor Law Officers' Superannuation Act of 1896 should be extended to Scotland.

(*j*) The audit system in England is much more convenient, complete, and effective than in Scot-

land, and therefore should be made applicable in both countries.

Suggestions regarding lunatics.

(*k*) One of the largest contributors to the pauperism of Scotland during the last forty years has been lunacy. From the last published return of the Local Government Board it appears that from 1868 to 1906 there has been an actual decrease of 50 per cent. in the number of ordinary poor, while there has been an increase of 70 per cent. in the lunacy poor, a statement sufficiently startling, I think, to call for immediate inquiry. Neither the increase of population nor the high pressure that present methods of business sometimes entail fully accounts for the increase in pauper lunatics. My suggestion for improving the present state of matters is: (1) abolish the Grant in aid of the cost of pauper lunatics, and apply it towards the maintenance of asylums for chronic pauper lunatics, which should be a national and not a parochial burden; (2) transfer all pauper lunatics who have been maintained for three years by a Parish Council in a curative asylum to the chronic asylum, because if they are not cured in that time they are not likely to be cured; (3) abolish the present system of paying medical officers a fee of one guinea for each pauper lunatic they certify, and pay them by salary; and (4) make it a condition that only medical men with experience in lunacy should be allowed to certify whether a person was insane or not. It takes an expert in some phases of lunacy to define clearly the border line which divides sanity from insanity, and therefore greater care ought to be given to this subject than it has hitherto received.

Suggestions for dealing with unemployed, including vagrant class.

(*l*) The unemployed, which includes the vagrant class, requires ameliorative and restrictive treatment, if the first class is to be rescued from falling into and swelling the ranks of the second, which has already assumed such proportions as to call for special legislation. To meet the needs of these two different classes, there should be (1) a labour department established in the Local Government Board, with a bureau, or intelligence department, for the collection and dissemination of knowledge regarding where work could be procured. (2) Under the labour department industrial homes, built of wood and iron, should be established at suitable centres throughout the country. Every such home would require to be at or near waste land that could be reclaimed and so equipped as to supply outdoor and indoor labour at all times. In those homes the unemployed could be kept working until suitable employment was procured for them. (3) The police should be empowered to deal with the tramp class, in so far as it should be their duty to apprehend and bring before a magistrate all tramps with no apparent means of subsistence, and if certified to be able-bodied, they should be sent to an industrial home, and if disabled, to an institution best suited for their ailment; and (4) the children of tramps should be rescued, educated, and placed in a position best adapted to their individual circumstances as to age and former upbringing, etc.

Institution of Poor Law Officers' Association.

57637. (*Chairman.*) With regard to the statement by the Council of the Poor Law Officers' Association, what does that Association include in addition to the other two associations which we have already heard about, namely, the Inspectors of Poor and the Poorhouse Governors?—The Poor Law Association is intended to cover all officials under the Poor Law—doctors, governors, clerks, collectors, inspectors, and attendants. It was based and formed upon the English system. We formed it really with the object of accomplishing what we have hitherto failed to accomplish, namely, superannuation.

Need of superannuation of Scottish Poor Law officials.

57638. The one amendment that your Council wish to impress upon us is that they should be put as regards superannuation in the same position as are the Poor Law officials of England and Ireland?—Yes.

57639. We have had evidence to-day to show that some of the Parish Councils recognise their difficulty in being able to compensate good and valued servants by superannuation, and that after persons have become not quite fit for their work they are retained and an understudy is given them. Have you any cases of that applying to offices other than those of inspector of poor and poorhouse governors?—Yes. I believe there are cases of other officials of large parishes who have been set aside as assistants and their salaries have been continued to be given to them although they only appeared, perhaps quarterly, to lift their salary.

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Need of definite application of poorhouse test.

57640. I understand. I should now like to turn to your general paper. In paragraph 4 you speak about how far the poorhouse is a test. It can be a test, and a useful test, but the question is, is it always applied, and your view is that there is great variation?—That is so.

57641. Does that variation arise from the different temperaments of governors, or it is rather that they are not giving expression to the views of the Parish Councils?—It is in this way: I might send a man into the poorhouse and ask a certain test to be applied, but the governor is in no way bound to follow out my instruction. He may apply the test in one way or another, or not at all; he may employ the man as a servant in an easy capacity instead of putting him to break stones. I have had experience of that sort of thing.

57642. The certificate upon which a man is sometimes sent to the poorhouse is one which I understand the medical officer of the poorhouse may not coincide with. A man may obtain admission to the poorhouse with a certificate given by an outdoor medical officer, but when he comes inside, the medical officer of the poorhouse does not agree with that certificate?—That is possible.

57643. That has not come under your experience?—No, because I have the same medical man outside and inside.

57644. I suppose what you contend is that a man gets admission to the poorhouse on the understanding that a certain test is to be applied, but it does not necessarily follow that that test is applied?—Exactly.

Tramp trouble in Dumfries.

57645. I understand you have a great deal of trouble with tramps?—We have a good deal of that, but I would not complain that the trouble is more than what might be expected in the district I am situated in.

57646. It is the main road?—Yes, from England to Scotland, and also from Ireland.

57647. And to Glasgow too?—Yes.

57648. You get tramps both ways, going down south and going up north?—Yes.

57649. Does the proximity to England increase your difficulty in dealing with tramps?—Yes, in so far as when a tramp crosses the border for the first time from England, where every man is entitled to relief if he is destitute, he is surprised that we can only relieve people who are destitute and disabled. Difficulties arise in that way.

57650. One would have assumed that the difference between the laws would have made the tramp anxious to remain in England if possible?—There has never been a cure yet to induce a tramp to remain long in any one place.

Need of uniform method in cases of removal.

57651. Have you much difficulty about the law of removal? Does your parish go right down to England?—No, we are about eighteen or twenty miles off.

57652. You seem to think in paragraph 10 (*D.*) that if each parish or union was to give the other parish or union a complete statement of the case proposed to be removed in much the same terms as they give the statement of a case which claims chargeability for a pauper, the matter would be simplified?—Yes. I think the present method brought into vogue by the passing of the Act of 1898 did not do us any good. Power was then given to a pauper in England to appeal against removal. No similar power was given to Scotland. The machinery set up by that Act is such that I never apply under it. I do what I think is more expedient and easier, and the English people do it with me, viz.—I write to them and give them a statement of the facts, and if they are satisfied that the case is theirs, they give an order for admission to their workhouse, and I send the party there; on the other hand they do the same to me. That is all I mean by giving a statement of facts, and it would save some trouble.

57653. You would like a uniform method of dealing both with cases of removal and cases of claim?—Yes.

57654. (*Mr Patten-MacDougall.*) It comes to this, you don't need to apply for a judicial warrant if you can arrange without it?—That is so.

57655. (*Chairman.*) It is not a serious impediment?—No, I have a number of transactions with over the border, and I get on quite well.

Lack of filial responsibility as a cause of pauperism.

57656. Coming to the causes of pauperism, you think there is a growing tendency on the part of the rising generation to be reluctant to support their parents?—Yes.

57657. You have noticed a change for the worse in recent years?—Yes.

57658. What do you think that arises from?—It is very

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difficult to find a reason that might meet the case because it is somewhat peculiar nowadays,—the younger people, whether well or badly brought up, seem inclined to go away and to leave their parents to the care of some one in the parish.

57659. The family tie is weakening?—Yes, it seems to be loosening in some way. That independence we read about is more shown in the breach than in the reality.

57660. It is a wish to be independent of obligations which ought to be fulfilled?—Yes.

Relief to able-bodied, and question of qualification of destitution.

57661. Coming to the class of persons who seek relief, you would like to alter the law so that there would be no doubt about the legality of giving relief to able-bodied persons under certain circumstances?—That is so. We cannot relieve an able-bodied person in this country, unless it is a woman with children.

57662. You remark that you have always thought that when a man was honestly out of work and had a wife and children to support, it was a harsh and inhuman law that compelled you to wait until the man pawned his belongings and was stricken down with disease before you could relieve him. The English law does not permit that at the present moment?—No.

57663. You would like to have some form of preventive agency to prevent a person going so far down?—Yes.

57664. Have you ever thought how you would work that out? Would you rather that that class of work should be done through the agency of the Poor Law, or would you try and put it on some charitable organisation, and associate it with the Poor Law?—I am not a believer in too many organisations being set up for one purpose. I think the Poor Law, if properly carried out, should be able to deal with cases of that kind without having two or three separate organisations existing alongside each other, because they always overlap.

57665. It would come to this that you would, on certain conditions, advocate persons being given relief?—I would have the power to give relief as they have in England, even although the person was able-bodied; I would give relief if they were destitute under certain well-defined circumstances. Of course in England they give it only indoor. We do more outdoor than indoor, but it is very sad to think that you have to wait until a man has sold off a portion of his furniture, while his wife may be lying ill, and you have to turn a deaf ear to that man, and say that the law does not allow you to give relief. I have relieved them many a time although I knew it was illegal.

57666. You raise another point, viz., that you would like to relieve a person before he became destitute?—Not before they became destitute; it is before they become incapacitated by ailment and destitution both. We require the combination here.

Industrial homes for unemployed.

57667. Supposing you had that power, can you give us a concrete case of how you would apply it?—I have a conception, of course, that we should have established over the country what I call "industrial homes." I adopt that name in preference to "colonies," because a colony is of foreign manufacture, and I like the home-made article better. If you had ten industrial homes in Scotland situated at suitable spots where the relieving authorities in two or three counties could send people to be maintained and made to work if they were able to work, then you would have no difficulty in relieving able-bodied people.

57668. You express that idea of yours in the last paragraph of your statement?—Yes.

57669. Would you like to have a labour department established in connection with the Local Government Board, and then would you also have industrial homes under this labour department?—Yes.

57670. Have you gone into this idea at all?—Yes.

57671. Supposing you had something of that kind, and a certain number of people were sent there, would you let them retain any part of the wages which they had earned?—I can hand in a pamphlet upon that.

57672. I should very much like to see it. This is what you have written upon the subject?—Yes. (*Hands in pamphlet; see App. No. CLXIII.*) The only thing I have left untouched is the cost of keeping up.

57673. You would try and encourage them by giving them a certain proportion of what they were assumed to have earned?—Yes, that is the idea. The idea I had in my mind was to try and encourage those people by forcible means and others to really labour for their maintenance, and not to loat upon their more industrious neighbours.

Industrial homes for unemployed.

57674. Your idea would result in there being classification, and, in course of time, rather a rigid classification?—Yes, that is so.

Classification in Poorhouse

57675. Do you agree with the preceding witness who said that one of the difficulties in maintaining discipline now was that there may be so many classes jumbled together, so to speak, in the poorhouse?—I cannot speak about discipline in a poorhouse, never having had the management of one.

Application of English Audit System to Scotland.

57676. Would you like the audit system that is applicable in England to be applied to Scotland?—Yes.

57677. You have been for twenty-seven years inspector of the poor in the parish of Dumfries?—Yes.

Procedure as to obtaining Poor Law relief.

57678. You have therefore had great experience there. What has been the process in regard to a person getting on to relief either outdoor or in the poorhouse? He would apply to you personally in the first instance?—Yes. They come to the office and make application, not necessarily to me, but to a clerk. There is a form filled up, putting down where they were born, their age, their parentage, their family, their history of residence so as to define where the settlement is. They are then examined by the doctor. In our case the doctor comes every day at two o'clock. If it is a case for the house he fills up a certificate for the house, and then we fill up the necessary information to go with them to the house. If it is outdoor relief I grant relief myself until the next meeting of the relieving committee. The committee either approves or disapproves of my action.

57679. Have you many cases of that sort?—Yes, every day.

57680. The majority of cases are dealt with by you before they come to the committee?—Yes, the whole lot of them.

57681. Does the committee generally accept your decision?—Yes. We may have had different views as to the amount of relief given—they may give more or less than I gave,—but I am not aware that we have disagreed upon the fact of my giving relief.

57682. So what it comes to is this, you say that you so administer the relief subject to your committee approving of it?—Yes. Of course if I refuse relief to a person, then he has a recourse by going to the sheriff. I give a certificate refusing the case.

57683. Assuming you are not satisfied with your committee, is there an appeal, or do you go to the whole council?—We never do that. I accept the committee's decision whatever it may be.

57684. And there has been very rarely a difference?—Very seldom indeed.

57685. So it comes to this, you and the doctor between you adjudicate on the cases?—Yes, pretty much. I take his advice as to their ableness or otherwise.

57686. Did the Act of 1894 make much change in the composition of the Parish Council of Dumfries?—Not a great deal.

Effect of Act of 1894 on composition of Parish Councils.

57687. May I assume now that the principles which have governed relief have not changed much in Dumfries?—They have changed in this direction since the Parish Councils Act was passed; our council, I am afraid, like others, have got very much more liberal in spending money on relief than what they were formally.

57688. Has that affected you? You adjudicate?—But I must adjudicate according to the views of my committee. I am not going to run counter to them.

57689. You take that into consideration in the interpretation you give to the cases?—Yes. Of course this is a popularly elected body now, and some of them may not be very far removed in relationship from those that are getting relief.

57690. It is the change in the method of election?—Yes.

Enlargement of area of rating.

57691. (*Mr Booth.*) I would refer you to paragraph 9, where you deal with the area of rating, and say that it should be enlarged from a single parish to a district of parishes. Is that district the portion of a county?—That was the idea that I had.

57692. But consisting of a considerable number of parishes?—Yes.

57693. And then you come to this very remarkable conclusion that the rates would be almost uniform?—That is so. I took our county as an example.

57694. Do you suggest that any uniformity like that would apply to the rest of Scotland?—Very much. It would

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go in the same direction, although it might vary in different counties. In some counties the rates are extremely high.

57695. Did you select parishes and put them together because they were average, or merely because of geographical circumstances?—We have five districts under the County Council, and I took each of those districts.

57696. So there was no choosing about them?—No, I took them as they stood, and tried them to see how they worked out, because I thought one of those districts would make a very suitable area for Poor Law administration. The convener of the county had the idea of extending it to the whole county.

57697. You think that that might be too big?—Yes.

Filial liability of relatives.

57698. With regard to the young people and the old, you say that the young people wish to shirk their responsibility for their parents?—Yes.

57699. Do the parents wish their children to help them?—They often come to me and ask me to write to their families, and I frequently do so, and get a compromise by getting each of them to agree to give so much. It frequently occurs just the other way; one writes and says, "I will give a shilling or eighteenpence if so-and-so gives so much," and the result is that it is no good unless we bring them into court.

57700. But sometimes you can settle it for them?—Yes, I do it sometimes.

57701. I have heard it said that the old people would feel it less degrading to receive money from the parish than from their children?—I have seen isolated cases of that, but not many.

57702. The sort of case that you mention is one where one son is unwilling to contribute and the others don't think it fair that they should contribute unless he contributes too?—Yes.

57703. And then the Poor Law comes in with a kind of pressure?—Yes.

Proposal to give Poor Laws in England and Scotland uniform.

57704. In paragraph 10 you speak of the desirability of the Poor Laws in England and in Scotland being harmonised as far as possible?—Yes.

57705. The most important point you raise is that it would be desirable to have uniformity?—Yes.

57706. (*The Bishop of Ross.*) You suggest in paragraph 15 (*k*) that the lunatics should be divided into two classes and receive different treatment?—Yes.

Treatment of lunatics.

57707. You say that lunacy not cured in three years is not likely to be cured at all?—That is my experience.

57708. Would you suggest that all incurable lunatics should be transferred to the asylums for chronic lunatics?—Yes.

57709. Some of them would continue to be dangerous lunatics?—Yes. The object I had in making the suggestion was this: curative asylums now are fitted up in a most gorgeous style, and medical men say that it helps to cure them. What effect can it have on an incurable lunatic? It cannot have any effect, and therefore if lunatics are past curing they should then be put in a less expensive place, well kept and fed, and all that, but shorn of a lot of embellishments that are now in the newer asylums. It would be much cheaper.

57710. You require a considerable expense in connection with dangerous lunatics even although they are incurable?—Yes.

57711. You require skilled warders and a number of appliances for their management, all of which will be expensive?—We have a pretty large asylum, and there is not much of that sort of machinery used towards restraint. Work is applied to them as being the best curative treatment.

57712. If you keep curable and dangerous lunatics together, and put the incurable, who would also be harmless——?—My idea is that the dangerous are better away from the curable ones, because they give annoyance and are troublesome and disturb those who may benefit by the treatment they are getting.

57713. Have you any idea of the cost in these curative asylums?—Our asylum is a cheap one, although it is one of the best, and we pay £24. That is due to the fact that it was well endowed.

57714. What proportion would the endowments bear to the total expense?—It would be somewhat difficult to explain all that because it is a place that is making a clear profit of £10,000 a year.

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57715. (*Mr Patten-MacDougall.*) Is that the Crichton Asylum?—Yes.

Question of prohibiting married women working.

57716. (*The Bishop of Ross.*) In paragraph 6 you point out that it is very inconvenient that a newly married pair should have more money to live upon than they afterwards have when they have a family to support?—It is inconvenient when the income goes down from 35s. or 36s. to the original 18s. that the man earns.

57717. Your idea would be that if the income started at the lower figure it would be better for the family?—Yes.

57718. Would you go the length of preventing women from working so as to secure less income at the beginning of their married life?—I am not so very sure about that.

57719. Can you suggest any other remedy?—Yes, if you will regulate marriage.

57720. I think it would be easier for you to make a law to prohibit married women from working?—I know that that has been held by many, but I am not sure about it.

Relief to able-bodied.

57721. (*Professor Smart.*) You believe in giving power to Parish Councils to grant relief to able-bodied persons?—Yes.

57722. Is that opinion shared by many of your brethren?—It is shared by my Council.

57723. But not by your fellow inspectors?—No, I do not think it is generally shared by them. When I say that, I am basing that idea on this fact, that at the last conference we had here a Glasgow member made a proposal to that effect, and I seconded it, and I saw that none of my colleagues seemed to support my idea. From that I gather that they are rather opposed to it.

57724. We have a statement of evidence from the inspectors of poor of Scotland in which they say that it is undesirable that any fundamental alteration should be made in the Poor Law?—Yes, they are rather conservative in their ideas.

57725. You are in a distinct minority in regard to that?—I think I am.

57726. (*Mrs Bosanquet.*) Do you record and report to your Committee all cases that apply to you?—Yes.

57727. Whether you have refused them or not?—Yes, the complete list of cases is laid before them. My meetings are fortnightly. The cases are all written down on sheets, and I read over each one whether I have given relief or refused relief.

57728. Do you think that all inspectors report all cases whether they have refused them or not?—I could not say as to that.

57729. Would there be any check on you if you did not do so?—I do not think there would be any check.

57730. It would be open to you to send applicants down the way and tell them to try and get on without relief?—Yes. If I refuse a person I give a certificate of refusal; but even supposing I did not do that, the party might go to the sheriff, and the sheriff might grant an order upon me.

Procedure as to appeal to Sheriff.

57731. Do you suppose that they all know that they can go to the sheriff?—When I refuse them I tell them that they can go.

57732. But supposing you did not tell them?—I do not think they would know.

57733. You have to instruct them how to do it?—Yes, I give them a certificate, and ask them to go to the sheriff.

57734. You instruct them how to proceed against yourself?—Yes.

57735. (*Dr Downes.*) What voluntary agencies exist in Dumfries to provide against sickness? Are the men insured?—There are church organisations and some others.

Voluntary and Provident agencies in Dumfries.

57736. Have you any friendly societies?—Yes, but many are not members of those societies.

57737. Is the tendency to join those societies becoming less than it was, in your opinion?—I do not think so.

57738. Has it increased?—I could not speak definitely as to that. There are the Foresters and Shepherds, and so on.

57739. Have you found sickness to be a prominent cause of pauperism in Dumfries?—Yes, it is a prominent cause, because a great number of those people live from hand to

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mouth, if one might say so, and a day or two's illness brings them to the Parish Council.

57740. Do you think those are people who should have provided against sickness by joining a friendly society?—No doubt they should have done so. They have joined in connection with some of the manufacturers' societies; but even there I have to apply to the managers, otherwise I would sometimes be taken advantage of.

Treatment of lunatics.

57741. Have you considered who should affect the transference of cases from curative asylums to chronic asylums?—The Government.

57742. But who should determine whether a particular patient should remain in the chronic asylum or go to the curative asylum?—It should be done by a central authority.

57743. You suggest that the payment of a fee for certifying should be abolished?—Yes, I think a salary should be given instead.

57744. And that only medical men with experience in lunacy should certify. Would you apply that to sparsely populated districts?—I have thought of that. Of course, there are cases where anyone could say whether a party was sane or insane; but there are cases, on the other hand, where the line between sanity and insanity is not so easily marked. I think it is unfortunate that simply because a young man has passed as a medical officer by getting through college, without any experience in lunacy, he should be in a position to say whether a man's liberty is to be taken away from him, and whether he is to be locked up or not.

57745. But my question was rather about sparsely populated districts?—You could not have it done by resident medical men. You would require to have men come from a distance.

57746. The case might be an urgent one?—That is true. There might be difficulties.

57747. There will be exceptions to the rule?—Yes.

Report of English Committee on Vagrancy.

57748. Have you studied the report of the English Committee on Vagrancy?—Yes.

57749. Do you agree with their conclusions?—Partially; the pamphlet I have put in will show how far I go with them.

57750. (*Mr Patten-MacDougall.*) Is there any co-operation between the charitable organisations and the Poor Law in Dumfries?—No.

Extent of co-operation between charity and Poor Law.

57751. There are a number of charitable bequests in Dumfries?—Yes, but they are private mostly.

57752. There is no co-operation?—No.

57753. Do you think if there was co-operation that might assist very much towards the relief of those who are about to go on the paupers' roll?—Yes.

57754. Have you felt that strongly?—Yes.

Proposal as to levying assessments.

57755. Then as regards paragraph 10 (B), where you deal with rating, you are of opinion that Poor Law assessments should be levied upon gross rental just as all other assessments are levied for local purposes?—Yes.

57756. You think that that would remove a great many difficulties which at present exist in the administration of the Poor Law?—Yes.

57757. And relieve you of the necessity of deductions and classifications and other things which have to be done in order to arrive at the poor law assessment?—Yes. The only outstanding property that might be affected is that of the railways, and even there the Government has appointed a valuator who makes special provision for them, and they are not so badly off as one might think at first when you go into their system.

57758. That would facilitate collection of rates?—Yes.

57759. It would simplify and very much cheapen it?—Yes, and it is as broad as it is long. If you take off 20 per cent. in one place you have to put it on in another to raise the money.

57760. In Dumfries you have done what you could in order to simplify collection?—Yes, we have been trying joint collection.

57761. That is joint collection of county and parish rates?—Yes.

57762. You have found that to work well?—Yes, and very much cheaper. We get our rates collected at 10s. per £100, including all expenses for stationery and everything.

57763. If the suggestions you make under this head were adopted, it would very much facilitate that process, and make it applicable really to the whole country?—Yes.

Mr William Maxwell.

Mr William Maxwell, called and examined.

57764. (*Chairman.*) You have been for many years President of the Scottish Co-operative Wholesale Society, Limited, and you have given a good deal of attention to co-operative societies?—Yes.

57765. Your life has been spent rather in preventing than in relieving poverty?—Yes.

57766. You have been good enough to prepare a statement, which is a very clear one, and which we will take as your evidence-in-chief if you will hand it in?—Thank you.

(*The witness handed in the following statement.*)

Qualifications of witness.

1. I have been President of the Scottish Co-operative Wholesale Society, Ltd., for the last twenty-six years, having been on the Board of Directors for a year previously. Before that time I filled the position of Secretary to St Cuthbert's Co-operative Association, Edinburgh

I have thus been brought in contact with the working classes and their social surroundings for over thirty years. My life has been devoted towards the prevention of poverty rather than to Poor Law and other reliefs.

Aims, objects and benefits of co-operative movement.

2. The co-operative movement in my opinion has been a strong and substantial preventative against lapsing into a condition that would require charitable or parochial assistance. The co-operative movement was brought into existence because of the poverty of those who became its members; and its wonderful success, without the slightest aid or advice from without, is the best evidence I can adduce as to the value of mutual help among the people themselves. A small contribution, not more than 1s. generally, is all that is asked in most co-operative societies to admit an individual to membership, the accumulating profits of their purchases for a short time being sufficient to make up the necessary share capital each is entitled to hold in the society. This amount varies from, say, £3 to £5 per member. Whatever profits arise from sales, after paying working expenses, are divided at so much per £ of purchases to each member, and paid in cash each quarter or half-year as the case may be. These profits run from 1s. 6d. to 4s. 4d. per £ of purchases. In this way many of the poor are enabled to meet their rents. Others get advances from the funds of the society to build or purchase their own houses. Thus in many of the towns of Scotland numbers of ordinary working-men, before they are middle-aged, possess their own dwellings. During 1904 profits and interest amounted to £2,739,163, which was divided among the co-operators of Scotland. In the United Kingdom the sum amounted to £11,514,206. The number of individual members in Scotland was 366,416 in 301 societies. Two large convalescent homes have been erected and are maintained by the societies for the benefit of their members. An association has also been formed for the purpose of assisting old and necessitous co-operators, who receive from 5s. to 7s. 6d. per week. Here then is a self-contained and self-supporting organisation, which is preventing in a most practical way thousands of people from falling from independence to poverty. In this way we have perhaps a fourth of the population of Scotland connected with this great thrift organisation. With the growing feeling towards temperance and the possession of capital by the working classes, the future, I think, is extremely hopeful.

3. The Scottish Co-operative Wholesale Society is a federation of retail co-operative societies in Scotland, and employs about 7,000 persons in the different industries it carries on. The conditions in the factories are all that could be desired, while the wages and hours of labour are worthy of comparison with those of similar trades. A share of the profits is given to all employees. For some years past this has amounted to 8d. per £ on all wages—last year the amount of bonus on wages paid being £12,849, 4s. 8d. Half of this sum is retained till the individual leaves the society's employment or till death takes place.

4. The following figures show the position of the

co-operative movement, years 1895 and 1905, and are taken from a Return prepared and issued by the Co-operative Union :—

Statistics of Co-operative Societies in United Kingdom.

STATISTICAL STATEMENTS FROM CO-OPERATIVE CONGRESS REPORTS.

United Kingdom.	At end of 1895.	At end of 1905.
No. of co-operative societies, .	1,711	1,614
No. of members, . . .	1,414,158	2,259,479
Amount of capital, share and loan, ...	£20,331,542	£37,966,235
Reserve funds, . . .	£931,871	£2,561,003
Amount of trade, . . .	£52,512,126	£94,197,514
Profits earned, including interest, ...	£5,825,709	£11,681,027

Comparison of Co-operative Enterprise in England and Scotland.

57767. (*Chairman.*) In paragraph 2 you point out what the profits of the co-operative societies were in Scotland. In 1904 they amounted to £2,739,163 ?—Yes.

57768. In the United Kingdom, including Scotland, they amounted to £11,514,206 ?—Yes.

57769. Therefore Scotland proportionately seems to have a good deal more co-operative enterprise than England ?—Yes, if you take the proportion of the population.

57770. Is co-operation increasing in Scotland ?—Yes.

57771. Then you go on to show that the number of members in Scotland is 366,416, and a little further on you state that this movement perhaps connects one-fourth of the population of Scotland with this thrift organisation. How many dependents do you allow for each ?—I multiply the membership by four.

57772. That in your experience is fair ?—Yes, it is rather under than over.

Women Co-operators.

57773. Can a woman be a co-operator ?—Yes.

57774. Have you many women who are co-operators ?—Yes.

57775. Is that on the increase among women ?—Yes. They have an organisation of their own for propaganda work.

57776. You employ about 7000 persons in the various industries ?—Yes, that is in the Scottish Co-operative Wholesale Society.

Benefits of Co-operative Societies.

57777. Are most of the Scottish co-operative societies distinct in themselves, or are they connected with the English ones ?—Not in any way. The Scottish Society is an organisation quite apart from the English Society, although they work pretty much in harmony and in unity in one or two branches, such as growing tea in Ceylon.

57778. It has been suggested to us that we are living in rather an extravagant period, and that there is a less disposition towards thrift than there used to be ?—I think that is quite so. The working class in Scotland live more luxuriously than they did in my younger days. Through the organisation of this kind we have now more men of the working class possessing their own houses than ever we had in Scotland. In many of the towns in Scotland hundreds of workmen have their own houses through these means and through building societies.

57779. You are increasing annually ?—Yes.

Progress of thrift and class of thrifty.

57780. Is the movement spread over the whole of Scotland ?—Scotland is peculiarly situated as regards population. If you draw a line across Perthshire, you would find very little population that you could deal with in the north, except in Inverness and Aberdeen. We have the movement where the population is not too sparse, but in the like of Argyllshire there is no population worth speaking of. We certainly do better in the industrial centres.

57781. It has been suggested to us that the friendly and benefit societies are not increasing as they used to. You say that co-operation is holding its own better ?—The friendly societies have been growing of late. I think the Foresters have grown somewhat. But there is no mistake that a lot of the surplus money of the working class is lying with the co-operative movement more than ever.

57782. You give an interesting table at the bottom of your statement ?—Take the amount of capital, share and loan ; at the end of 1905 it stood at £37,966,235, as against £20,331,542 at the end of 1895.

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57783. How do you account for the number of co-operative societies being less at the end of that period of ten years, although the capital is so much larger ?—We found societies starting in little villages where there was not sufficient population to support them, and our policy for many years has been to amalgamate societies, and make small societies into branches of larger ones.

57784. And that has strengthened these small societies ?—Yes.

57785. There has been no collapse of any great thrift society in recent years ?—Not a great one, but we are speaking now in an atmosphere of proportion, and things that happen now would have been great thirty years ago. There is nothing of any importance since Dr Rutherford's scheme in the north of England.

57786. When was that ?—In 1864 or 1865.

57787. (*Mr Patten-MacDougall.*) Do you say that the co-operative movement is more successful in Scotland than the friendly societies ?—I would not say that, because I am not enough of an authority. I think the friendly societies are doing good work. The thinking members of the co-operators are nearly all connected with the friendly societies.

57788. You apparently divide about £7 per head in the course of the year from profits and interest among the co-operators ?—Yes.

57789. Is the movement spreading at all in the Highlands ?—We have started in such a place as Aberfoyle, which is on the edge of the Highlands. We have started in Thurso (started 1866), Wick (started 1874), and in Orkney and Shetland.

57790. The result to some extent is to finish the small shopkeeper in these places ?—That is not our intention.

57791. But that is the result ?—It is a natural result. Any new scheme that has economy in it will press hard on one that has not that economy.

Administrative control of Co-operative Societies.

57792. (*Dr Downes.*) I gather that this big organisation is controlled by a board of directors ?—Yes.

57793. How are they appointed ?—By delegate meetings of the shareholders.

57794. Does each shareholder have a vote ?—Each shareholder has a vote in his capacity as shareholder, but it would be impossible to have a meeting of all shareholders. We have a meeting of 900 delegates representing the shareholders.

57795. And the directors are appointed by the delegates ?—Yes.

57796. Then it is not direct representation ?—It may be that a question is raised at the local meeting, and they decide on the man they wish to put on, and the delegates get instructions.

57797. The delegate is merely an agent in that case ?—Yes, but they don't do it in all cases. Some societies leave it with the committee to vote for whom they think proper, but in many cases it is the other way.

57798. (*Miss Hill.*) You have both productive and distributing agencies ?—In the Wholesale Society it is largely productive. We produce about £2,000,000 worth of goods in a year.

57799. And you distribute also ?—Yes, about £7,000,000 in a year.

57800. You look upon it also as a very valuable educational agency in developing the powers of self-government among the people ?—Yes, and fitting men and women for taking positions in public bodies.

57801. You don't know that it appeals to people more than the friendly societies ?—I believe it does appeal to them more, because the results are more immediate. One would like to stave off the reward of the friendly society, viz. sickness and death, whereas the reward here comes four times a year.

57802. How are the convalescent homes managed ?—By a committee selected for the purpose.

57803. And the payments of 5s. to 7s. 6d. per week which you mention in your statement ?—There is also a special committee for that purpose.

57804. Appointed by the central body ?—Appointed by the contributors to the fund.

57805. Are the separate districts independent and complete in themselves, or what is their relation to the central body ?—Entirely independent and self-composed. In Edinburgh there is one with 35,000 members. They become part of the central body by taking shares.

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57806. The local body takes shares in the central body?—Yes, and they can purchase their goods where they think proper, but the central body must sell goods to their own shareholders only. The local societies can choose any trader they think proper to buy from.

Educational functions of Co-operative Societies.

57807. (*Mrs Bosanquet.*) Is there a certain proportion of their profits set apart for educational purposes?—Yes.

57808. Do they keep it up well?—Fairly well. It amounts to about £8000 in Scotland.

57809. Is the education a reality? Do they really undertake educational affairs?—Yes, they have classes for their shopmen and their members, and for their members' daughters. They have lectures on health, sick-nursing, ambulance work, and so on.

57810. Have they libraries?—Yes, many of them have, and very good libraries too.

57811. (*Chairman.*) I suppose it is a continuation of the instruction which they pass through in an elementary school?—It goes a little bit further. I heard one of the witnesses talk about poor housewives. Our people have had that opinion for a long time, and they try to have cookery classes in every town at their own expense, and they are fairly well attended.

57812. Has this class of school been long in existence?—It will be about ten years since we began that kind of work.

57813. And it is doing good work?—Yes. Many board schools don't give cooking lessons. In these classes a girl only learns what she really requires and what she can use.

57814. And you have all the appliances?—Yes.

57815. (*Mrs Bosanquet.*) Do they have special buildings, or do they make use of the board schools?—We have halls attached to the stores, and these are given freely for educational purposes.

57816. (*Mr Phelps.*) You are aware there are certain scholarships at Oxford confined to co-operators?—Yes.

57817. Do your members compete for these?—Yes. They send two up every year.

57818. Have any Scotch members been successful?—Yes, we had one from Edinburgh.

Attitude of traders' organisations to co-operation.

57819. Is that just now?—No, it was some time ago.

57820. You think that the spirit of co-operation tends to establish independence?—I think so.

57821. Do you find any instances in your own mind in which it carries that rather to an extreme?—There might be. There are fanatics in every movement of every sort, and I have had to meet many of them in my day.

57822. Is there a good deal of criticism of the movement in Scotland?—Yes.

57823. Active opposition?—Yes.

57824. What form does it take?—Trying to deprive us of our citizenship. For instance, in the public markets bids made by co-operators are not accepted; they are said not to be good bids.

57825. There is an attempt to boycott the movement in the markets?—Yes.

57826. (*Miss Hill.*) From whom does that opposition proceed?—Traders' organisations.

57827. (*Mr Phelps.*) Do you foresee any end to it?—None but to be ready to fight them on their own ground, and we have done that for fifteen years.

57828. You think that the fittest will survive?—Yes, and I am not afraid of the result.

Pension, insurance, and building branches of Co-operative Societies.

57829. You said you had some provision in regard to pensions?—That was taken up some years ago.

57830. Is that for your employees?—No, it is for customers. We send out notices to the various societies, if they have any old necessitous persons to let us know, because we don't want them to go to the poorhouse; and while they are perhaps not obliged to go to the poorhouse, 5s. a week would make them more comfortable.

57831. It is an association dealing with all the branches in Scotland?—Yes.

57832. Is there anything analogous to that in England?—I don't think so.

57833. (*Miss Hill.*) How is the money paid for these pensions?—A committee has been appointed to work it out, and they do their work gratuitously. The societies devote a sum every year to this fund.

57834. (*Mr Phelps.*) Does your society do anything with regard to the housing of the poor?—We advance money to our shareholders for the purpose of building property.

57835. Have you a regular building society?—We have a regular building department.

57836. What is the occasion of that?—A society finds itself with a growing business in a town possibly started beside a new industry, and there is no accommodation for the people. They apply to us to lend them, say, £10,000 to put up some houses at once, with a shop and a store underneath. We give them that to be paid back in instalments in fifteen years.

57837. Where does that £10,000 come from?—The accumulated profits lying with the Wholesale Society.

57838. Do you receive money on deposit from your members?—Yes.

57839. Is any of that used as advances for building?—It is used for that purpose; we lend to corporations, school boards, and parish councils to carry on public works.

57840. There would be a difference between the two: the one would be an ordinary investment, while the other would be assistance to your own members in a particular department?—Yes.

57841. Do you find that building scheme largely taken up?—Yes.

57842. Can you give any figures as to the number of houses built under it?—No, but I think that that could be got.

57843. Will you get these figures?—Yes. Original amount advanced by S.C.W.S., £70,241. At end of 1905, as per report of societies to Co-operative Congress, the amount invested by societies in house property was £444,800.

57844. Do you do anything in the way of insurance?—Yes, we have an insurance company.

57845. Does it prosper?—Yes, very well.

57846. What does it insure?—Fire, life, and fidelity.

57847. Does it provide any annuities for old age?—No.

57848. Can you buy annuities in it?—No.

57849. What provision do you make against old age?—We have none.

57850. It does not cover that branch of insurance?—No.

57851. Is it taken advantage of?—Very largely.

57852. How does its conditions compare with those of the Post Office pecuniarily?—I think they are about the same.

57853. And you can give good security?—Yes.

Finance of Co-operative Societies.

57854. What amount of money have you received on deposit from your members?—A retail member can only contribute £200 according to the Act of Parliament. At the Wholesale Society we can take as much as they like to send to us, and in that way we have about £3,000,000 of money at present.

57855. (*Mr Booth.*) Your only depositors are the distributing societies?—That is so, with the exception of a few private depositors.

57856. (*Mr Phelps.*) What percentage do you pay for your deposits?—4 per cent. on twelve months' notice, and $3\frac{1}{2}$ per cent. on six months' notice.

57857. Is it the same whether it is from a society or an individual?—We do not take it from an individual except in the case of our employees and a few private individual co-operators.

57858. Is it the same with your employees?—It is a half per cent. more to them.

57859. You say it is $3\frac{1}{2}$ per cent. to the societies?—Yes. We pay 5 per cent. on the share capital.

57860. Have the branch societies enough capital to allow them to take advantage of that?—Yes.

57861. Do they do that in preference to putting it into building houses?—Yes.

57862. Do you think on the whole that is wise?—I have always advocated the building of houses, but in some districts in Scotland, such as those where there is coal-mining, it is a very difficult question to handle, because the employers have built cottages for their workpeople and the seam runs done and the locality is useless. In that way we have lost money.

57863. Does your society buy estates and lay them out

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for building?—We bought an estate two or three years ago, on which we are growing fruit at present.

57864. Where is that?—Calderwood, about eleven miles from Glasgow.

57865. Are you thinking of trying to grapple with the housing question in Glasgow?—No. We have discussed it frequently, but I do not say that we are trying to grapple with it.

57866. Do you make provision with regard to the health of your employees? Have you a system of medical service?—No; but if an accident happens we give them every attention. The conditions of labour are such that they could not be better.

57867. Do you have hospitals for accidents?—No, we send them to the ordinary hospitals, which we are large contributors to.

57868. You are contributors, and you get privileges in return?—Yes. Then we have these convalescent homes where we send them when they come out of hospital.

57869. Have you any provision of that sort for the children of your employees?—Not beyond those convalescent homes.

57870. (*Mr Gardiner.*) Will you explain the system of electing directors for an ordinary distributing store like St Cuthbert's?—It is by open voting at the shareholders' meeting.

57871. Am I right in thinking that the method of election has been adopted in order to secure continuity in policy in administration?—I do not know that it has been for that purpose, but it has had that effect.

57872. And it has therefore been to the advantage of the Society?—Yes, I think so.

57873. There is always a passion for new blood?—Yes, there is a strong feeling in that direction.

57874. And a little clique may arise which may do great damage?—Yes.

57875. You say that the co-operative movement as a whole is the only school in which democracy really learns the difficulties of administration?—I would say that it is the best that I know of, and men begin to learn for the first time that they can have losses as well as gains by being manufacturers.

57876. What do you regard as the greatest difficulty in the way of democratic administration?—Want of education.

57877. Will you explain what you mean?—In the case of men coming from the country, living in a sparsely populated district and not meeting their fellows very often, it is very difficult to get them to understand what really is democratic work. Until men get to know that there are other ideas besides their own, and that they must have some moderation in pushing their views, we won't have that perfection that we would like.

57878. Have you succeeded in getting the poorest classes from which paupers are drawn to join your societies?—Yes; it has succeeded admirably. In Edinburgh we have a good many of the very poor people.

57879. Are these societies managed by St Cuthbert's?—It is the St Cuthbert's members I am speaking of. Their headquarters are in a very slummy part of the town.

57880. And they are managed like the ordinary societies?—Yes, they have 35,000 people attached to them.

57881. I think women have the same rights as men members in your society?—Yes, and they fully appreciate it.

57882. Do they attend the meetings in great numbers?—Yes, and they take advantage of all opportunities.

57883. Are they qualified for directorship?—Yes, and they sit on the boards, but not of the wholesale society.

57884. Have you introduced any system of profit-sharing amongst the employees?—Yes, since 1872. The profits are divided equally upon purchases as upon wages, and for some years back it has given about 8d. per £ on wages, which was the dividend given on purchases. Last year about £12,849 was given over and above what the trades union demanded.

57885. You pay the trades union rate?—Yes, and sometimes a little above, and then the hours are better as a rule.

57886. You have not been troubled with any serious labour dispute?—Not for years. The introduction of machinery always leads to trouble, and we have to face it.

57887. (*Professor Smart.*) The wages of your women workers are not trades union wages, and they are higher than the customary wages?—Yes.

57888. What about the hours?—We began our efforts with shirtmaking; and in 1882, when some people were working eighteen hours a day, we started to work forty-four hours per week, and we have gone on with that ever since.

57889. The conditions generally are better than in ordinary factories?—Yes, we take care to have very fine workshops, well ventilated and lighted, and kept in good order.

57890. The necessary capital for individual shareholders is £1?—It depends on the societies. Some, like St Cuthberts, claim £5.

57891. What is your limit?—£200.

57892. One can be a shareholder to the extent of £200?—Yes.

57893. And get 5 per cent.?—It depends on the society again. Some societies only give 4½ per cent. As I have said already, each society administers its own policy.

57894. Do you say there are several hundreds of workmen in Scotland who own their own houses?—Yes, it may go into thousands.

57895. Are any of these flats?—No, they are principally cottages. In Tillicoultry and Hawick and so on they take the form of little cottages.

57896. You won't have any cottages in Glasgow?—No.

57897. You spoke of an output of £2,000,000 in production. What are the different industries in which you produce?—The largest part of our production is flour. We have three great flour mills, turning out over ten thousand 208lb. sacks in a week. The next largest industry is that of boots and shoes. We make about 14,000 pairs every week.

57898. Is that at Shieldhall?—Yes, and in the east end of Glasgow. Then we have printing, bookbinding, and bagmaking.

57899. And ready-made clothing?—That is a very large item. At the present time we have just competed for and been successful in getting the clothing for the Glasgow Police, showing that we do not charge higher than others. Everything will be made in our factories.

57900. You have been able to compete with sweated labour of the worst description?—Yes, with people who farm it out.

57901. You say you devote part of your profits to education?—Yes.

57902. And also to recreation?—Not the wholesale society. We help the retail societies by letting them have their meetings in our places.

57903. But I was referring to Calderwood Glen?—The estate is left open, and they have only to ask permission, and thousands go there to enjoy themselves in the summer time.

57904. That is one of the old show places in Scotland?—It is the best of its character.

57905. If we wish to see Shieldhall——?—Then you will get permission from 95 Morrison Street. I only hope the Commission can see its way to see what working men can do.

57906. (*Mr Booth.*) You multiply the individual members by four to get at the total population?—Yes.

57907. Can there be two members from one family?—There is such a thing, but not very often.

57908. That will be in the case of a son who is earning his own money?—Yes.

57909. You won't have the wife as well as the husband?—Yes; in some societies we do have that, but not very often. Sometimes we thus get £600 from one house.

57910. Will the member from the family occasionally be the wife and not the husband?—We have had that. If they are both members they both have a right to go to the meetings.

57911. But if the wife only joined?—Depend upon it she would go.

57912. And it would be allowed?—Yes.

57913. She is financially responsible?—Yes.

57914. With regard to the building, do you build on speculation, or do you only assist your members to build?—We only assist our members to build. We do not speculate.

Industrial conditions of employees.

Finance of Co-operative Societies.

Members as property owners.

Membership and financial responsibility of Co-operative Societies.

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Membership and financial responsibility of Co-operative Societies.

57915. So the money you put in is perfectly well secured?—Yes.

57916. It is really a perfectly legitimate investment?—Yes.

57917. You have perfectly good security for the money advanced?—Yes, unless with the exception that I have spoken about, where the conditions of the locality might change.

57918. So much as to swallow up the margin?—Yes.

57919. A man for whom a cottage is built pays a certain portion and the society advances like any building society?—Yes. I would like to add, correcting what I said to Professor Smart, that in Edinburgh members of St Cuthbert's Society own many houses in flats.

Membership and financial responsibility of Co-operative Societies.

57920. In no case do you speculate in houses?—No, we do not speculate in anything.

57921. In regard to this disfavour with which the co-operators are regarded, it is sometimes said that they are not public spirited, and that they do not subscribe, as the local tradesmen are obliged to subscribe, to local matters?—The best answer to that is in our balance-sheet, where it will be seen that we gave about £1,300 last year to charities from the wholesale society. Every local society contributes as well. Of course, any stick is good enough to hit a dog with.

Dr Core, Dr Moorhouse, and Dr Muir.

Dr Core, Dr Moorhouse, and Dr Muir, called and examined.

57922. (*Chairman.*) I understand you three gentlemen represent the British Medical Association?—Yes.

(*Dr Muir.*) I am present also on behalf of the Scottish Poor Law Medical Officers' Association.

(*The witnesses handed in the following statement on behalf of the British Medical Association as to Poor Law Medical Relief in Scotland by the Poor Law Sub-Committee of the Scottish Committee of the Association.*)

Outdoor Medical Service.

Outdoor medical service.

1. The Committee has received returns from 420 outdoor medical officers—the total number of districts dealt with being somewhat larger.

The condition of the medical service varies greatly, that in the populous towns being quite different from that in the Highland and Island districts.

Recommendations.

Need for national medical service in Highlands and Islands.

2. *Highlands and Islands.*—In many districts it is impossible to supplement the medical officer's salary by private practice.

In many districts there is no suitable house for the medical officer, and the rates cannot be used for building one.

The Committee would suggest that in these districts there is need for a national service such as has been recommended for Ireland by the Vice-regal Commission.

Payment of outdoor medical officers, and provision of drugs.

3. *Payment of Medical Officers.*—In the towns the medical officer is paid at a very low rate per attendance, and his salary is more like a retaining fee than a payment for work done. The salary should be fixed in consideration of medical attendance only. Drugs and other materials should be provided under a separate contract.

Special fees for extra services.

4. There is no fixed method of remuneration for:—

(*a*) Vaccinations;
(*b*) Lunacy certificates; and
(*c*) Confinements;

and fees are not paid at all for

(*d*) The treatment of fractures and dislocations;
(*e*) Operations.

Special fees should be paid for these services.

Need of provision for consultations and administration of anæsthetics.

5. *Consultations and Administration of Anæsthetics.*—Provision should be made for consultations and the administration of anæsthetics.

Tenure of office, holidays, and superannuation of medical officers.

6. *Tenure of Office.*—The want of such security of tenure of office as would be conferred by requiring the sanction of the Local Government Board to the dismissal of a medical officer is keenly felt.

7. *Holidays of Medical Officers.*—Medical officers should be allowed a definite holiday every year, during which the Parish Council should defray the expense of a substitute.

8. *Superannuation.*—Some scheme of superannuation is desirable.

Indoor Medical Service.

9. The Committee has received returns from sixty poorhouse medical officers.

Recommendations.

Need of special rules for poorhouses with resident medical officers.

10. *Management of Poorhouse.*—In drafting rules for the management of poorhouses, a distinction should be made between the larger and smaller poorhouses. Special rules should be drafted for poorhouses having a resident medical staff.

Treatment in poorhouse hospitals.

11. *Poorhouse Hospitals.*—Whatever medical and surgical treatment is attempted in poorhouse hospitals should be assimilated to that in general hospitals, especially as to the standard of nursing, food, and drugs. In smaller poorhouses arrangements should be made for the transference of cases requiring operations to other institutions.

Payment of indoor medical officers.

12. *Payment of Medical Officers.*—The salary of poorhouse medical officers should be fixed in consideration of medical attendance only. Drugs and other materials should be provided under a separate contract.

Special fees for extra services.

13. In addition to the salary, special fees should be paid for:—

(*a*) Vaccinations;
(*b*) Lunacy certificates;
(*c*) Confinements;
(*d*) The treatment of fractures and dislocations; and
(*e*) Operations.

Recommendations of British Medical Association on behalf of indoor medical officers.

14. *Consultations and Administration of Anæsthetics.*—Provision should be made for consultations and the administration of anæsthetics in the smaller poorhouses.

15. *Tenure of Office.*—From the Poor Law Act of 1845 it is assumed that poorhouse medical officers can only be dismissed by the Local Government Board. This point has never been tested, but the matter should be put beyond question.

16. *Holidays of Medical Officers.*—Medical officers should be allowed a definite holiday every year, during which the poorhouse committee should defray the expense of a substitute.

17. *Superannuation.*—Some scheme of superannuation is desirable.

Public Aspects of Poor Law Medical Service.

18. The Committee has received returns from 352 medical officers.

Recommendations.

Popularity of boarding-out system for children and lunatics.

19. *Pauper Children.*—The replies show a large preponderance of opinion in favour of the system of boarding-out, both in its physical and moral effects.

20. *Chronic Inoffensive Lunatics.*—The replies show a large preponderance of opinion in favour of boarding-out with relatives or with strangers in preference to treatment in lunacy wards.

Relief of aged persons.

21. *Aged Persons.*—One-half of the replies are in favour of outdoor relief, one-sixth of special almshouses, one-third of special poorhouse wards, giving a preponderance of two to one in favour of relief outside poorhouses.

The Committee is of opinion that aged persons who require nursing are best relieved in the poorhouse.

Outrelief for deserted wives.

22. *Deserted Wives.*—The replies show a preponderance of two to one in favour of outdoor relief. In all cases it is desirable that the Parish Council should give a direct reference to some agency, such as the legal agent for the poor, to assist the wife in securing aliment from the husband.

Relief to able-bodied unemployed.

23. *Able-bodied Unemployed.*—Upon consideration of the information collected, the Committee is of opinion that in all cases of application for relief the Parish Council should give a direct reference to some agency for relief of the unemployed, and that Poor Law relief should only be granted to the sick dependants of able-bodied unemployed persons.

Compulsory powers of Parish Councillors.

24. *Compulsory Powers.*—The replies show a large preponderance of opinion in favour of compulsory powers being granted for

(*a*) The removal of sick paupers to poorhouse hospitals.

(*b*) The detention of sick paupers in poorhouse hospitals.

(*c*) The detention of "ins and outs" in poorhouses.

(*d*) The separation of children from vagrant or vicious parents.

Outdoor nursing of poor.

25. *Outdoor Nursing.* — The replies show a preponderance of four to one in favour of Parish Councils subscribing to district nursing associations for the poor, in preference to the institution of special Poor Law district nurses.

(*Dr Muir handed in the following statement of the Scottish Poor Law Medical Officers' Association in so far as in their opinion the law of Scotland ought to be altered in the interests of the public and the medical service.*)

Tenure of office of Poor Law medical officers.

26. *Tenure of Office.*—According to section 66 of the Poor Law Act of 1845, medical officers of poorhouses can only be dismissed from their appointments by the Local Government Board if it shall appear to the Board that such medical men are unfit or incompetent, or neglect their duties. Outdoor medical officers, not being specially mentioned in the Act, have always been considered to have a different *Tenure of Office*, and may be dismissed by their Parish Councils with or without cause being given; and even if appealed to, the Local Government Board declare that they have no power to prevent dismissal. This arbitrary power on the part of Parish Councils has been used, in many instances, in a very unjust manner, and medical officers have been dismissed from causes other than "incompetence or neglect of duty." As a result of the Departmental Enquiry of the Local Government Board, it has been recommended that outdoor medical officers should be made "Statutory Officers, and only dismissable by, or with, the consent of the Local Government Board."

Disposal as to provision of drugs.

27. *Drugs, etc.*, should not be included in the salary or compounded for by a slump sum, but, where practicable, dispensed by a druggist. In places where there is not a druggist within a reasonable distance, the medical officer should dispense the drugs, and be paid for the same by the Parish Council, at the same rate as if the drugs had been dispensed by a druggist. The Local Government Departmental Enquiry agreed that this claim should be granted.

Residence for Poor Law medical officer.

28. *Official Residence.*—In many country districts no suitable house can be got for the medical officer to live in. The result is that Parish Councils have great difficulty in getting a suitable medical officer, and changes in the medical officer occur at frequent intervals. This state of matters is highly detrimental to the interests of the public at large. The Local Government Departmental Enquiry recommended that Parish Councils be authorised to use the rates in building a suitable residence for the medical officer.

Provision of medical extras, etc.

29. *Medical Extras, Diet, Stimulants, etc.*—The medical officer, at present, has the power of recommending medical extras, but this is subject to the veto of the inspector of poor—a veto which has been exercised frequently. The Local Government Departmental Enquiry recommended that inspectors still retain the power of veto, but, when that power is exercised, he must give his reasons, in writing, to the medical officer.

Fees to medical officers for extra services.

30. *Fractures, Midwifery, etc.*—At present the attendance on all such extra cases is included in the salary, *no extra fees being paid.* This is an undoubted grievance, because in a country district a medical officer might require to pay a very large proportion of his official salary in attending to such a case in a remote part of his district. We think we ought to be paid extra fees for such cases, the same as medical officers in England.

Revision of vaccination fees.

31. *Vaccination.*—In the Vaccination (Scotland) Act a minimum fee of only 1s. 6d. is allowed, no provision being made for any extra fee, according to mileage. Some Parish Councils compound for vaccination fees by a slump sum; others give nothing, but include vaccination in the salary. This is manifestly wrong, because a medical officer might require to drive many miles to perform his vaccination duties, for the minimum fee, 1s. 6d. We think we ought to be put on the same footing as vaccination medical officers in England.

Fees for certification of lunacy.

32. *Lunacy.*—In Scotland the certification of lunatics is in a chaotic state. The Scottish Lunacy Act makes no provision for any fee being paid. Some Parish Councils pay their medical officers 21s. for each certificate. Others pay 10s. 6d., while others pay nothing, but include the duties in the official salary. In cases of lunatics who belong to other parishes, Parish Councils, in rendering their accounts against each other, always charge 21s. for each certificate, and by so doing, in the latter instances, make a profit out of the work of their medical officers. We think we ought to be paid a minimum fee of 21s. in every case, and in country districts a mileage fee in addition, according to distance.

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Holidays for Poor Law medical officers.

33. *Holidays, Sickness, etc.*—No provision is made in Scotland for the medical officer being allowed a holiday, or for his duties being attended to during sickness. This in some parts of Scotland is felt to be a great grievance. We think Parish Councils ought to pay the cost of a *locum tenens* during holidays or sickness.

Superannuation of Poor Law medical officers.

34. *Superannuation.*—No provision is made in Scotland for the medical officers being superannuated when from ill-health, age, or otherwise he is unable to perform his professional duties. This is felt to be a very great grievance. We think we ought to be put into the same position as regards superannuation as medical officers are in England.

My Committee do not consider it necessary to lead evidence on matters outside of what affects themselves as outdoor medical officers, for the reason that a most elaborate statement on all the points affecting the medical relief of the poor in Scotland will be presented to the Royal Commission on behalf of the British Medical Association.

WM. MUIR, L.R.C.P., etc.
Secretary.

GLASGOW, 28*th March* 1907.

(*Dr Core handed in the following statement.*)

35. I am a Graduate of the University of Glasgow, graduating M.B. and C.M. in April 1873, and M.D. in July 1876.

36. I was appointed Medical Officer to Barnhill Poorhouse, Glasgow, by the Parochial Board of the then parish of Barony, being the first Medical Officer appointed after the removal of the lunatics from the poorhouse to the new Asylum at Woodilee.

Arrangements for Barnhill sick poor.

37. At that time there was no hospital proper, the sick being treated in the ordinary wards of the poorhouse. The nursing of the sick was carried on by paupers, under the direction of two paid nurses, untrained, one of whom having been indeed an inmate of the poorhouse. The nursing, as may be supposed, was most unsatisfactory, and gave rise to many abuses.

38. The Board of Supervision at that time were urging on Parochial Authorities the necessity of appointing trained nurses for the sick in their poorhouses, and in 1880 the Barony Parochial Board rearranged part of the poorhouse as an hospital, and engaged six trained nurses. This was a most inadequate number to nurse over 200 sick during day and night. It was, however, an advance on what had been, and was indeed much appreciated by those responsible for the work.

Poorhouse hospital training for nurses.

39. A difficulty, however, arose in getting a sufficient supply of nurses, those coming from general hospitals not taking kindly to poorhouse hospital work. To remedy this it was deemed advisable to train nurses in the parochial hospitals, and in process of time this has gone on until nurses trained in this way have not only supplied nurses for the parochial hospitals, but nurses thus trained have gone into private nursing, district nursing, and also into general hospitals. There can be no question that nurses trained in parochial hospitals receive a greater variety of training than can be obtained in a general hospital.

Appointment of nurses in poorhouse hospital.

40. In my opinion, the Board of Supervision made a mistake when, in drawing up the rules for nurses, they gave Governors of poorhouses any control in the appointing or discharging of nurses. The Lady Superintendent or Matron of the hospital should have had entire control, along with the Medical Officer. Curiously enough, the officer was not mentioned as having any say in the appointing of the nurses. I consider that this should be remedied in any legislation which may be made in the future.

Separate hospitals for acute and chronic cases.

41. On the amalgamation of the Barony and Glasgow parishes, the Parish Council resolved to build two hospitals in separate districts of the parish for the treatment of acute cases, and a large general hospital and infirmary for the care of chronic cases, aged and infirm, and children, at Stobhill.

Equipment of Stobhill hospital.

42. I was appointed Medical Superintendent of the latter institution in 1901, and the first patients were received

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into it in November 1902. There are 1,754 beds in this hospital, including healthy children and sick. Here are treated medical, surgical, and tubercular cases. There are four medical assistants, with 140 nurses and probationers, in addition to the ordinary lay staff. All kinds of operations are performed, the wards and operating theatre being as well equipped as any general hospital.

Need of compulsory powers of detention for tubercular and other patients.

43. The open-air treatment of tuberculous diseases is in full operation, and such cases improve greatly, and in some cases even a cure is the result. Many of the cases do not remain long enough to receive the full benefit of the treatment, and, in my opinion, more power should be given to Parish Councils to compel such patients to remain until the Medical Officer considers it safe to discharge them. Considering the homes to which these people return, and the danger they bring to their wives and families, such power, wisely used, would be of immense advantage, not only to the patients themselves, but to the general community. These patients return for treatment again and again, always very much worse, and breed a race of tuberculous children, who in the future, if they live, help to swell the number of paupers.

44. Patients going out and in to parish hospitals as they please indefinitely protract their diseases, and in reality make a living out of their ailments. This is specially noticeable with paupers who have ulcers; these people discharge themselves before the ulcer is properly healed, and return in a short time, when the treatment has to begin *de novo*. A power of judicious limitation of liberty should therefore be given to Parish Councils.

Provision for infectious disease.

45. All cases of infectious disease are handed over to the Sanitary Authority of the city of Glasgow, such as enteric fever, measles, scarlet fever, chickenpox, etc.

Education and care of pauper children.

46. The healthy children do not remain long here. Those who are orphans, deserted, or separated are boarded with suitable guardians, and are removed as far as possible from the taint of pauperism. The benefits of the boarding-out system are well known, and require no comments of mine to recommend them.

47. While here, the children attend school, and receive, as far as possible, the rudiments of education. Much interest is also taken by the Council in their moral training, a Band of Hope and a Sunday School being part of the organisation of the institution.

48. I consider that the Poor Law Authorities in Glasgow parish do great and good work in the interests of the sick poor and the children who come under their notice.

Abuse of voluntary hospitals and need of inquiry as to economic elegibility of applicants.

49. Regarding the hospitals kept up by voluntary effort, I consider that these are frequently taken advantage of by persons who can well afford to pay for medical attendance. Some system of inquiry should be instituted into the circumstances of those applying for admission into these institutions, and those only who are really eligible should be admitted. Much of the accommodation in these hospitals is, I am sure, occupied by persons who have no right to be there, and these deprive others, not paupers, whose condition and circumstances qualify them for the benefits of those hospitals.

Assimilation of Poor Law with general hospitals.

50. I consider that parochial hospitals should be assimilated with general hospitals, and should, as far as the treatment of the sick is concerned, be under one management. No one seeking relief on account of sickness should feel the taint of pauperism.

Adequacy of medical assistance available for poor.

51. I do not think that the health of the community suffers owing either to the insufficiency in amount or quality of the medical assistance available for the sick poor. There may be an exception to this in the facilities available for the treatment of phthisis pulmonalis, but such facilities as exist are not fully taken advantage of, as there is often difficulty experienced in persuading those who suffer from this disease, and who apply for parochial relief, to take advantage of the means provided by the Parish Council.

57923. (*Chairman.*) Perhaps I should take the evidence which is submitted on behalf of the British Medical Association and go through that first. We had evidence given at very great length by the English Branch of the British Medical Association in London, and as a good many of your recommendations are practically the same as theirs we need not take too much time over them.

Medical relief in Highlands and Islands.

57924. (*To Dr Moorhouse.*) Take the Recommendations, No. 2. I understand there is great difficulty from the want of accommodation and the difficulty of supplementing the salary in getting competent men to undertake medical work in the Highlands and Islands?—Yes. The medical officer's salary as Poor Law officer is practically his sole income.

57925. And there is great difficulty in filling up those posts?—I do not know that there is great difficulty in filling them up; it is only in some cases, and not in all.

Need of medical service for Highlands.

57926. The appointment of medical officers in towns varies very much. Speaking generally, are you in favour of a whole-time medical officer, if it were practicable?—No.

57927. You prefer that the Poor Law should employ persons in private practice and pay them a fee, or pay them according to services rendered, or a salary?—Both salary and fees for special services.

57928. You are averse to creating a special medical service?—Yes, in the Lowlands.

57929. But generally?—In the Highlands we think it is almost necessary.

57930. But elsewhere you are in favour of the officers not being whole-time officers?—That is so.

(*Dr Muir.*) We have only one whole-time officer in the whole of Scotland.

57931. Where is that?—Glasgow.

57932. You are alluding to outdoor medical oficers?—Yes. He is wholly employed by the Glasgow Parish Council, and he is prohibited from private practice.

Management of large and small poorhouses should differentiate.

57933. (*To Dr Moorhouse.*) I think we have heard Recommendations 4, 5, 6, 7, and 8 before. They are all proposals about which there cannot be much difference of opinion. We now come to the indoor medical service. Why do you wish to draw a distinction between the larger and smaller poorhouses in regard to their management?—The same set of rules for the management of poorhouses applies to all poorhouses in Scotland. One of them has 2500 beds, while several of them have not more than ten inmates. It is quite impossible to run the two institutions on the same set of rules.

57934. Will you explain in what way it is impossible?—For instance, in the larger poorhouses in Glasgow and Edinburgh they have a regular resident medical staff According to the Local Government Board rules, which are drafted on the assumption that there is no resident medical staff, they are under the authority of the governor in so far as the nursing is concerned.

57935. Where there is a resident medical officer the rules should not be the same as in the smaller poorhouses where there is no resident medical officer?—That is so.

57936. And you have in mind the relations which should exist between the resident medical officer and the nursing staff and the other officials?—Yes.

57937. (*To Dr Core.*) Have you anything to say as regards the governor having authority in the hospital?—I think the regular medical officer should have entire control in the hospital and the governor should only supply the food.

Administrative control in poorhouse hospital.

57938. The medical officer should have control over the nurses?—Yes, along with the lady superintendent.

57939. And that is not the case at present?—No, it is not the case.

Statutory tenure of Poor Law medical officers.

57940. (*To Dr Moorhouse.*) As regards tenure of office you want to give the medical officer a statutory tenure?—Yes.

(*Dr Muir.*) There are two classes of medical officers. There is first of all the indoor medical officer who, according to the Act of 1845, is presumed to have security of tenure now. Then there is the outdoor medical officer who, because his name is not mentioned in the Act of 1845, has no tenure except the caprice of his Parish Council.

57941. You want both to be put on the same tenure, and the tenure to be statutory?—Yes, the same as in England. The Government have promised to give us that at the first available opportunity.

Superannuation of Poor Law medical officers.

57942. With regard to superannuation—is there no superannuation given to medical officers?—Absolutely none.

57943. And you desire to be put on the same footing as it is proposed to put other employees of the poorhouse on?—The best way to put it is that we want the same as they have in England.

57944. (*To Dr Moorhouse.*) The recommendations I think are valuable, as they give us the idea of the experience of the medical profession in connection with various points of administration connected with the Poor Law, but we have had a good deal of evidence upon them.

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Superannuation of Poor Law medical officers.

I think there has been hardly any evidence in a contrary sense, and therefore we may pass them. But I should like to ask one or two questions about what the views of the medical profession in Scotland generally are as regards outdoor relief and hospital relief. You have now various towns, particularly Edinburgh and Glasgow, giving a great deal of out-patient relief?—Yes.

57945. What is the view of the profession about that?—That this out-patient relief is very much abused.

57946. Are there complaints from the practitioners in the locality?—Yes.

(*Dr Muir.*) Without question they are abused to a large extent, both indoor and outdoor, but particularly outdoor.

Extent to which provident medical institutions are used.

57947. (*To Dr Moorhouse.*) There is a suggestion made to us which I think was to a large extent accepted by the witnesses who came from the British Medical Association, namely, that the object of medical reform should be to try and work through provident medical institutions in Scotland. Are there many provident medical institutions in Scotland?—Only in the nature of friendly societies and clubs.

57948. Do they provide much medical relief?—Yes, but that is not to the class that applies to the Poor Law.

57949. It is to the class above?—Yes.

57950. The idea put forward was that the gratuitous outdoor relief of the hospitals and the gratuitous outdoor relief given by the Poor Law should be practically stopped, and that the provident medical system should be largely developed, persons induced or pressed to join it, and some scale of payment should be generally settled which would be accepted by the medical profession, and that all medical practitioners of good character might be on the lists of those societies; and that where anyone required outdoor medical relief, and was unable to pay, the Poor Law should pay and then try and recover from the individual. That was the idea put forward with a view to stop the abuse of the system of gratuitous medical relief. Have those propositions ever come up before you in Scotland?—Not specially; but we homologate them.

57951. Have you been discussing them?—No.

57952. So you are not in a position to give an opinion on them?—No.

(*Dr Muir.*) Do you mean provident medical associations? You don't refer to what is called medical clubs and friendly societies?

Abuse of voluntary hospitals.

57953. (*Chairman.*) Yes. I refer to all institutions which entitle their members by small weekly or monthly payments to receive medical relief when ill. One of the motives that prompted this suggestion was the belief that persons were now attending general hospitals who pushed out from the hospitals those for whom the hospitals were intended?—(*Dr Muir.*) No doubt about that. In Glasgow the entrance to any of the general hospitals is by a subscriber's line, costing a guinea. That subscriber's line, costing a guinea, simply means that employers and others buy the lines and give them to their sick dependents, and are thus relieved of responsibility. The result is that, with that subscriber's line, costing a guinea, the patient remains in the infirmary for a couple of weeks or longer, and no less than 30s. or £2 of charity has to come out of the pocket of some other subscriber to pay for the upkeep of that individual. It acts in another way, viz., that the subscriber's line has a preferential claim for entrance to the hospital, and it is not the case of a person who absolutely requires hospital treatment, but the case of the person who comes and presents a line.

57954. I assume that the line between the poor law infirmaries and the general hospitals is that the general hospitals take the more acute cases and the poor law infirmaries deal with the more chronic cases?—I thought you were talking about the general hospitals, which are quite distinct from the poor law hospitals. I am afraid we have been getting confused.

57955. (*To Dr Moorhouse.*) Do the infirmaries not take the more acute cases, while the more chronic cases are sent to the poor law hospitals?—There is no distinction of that sort made. If a man cannot get into the general infirmary he will apply to the inspector of poor.

Transference of cases from general hospitals to Poor Law.

57956. Are there not a certain number of chronic cases which are transferred from the infirmary to the poor law hospital?—Yes.

(*Dr Core.*) After they have been resident for some time and have not benefited by the treatment

(*Dr Muir.*) But they have to become paupers.

57957. The act of the transfer converts them into paupers?—Yes.

(*Dr Moorhouse.*) They can only be transferred through the hands of an inspector of poor.

57958. Has the provident medical movement, the combination of a number of working people to secure medical treatment for themselves, made much progress in Scotland?—Yes, I think so.

57959. (*To Dr Muir.*) Is it deep rooted in Scotland?—I think so.

Abuse of Friendly Society membership.

57960. In Glasgow how do the working classes get medical relief?—A large number are combined in the different friendly societies, and each one gives the medical officer a certain capitation grant per annum, a very small one. Of course there is a big amount of fighting on the part of the medical profession against this minute capitation grant that they get. But we don't object so much to that as we object to members of these associations being accepted from a higher grade in society than they ought to be, or from members of the better class who have raised themselves out of their original grade into a higher grade. You will find a medical practitioner attending a man for 3s. or 4s. a year, a man who may be earning £250 a year, instead of a workman for whom the society was originally intended, and who was earning 30s. a week. That is the chief grievance,—there ought to be a wage limit.

57961. It is practically the same complaint as is made against the infirmaries?—Yes.

57962. That is to say, a class of persons makes use, the one of this organisation and the other of the hospital, who could afford a doctor?—That is so.

57963. (*To Dr Moorhouse.*) Have you ever discussed any remedy?—We join in the recommendations that you had before you in London.

57964. Then I may assume that you, as representing the Scottish Branch of the British Medical Association, acquiesce generally in them?—Yes.

57965. (*Mr Booth.*) That is regarding the contract system?—Yes.

(*Chairman.*) I come now to any peculiarities that there may be.

57966. (*To Dr Muir.*) You are attached to one of the hospitals?—I am one of the outdoor medical officers.

57967. (*To Dr Core.*) You are at Stobhill?—Yes.

57968. Stobhill is a general hospital and infirmary?—Yes.

57969. There is no school attached to it?—No.

Medical schools in poorhouse hospitals.

57970. Has any opinion been expressed upon the suggestion that medical schools might be connected with some of the poor law hospitals?—No, I have not heard anything of that kind in Scotland.

57971. There was a strong opinion given in its favour in England?—I think it might be very useful in some cases.

57972. What was suggested was that a record of the ultimate stages of these chronic cases would be very useful to the profession?—That is so.

57973. And at present that is rather lacking?—Yes; the staff that I have at any rate is not big enough to enable us to go into big clinical records of all the chronic cases that come in.

57974. You get all forms of rheumatic cases in their ultimate stages?—Yes.

57975. How many beds do you have?—1,754, including 500 beds for children.

(*Dr Muir.*) With regard to a medical school, I was a member of the old City of Glasgow Parochial Board twenty-five years ago, and at that time I got the Parochial Board to agree to allow a certain number of students to have the use of the wards of the sick part of the poorhouse. I think the clinical instruction for medical students that could be got out of poorhouses would be infinitely better than could be got out of our ordinary general hospitals, because it is more in accordance with the class of work that a medical practitioner is likely to see outside.

57976. (*Mr Patten-Macdougall.*) And there is greater variety?—Yes. In the general hospitals the medical man sees the peculiarities of his profession, while in the poorhouse hospital he will see the work that he will meet in his every-day life afterwards.

57977. (*Chairman to Dr Moorhouse.*) You think you mus draw some distinction between the Highlands and the West of Scotland with regard to medical relief?—Yes.

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57978. Taking the rest of Scotland, with the suggestions and alterations contained in your paper, you are in favour of the present system continuing?—Yes.

Need of compulsory powers of detention for certain diseases.

57979. It has been suggested to us that there are certain classes of cases which from the medical point of view it is difficult to keep in the hospital till they are cured, or at anyrate the patients should not be allowed to go out. Take phthisis first. Do you think you want more powers of retention in phthisical cases?—We have no powers whatsoever.

57980. You can only use moral persuasion?—That is so.

57981. Would it be useful if you had more power?—Yes.

57982. Take another class of cases—venereal cases—have you any opinion as to whether these should be detained? Some express the fear that if detention were associated with this disease there would be a reluctance to reveal it?—(*Dr Muir.*) I think the Government should return to the old law that they abrogated a number of years ago. It is not right to allow that class of individual to be at liberty.

57983. But taking the Poor Law medical administration, do you think it advisable that there should be power to retain men and women suffering from these particular ailments?—Retain them in the poorhouse against their will?

57984. Yes?—I should certainly say so.

57985. Until they are cured?—Yes.

(*Dr Core.*) My feeling is that we should try and cure them as quickly as possible, and then put them out.

57986. But not let them out if they are dangerous to public health?—I would not allow them out if they were a danger to the public.

Recommendation of British Medical Association as to contract system.

57987. (*Mr Booth to Dr Moorhouse.*) With regard to the duties of the medical officers of the friendly societies, is their first and primary duty to certify and justify the allowance being paid?—I think the greater duty is to treat, because with a great many of these friendly societies very often men will be attended by a medical man and not be off work.

57988. The payment that the friendly society makes to the doctor is acknowledged to be intended to include the treatment as well as the certificate?—Yes.

57989. But not the treatment of the family?—No, only the individual.

57990. The contract system as recommended by your society recognises a class of independent persons who are above the Poor Law, and at the same time are below in their means those who can afford to pay full fees?—Yes.

57991. But what they would receive they would fully pay for; there would be no charity about it?—If it were adequately paid for there would be no charity.

57992. You consider it is possible to have a contract system if you have a right of objecting to those who should not join it, a contract system which would be profitable to the doctors and at the same time be self-supporting and not a charity?—Yes, it is quite possible.

Privileged admission of thrifty to voluntary hospitals.

57993. In the hospitals the doctors to a large extent give their services partly from the fact that they are medical schools and partly from philanthropic or public spirit motives; they are not adequately paid from the money point of view for the services that they give in voluntary infirmaries?—They are not paid at all.

57994. Would you consider it reasonable, if you had this contract system at all widely developed, that the fact of belonging to such a contract organisation, and being recommended by their doctors, would give them a privilege for treatment when necessary in the infirmaries?—Do you mean a preference to other people?

57995. Yes; to replace to a certain extent this plan of letters or lines?—It depends so much on the organisation of the hospital.

57996. If the doctors are giving their services they have a right to demand something, and they might ask a privilege for the members of their contract organisation?—That has not been discussed.

(*Dr Muir.*) I am afraid it would not be practicable with the ordinary board of directors of, say, our Glasgow Royal Infirmary.

57997. (*Miss Hill to Dr Moorhouse.*) Would it not be an advantage that it would be a medical recommendation instead of being a mere gift of a person who gives a letter for a hospital very carelessly? This would be the recommendation of a general practitioner that the case was somewhat out of the ordinary line and wanted special attention?—Yes. Extreme reformers want it that no one should be allowed into an infirmary without a medical recommendation.

Privileged admission of thrifty to voluntary hospitals.

57998. (*Dr Downes to Dr Moorhouse.*) What is your objection to that?—My personal objection?

57999. Either your own objection or as representing your Association?—Personally, I think it is taking away too much from the distribution of the charity. Hospitals ought to be able to say themselves what class of people they will admit.

58000. (*To Dr Muir.*) Are you in favour of the present system of subscribers' letters?—I am not.

(*Dr Moorhouse.*) I think the whole thing depends on the size of the place in which the hospital is. I think in large towns the system should be very different from what it is in small towns.

58001. (*Dr Downes.*) Take the ordinary case of admission to an infirmary, the actual admission is usually effected by the assistant physician or the resident medical officer?—Yes.

58002. I understand that the case comes to him at Glasgow with a subscriber's letter. Would it not be a help to him if, instead of a subscriber's letter, there came a medical certificate recommending the case for some suitable exceptional treatment?—(*Dr Muir.*) Undoubtedly it would be a benefit; but I don't think, from any knowledge I have got, that the directors of the Glasgow infirmaries would agree to it for one minute.

58003. Do the directors intervene in the admission of the individual cases in the out-patient room?—Not to my knowledge; but the subscriber's line is practically the only entrance to our infirmaries, unless in cases of urgent street accidents, or accidents in mills, etc. It is not the necessity from a medical point of view that governs the admissions to our infirmaries; it is the presence of the line costing a guinea.

58004. (*Miss Hill.*) And do you approve of that?—I do not.

(*Dr Core.*) There should be some investigation into the circumstances of those people who apply for admission into the general hospitals.

58005. (*Mr Booth.*) That was the object of my suggestion, that as members of these contract clubs they would be admitted because the medical practitioners were satisfied that their means were of that character that would justify them in treating them under the contract, and they would therefore go to the hospital as being exactly the kind of case that ought to be treated in the hospital; in addition, they would have a certificate from the medical man that they were suitable cases for such treatment. I thought it was worth considering whether they should not have, not exclusive right of treatment by voluntary infirmaries, but the right, at anyrate, to come in for their share?—(*Dr Muir.*) That would be a perfect system, if you could get the board of directors to agree to it.

Abuse of voluntary hospitals.

58006. (*Chairman.*) That is what you would like from a medical point of view?—Yes. I can give one case that came under me personally. I had a patient suffering from a fatal disease, and Professor X. had several consultations with me about this patient. My patient disappeared for a little. I was surprised to find from Professor X. that he was under his care in one of our general hospitals. I said to Professor X., "Why is this man, in his social circumstances, under your care as a charitable object of relief," and he said he did not know, but that he had got admission with a line. I said that it was his duty to put him out, and he said that he did not have the power to do so. I said he ought to have. I told him to complain to the directors, and he said he would do nothing of the kind. That man died three months afterwards, leaving £10,000, and I had a bill of £100. Now that was a case that was admitted into one of our general hospitals. It is an extreme case, but I can give any number of cases under that. He was admitted there on a guinea subscriber's line.

58007. (*Mr Booth.*) I gather that you think that subscribers would not give anything unless this privilege was given?—I think that is the position of the directors.

58008. Is there not another way of looking at it? Would there not be some subscribers who would be better satisfied if they knew that the money they were subscribing went for the purpose to which they wished it to go?—I agree.

58009. Would you not gain more from those who felt

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that the utility of the institution was increased, would you not gain more than you would lose?—I am with you. I believe that if the public knew that no person was allowed to be taken into these voluntary hospitals without due investigation being made into their social and financial circumstances, the hospitals would gain instead of lose. Personally, I have absolutely refused to subscribe to any of our Glasgow voluntary hospitals ever since I earned my living, because they do not investigate into the circumstances of the patients that are admitted.

58010. With regard to the funds that have come from endowments in the past, is it not enough to make the donors turn in their graves if they knew that the money was so badly used?—Yes.

58011. (*The Bishop of Ross to Dr Moorhouse.*) Is there a Poor Law medical officer for each parish?—There are about 800 medical officers for 874 parishes.

58012. In some parishes the population is large and in some it is very small. I see in one parish the population is 2,800?—That is a comparatively small one.

Salaries of Irish medical officers.

58013. What would be the salary of the medical officer in a small parish of that sort?—It depends where it is situated. I have a list of 410 salaries out of which 306 are below £50 per annum.

58014. What would be the lowest that you have there?—£5. Of course, there are some over £50, but three-fourths of them are below £50.

58015. In those Highland parishes the population is sparse?—Yes.

58016. Some of these parishes would not have a population as great as 2,000?—No; some of them have simply hundreds.

58017. (*Mr Patten-MacDougall.*) The salaries are considerably larger?—Not very much larger in many cases. There are only 21 over £100 a year out of a list of 410.

58018. (*The Bishop of Ross to Dr Muir.*) In those Highland parishes, if the medical officer were to be supported exclusively out of the rates, would you allow him £300 a year?—The medical officers in the Highlands will be very happy when they get it.

58019. (*To Dr Moorhouse.*) What would you suggest?—I think it is hardly likely that such a sum could be given. I would suggest perhaps a free house and £200 or £250.

58020. How many parishes would he be expected to attend to for that salary? You could hardly expect a small parish to pay him that?—Parishes vary so much in area.

58021. I am talking of the Highland parishes. What do you say?—I could not tell.

58022. I presume you could hardly expect a single parish with a population of 1500 to pay that salary?—Certainly not.

(*Dr Muir.*) It would have to be subsidised out of Government funds. There are some Highland parishes over thirty miles long.

58023. If you extend the area the doctor cannot attend to the people?—That is so.

58024. Some of the islands are small?—Yes, some have a population of 200, 300, or 500.

Inadequate salaries of medical officers in the Islands.

58025. If you put a doctor in each island?—There is a doctor in the majority of the islands. Take Colonsay. I have a letter from the late lady medical officer, and she tells me that her whole emoluments did not amount to above £90. She had no house. Practically, after she had paid her expenses, she had some £60 to live on.

58026. What was the population there?—I think the population of Colonsay is about 400. In Coll the population is much the same. They have a medical officer there, and there is a house that she occupies. The total emoluments in that case amounted to about £10 from private practice over and above her official income. She was compelled to live in this house. It was a fairly good little house, and she paid £12 a year for it, with the necessary taxes for it over and above. After deducting her occasional hire to the far end of the island, seven miles away, and deducting the cost of her drugs, she had about £60 a year to live on. I had a letter from the lady medical officer at Flotta in Orkney. The whole income there was much about the same. The difficulty that arises is this, that there is not what you may call a living income to be made. The medical officers are changing so frequently that it is neither beneficial to the profession nor to the inhabitants. There is a document which I presented to the Secretary for Scotland, but I am sorry to say that it has gone amissing, and I therefore cannot give the figures, but I know parishes where the medical officer has changed as often as once every twelve months.

Need of a national medical service for Highlands and Islands.

58027. (*Mr Phelps.*) What remedy does your association suggest?—There must be a special something done for these out-lying parishes that the Lowlands of Scotland don't require.

(*Dr Moorhouse.*) We suggest national service.

(*Dr Muir.*) That must be the outcome of it.

58028. (*Chairman.*) Your idea is to put a larger charge on some central fund in some shape or other?—Yes. The £20,000 medical grant is not sufficient for the needs of Scotland.

58029. (*Mr Patten-MacDougall.*) All these considerations which are applicable to these Highland parishes are thoroughly gone into in the report of the Departmental Committee?—Yes.

58030. Have you anything to add to what you get there?—Nothing in particular. The great grievance we suffer from is the want of proper security of tenure.

(*Chairman.*) That is another question.

58031. (*The Bishop of Ross to Dr Moorhouse.*) When you speak of a national service, do you mean it to extend to all Scotland?—No, to the Highlands only.

58032. Why call it "national service" then? We have had it in Ireland, but it was intended to apply to the whole country. You confine it only to the Highlands and Islands?—Yes.

58033. (*Mr Patten-MacDougall to Dr Muir.*) An addition to the grant would meet your wishes?—Yes, I think so.

58034. (*Mr Phelps.*) Does that meet the whole of the difficulty. Surely the life of a medical man or lady in a population of 400, even with an increased salary, is not very tempting?—That is so.

58035. Have you any other suggestion than a salary guaranteed by the State?—That would meet the difficulty to a certain extent.

58036. Can you suggest anything further?—No, because the isolation and everything else that an educated person has to put up with in these places are such that, irrespective of anything you could do, there would be frequent changes.

Provision of medical aid for poor.

58037. To recur to the subject of the large towns. What do the poor population of Edinburgh or Glasgow do in the way of medical assistance,—on what do they rely?—If they are extremely poor they apply to the inspector of poor, who issues an order to the medical officer to examine him.

58038. Have you any large class of sixpenny doctors in Scotland?—I only know of one in Glasgow.

58039. Does he do a large business?—I do not think so

58040. People prefer to go to the Poor Law?—No.

58041. Do they provide against it by joining clubs —Yes.

58042. You have a strong objection to people belonging to clubs who are above the lower level of the working class?—Yes.

Abuse of club membership.

58043. On what ground?—I don't object to their belonging to clubs, but I object to their belonging to clubs and paying only an amount sufficient for an ordinary workman.

58044. Does it take more of a doctor's time whether the man has 30s. a week or £3 a week?—A doctor does not as a rule charge a patient with £5 of a weekly wage at the same rate as he charges a man with 30s. a week.

58045. Is there any reason why he should not?—Every reason in the world.

(*Dr Moorhouse.*) Put the question the other way about.

58046. (*Mr Phelps to Dr Muir.*) The time and trouble are the same in the two cases, and I find there is great competition in my own town to get the business from clubs. They must regard it as lucrative. You object to people going to hospitals who are well-to-do?—Yes.

58047. Is it possible for them to get the advantages of a hospital without doing that? Many cases cannot be treated in private houses, and people must go into hospitals?—There are exceptions.

Supply of drugs.

58048. Another point you make is with regard to the supply of drugs. Under the Poor Law is it the custom for the medical officer to have to supply drugs?—Up to recent years it was almost universal, but the Local Government Board within the last twelve months have made a change.

58049. Suppose the medical officer does not supply the drugs, but prescribes, where is the prescription made up?

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—According to the new arrangement that the Local Government Board have made, the prescription would be made up in the nearest druggist's place.

58050. And the druggist sends the bill to the Parish Council?—Yes.

Supply of drugs.

58051. How do you work that in the country districts?—That is a difficulty not yet found out. The medical officer has to supply the drugs and charge the Parish Council with what drugs he has supplied. I am afraid there will be friction with the new arrangement, but we don't know yet.

Sufficiency of available medical aid.

58052. Speaking generally, from your experience of Glasgow, do you think on the whole that the Poor Law system covers the ground medically?—Without doubt.

58053. You don't think there are cases which suffer from want of medical attendance?—No.

58054. People are not averse to going to the inspector and asking for medical relief?—Yes, I am happy to say that the Scottish population are averse to going to the inspector.

58055. Is there not a class of people who postpone the calling in of assistance too long?—No, because there are so many charities in Glasgow that one need not suffer at any time from want of medical attendance.

58056. Have you anything else over and above the hospitals?—We have dispensaries for this and for that in superfluity, one overlapping the other, in fact tumbling over each other to get people to go to them.

58057. You have no provident dispensaries?—I don't know of any.

58058. Is there room for any in Scotland?—I think so. It is one of the things that are wanted.

58059. Would they be taken up?—I am not sure about that, because the Scottish people have not been accustomed to them.

Popularity of poorhouse hospitals.

58060. Are the poorhouse hospitals growing in popularity?—Yes, in Glasgow.

58061. Are they weakening the position of the infirmaries?—No, I cannot say that, because to get into a Poor Law hospital a person must become a pauper.

58062. Are the subscribers to the infirmary likely to drop off in consequence?—No, because the subscriber to the general infirmary is not an ordinary workman. The ordinary workman cannot afford to subscribe 21s.

58063. But he is a ratepayer?—Yes.

58064. Is it the experience in Scotland that the Poor Law hospitals are becoming more expensive?—Yes, in Glasgow our rates will show that.

58065. (*Dr Downes.*) Is there any point in connection with the Departmental Committee's Report on Medical Relief in Scotland to which you would wish to draw our attention specially? Do you agree with their conclusions?—Yes, I agree with all the conclusions that the Local Government Board have offered to us, if they had parliamentary powers to grant them.

58066. I gather that you, as representing the Association, agree with the recommendations of that Committee?—Yes.

Fees for special services.

58067. Are there any additional recommendations beyond those of the Committee that you wish to impress upon us?—There are some that the Committee have not agreed to recommend—special fees for fractures and special fees for lunacy. The fees for lunacy in Scotland are in a chaotic condition. Some allow nothing, some allow half a guinea, others a guinea, and so on. That matter of fees in lunacy is a thing that is a grievance to a considerable extent. This has come prominently before everybody: that if a lunatic recovers he can, if he thinks fit, take the medical officer into the Court of Session for having got him incarcerated without proper cause. We have just had a case where two medical officers were taken to the Court of Session, and the trial cost £1000.

Fees for special services.

58068. (*To Dr Moorhouse.*) If an adequate salary could be devised which would include the duty of certifying in lunacy, have you any special preference for fees?—The provision seems to be fixed on visiting simply.

58069. I am assuming that a proper allowance is made in the salary. I am rather putting salary against fees, and assuming that both are adequate, what would be the special preference for fees in such a case?—None at all if the salary was adequate.

58070. There might be an objection to fees as laying medical officers open to imputations which might be baseless, and which you would like to avoid?—That is so. I have statistics showing that in towns the rate per pauper works out at 5½d.

58071. That is under the present system?—Yes.

58072. Taking the cases of treatment of fractures and dislocations, are you aware that in England fees are paid?—Yes.

(*Dr Muir.*) Yes.

58073. And your view is that a similar course should be adopted in Scotland?—Yes.

58074. Is there not rather a difference of position, in that the law of average does not work—that is to say, a man in the course of a small practice may have a most unusual operation occurring at any time, which would be difficult to foresee and include in his salary?—Quite so.

Superannuation and holidays for medical officers.

58075. Is there any other point that occurs to you?—No. There is the point of superannuation, which both the inspectors and the medical officers feel on.

(*Dr Moorhouse.*) There is this additional disadvantage in the Highlands, the inability to get holidays.

58076. (*Chairman.*) There is no one to take their place?—That is so.

58077. (*Mr Patten-MacDougall.*) The Parish Councils decline to pay for the *locum tenens?*—That is so.

58078. That all comes back to this, that there is not enough of a Government grant to meet the wants of the Highland counties?—That is so.

58079. (*Chairman.*) The conditions are so exceptional that both as regards the funds and in other ways special arrangements have to be made?—Yes.

Area of parishes.

58080. (*Dr Downes to Dr Muir.*) Have you any evidence as to the size of the medical officer's districts in Scotland?—There is one parish—Farr—which is, I believe, some thirty-five miles long—I cannot say by how many miles broad. My own district is only three-quarters of a mile square, and it is wholly built upon, with cars all around it, so that I have no difficulty.

Treatment of phthisis.

58081. (*Mr Patten-MacDougall.*) Is it your view that the treatment of phthisis is a matter that ought to be dealt with by the public health authorities?—Yes, if they claim it as an infectious disease they are bound to do so.

58082. All phthisis cases ought to be handed over by the poor law authorities to the public health authorities for treatment for fear of infection?—(*Dr Core.*) If you make them notifiable, you should provide accommodation for them.

Public health authority to treat vaccination

58083. Then, as regards vaccination, have you any views as to its being treated by the public health authority instead of the poor law authority?—(*Dr Muir.*) I think that the public health authority should do it. In Scotland the vaccination by medical officers is only in the case of defaulters. We have nothing to do with vaccinating the ordinary public.

58084. The duties are very small regarding vaccination, because they only deal with the defaulters, and it is a very small matter as compared with what it is in England?—Yes.

58085. But at the same time it is a matter which ought to be more appropriate to the public health authority than to the Poor Law authority?—I think so.

ONE HUNDRED AND SECOND DAY.

Wednesday, 5th June 1907.

AT THE CALEDONIAN RAILWAY STATION HOTEL, EDINBURGH.

PRESENT:

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I., etc., etc., etc. (*Chairman*).
The Right Hon. CHARLES BOOTH, F.R.S.
Dr A. H. DOWNES.
The Rev. T. GAGE GARDINER.
Mr GEORGE LANSBURY.
Mr J. PATTEN-MACDOUGALL, C.B.
The Rev. R. L. PHELPS.
Professor WILLIAM SMART.
Mrs BERNARD BOSANQUET.
Miss OCTAVIA HILL.
Mr FRANCIS CHANDLER.
The Right Rev. The LORD BISHOP OF ROSS.
Mr R. H. A. G. DUFF (*Secretary*).
Mr J. JEFFREY (*Assistant Secretary*).

Mr JAMES RUSSELL MOTION, called and examined.

Mr James Russell Motion.

58086. (*Chairman.*) You are Inspector of Poor and Clerk to the Parish of Glasgow, and also Clerk and Treasurer to the Glasgow District Lunacy Board?—Yes.

58087. You have been good enough to give us a full and comprehensive paper relating to the administration of the Poor Law in Glasgow. We shall take it as your evidence in-chief if you will hand it in?—Thank you.

(*The witness handed in the following statement.*)

1. I entered the office of the Barony Parish as boy-clerk in 1866; in 1875 was appointed Inspector's Clerk, and in 1878 Collector of Poor and School Rates. In 1885, on the retiral of Mr Peter Beattie as Inspector of Poor, I was appointed Acting Inspector, and in 1898, upon the amalgamation of the Barony and City Parishes, was appointed Inspector of Poor and Clerk of the unified parish, and also Clerk and Treasurer to the District Lunacy Board.

2. The parish of Glasgow contains 15,458 acres, of which 7,918 are in the city or municipal area, and 7,540 in the landward or county area, with a population at last census of 571,569, and an assessable rental of £3,341,460 (1905-06), which, with deductions and exemptions, at 1d. per £, yields about £13,391.

CONSTITUTION OF PARISH COUNCIL.

3. The parish is managed by a Parish Council (forming also the District Lunacy Board), elected by the ratepayers on the municipal franchise in groups of wards. It is composed of 31 members, of whom 4 are ladies.

4. The occupations of the 31 members are as under:—

Writer or solicitor,	2
Draper and clothier,	2
Working blacksmith,	1
Restaurateur,	1
Monumental sculptor,	1
House factor,	2
Newspaper manager,	1
Pawnbroker,	2
Yarn merchant,	1
Physician and surgeon,	3
Trades' Union secretary,	2
Master hairdresser,	1
Grocer,	2
Jeweller and silversmith,	1
Auctioneer,	1
Measurer,	1
Upholsterer,	1
Master painter,	1
Metal merchant and publican,	1
Printer and publisher,	1
No occupation,	3
	31

5. *Election of Parish Council.*—The question of the mode of election of Parish Councils has been discussed frequently, and the subject has been voted upon by the Parish Council with reference to the increase of the number of parish councillors, and the assimilation of parish and municipal wards. My impression is that an increase in the number of councillors in Glasgow parish would overstrain the machine entirely. The number is large enough to do the work required, and the members are not overworked in any sense whatever, unless in some cases where members deliberately overwork themselves so as to talk about it; and not only overwork themselves, but also the assistant inspectors when sitting on relief, by taking four hours to do what other members can do in one. There is not the remotest doubt, that there is very little interest taken in the election of Parish Councils by the general body of ratepayers.

Lack of interest in election of Parish Councils.

6. If the figures for the election of 1904 are taken (when a great furore was created by a local evening newspaper with regard to extravagance by members of the council and otherwise, and a great number of changes took place as the result of that agitation) they show how little interest was, even then, taken in the matter. The proportion of voters was only about one-third of the total electorate, and I append a return showing the number of electors in the various wards, etc. (*See Appendix CLXIV. (A).*)

7. The only other change that I have heard talked of is the suggestion that there should only be one election for the whole representative bodies in Glasgow, viz.:—municipal, parish, and School Board, and it should be conducted on one day and at one time either for these separate bodies, or that the town council itself should nominate out of its number a body to administer the laws relating to the relief of the poor, and another body to administer the laws relating to School Board affairs.

Unification of various elections.

8. *Council and Committee Meetings.*—The council meets once a month, when the minutes of the various committees are passed in review; or when otherwise required on emergency.

Parish Council meetings.

9. The council is divided as equally as possible into the following standing committees, viz.:—Barnhill, Relief Appeal, Medical and Children's, Finance and Law, Stobhill, District Hospitals, Works, Contracts, Woodilee, Gartloch, and the Chairman's Committee—eleven in all.

OFFICIAL STAFF.

10. The official staff of the Parish Council and District Lunacy Board as at 15th May 1906, is made up as follows:—

Official staff of Parish Council and District Lunacy Board at Glasgow.

	No.
In the chambers of the council in George Street and 73 John Street, the inspector's and collector's departments, there are	90
In Barnhill Poorhouse	76
In Stobhill Hospital	300
In Eastern District Hospital	86
In Western District Hospital	69
In Woodilee Asylum	206
In Gartloch Asylum	182
Total	1,010

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Official staff of Parish Council and District Lunacy Board at Glasgow.

11. The details for each institution are as under :—

Barnhill Poorhouse.—Official, 46; nurses, 10; probationers, 6; laundrymaids, 4; kitchen, 2; other officials, 8; total, 76.

Stobhill General Hospital.—Official, 22; nurses, 59; probationers, 75; wardmaids, 59; laundry, 29; kitchen, 13; other officials, 43; a total of 300.

Eastern District Hospital.—Official, 7; nurses, 18; probationers, 25; wardmaids, 12; laundrymaids, 5; kitchen, 4; other officials, 15; a total of 86.

Western District Hospital.—Official, 4; nurses, 14; probationers, 16; wardmaids, 7; laundrymaids, 6; kitchen, 4; other officials, 18; a total of 69.

Woodilee Asylum.—Medical staff, 21; nurses (on day and night duty, for male and female patients and children), 103; store and farm and garden staff, 24; kitchen, 10; wardmaids, etc., 9; laundry and sewing maids, 8; other officials, 31; total, 206.

Gartloch Asylum.—Medical staff, 11; nurses, 92; store and farm and garden staff, 27; kitchen, 11; laundry, 9; other officials, 33; total, 183.

Accommodation at poorhouse institutions in Glasgow.

12. The accommodation at the several institutions under our care is as under :—

For sane poor—		Beds.
Barnhill Poorhouse		2,542
Stobhill General Hospital		1,922
Eastern District Hospital		380
Western District Hospital		260
Total accommodation for sane poor		5,104

For insane poor—	Beds.	
Woodilee Asylum, Lenzie	912	
Also a Home for the care of Imbecile and Idiot Children	46	
Consumptive Sanatoria	82	
		1040
Gartloch Asylum	730	
Consumptive Sanatoria	76	
		806
Making a total asylum accommodation for the insane of all classes of		1,846

Average number of inmates and cost thereof at Barnhill poorhouse.

13. The building of Barnhill Poorhouse was started in the year 1850 and completed in 1858 at a cost of £39,446, 3s. 2d. The sanctioned number of beds was 1,242, making the cost per bed £31, 15s.; the average number of inmates was 938, and the average weekly cost per inmate was 4s. 5¾d. Several small additions were made from time to time till the year 1897, at a total cost of £23,726, 14s. 10d., when the sanctioned number of beds had increased to 1,427, bringing the cost per bed up to £44, 5s.; the average number of inmates was then 1,035, and the average weekly cost per inmate, 4s. 11½d.

14. In 1898 the Barony parish and City parish were amalgamated, and on the sale of City Poorhouse a large extension was made to Barnhill Poorhouse, and three new hospitals were built, viz.:—Stobhill General Hospital, Eastern District Hospital, and Western District Hospital.

15. The following table will show the statistics for the four institutions as at 15th May 1906, by which date the new buildings were almost entirely completed :—

Statistics of parish of Glasgow.

Institution.	Total Cost.	Sanctioned Number of Beds.	Cost per Bed.	Average Number of Inmates.	Average Weekly Cost per Inmate.				
					Maintenance.	Management.	Medical Relief.	House accommodation.	Total.
Barnhill	£169,971	2542	£66 17/-	1959	3/3	0/7¾	0/3	1/1½	5/3¼
Stobhill	385,538	1754*	219 16/-	1608	4/8½	2/0¼	1/5	3/2¼	11/4
Eastern	98,856	380	260 3/-	231	5/10¾	3/1	2/5¼	3/1	14/6
Western	85,756	260	329 17/-	180	5/5¼	3/11	3/2¼	4/2¼	16/8¾

* Subsequently increased to 1922 beds.

CONTRACTS FOR SUPPLIES.

Contracts for supplies.

16. Everything required for the poor and resident officials at each of the institutions are provided by the council through contracts with merchants made from time to time, usually from six to twelve months.

17. A set of schedules for these periods is herewith produced.

18. As each period of contracting approaches the respective institutions send in to the head office the required schedules filled up with their estimated requirements for the period, as near as may be on the same quantities as were supplied for the same period of the previous year. These requirements are then placed together on one schedule, and public advertisement made in the local newspapers in the following terms :—

GLASGOW PARISH COUNCIL AND LUNACY DISTRICT BOARD—GENERAL CONTRACTS.

Local advertisement for tenders for supplying goods.

Tenders are invited for the supply of the undernoted classes of goods to Barnhill Poorhouse, Stobhill, Eastern and Western District Hospitals, Woodilee and Gartloch Asylums, laboratory, and offices, for six and twelve months, commencing 16th May next—

Six Months.—Butcher meat, preserved tinned meat, fresh fish, salt fish, margarine, salt butter, eggs, cheese, ham and lard, fresh vegetables and fruits, potatoes, flour, bread, meal, barley and pease, tea, sugar, small groceries, rice, preserves (jams and jellies), common salt, tobacco and snuff, soap, cattle feeding, fresh draff for feeding, agricultural seeds, artificial manures, coals.

Twelve Months.—Chandlery, wines and cordials, smallwares, drapery and woollens, cottons and linings, dress goods, linen and napery, upholstery, ready-made clothing for males, ready-made clothing for females, millinery, bedding and curled hair, india rubber goods, boots and shoes, leather and shoe furnishings, saddlery, earthenware and glassware, sheet glass, brushes and twines, cuttlery, spoons, &c., ironware and tinware, ironmongery furnishings, farm and garden tools, joiners' and edge tools, rod iron and steel, metal and castings, plumbers' material, rosin, electric lamps and fittings, oils, colours, bricks, fireclay, drain tiles, lime and cement, timber, firewood, medicines, dressings and appliances, photographic material, window cleaning, horse shoeing.

Forms for tenders may be had, and all particulars given, on application to the subscriber at the chambers of the council, 266 George Street.

No samples or patterns should be lodged with offer unless specially requested. Goods must be according to samples or patterns, which may be seen at the chambers from Friday the 6th, to Wednesday the 18th inst., between the hours of 10 a.m. and 1 p.m., and 2 p.m. and 4 p.m.

Sealed offers to be lodged with the subscriber not later than 10 o'clock on Friday the 20th April. The council do not bind themselves to accept the lowest or any tender.

JAS. R. MOTION,
Inspector and Clerk.

266 GEORGE STREET,
GLASGOW, *4th April* 1906.

Procedure of contracts committee.

19. Merchants call for blank schedules, and when these are returned duly filled up they are opened by the contract official and two members of the contracts committee, one of whom initials the added total. They are then checked,

Procedure of contracts committee.

classified, and prepared for the usual meeting which takes place shortly thereafter. The respective schedules, with particulars, are read over, the contract selected and signed, as accepted by the convener of the committee, subject to the approval of the Parish Council.

20. We select periodically our own samples of boots, clothing, napery, and all soft goods, which are kept in our sample room at the head office, where we also have a clothing store for the issue of clothing to boarded-out children and lunatics, and to the outdoor poor generally. Part of the original sample, where possible, is sent to each institution. Tea is tested by a paid expert and reported upon. Flour is taken from the three or four lowest offerers, and a batch of bread baked at one or other of the two institutions where they have a bakery. The loaves are then brought into the head office, and a sub-committee of experts taken from the committee select the loaf without knowing the offerer of the flour. Butter and margarine are selected from kits sent in by contractors, but we fix a price, and contractors forward a quality to meet that price, and the sub-committee select the best by tasting. All identification of the merchants is removed, and the kits are known only by a particular number. Rice, oatmeal, sugar, groceries, etc., are selected by the sub-committee, after tasting and inspection from numbered samples. The Parish Council thereafter get the minutes of the contracts committee, and, when approved, intimation is made to the respective successful contractors.

21. Schedules are very rarely divided, the articles are so well classified. To prevent any undue influence with subordinate officials, the following notice is rigidly adhered to :—

> No contractor, agent, or representative will be allowed to enter any of the institutions regarding supplies; all communications thereon to be made to the clerk of the council and the lunacy board.

Payment of accounts checks on contracts.

22. Accounts are rendered monthly, and cheques prepared against the cash day, the first Tuesday of each month. Blank form of account is herewith submitted.

23. Sufficient storage for supplies is provided at the various institutions, from which the raw material is issued to the cook or the other responsible official.

24. Inventories are made by an independent outside valuator every year, costing annually £44, 2s.

25. Monthly reports as to the quality and delivery of goods are sent from all the institutions to the clerk and the convener of the committee. If there is anything wrong the matter is taken up by the clerk, and a committee called which disposes of the matter in terms of the conditions of the contract, but we have very little trouble in this way.

26. The contract clerk, unknown to any one, sometimes secures samples of milk just delivered at the institutions, and these are tested in our own milk tester by the dispenser and the clerk in charge.

Administration of Relief.

Administration of relief and procedure to obtain-ent by applicants.

27. The disposal of applications for relief is in the hands of the council, the members sitting individually in rotation in the chambers of the council. Sometimes two sit in different rooms. They are attended by the assistant-inspector in charge of the district, and advised by one of the superior officers.

28. Applications for parochial relief are made in person chiefly, and are taken down on the requisite forms. The applicants, if requiring immediate relief, are seen and examined by a medical officer, four of whom attend daily at the council chambers at stated hours. The applicant is thereafter despatched to the institution he is suited for.

29. The pauperism of the parish at 15th May 1906 is classified as follows. (*See Appendix CLXIV.* (*B*).)

Comparative statistics of pauperism of Scotland with parish of Glasgow.

30. The following are statistics of pauperism at 15th May 1906 supplied by the Local Government Board, with similar figures for the Glasgow parish :—

	Whole of Scotland.	Parish of Glasgow.
Total pauperism was	109,234	16,676
Ratio of persons in receipt of parochial relief per 1000 of population	23	27
Ordinary poor—		
Percentage of outdoor relief	85·89	72·99
Receiving relief in poorhouses	13·97	27·01
Vagrants	·14	0·00
	100·00	100·00
Lunatic poor—		
In asylums and institutions	74·74	79·60
In licensed wards of poorhouses	6·60	0·00
In private dwellings	18·66	20·40
	100·00	100·00
Of the total poor, there were paupers, or separate individuals to the number of	72,446	11,418
Their dependants numbered	36,788	5,258
Of the separate individuals, the percentage of sane poor was	79·53	81·20
And of lunatic poor	20·47	18·80
	100·00	100·00
Classifying the sane poor according to age, the percentage of those who were 65 years of age and upwards, was	40·19	28·11
Children	12·60	22·71
Between the ages of 14 and 65 years	47·21	49·18
	100·00	100·00

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The 16,676 chargeable to Glasgow parish is a little over one-seventh, or 15·27 per cent. of the total Scottish pauperism.

31. I also submit statements showing some of the work of the Poor Law administration of the parish of Glasgow, viz. :—

32. *First.*—The applications for poor relief for the year ending 15th May 1906, with details as to new and old cases, cause of applications, etc. (*See Appendix CLXIV.* (*C*), *No.* 1.)

33. *Second.*—Analysis of first applications for relief with ascertained causation (as far as possible), nationality, etc. (*See Appendix CLXIV* (*C*), *Nos.* 2, 3, *and* 4.)

34. *Third.*—Details regarding condition as to marriage; number from registered lodging-houses (models); how applications are made; number of cases revised at the poorhouse and hospitals; the number of deaths among the out-door poor; and removal of paupers to England and Ireland. (*See Appendix CLXIV.* (*C*), *No.* 5.)

35. *Fourth.*—Disposal of such applications, and the results of the work of the relief committees and the relief appeal committee. (*See Appendix CLXIV.* (*C*), *No.* 6.)

36. *Fifth.*—Apprehension and prosecution of deserters of wives and children. (*See Appendix CLXIV.* (*C*), *No.* 7.)

37. *Sixth.*—Return as to Vagrants. (*See Appendix CLXIV.* (*C*), *No.* 8.)

38. As a sample of the application clerk's notes in his day book, I append extract therefrom, dated 6th August 1906, and also similar notes from the day books of the application clerks reported to the Council in May 1901. (*See Appendix CLXIV.* (*C*), *No.* 9.)

Modes of transit for paupers, and numbers removed.

39. For transport purposes we have a motor bus and a pair-horse bus for ordinary cases, three ambulance waggons and two broughams. For the year ended 15th May 1906 these conveyances removed 9,775 persons to Barnhill, 3,611 to Stobhill, 1,647 to the Eastern District Hospital, and 1,142 to the Western District Hospital, and 287 to the lunatic asylums—in all, a total of 16,442. The highest numbers, singularly enough, appear in the month of July 1906; when we removed on the 17th (the Tuesday after the Fair Holidays), 94 people; on the 18th, 82; and on the 19th, 85—a total of 261 cases in three days.

Outdoor relief.

40. If there is no immediate necessity, and the applicant wants out-door relief, then he is furnished with a medical line, which he takes to the parish dispensary in the district, or to that of the medical officer, where the applicant is examined, or the medical officer may require to go to the applicant's home.

41. Next day, or, technically, within twenty-four hours of the application, the assistant inspector of the district visits the applicant's home, inquires into his circumstances, family, and settlement, taking all necessary and lawful means to this end. He then advises the applicant to attend at the chambers on a given day and hour, when his case will be considered by the Relief Committee.

Relief Committee meetings.

42. The Relief Committee meets every day but Saturday, and the district inspectors have each their own day weekly for the applications from their districts.

43. All applications since the last meeting must be laid before the next committee meeting, and the parties are

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Relief Committee meetings.

heard and examined upon the assistant inspector's record and report. Where relief has been accepted at the hands of the assistant inspector, by going to the poorhouse or hospital, or sent to the asylums, the schedules are passed *pro forma* as a rule, and initialled by the councillor in attendance. Cases wanting outdoor relief are considered in the light of precedent and rule, sometimes, however, ignored. The members of council, the inspector of poor, and the applicants have the right of appeal to the Relief Appeal Committee, consisting of eleven members, which sits once a month, or oftener if required, for disposal of these cases. Sometimes a particular case may be further appealed to the council, a practice now becoming too common.

44. When the decision is finally given, then the details are carried out by the inspector's staff, by enrolling, paying aliment, etc., etc.

Payment and revision of outdoor relief.

45. Outdoor relief is paid weekly and monthly. First cases of a doubtful character are put on the weekly roll, the others of supposed good character on the monthly roll. We pay the poor in a large hall in the chambers, and in church and other halls in numerous districts of the city.

46. The cases put on the outdoor roll are revised from time to time, no person being now enrolled for longer than three months at one time.

Outrelief to Friendly Society members.

47. As far as can be ascertained there were at 16th February, 1906, 16 members of friendly societies receiving outdoor relief. The majority of them say they are total abstainers, but we have no means of finding out whether they are or not.

48. I append a memorandum taken from my half-yearly report of 15th May, 1902, regarding typical cases on the outdoor roll. (*See Appendix CLXIV.* (*D*).)

Classification of Indoor Poor.

Classification of indoor poor of Glasgow parish.

49. The folowing classification of indoor poor was adjusted in November, 1905, and is presently in force:—

1st Class.—Aged, infirm, and helpless poor requiring care and attention, either from physical or mental incapacity, or of both, with satisfactory records—to be sent to Stobhill. This class to be transferred from Barnhill and the district hospitals as accommodation may be found for them. Colour of admission order—White.

2nd Class.—Aged and infirm poor with unsatisfactory records—to be sent to Barnhill. Colour of admission order—Blue.

3rd Class.—Male and female applicants, under 65 years of age, not requiring active medical treatment, and able for some light form of labour—to be sent to Barnhill. Colour of admission order—Pink.

4th Class (*a*).—Acute and curable cases—to be sent to the district hospitals. Colour of admission order—White.

4th Class (*b*).—Those of this class who have proved unworthy of being sent to the district hospitals, or are known malingerers, or others of questionable character—to be sent to Barnhill if they can be certified therefor. (See 10th Class.) Colour of admission order in either case—Green.

5th Class.—Children—to be sent to Stobhill, excepting infants at the breast. Those latter will accompany their mothers to Barnhill. Colour of admission order—White.

6th Class.—Maternity cases—to be sent to Barnhill till within a month or so of the expected confinement, thence to either of the district hospitals, upon a certificate being sent to the inspector for transfer. Women admitted to the district hospitals by giving misleading information as to the probable date of confinement should be transferred to Barnhill. Colour of admission order—Would depend on character and other circumstances.

7th Class.—Phthisical cases—to be sent to Stobhill. Cases developing phthisis in Barnhill or the district hospitals to be transferred to Stobhill. Colour of admission order—Would depend on character and other circumstances.

8th Class.—Epileptics—to be sent to Stobhill. New cases not sufficiently diagnosed to go to Barnhill in the first place, thence to Stobhill, upon a certificate being sent to the inspector for transfer. Colour of admission order—Would depend on character and other circumstances.

9th Class.—Scabies and male venereals—to be sent to Barnhill. Colour of admission order—Green.

10th Class.—Malingerers and others of questionable character—to be sent to Barnhill for further diagnosis and probationary treatment, and thereafter transferred if found necessary. Colour of admission order—Green.

11th Class.—Aged married couples—to be sent to married couples' quarters at Stobhill, if found suitable after full and careful inquiry has been made. Colour of admission order—White.

50. The medical officer having certified the case, the chief application clerk or the assistant inspector, or both, assigns it to the particular institution, subject to the foregoing principles.

51. On 15th September, 1905, I prepared a rough classification of the poor chargeable in Barnhill Poorhouse who were of 60 years of age and upwards, which I now submit for the information of the Commission. (*See Appendix CLXIV.* (*E*).)

52. I also submit a return of *discharged soldiers and pensioners* who applied for relief during three years ending 15th May, 1903. (*See Appendix CLXIV.* (*F*).)

Certification of insane.

53. Cases of insanity are taken up instantly, and attended to. In Scotland such applications are usually made by a relative, or the person may fall into the hands of the police. In either case the patient is examined by our specialist, Dr Carswell, who has held that position since 14th February 1889. If the person is certified insane, and requires treatment in the asylum, then the medical officer of the district in which he is found is requested to fill up the second certificate. If there is no time for the latter, the case can be removed to the asylum on an emergency certificate, and a medical officer of the asylum may fill up the second certificate before referred to.

54. If the alleged lunatic cannot be certified insane while it is necessary to protect the person and the public, we in the year 1890 made provision for an observation ward attached to the poorhouse where such cases were treated till recovery, death, or removal to an asylum, or transfer to the poorhouse. The scheme worked so well, that the Parish Council erected a special block for mental cases within the grounds of the Eastern District Hospital for the treatment of fifty cases. The scheme has succeeded beyond our expectations, as the following return will show:—

Admissions, discharges, and deaths of mental cases in observation ward.

55. Statement showing the admissions, discharges, and deaths for the period from 15th June 1904 till 15th May 1906:—

	M.	F.	Total.
Admissions, ...	616	461	1,077
Discharges—			
Recovered,	284	191	475
Improved,	110	78	188
Total discharged, recovered, and improved,	394	269	663
To asylum, . . .	164	138	302
Died, ...	39	33	72
Total discharges, ...	597	440	1,037
Remaining 15th May 1906, . . .	19	21	40

56. Of admissions 61·5 per cent. discharged, recovered, and improved; 28·0 discharged to asylum; 6·7 died; 3·8 remaining 15th May 1906.

57. As typical of one year's applications for relief, week by week, I submit a return thereof showing the number of new cases, and old cases, and the causes of chargeability. (*See Appendix CLXIV.* (*G*).)

58. Having stated the general principles of administration, perhaps I should take the different items of expenditure as appearing in the accounts which I now produce, and explain the work in connection therewith:—

59. Under the heading of *Ordinary Poor* we have, first, the resident poor within the city, and these are placed on (*a*) monthly rolls; (*b*) weekly rolls; (*c*) suspense rolls; (*d*) special roll for widows with children. The cases on the monthly roll are, to all intents and purposes, those that have passed through the various investigations, and may be considered *bona fide* cases. This has been amplified within recent years, by the appointment of a superintendent of outdoor relief and one assistant, who revise all these cases after the assistant inspectors have gone over them.

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60. The following statement shows the number of poor and dependants relieved on the outdoor rolls, with the amount of aliment paid to each class as at 15th May 1905 :—

Class.	Poor.	Dependants.	Amount.
Aged widows,	1593	...	£9,314
Single females,	440	...	2,871
Widowers without dependants and single males,	179	...	949
Widows with dependants,	1119	3329	12,919
Widows with dependants under circular of 5th June 1902,	304	1179	6,030
Married females (husband in hospitals or infirmaries),	419	1287	2,293
Married females (husband in asylum),	45	124	443
Married females (husband in desertion),	70	196	564
Married females (husband in prison),	23	78	121
Widowers and married males with dependants,	417	704	3,729
	4609	6897	£39,233
Boarded-out children,	2319	...	25,408
	6928	6897	£64,641

Amount paid, as per financial statement, to registered poor,	£40,708
Amount paid, as per financial statement, to suspense poor,	254
	£40,962
Deduct sum paid in interim and casual aliment,	1,729
	£39,233

ffect of ocal Government Board ircular, June 902.

61. The weekly cases are those which are considered temporary, and which are put on in a probationary fashion. The suspense cases are those whose settlements are assumed to be in other parishes. The cases included in the special roll are destitute widows with children. These women receive the higher rates of aliment, so as to enable them to remain at home and attend to their children. This was the outcome of a circular of the Local Government Board of June 1902. The circular was well intended in every respect, if it had been carried out with sufficient discretion by our members; but some of them insisted upon giving the full aliment in every case, so that women who had no calling at their finger ends, who could neither knit, sew, or do anything else, resorted to "close-mouth" gossiping, tippling, and drinking, with the inevitable result that a considerable number of these widows fell into bad habits, becoming drunken, and otherwise unsatisfactory, and had to be struck off the roll. If a little more common sense had been exercised, and the recommendations of the lady inspector and the ordinary inspectors taken into account, these people would not have been ruined as they have been. The following is a return of the cases on our

Special Roll for Widows with Children.

No. on roll at 15th May, 1903,	163	
Enrolled since, up till May, 1906,	298	
		461
No. struck off roll—		
Transferred to monthly roll,	140	
Married,	30	
In respect of drink,	27	
,, immorality,	21	
,, deaths,	12	
,, hospital (Oakbank),	6	
,, improved income,	8	
,, removed to country and placed on another roll,	8	
		252
Remaining chargeable at 15th May, 1906,		209

Charitable upervision or widows vith children n outdoor oll.

62. I submit memorandum by me to the Parish Council in December, 1905, regarding these cases :—

I have been thinking for some time back; indeed, the subject has been pretty much in my mind, regarding the difficulty in supervising widows with children on our outdoor roll, particularly in cases where they are of somewhat depraved habits with no idea of cleanliness, who do not repair the clothing either of themselves or their children, and have no idea of the purchase and preparation of food: in short, their total inability to lay out the money in their hands. The subject has been still further brought under my notice in connection with the public discussion pertaining to the administration of poor relief in Elberfeld, Germany, which has been pretty prominent for some time past. This question has been brought home to me again and again by personal visits to the homes of our outdoor poor, and more particularly in visiting the cases recently remitted to me by the Relief Appeal Committee as to whether certain parties who had been struck off the roll should get another trial. Three of these cases I visited with Mrs Robertson on 5th December, about eleven o'clock in the forenoon, and I was disgusted to find the state in which the houses are kept, from the want of ventilation, the filthy condition in which the children appeared, the state of the beds and bed-clothes, and the general untidiness. The question facing me was, how can all this be remedied so as to uplift the women and implant in them some idea of cleanliness, tidiness, fresh air, the preparation of food, and some principles of domestic economy, in place of striking them off the roll and boarding out the children? The alternative, in my mind, was to secure the services of a number of ladies, and attach, say two, to each assistant inspector's district, for the purpose of supplementing the assistant's work, by trying to influence those who would be influenced, to do what was required to uplift them in the social scale. After examining this in detail it occurs to me that it would not prove satisfactory, in respect that a great number of the women do not know, and have never known, what cleanliness is, and the ladies could not be expected to show a working example and clean up the houses, or even show them how to clean their homes. My experience is that if a woman has been brought up to cleanly habits she will never forget the way to be clean, but in the bulk of these cases they have never been brought up to be clean, neither do they know how to knit or cook. The other plan would be to have a number of cleaners, decent, well-doing, thrifty women presently on the roll, of first-class habits and respectability, whom Mrs Robertson could utilise at a small extra wage per week for the purpose of cleaning up these dirty women's households, learning them to cook, knit, and repair the children's clothing, and to attend to all the ordinary domestic duties. It is not a question of want of money, so much as total incapacity to spend it and make good use of their time. In my opinion this is the most feasible line we could go upon, short of the only other alternative, viz.—the rigid application of removing the children from the care of these regardless, thriftless, and depraved mothers, by boarding them in the country. If this alternative and Spartan rule had been applied to both the parishes of Barony and City thirty years ago, there would not be the same number chargeable on the rates to-day.

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Charitable supervision for widows with children on outdoor roll.

63. The conclusion come to was to enlist the sympathies and co-operation of the clergymen and church-workers by bringing such cases under their notice, but I do not see much good result as yet.

64. In connection with the question of the instructions to parishes and inspectors of poor by the Local Government Board, that the registered or ordinary poor should not be better off than the ordinary labouring people in the neighbourhood, I beg to annex particulars of statements which I prepared for the Glasgow Corporation Housing Commission, and which I gladly submit for the information of this Commission. I also submit statements showing typical cases on the outdoor roll with young dependants, and the extent of incomes. (*See Appendix CLXIV.* (*H*), *Nos.* 1 *and* 2.)

65. I submit a return called for by a member of the Parish Council on 7th April 1903, to which I have added a side column giving an approximation of the sums left for maintenance after paying rent. (*See Appendix CLXIV.* (*I*).)

66. A recent return of out-workers in the parish of Glasgow shows that out of 743 such workers there are only 32 in receipt of parish relief.

67. The question has been frequently put whether outdoor or indoor relief is the best mode of administering the law. While in London, up till recent periods, indoor relief appeared to be the rule and outdoor relief the excep-

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In and out-door relief as administered in London and Scotland.

tion, in Scotland it has been the reverse. It is only within the last twenty or thirty years that indoor relief has been more generally applied in Scotland, while in Glasgow out-door relief has been also steadily increasing, both in number and amounts. The average rate of allowance to the out-door poor is very largely increased; a great many cases have been doubled. The question of parish charities in relation to outdoor relief is one requiring some inquiry and consideration. I think if a more strict inquiry of administration of outdoor relief were carried out, it would be possible for the existing parish and other charities to meet it; that is to say, that after inquiry by the parish authorities the application for outdoor relief should be passed on to Commissioners of Charity, who would dispose such charitable relief as outdoor relief. My impression is that there is plenty charitable funds, in Scotland at all events, set aside for certain classes and cases not paupers which ought really to be devoted to the relief of the decent poor presently chargeable to Parish Councils. A great many recipients of existing charities get relief, not from poverty or otherwise, but by reason of influence and hard canvassing. The present Poor Law authorities would be left to administer on other lines the relief in their hospitals, poorhouses, and asylums, and upon the boarding-out of the children.

Extent to which out-relief could be met by charity.

Resultant effects of investigation of out-relief cases.

68. As an illustration of the difficulty in dealing with poor persons who have been awarded outdoor relief, and as the result of the employment of an officer to superintend the administration of outdoor relief, I find that since his appointment in May 1905 there have been 301 cases struck off the roll after full investigation, with aliment amounting to £242, 11s. 6d. per month, and 222 cases whose aliment has been reduced by £67, 5s. per month. This result is brought about by the systematic and more close investigation, which, unfortunately, with some members of the Parish Council, is objected to. What I mean is, if the recommendations of the different district inspectors, when the case is first reported, were carried out with simply temporary assistance till more close investigation is made, a great deal of money could be saved. The result is, cases are put on the roll and money lost and squandered which would otherwise be saved if more close consideration were given to the recommendations of the district inspectors. Another aspect of it is, when once a case has been put on the roll members are very loth to strike it off, no matter what the cause thereof may be; besides, there is far too much canvassing by clergymen and others, and by individual members of the council interviewing the members who are to sit upon and dispose of these applications.

Non-resident poor.

69. *Non-resident Poor.*—The non-resident poor are those who become chargeable in other parishes, but having their settlement in Glasgow have been placed on our outdoor roll. All such cases are not enrolled, as sometimes they are ordered home to Glasgow. As a rule, we allow cases to remain where they are, but we never offer indoor relief for the purpose of stopping chargeability. This is safeguarded to the pauper by the Local Government Board and the statute regarding adequate relief. We have in Glasgow a large number of what we call other parish poor, who, having their settlements elsewhere, originally become chargeable to Glasgow, and are now alimented here.

70. We rely upon the reports of local inspectors of poor for information regarding our non-resident poor, who are bound to so report; and frequently our officers are charged to visit these people when in the neighbourhood. In like manner we supply other inspectors with reports every six months, or more frequently if required.

71. I am of opinion that the present system works very well.

71A. I submit return of the number of cases transferred to and from the parish of Glasgow and other parishes in Scotland for the past year. (*See Appendix CLXIV.* (*J*).)

Boarded-out children, and class from which drawn.

72. *Boarded-out Children.*—The children who are boarded out are drawn (*a*) from the orphan class, (*b*) the deserted class, and (*c*) the separated class. I submit classified return for the past three years, as also copy of my usual half-yearly return. (*See Appendix CLXIV.* (*K*), *Nos.* 1 *and* 2.)

73. The first are decreasing in number every year by reason, I think, of a number of philanthropic societies providing for orphans, such, for instance, as Quarrier's Orphan Homes and the Sailors' Society. I remember in years past, before the latter was created, the wreck of a Glasgow vessel was sure to bring us a number of children, who were boarded out, or the widow put on the outdoor roll; but since the advent of this society we have no sailors' or seamen's children to speak of. The great bulk of the children boarded out now are deserted by one or both parents, and the separated class, the children of "ins-and-outs," of habitual paupers who are sometimes in for short periods, and out for longer periods, but whose children are thoroughly neglected; the children of widows who have been struck off the outdoor roll in respect of their abandoned habits, such as drink, debauchery, cohabitation with men, illegitimate children, etc. These cases have contributed largely to the increase of boarded-out children, and generally to the pauperism of children, notwithstanding the cautioning the parties receive and the support to do well which they receive from the lady inspector and the ordinary inspectors. The efforts of myself in getting clergymen also to look after them has little or no effect, and the only way that these children can be saved is by using the drastic measure of offering relief in the poorhouse for the women and boarding out the children. When it is proposed to board out children the two assistant inspectors in charge select from their register the proper district and the foster parent to which such children should be sent. Our long experience in this branch of administration makes this a matter of no difficulty whatever. Having made up our minds where they are to go, the children are brought down to the chambers of the Council to the clothing store, where each one is fitted with clothing, and they are transferred to the country by a female official, as a rule in a day or two, and the additional clothing forwarded in due course. A small chest to hold their clothing is also sent to those over ten years of age. Clothing is sent out regularly every year, and I append a note of the various outfits allowed to boys and girls while under our charge (*see Appendix CLXIV.* (*K*), *No.* 3), and in a number of cases we allow the guardians the sum of £2, 12s. per head per annum in lieu of clothing, repairs, etc. The children having been boarded out, attend the local schools, and we always see that there is plenty room in these schools for our children, either board schools or Roman Catholic schools. Accounts by the teachers are rendered half-yearly. These accounts do not, of course, include fees unless in the higher standards or in special cases, but they include books, industrial material, etc., and the teachers also give the percentage of attendance out of the possible, and accordingly the school attendance is checked in this manner. If any child shows a low percentage the reason is ascertained, and measures taken to prevent the repetition. The children are visited twice a year officially by the assistant inspector in charge or by myself throughout the late autumn, winter, or early spring months, and by two members of the Council and myself or the assistant inspector in the summer. The strictly official visits, I think, are the best, as it is feared that the announcement of taking rooms at hotels, and ordering machines in advance, sometimes does leak out, but on the whole I give this very little consideration, as the homes of the children are so distant from the hotels and hiring places. If any fault is found upon these visitations the foster parent is warned, and a subsequent visit made by the same inspector or our lady inspector, and if things are no better the children are forthwith removed and taken elsewhere.

Boarded-out children and class from which drawn.

Medical attendance of boarded-out children.

74. The local medical officers of the parish or any medical man the guardian chooses is brought in to attend upon the children when ill. We do not restrict the medical attendance to the Poor Law medical officer. With regard to inspection, I am of opinion that the detection of anything wrong is easily brought about, first, by the neighbours, second, by the teaching staff, and third, by the clergy. We have changes, and we have indifferent guardians, but with such a large number I am surprised we do not have more changes.

Beneficial effects on schools of pauper pupils.

75. Teachers as a rule are anxious for our children. They are smarter than the country children, and help to bring them forward. Teachers are able to secure from their boards better assistants. They are thus able to give more subjects, and better equip the whole school, by reason of the presence of our young people. I know that they have been able to improve the singing classes, and to add agriculture as a special subject in several schools.

Pauper children in training ships and industrial schools.

76. In addition to the children boarded in the country, we have thirty-one boarded in training ships, industrial schools, etc., at 15th May last. These originally came from the police courts throughout the country, and their settlements being with us, we are bound to pay the charges set forth; but, in addition to this, we have sometimes to send boys to training ships, boys who have shown bad habits, dirty habits, thieving, absconding, and such like. The effect of that is, however, good on the other boys left. It also ultimately makes men of those boys who have been taken to a ship. I think a number of the boys, more than

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Pauper children in training ships and industrial schools.

at present, might, with benefit to themselves and the naval authorities, be drafted into our training ships. I refer to boys who come to us over ten or twelve years of age. They may have been running wild, and if boarded out, sometimes do mischief. But more could be made of them if they were committed to training ships. At present boys can only be committed there for some crime or misdemeanour, but power should be given to Poor Law authorities to equip a vessel or vessels for our boys when necessary.

Employment of pauper children.

77. The process we adopt in securing employment for our children has been so long in operation that I do not remember how the process was started. It simply grew. Now we have no difficulty in finding situations for both boys and girls. Indeed, we cannot meet the demand. A Return appended shows the disposal of the children who ceased to be chargeable, and explains the varied occupations, etc. (*See Appendix CLXIV.* (*K*), *No.* 4.)

Extent of Council's interest in children after cessation of chargeability.

78. We do not officially visit cases that have ceased to be chargeable; but we take a friendly and parental interest in them for two or three years, and they know to whom to come if anything goes wrong. We constantly hear of the good results of our system by letters, visits to the office with pride, to show that they are doing well. Some fall aside. If we hear of such, they are put on their feet again, and looked after. And these are very few.

79. Every visitation of a child is reported upon to the Children's Committee, which meets every month, and no changes are made without the sanction of that Committee.

80. I submit return prepared as to the religion of the poor chargeable at 15th November 1903. (*See Appendix CLXIV.* (*L*).)

Out medical relief of poor.

81. The outdoor medical relief of the poor is administered by nineteen district medical officers distributed over the parish; and the equipment of a laboratory which is drawn upon by the official dispensaries throughout the parish. That is to say, that one laboratory prepares all the drugs, not only for the dispensaries for the outdoor poor, but for the dispensaries of the indoor institutions.

Supply of drugs.

82. Drugs are bought wholesale in the same way as our other contracts, and are invoiced to the various institutions at the net cost, plus the expense of the laboratory in salaries and upkeep. This amounts to about eleven per cent. of the total requirements, while the drugs cost us nearly twenty per cent. less than if purchased at ordinary wholesale rates.

83. In addition to the supply of drugs we manufacture all the various beverages required by the institutions, such as lemonade and soda water.

Salaries of out medical officers.

84. The outdoor medical officers' salaries range from £50 to £95, which sum covers all remuneration except vaccination fees. In addition to the ordinary medical officers we have the medical gentleman, an expert in lunacy before referred to, who was appointed in 1889, and draws a salary of £300, and whose duty it is to report upon every application that is made for removal of a person to the asylum. He also receives £50 per annum as having charge of the observation or mental wards in the Eastern District Hospital. We have one district medical officer at £400 per annum, with no private practice, who has charge of a large area, where several medical gentlemen acted at one time, but that principle has never been extended. The Council is rather inclined to have a fair number of local medical men who are in private practice and easily accessible to the poor in their districts.

Subscriptions by Parish Council to charities.

85. In addition to the medical officers, we subscribe to the following hospitals, infirmaries, convalescent homes, nursing institutions, etc., etc.:—

	Per Annum.
St Elizabeth's Home for District and Private Nursing,	£50
Higginbotham Sick Poor Nursing Association,	50
West of Scotland Convalescent Sea-Side Homes, Dunoon,	25
Kilmun Sea-Side Home,	10
Mission Coast Home, Saltcoats,	10
Eye Infirmary,	26, 5s.
	£171, 5s.

We have, therefore, the call of outdoor nurses when required, and the right of admission to the Eye Infirmary, etc.

Revision of poorhouse inmates.

86. Those applicants who have been sent to the different indoor institutions are revised from time to time. In the larger institution, Barnhill Poorhouse, the cases are revised every week, and Stobhill and the district hospitals once a fortnight; that is to say, an assistant inspector and a member of the Council attend at these institutions and pass before them these applicants whose time has expired or those who have recovered, and are classed as able-bodied or fit to earn their own livelihood after having been certified by the medical officer. Sometimes a small sum is given to enable them to start again, and sometimes clothing is granted.

Convalescence of paupers.

87. Contributions are made to convalescent homes, and cases are sent there upon the recommendation of the medical officers where a residence will likely improve their health so as to enable them to be self-supporting. During the year ended 15th May last we sent sixty-two, but five were refused in respect of phthisis.

Need of more adequate provision for phthisical patients.

88. Included in the accommodation at Stobhill we have ordinary wards with approved ventilation and increased cubic space for the care of consumptives, but in addition to that, following the lines of the Royal Victoria Hospital for Consumptives in Edinburgh, we erected twenty chalets, accommodating twenty males and twenty females, which are doing admirably; but something more requires to be done in connection with the stamping out of this disease. At the present time the Poor Law is concerned only with those, let us say, of the pauper class, those unfit for work, and does not include the wife or child of a man idle or working at a small wage, and who is utterly unfit to provide properly for his consumptive dependant. We hold, and I think rightly, that the local authority should provide accommodation for the latter class, and that it should be a notifiable disease, more particularly for the purpose of enforcing the detention of the patient. It is very distressing to find that with all the first-class accommodation we have at Stobhill both men and women go out and in notwithstanding strong remonstrances with them to remain. They will not settle down and assist the medical staff in effecting a cure. The following return prepared for the Parish Council of my inquiries regarding cases which left Stobhill Hospital during six months against the medical officer's recommendation will be of interest:—

16 have since died—15 at home and 1 in Eastern District Hospital.
11 have received benefit, but are not working.
6 have received benefit, and are now working.
2 have received no benefit, and are not working.
6 complain of the treatment, chiefly in respect of alleged inadequacy of food, bed, underclothing, and coldness; one, in particular, "got no Sunday dinner."
1 left. "Drunken character no further trace."
1 left. "Couldn't agree with nurse."
10 left. "Could not be traced."
1 was subsequently removed to Eastern District Hospital.
1 was admitted to Eastern District Hospital after being benefited in Stobhill.
1 sent to England by Charity Organisation Society.
4 were re-admitted to Stobhill.
1 was re-admitted to Barnhill. 36 times chargeable since 1890.

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Institutional nursing of paupers.

89. The nursing of the indoor sick poor is carried out by this Council on rules laid down by the Local Government Board in connection with the grant in aid for medical relief.

Appointment and salaries of Poor Law nurses.

90. Applicants for the position of nurses are engaged after filling up a schedule and passing a preliminary examination on three months' probation; after which, if suitable, they are continued as probationer nurses for three years on the following terms:—First year, £10; second year, £15; and third year, £20 per annum, with board, lodging, and uniform.

91. After probationers have secured their certificates they are registered by the Local Government Board. Nurses who hold certificates are taken on by the matrons and medical superintendents, and are sometimes placed in charge of wards. Our own probationers are sometimes promoted to these positions. Applicants appear from all classes of the community, and there are always such a number that matrons have no difficulty in picking the best. The hours of duty and leave are roughly stated in the the tables which I hand in. (*See Appendix CLXIV.* (*M*), *Nos.* 1 *to* 4.) The minimum number of registered patients to nurses laid down by the Local Government Board is 1 to 30.

Examination and certification of nurses.

92. By a circular of the Board, dated 10th January 1907, a scheme of examination and certification of trained sick nurses applicable to all parish hospitals and poorhouses

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Training of maternity nurses.

was set forth whereby the Board propose to hold local examinations at their own instance, and grant a parchment certificate of efficiency to all nurse probationers who qualify in the various subjects. I submit a copy of this circular.*

93. Among other provisions for the care of the indoor poor we have, under the auspices of the Central Midwives' Board, London, set apart the maternity wards of the two District Hospitals for the training of nurses in maternity. The following is a Return of births in our institutions for the past six years:—

Statistics of births in poorhouse hospitals.

Institution.	1901.	1902.	1903.	1904.	1905.	1906.	Total.
Eastern District Hospital,	...	...	...	...	84	108	192
Western District Hospital,	...	...	...	...	38	65	103
Stobhill Hospital,	...	...	...	...	19	33	52
Barnhill Poorhouse,	35	34	35	32	14	6	156
City Poorhouse,	78	81	103	110	17	...	389
Total,	113	115	138	142	172	212	892

94. Of which the following were illegitimate:—

Institution.	1901.	1902.	1903.	1904.	1905.	1906.	Total.	Single.	Married.	Widow.	Total.
Eastern District Hospital,	...	...	...	...	57	77	134	123	6	5	134
Western District Hospital,	...	...	...	...	21	50	71	66	5	...	71
Stobhill Hospital,	...	...	...	...	12	11	23	20	2	1	23
Barnhill Poorhouse,	19	18	26	18	8	3	92	78	6	8	92
City Poorhouse,	56	54	56	61	2	...	229	202	11	16	229
Total,	75	72	82	79	100	141	549	489	30	30	549

ILLEGITIMATE BIRTHS IN POORHOUSES AND HOSPITALS FOR SIX YEARS ENDING 15TH MAY 1906, WHOSE SETTLEMENTS WERE IRELAND.

MOTHER'S RESIDENCE IN SCOTLAND PRIOR TO ADMISSION.

Under One Month.	Under Two Months.	Under Three Months.	Under Four Months.	Under Seven Months.	Under Ten Months.	Under One Year.	Total under One Year.	Under Two Years.	Under Three Years.	Under Four Years.	Under Five Years.	Under Six Years.	Total.	Grand Total.
4	2	3	3	2	1	5	20	6	2	2	3	3	16	36

13 Applications were made during last year from females who had come purposely from Ireland and England to be confined.

Charitable maternity cases sent on to Poor Law.

95. In addition to what I call the ordinary applications by these women, we have a considerable number sent to us by the Maternity Hospital authorities of Glasgow, a private philanthropic institution. It seems to be pretty well known, not only in Glasgow but also in the neighbourhood, and as far away as Ireland, that this place is open for the reception of women of all sorts and conditions, with the result that numbers come into the city, procure lodgings with their friends or otherwise, and when their time arrives make their way to the Maternity Hospital where they are confined; but owing to the want of accommodation a number of these people, when they reach the door, are referred to us here, and a considerable number naturally object to go into our hospitals, while coming into Glasgow practically on the invitation of the Maternity Hospital authorities. If there is no room for them they are bundled down to us, and some very painful scenes are witnessed in our Application Department. During the past year we have had 17 cases sent from that institution. I append a return showing particulars relating to them. (*See Appendix CLXIV. (N).*)

Abuse of Poor Law maternity provision.

96. Our experience is that, while a number of these cases are young women, a considerable number of married women are attended to, which seems to indicate that men after marriage lose all sense of their responsibility as to what is coming, and make no provision whatever for the new arrival, while these men have been earning a wage perfectly sufficient to enable them to make provision for all that is required. This is another instance of what is being done for the people being taken advantage of by those who ought to be able to look after themselves.

* See papers handed in by Mr. A. Murray, App. CLVII. (I).

Venereal cases and House Committee's report thereon.

97. Among the applicants for in-door relief and treatment we have men and women suffering from various forms of venereal diseases; they average about 150 cases per annum, and entail a great deal of expense and take up a considerable portion of hospital accommodation. The men are treated in Barnhill Poorhouse, while the women are sent to the Lock Hospital; some cases are very bad, suffering from syphilis in various advanced stages. In September last the House Committee, having had the matter brought before them, made the following report:—

> *Venereal Cases.*—The inspector having read the remit from the Committee at last meeting, and the return of venereal cases therein referred to, the medical officer supplemented the same by verbal information regarding the similar cases admitted to Barnhill since 15th May last. Dr Thomson's statement showed that during the four months 52 men had been treated for venereal disease, of whom 41 were discharged cured after an average residence in hospital of 17·9 days, while 11 had been relieved on an average residence of 9·6 days; some of the latter discharging themselves rather than submit to the necessary treatment, with the consequent result of spreading the infection still further.
>
> It was explained to the sub-committee that many of the ordinary diseases now treated in our institutions and asylums were either directly traceable to, or aggravated by previous syphilitic troubles, and the medical opinion was still further affirmed to the effect, that these troubles were more serious in after life than the most virulent infectious

diseases presently requiring compulsory notification and detention by the Local Authority.

Upon inspection of the venereal wards, the sub-committee were satisfied that the patients were subject to such discipline as was necessary, compatible with their proper treatment. Having regard, however, to the particulars supplied, and the opinion above expressed, it was unanimously resolved to request the advice of the Local Government Board on the whole question, with the further recommendation that power should be obtained to detain the patients until cured, or until the period of infectivity has passed.

98. *Poorhouse "Ins and Outs."*—This class of the poor is common in the large parishes, both in Scotland and England, and the Return (*see Appendix CLXIV. (O)*) for the past year, and our dealings with this class, show the extent to which they come and go. The last effort which was made to counteract the doings of these men and women was by a Bill which was introduced in Parliament in 1903.

99. *Cases for Hospital Treatment.*—In Glasgow we have a considerable number of applicants for relief who are certified unfit for work, and require hospital treatment, who live without proper care and attention, and who apply for out-door relief, but should be sent to the hospital so that they may be cured and sometimes made self-supporting. At all events, they do require care and protection if not able to maintain themselves. A number of these cases are aged people, who have been neglected by their families, and they require nursing and care rather than any kind of treatment, and for which outdoor relief is of no use. Such cases as these should be removed to the necessary institution under a warrant obtained from the sheriff after a proper inquiry, as was provided for in the Bill for "Ins and Outs," at the request of Lord Balfour of Burleigh, when Secretary for Scotland.

100. *Liabilities of Families.*—The care of aged people who have been neglected by their family and require nursing, is a problem requiring special attention. Out-door relief is of no use to them, neither are almshouses, as sometimes the man and wife are both ill. The care of the aged is a very important part of our work; but so long as we stand just now with the duty of the children to their parents, you cannot give relief indiscriminately. I don't see why the law should be altered to the relief of the children. What may be required is, more power to the elbow of the Parish Council to secure a rapid and easy means of making the children of the poor aged parents attend to their duty. A great many sons-in-law seem to think they are not liable for the support of their wives' indigent parents, in respect they have not been *lucratus* by the marriage. Generally speaking, a man is not responsible for his wife's *ante-nuptial* debts unless he has been through her *lucratus* by the marriage, and the law courts have gone to the extent of finding that where a son-in-law is not *lucratus* by the wife, he is not liable for the support of her indigent parents. I do not think it was ever intended that it should cover such a case as the support of indigent parents-in-law, because not only the moral and legal liability rests upon them before the Poor Law Authorities are asked to interfere; but it is a very great hardship at the present time that sons-in-law take advantage of the defence of *lucratus*, as the parents-in-law are simply shuttle-cocked between the family and the Poor Law authorities.

101. *Insane Poor.*—In addition to the cases in the asylums we have 521 chronic harmless lunatics boarded in the country as at 15th May last. These are drawn from the institutions and certified as being fit to be boarded out by the medical superintendents, the inspector's department finding suitable homes and guardians. This has been in operation in Scotland for about fifty years, probably more, and is a very popular mode of providing for this class of the insane poor who otherwise would be confined in asylums and cause multiplication of buildings. Indeed, what with the boarding out and the provision of the observation or mental wards in Duke Street Hospital, I hope that we will not require to build any additions to either of our asylums.

102. The cost of housing the insane poor in asylums is borne by the ratepayers in the burghs and counties where district asylums exist, and the assessments therefor are collected by the burgh and county council authoritie respectively, and handed over from time to time to the district board. As these asylums are chiefly for paupers we do not see why there should be separate rating therefor. The whole cost of the poor, ordinary and insane, ought to be on one rate, levied and collected by the one authority.

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Apprehensions for desertion.

103. *Apprehensions for Desertion.*—In our accounts, under the head of Inspector's Department Management, are included the salaries of two criminal officers whose duty it is to prepare petitions to, and crave for warrants from, the Sheriff for the apprehension of deserters, upon which they act. For the year ended 15th May 1906 there were 293 cases apprehended, of whom 112 were sent to prison for various periods from 14 days to 3 months, and 121 cases were allowed to go after a caution by the inspector of poor and signing an obligation to repay the advances.

Extent and cause of desertion.

104. Notwithstanding the efforts made and the numbers apprehended every month there seems to be no abatement in the cases of desertion. As a rule the desertion is caused by the man going off with other women, and far too frequently caused by the bad habits of the wives. The number of applications for relief owing to desertion by the husband or parent was last year 1612.

Causes of pauperism.

105. *Causes of Pauperism.*—I have frequently tried to arrive at some sort of conclusion as to the cause or causes of pauperism, and notwithstanding the varied and interesting side views which can be extended, I think a simple answer is that if the great bulk of the people who come to us had been more temperate and lived better lives than they had they would never become inmates of poorhouses, etc. I refer chiefly to the indoor poor. The liability of employers under the Compensation Acts and the restrictions of trades unions cause only the young and able-bodied, fit for a full day's work, to be employed. The older men have now little or no chance of regular work, with the result that they soon become chargeable, with their dependants, upon the parish. Then if the families of the aged parents would do their duty by their parents, as of old, it would clear our poorhouses and outdoor rolls of this class of poor. Yet, beyond this, we have the widows, and the orphans of respectable working men who have not been able to make provision for their families. These must be looked upon as a class where the State is bound to step in. The simple answer there, is that the cause of pauperism is the death of the bread-winner. I hold the great bulk of the cases of indoor poor as preventable. If we had more good people in the ordinary labouring classes there would be less pauperism, and that can be demonstrated by visiting the homes of a great many hard-working, struggling people, who live a good moral life.

Information as to Poor Law administration for electors.

106. About three years ago it was suggested to me by a medical friend that the reason why so few people took part in parish elections was that they knew little or nothing about Poor Law administration; that among known professional brethren there was complete ignorance about boarding out in all its aspects, etc., etc. Thinking over this, and hearing observations of people in tramway cars when passing our new buildings, the subject was brought more closely to my mind. I accordingly suggested to the Finance Committee that a short statement of the principal items of the accounts should be printed on the back of our poor rate notices, of which about 162,000 are issued throughout the year. Annexed is a copy of the particulars supplied to ratepayers in this way:—

NOTES FOR RATEPAYERS, 1906-07.

The population of the Glasgow parish is roughly 600,000. Its assessable rental last year was £3,341,460, and a penny per £ yields about £13,000. The sum collected by the Parish Council amounted to £519,100, including £198,971 handed over to the Glasgow, Springburn, Maryhill, and Shettleston School Boards.

Accommodation is now provided for 4896 indoor poor, viz., 1714 adults and children at the General Hospital, Stobhill, Springburn; 640 at the two District Hospitals in Duke Street and Oakbank, who require urgent medical treatment, including 50 beds, at Duke Street, for those suffering temporarily from mental troubles, to avoid if possible being sent to lunatic asylums; while Barnhill Poorhouse has been extended to accommodate 2542 ordinary cases. The cost of these new erections till 15th May has been £676,950, and £42,520 is meantime required to meet the yearly instalment of debt and interest thereon. Woodilee and Gartloch Asylums, under the control of the Lunacy District Board, have also cost £400,029 and £299,541 respectively, and at present it takes nearly £43,200 to pay the annual proportion of debt and interest.

At 15th May last there were 16,790 adults and children chargeable to the parish, equal to 2·73 per cent. of the population, of which 3533 persons with 4952 dependants, or a total of 8485, were in receipt of outdoor relief; 1983 children boarded in the country; 3924 in hospital and poorhouse; 1624 in asylums; and 521 lunatics boarded in the country.

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During the winter months these figures are, of course, much larger.

The income of the Parish Council for the year was expended in the following proportions:—Outdoor poor, 5s. 5½d. per £; indoor poor, 8s. 11d. per £; lunatic poor, 4s. 6½d. per £; and inspector, management, and other expenses, 1s. 1d. per £.

The children under the care of the Council give the most hopeful results, as only about 1 per cent. turn out unsatisfactory. The average cost for boarding-out is 5s. 5d. per week, and for the chronic insane, also boarded-out, 8s. 11½d. per week. In this way the latter enjoy the ordinary home life of the guardians, and not infrequently recover.

107. The total sum spent upon the relief and management of the poor for the year ended 15th May 1906 is as follows:—For outdoor poor, including resident, non-resident, and boarded-out children, amounts to £77,647; indoor poor, including poorhouse, general hospital, and district hospitals, £126,437; lunatic poor, including insane in asylums, other institutions and boarded-out, £64,478. The cost of management of the inspector's department, including officials and councillors' expenses upon visitations, amounts to £12,504; the collection of rates, £986; audit expenses, £328; general law charges, £548; payments by other parishes (petty), £39; vaccinations, £38; cost of collecting rates other than poor, £710; other disbursements, £156; total, £291,984.

Vaccination to be in hands of local authority.

108. *Vaccination.*—The Parish Council also administer the Acts pertaining to vaccination. The inspector receives from the registrars of births, etc., from time to time, lists of parents who have delayed or neglected to have their children vaccinated, and it is then the duty of the Parish Council to instruct their medical officers to proceed and vaccinate these children. Previous to that the vaccination officer—a special officer appointed by the Parish Council—makes house-to-house visitation of these defaulters and reminds and persuades them, after which the medical officers go round. Very rarely have we a case of "conscientious objection." Sometimes we have what I may perfectly fairly term a crank or two. He is not only a crank as regards vaccination, but also in every other thing. These sometimes suffer imprisonment, but nothing to speak of; others, again, pay the fines imposed. Last year we had returns from the registrars of 1544 defaulters, of whom 11 were prosecuted and fined or sent to prison by the Sheriff (conscientious objectors); 674 were careless people; 818 had removed from address given; in 37 cases the children had died or were insusceptible; and 4 cases were still pending; total, 1544.

109. I am strongly of opinion that the whole of the clauses of the Acts relating to vaccination, and to the prosecution of defaulters, should be in the hands of the local authority. The local authority deal with all cases of infectious disease, and the prevention of smallpox is one of the most important of these.

110. The Collector's department is entirely devoted to the collection of the poor, school, and landward rates, levied by the Parish Council.

Local rates and assessment.

111. The total assessment of this parish collected for the year ended 15th May 1906 was £276,459. Government grants amounted to £30,043. The balance of the total income of £319,957, being contributions from relatives, repayments from other parishes, etc.

112. The assessment is levied by a rate of 1s. 6$\frac{29}{32}$d. per £ for this year (1906-07) upon the annual value or assessable rental of the parish. The rental is procured through the valuation rolls, made up by the burgh, the county, and the railway assessors. The total gross rental of the parish is £4,301,300, and the assessable rental £3,341,460. The difference, £959,840, being deductions under the 37th section of the Poor Law Act, 1845.

113. Assessment questions have more or less engaged the attention of Poor Law authorities, and recommendations by conferences made to the proper quarter, but nothing has been done.

Need of repeal of 37th section Poor Law Act, 1845.

114. The chief point has been the necessity for the repeal of the 37th section of the Poor Law Act, 1845. At present, and for long past, the valuation roll has been made up by the assessor, certified copies of which are sent to the Parish Councils; upon this roll the assessments are levied, and deductions are allowed under the section above referred to. All parishes are not alike in giving these allowances, and all the ratepayers do not receive the same deductions. The chief claims for increased deductions come from the railway companies. Public gas, water, electricity, tramway, and telephone works claim very large deductions, while other ratepayers working other undertakings are claiming still larger deductions under this section.

Need of repeal of 37th section Poor Law Act, 1845.

115. All this tends to a reduced rental, and the burden of the rates therefor fall heavier on the shopkeeper, warehousemen, and the householder.

116. Parishes, the railways, and other public companies have long clamoured for the abolition of this section, as being a source of dispute, legal expenses, etc. All these classifications, deductions, etc., should be settled by an expert like the assessor, and the various valuation rolls should be sent to the assessing bodies complete in itself.

117. It is therefore claimed for the Poor Law administration that this section should be repealed, and if any deductions are to be allowed such should be given by the assessor before he finally makes up his valuation roll. Such roll should be final for assessing purposes.

Liability and exemption of rating.

118. Generally, it has been held that all subjects, all undertakings, should be liable to rating. At present churches, chapels, and premises used exclusively for religious worship are exempt, as also volunteer drill halls, premises used by scientific societies, voluntary schools, police stations, cemeteries under the Limited Liability Acts. Parish ministers are relieved from poor rates, in respect of their manses and glebes. Premises unlet or unoccupied or unfurnished when the valuation roll is made up should, if let at the November term, be liable to assessment.

Enlargement of area of chargeability and assessment.

119. I am rather in favour of raising the money by a national rate, with a very strict audit, and the total abolition of the law of settlement, or by the extension of the area of chargeability and assessment, such as the Lower Ward of Lanarkshire as an example. Some years ago I made up a statement, and I think that a rate of 9d. per £ upon the rental of Scotland would yield sufficient for the relief and management of the whole poor of the country. And yet there is another, independent altogether of the settlement question, and that is the levying of the poor rate and other similar rates upon the basis of a local income tax, instead of upon the rental.

Cost of collecting education rate.

120. *Cost of Collecting Education Rate.*—The Parish Councils and the old parochial boards of Scotland since the education rate was levied have objected all along to the poor rates being charged with the expense of such collection, holding that it is not a proper charge in connection with the administration of Poor Law relief, and that the cost thereof ought to be deducted before finally handing over the last instalment. There is really not much in the question after all, but it is one of those points that has a bearing upon the question of the cost of administration, the Scotch authorities holding that each branch of expenditure ought to refer entirely to its own particular head, and not only school rate, but all the other rates, viz., registration, special, and other landward rates, all of which ought to be charged with a proportion of the expense of the collector's department.

Government grants in aid.

121. *Government Grants.*—The question of Government grants in aid is one open to very wide discussion, whether such grants are wise or unwise. I remember the agitation regarding the lunacy grant, and at that time great objection was made from one set of people that it created an added extravagance in administration, and by another set of objectors that it was giving the central Government of the country a greater grip of the control of affairs of local authorities. If the grants are of any use at all, from my point of view I hold they are useful if the central Government of the country takes a firmer hold of the administration of local affairs, and I certainly think that the more the local ratepayers are relieved by these grants the more careless the administrators are in their spending. The subject is really one of policy, whether it is wise of the Government of the country to give back to local committees money from imperial taxation, contributed by the country through the revenues, something like doles or alms as it were, to the local ratepayers, and the question arises, Would it not be better to devise some other means, such as altering the incidence of the poor rates? If the local ratepayers are to be relieved it would be far better for the Government to take over the care of the pauper insane as they did with the prisoners in 1878.

Loans and borrowing powers of Parish Councils.

122. *Loans and Borrowing Powers.*—The Glasgow Parish Council has had considerable difficulty in negotiating loans from the public and ordinary lending bodies, insurance companies, etc. We have always felt that a department like the Public Works Loans Board was created for the purpose of arranging with local authorities for loans upon public buildings such as hospitals, asylums, poorhouses, etc. A number of transactions take place in connection with county local authorities with regard to drainage, water

supply, etc.; but very little or nothing has been done in the way of lending for Poor Law institutions; and I think it should be compulsory for rating authorities to go to the Public Works Loans Board for their loans. Such a Board ought to see that the local authority is not over-borrowing, and generally act as a check upon capital expenditure. At present Poor Law loans are limited by statute to thirty years, and to three times the assessment for the previous year, which tells more hardly upon Parish Councils than upon other bodies which have more liberal powers.

123. Under the Poor Law Loans and Relief (Scotland) Act, 1886, 49 and 50 Vic., c. 51, confirming the original Poor Law Act, 1845, the extent of the borrowing powers of Parish Councils is there restricted to "three times the 'amount of assessment raised for the relief of the poor dur-'ing the year immediately preceding that in which any 'money is so borrowed." In the case of the larger parishes certain procedure has also to follow upon each proposed new loan under that Act, but the Local Government (Scotland) Act, 1894, sec. 38, without any such procedure, states the borrowing powers to be "one-fifth of the annual value 'of the lands and heritages within such parish as ascertained 'for the purposes of the Poor Law (Scotland) Act, 1845." These provisions have given rise to some misconception, and it would be an advantage if the borrowing powers could be assimilated. A doubt has also been expressed whether under the later Act a Parish Council could borrow a greater sum than what is specified in the earlier statutes for the purposes therein defined. This doubt might be removed in subsequent legislation, and if a clause is inserted giving burghal parishes the power possessed by landward parishes to borrow for the erection of office premises it would be of no little value.

124. *Audit.*—The question of the legal expenditure and the alleged extravagance of Parish Councils and councillors, with reference to the cost of conveyance to institutions within the parish, and fair and reasonable refreshments when engaged in the work of the parish at these institutions, should receive some consideration. There is, no doubt, a great hardship in a number of instances. On the other hand it might be abused, as it frequently has been already. The question is, Where is the line to be drawn regarding refreshments? and although we have been obliged to submit to these conditions, so far as I see, it has done no harm. Some members used deliberately to visit the institutions so as to be there at a meal hour, when they could quite easily have gone earlier or later in the day; and I question very much whether this visitation, particularly in the large parishes, is of much use in the long run. My experience is, that they rather encourage a certain class of member to harass the administration by spying about and taking up the most trivial complaints imaginable, and wasting the time of everybody concerned. So long as a pauper may appeal to the Local Government Board, and the institutions are visited by its officers, I do not see why irresponsible parish councillors should have the right to act as some of the extremists do. Closely allied with this question of expenditure for members is that of giving treats at Christmas and New Year to the inmates of these institutions, and summer trips and entertainments to the children. I do not think there is any use for such at all. We have people who settle in the poorhouse for New Year (I do not say they go there for the treats) who should not be in the poorhouse at that time. Besides, it is only to certain classes who happen to be in the poorhouse at the New Year, and why should entertainments be limited to given periods? Why not have an entertainment once a week or once a month, so that everybody who is in the institution at these dates may participate?

125. There seems to be different opinions in neighbouring parishes as to what are legal charges upon the rates. We are told Govan Combination does one thing and Edinburgh parish another, both totally different to what prevails in Glasgow Parish, because of the different views held by the parish auditors.

126. The present audit is much too elaborate and surrounded by legal difficulties, and takes far too long to be carried out in the drastic way it should be. What I would like to see is an audit, not only of accounts proper but of administration. There should be an officer of the Local Government Board whose duty it would be to visit every parish, at stated or irregular periods, and check the different vouchers to see whether they have been legally or illegally incurred, and surcharge without elaborate reporting and counter-reporting and resorting to the law courts, with power of appeal to the Board.

127. *Settlement and Removal.*—The question of the law of settlement and of removal is in a somewhat unsatisfactory state. I have no strong opinions upon either. If the law of settlement is to be retained, then I think some sort of removal is necessary, particularly for the Irish paupers who come over here, and also for the English tramps who come over the Border. We are greatly troubled with young women coming over here to be confined. Last year there were thirteen cases, and one in particular, that of Mary M'Lachlan, whose case was reported to the Procurator-Fiscal. Personally I take little interest in the question of settlement, as I think inspectors, as a rule, spend too much time over hair-splitting points of the law of settlement, while the legitimate relief and management of the poor is neglected, and the result is an unnecessary amount of correspondence between parishes and resort to the law courts. Settlement of some kind would prevent large numbers of the population from wandering about and tasting all the poorhouse diets of the country, but I think it can be made more simple than it is. Notwithstanding the passing of the Amending Act of 1898 there is as much resort to the law courts as ever, and I agree with the opinion expressed by a Scotch barrister (who had considerable experience in Poor Law cases) that the Local Government Board should have on its staff an advocate of seven years' standing at the Bar, who could act as a standing arbiter for the whole country.

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Unsatisfactory state of law of settlement and removal.

128. A suggestion is frequently put before me and those interested in Poor Law work that the Poor Law of the three countries should be assimilated, particularly as to settlement, removal, indoor and outdoor relief. Whether this suggestion was made with a view of assimilating English law with Scotland I cannot say, but it is a matter for consideration whether with the three countries practically the same there would be any difference in the mode of treatment to the poor. Why should Manchester differ from Glasgow, or Edinburgh from Dublin?

Need for uniformity as to removal of paupers.

129. The number of persons removed from Glasgow parish to England last year was 24, to Ireland 71, and to other parishes in Scotland 446; a total of 541. The number of persons sent from England to Glasgow was 16, and ordered home from various parts of Scotland 420 (of whom 180 only arrived and were dealt with); a total of 436. There is no removal of Scotch people from Ireland. It has been suggested that the removal of paupers from England to Scotland should be the same as now prevails in the removal to England and Ireland under the Scotch Act of 1898.

Need of superannuation of Poor Law officers.

130. *Superannuation.*—I am strongly of opinion, and I take this opportunity of voicing the opinion of the whole of the Poor Law officials, inspectors, assistant inspectors, medical officers, nurses, warders, and every person connected with the administration of the Poor Law, that there should be in Scotland superannuation, which has been in vogue in England and Ireland for some considerable time. It has been given to the police, and I cannot for the life of me see why the Poor Law and asylum officials, dealing as they do with the lives of thousands of their fellow creatures, should not have some recognition at this time of day. The question of details is a mere matter of book-keeping to all intents and purposes, and the cost upon the ratepayers would be a matter of very, very small moment, if any at all, if the scheme were properly and actuarially adjusted.

Need of alterations in vagrancy laws.

131. *Vagrancy and Begging.*—This subject has been so fully dealt with by a Departmental Committee, that I need not refer to the subject further than to emphasise the necessity for some drastic alterations of the existing laws, to put a stop to this trade. They are a source of great trouble to all concerned, and they are a nuisance from a sanitary point of view.

132. In connection with this class of poor relieved by the Poor Law authorities, I append extract from my half-yearly report of 15th May 1901. (*See Appendix CLXIV. (P), No.* 1.)

Treatment of inebriates by Glasgow Corporation.

133. *Inebriates.*—These unfortunates have been experimented with for some time in Scotland, with very little success. My impression is, that the authorities get hold of the wrong people. At the beginning of the experiment by the Glasgow Corporation at Girgenti there were between thirty and forty old people, recent inmates of our poorhouse, and they were being maintained there at about £1 per week, while they could quite well have been kept in the poorhouse at 5s. or 6s. per week. All we wanted was the power of detention. A Bill, recently framed at the instance of the Glasgow and other corporations, and a number of Parish Councils, will meet the present difficulties.

134. *Habitual Criminal Offenders.*—It is time something was done in the way of compulsory detention for this class of the population. They are continually in the hands of

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Need of compulsory detention of habitual criminal offenders.

the police or the parish authorities. They rarely ever work, and they are in a number of cases unfit for labour; and it is then they seek the shelter of the poorhouse, from whence they come out revived, and carry on their unlawful conduct outside. These men especially help to swell the so-called "unemployed" during the severe winter months. The return for the past year shows we had 41 males and 23 females through our hands from the Glasgow prisons.

Provision for discharged prisoners.

135. It is also suggested that some provision should be made whereby parishes within which H.M. General Prisons are situated should be relieved of taking charge of discharged prisoners who have been committed from other towns and districts; they should be sent to the parish from where they were apprehended or committed.

Extension of Poor Law (England) Act, 1899, to Scotland.

136. I think that the provisions of the Poor Law (England) Act, 1899, 62 and 63, Vic. cap. 37, should be extended to Scotland, viz.:—

1. Control of guardians over orphans and children of persons unfit to have control of them;
2. Penalty on assisting children to escape from control of guardians, etc.;
3. Provision as to adopted children;
4. Extension of power to detain paupers for limited periods.

The first clause gives the guardians of the poor all the powers of a parent until the child reaches eighteen years of age; and similar powers limiting the age in accordance with Scotch law would be very effectual in the case of dissolute parents demanding their children whenever they can be of some pecuniary assistance. The latter clause gives authority to detain the "in-and-out" class of paupers in poorhouse for seven days, a power which is greatly needed, especially in the larger poorhouses in Scotland. It is a question indeed whether such offenders ought not rather to be regarded as vagrants who could be punished by law, but either alternative would prove very effective.

Relief to able-bodied poor.

137. *Able-bodied Poor.*—It is well known the able-bodied poor, and applicants able to maintain themselves, are outwith our Poor Law administration. Applications, however, are frequently made during times of stress, and even in the height of summer, by persons who say they cannot get work, and who are destitute. These are refused, and a line of refusal, in terms of section 73 of the Poor Law Act, 1845, is handed to them with directions to proceed to the Sheriff, who, if they appear, makes some inquiry, and either gives them an order upon the inspector of poor to grant interim relief, or refuses to entertain the case. During the past year there were 857 cases of refusal. I append a table showing how they were disposed of. (*See Appendix CLXIV.* (*Q*).)

138. A number of these cases apply to have a wife or child removed to hospital, and I think we exercise some discretion in taking charge of these dependants where any life is in danger. The applicant reporting himself now and again, invariably the man, ultimately removes his dependant. Where the inspector thinks that the sheriff has gone wrong in ordering interim relief an appeal may be made to his lordship. It is sometimes confirmed, and more frequently the order is withdrawn. Since 13th November last we have sent all able-bodied cases refused relief to the several labour homes instituted in our midst as well as all the suitable cases discharged from the poorhouses as able to maintain.

Conscription or training ships for vagrants.

139. I venture to suggest that a cure for unemployment, vagrancy, and loafing generally might be made by the military authorities taking up young men and drafting them into the army, where they would be fed, trained, and disciplined. It is what one may call a sort of conscription, but it would, in my opinion, save these young men from feeding the ranks of the vagrant and unemployed labourers. We have young men (the sons of widows on our outdoor roll) who never work, and live off their mothers and the parish allowance and her earnings, and who I have known would not leave the house in the morning till their mothers had given them money for cigarettes or tobacco. Either the process of army recruiting or the creation of training ships for that class from fourteen years of age and upwards would surely prevent them becoming loafers and criminals. The time when young lads go astray and lose their position in the race is between fourteen and eighteen years of age, and all the bad habits are then formed. If this proposal or some other could be taken up, I am sure it would save in the future a tremendous waste in many directions.

Labour colonies for vagrants, beggars and loafers.

140. *Labour Colonies.*—I have been impressed with the necessity of having labour colonies created to meet the cases of the older class of "ins-and-outs," vagrants, beggars, and loafers; but it occurs to me that the great bulk of the people have run away with wrong ideas about labour colonies and the class for which they are intended. If you lock up these wasterful loafers, then the legitimate citizen will never be idle. I venture to submit the headings of proposals which a committee of the Corporation of Glasgow and the Parish Council agreed and approved of.

Proposals for dealing with vagrants, beggars and loafers.

141. *First.*—That in burghs and parishes with a population of and upwards permanent Boards should be created, with power to purchase or lease land to which men could be sent, and to set up and manage labour colonies. The Board may also contract for the drainage and afforesting of land, so as to give employment thereon.

142. *Second.*—That such Board should be composed of equal numbers from the members of town and Parish Councils, with such number of co-opted members as may be afterwards agreed upon.

143. That such Board be considered a part of the recognised administration of the Poor Laws.

144. That in burghs where there are more than one parish, the other parish or parishes shall be represented by members each.

145. Where there are two or more burghs in one parish, they shall have such representation as the Local Government Board may decide.

146. *Third.*—That the financial affairs of the Board shall be audited by an auditor appointed by the Local Government Board, under the same powers as contained in the Local Government Acts.

147. *Fourth.*—That the cost of carrying on such Board, and for such purposes as may be included hereafter, be defrayed out of funds contributed by such councils before referred to, or by a separate rate levied and collected by the town councils and handed over intact to such Board, and by grants from Government, as may be determined by the Local Government Board.

148. *Fifth.*—That county councils be empowered to combine with the Board for the acquisition of land, and to assist and advise the Board thereon. The expenses thereof to be defrayed by the Board upon the certificate of the auditor. That some summary process be devised for the purchase or leasing of land without entailing delays of months.

149. *Sixth.*—That the Board shall have the sole control, management, and ordering of all matters referring to the unemployed, vagrants, and beggars.

150. *Seventh.*—That all able-bodied persons able to work shall be sent to colonies in the country or employed in any other capacity, as may be found necessary, or as the Board may determine.

151. *Eighth.*—That all other persons who are not able to work, who have no visible means of subsistence, who may be dependent upon charity, all vagrants, beggars, inebriates, etc., as defined in existing statutes, all beggars, whether singing or selling, to be taken before a magistrate and committed to a poorhouse for fixed periods. That all such persons may be conveyed to a poorhouse for not more than one week till the Board decide as to their disposal.

152. *Ninth.*—That the Local Government Board shall authorise the Board to send such persons to any poorhouse where there may be vacant accommodation—the Board paying the legal charge therefor if a vagrant, and the parish of settlement if a pauper.

153. *Tenth.*—That the administration of the Board be carried out by the Parish Council and its officials under the authority of the Board, but only in so far as regards inquiry, recommendations, and transport, and for all such as are *bona fide* cases for Poor Law relief. But all subsequent arrangements shall be carried out by a separate staff of experts, called the Colony Administration.

154. *Eleventh.*—That all existing statutes regarding vagrancy, begging, inebriety, loitering, etc., be strengthened and vigorously enforced by the police, and all such persons apprehended to be handed over to the Board.

155. *Twelfth.*—That any person employed in a colony or otherwise, and who resides therein for a period of three years, shall be held to have acquired a settlement by residence in the parish thereof; and, generally, the existing laws relating to settlement and removal shall apply as if the colony was their home and place of residence.

156. With reference to the subject of Vagrancy I append an extract from a report by Mr R. B. Barclay, General Superintendent of the Local Government Board (page 4, Appendix A, of the Board's report for 1901).

posals for ding with rants, gars and ers.

157. "No improvement can be expected until the police 'have power to deal with vagrants in some other way than 'the present. The Select Committee on Habitual Offenders, 'etc. (1895), recommend (page xxxvi.) the establishment of 'a system somewhat like the existing English system, but 'under the police rather than the parochial authorities—

158. "'That the police authorities should be empowered 'to grant temporary relief to the extent of a night's 'lodging and food to the necessitous, homeless, 'and travelling poor, where they think expedient 'to do so, and that they should also have power 'to exact, if they think right, a labour equivalent 'from those that are able to work.'

159. "So far as I am aware, this recommendation has not 'been adopted, and it is questionable if its adoption would 'not lead to an increase of vagrancy. If in each county or 'district there were a labour colony, and the police or the 'parochial inspector had power, after medical certification, 'to offer provision there, and the refusal of the offer were 'to constitute habit and repute vagrancy punishable by 'imprisonment, I think the suppression of vagrancy might 'be attempted on well-defined lines."

l age isions.

160. *Old Age Pensions.*—I have taken considerable interest in this question since it was first launched, as one of the committee of the Society of Inspectors of Poor which prepared the statistics in 1894. The conclusions of that committee, after analysing the various returns compiled from all classes and parishes, are as given in an appendix. (*See Appendix CLXIV. (R).*)

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161. The following particulars relating to paupers chargeable over 65 years of age have been taken from my half-yearly report of 15th May 1902:—

Having noticed frequently in discussions and conferences that it was assumed that the paupers chargeable over 65 years at a given date had just become chargeable at that age, I made an examination of the figures pertaining to this parish, and the following is the result:—

Number of paupers chargeable to the parish of Glasgow at 15th May 1901, who were upwards of 65 years of age, -	2242
Of whom the number who were under 65 when first chargeable to the parish, - -	1252 = 55·84 per cent.
And the number of those who had attained the age of 65 or upwards before becoming chargeable to the parish, -	990 = 44·11 per cent.

This is very striking, and makes the old age pension figures take another look.

162. The conclusions before referred to, I think, stand in good order at the present time.

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163. *Billposting.*—Under the Army Acts the duty is laid upon inspectors of poor, under a penalty, to do all the billposting for the army and militia. See Militia Act, 1882 (45 and 46 Vic. c. 649), sections 21 (2), 22 (5) and 52 (4), and the Reserve Forces Act, 1882, 45 and 46 Vic. c. 48, s. 24 (4). This is now wholly unnecessary, when there are so many recruiting stations over the country.

164. Also the Pawnbrokers' Act, 1872 (35 and 36 Vic. c. 93, section 42 (1), orders that applications for a pawnbroker's license should be intimated to inspectors of poor. These intimations have no effect whatever; they are useless, and should be abolished.

nification local ministra- on.

165. It has been several times suggested, and I am strongly in favour of the suggestion, that all local administration, such as Poor Law, Public Health, Lunacy, and Prisons, should be merged in one united Scottish Board. Indeed, the three Boards—Prison, Lunacy, and Local Government Board—should be merged in one. They are dealing with the prisoners, insane persons, and the ordinary poor. A great many of the former pass through the Poor Law authorities' hands as insane persons and as paupers, and I think the administration of the country, in connection with this class of the community, ought to be under the control of one Board.

166. In support of such a proposal, I submit a resolution adopted at a Poor Law conference held in Edinburgh on 7th June 1905, viz.:—

"That this Conference is of opinion that a 'Government inquiry be instituted as to Poor Law, 'Lunacy, and other administration in Scotland, in 'relation to the number and class of persons dealt 'with under the respective statutes; the recurring 'number of the unemployed in relation thereto; 'whether the different departments should be 'wholly or partially combined for more effective 'administration; and generally, what can be suggested to that end."

Mr James Russell Motion.

5 June 1907.

167. That conference was attended by representatives of forty-two of the larger Parish Councils in Scotland, when a further resolution to arrange a deputation on the subject to the Secretary for Scotland was likewise agreed to. The proposed deputation was afterwards abandoned, chiefly in respect of the present Commissioners' inquiry.

Points of commendation of English Poor Law.

168. Following upon the foregoing evidence, I venture to express the opinion that the *English Poor Law* is to be desired, chiefly in respect—

(1) Of the greatly increased powers vested in the Local Government Board by the Act 4 and 5 William IV., c. 76.

(2) That additional orders of the Board, having statutory authority, can be made by same being submitted to Parliament and published in the *London Gazette.*

The Board also seem to have greater facilities for obtaining the legislation they desire.

(3) Of such powers as that contained in the Act 62 and 63, Vic. c. 37, 1899, for

(*a*) The control of children by boards of guardians;
(*b*) A penalty on assisting children to escape;
(*c*) Provision as to adopted children; and
(*d*) The power to detain paupers for limited periods.

(4) Power of emigrating adults and children.

(5) The superannuation of officials, which is denied to Scotland only.

Points of commendation of Scottish Poor Law.

169. But the *Scottish Poor Law* is to be commended, in respect—

(1) That able-bodied poor cannot legally obtain parish relief.

(2) That the out-door relief in some parts of England is alleged to be given without sufficient regard to the liability of relatives, and other circumstances.

(3) That independent relieving officers, without a chief inspector, is apt to lead to difference of administration and abuse of funds.

(4) The right of appeal and procedure in the removal of paupers *to* England under the Act of 1898.

(5) Of its system of boarding out children and harmless lunatics in private dwellings.

(6) The insane poor is wholly under the supervision of Parish Councils, with a simpler mode of certification and committal to asylums.

Size of Parish Councils.

58088. (*Chairman.*) Your statement covers so many questions, and some of them are so novel in character to the Commission, that I am afraid I must supplement the statement by a good many questions. You are satisfied with the number of councillors that you have, and you would be reluctant to increase them?—That is so.

58089. You give two reasons, the one being that the larger the number the more time is consumed in talk, and the other being that there would be a greater difficulty in getting councillors of the necessary quality?—That is my opinion.

58090. Thirty-one is about as large a number as you can have?—It is quite a workable council.

58091. You think that to increase that number would rather deteriorate the quality?—Yes.

Parish Council elections.

58092. Is there much interest taken in the Parish Council election?—There is very little interest taken.

58093. There is a suggestion that there should be an election for the municipal, parish, and school board authorities on the same day?—That has been suggested from various quarters.

58094. What is your view?—I think that would conduce to a better result; I think more people would come out to vote.

58095. You would have the three elections going on at the same time?—Yes.

58096. Has an effort ever been made in Glasgow to combine two elections on the same day?—No, it has been talked about unofficially.

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Relief of Poor by Town Council.

58097. Your mind rather inclines towards trying that experiment?—Yes.

58098. The other suggestion is that the town council should practically undertake the relief of the poor through a committee. Are you favourable to that idea?—Looking towards the consolidation of administration generally, I think it would have a good effect, bringing in the co-ordination of police and sanitation along with the Poor Law.

Details of administration in Glasgow Parish.

58099. The boundaries of the town council and of the Parish of Glasgow are not coterminus?—They are not.

58100. It has been suggested to us by various witnesses that there is such a difference between the work of the Poor Law and other municipal work that it would be very difficult for a body which has given all their time to the other class of work to take up the judicial attitude and give up the time that is necessary for Poor Law work?—I am aware that that objection has been urged.

58101. Let us take for a minute the administration of relief. Your system, as I understand it, is that a member of the council sits daily to hear applications?—There are generally two members sitting in separate rooms.

58102. That, of course, diminishes the strain on the time of the councillors?—Yes.

58103. Under your existing system is it a heavy strain?—I think not.

58104. If you adopted the English system of having committees in the place of one councillor, do you think that it would be a heavy strain?—Yes.

58105. And it would not be possible to ensure continuous attendance on every day of the week?—I am afraid not. I have had experience of two or three working together, and I find that we don't get the same satisfaction.

58106. Let us follow up this system, of which we saw a good deal yesterday. I understand that all applications for relief must be made at the central office?—Yes, but exceptions are made by taking applications from the registrars of births in remote landward districts and in the different dispensaries.

58107. Who takes the application at those places?—The registrar himself and the dispenser in charge, and they telephone to the chief office if the case is urgent.

58108. The application then comes in and is subjected to the same supervision as if it had been taken by one of the inspectors at the central office?—That is so.

58109. Thus nobody has to walk very far?—Quite so.

58110. Who classifies the application that is made at the registrar or dispenser?—There is no classification till it reaches the chief office.

58111. And who makes the classification at the chief office?—The chief application clerk.

58112. Does he classify in the same way?—Yes, he practically classifies every application.

System of appeal.

58113. The application goes on to the committee; we saw the process. Then there is an appeal to a committee?—After the decision is given by the sitting member. If the applicant is dissatisfied, if she or he has wanted outdoor relief, and indoor relief is offered, then he or she has a right of appeal to the appeal committee, and in like manner the inspector has a right of appeal.

58114. Would inadequacy of relief form a ground of appeal?—In respect of the small sum offered?

58115. Yes?—That is a very rare occurrence.

58116. So what it really comes to is this, that the councillor sits as a sort of judge, and the two parties are the inspector and the applicant?—Yes.

58117. Either having an appeal to the committee?—Yes.

58118. How often does the relief appeal committee sit?—Recently it has sat twice a month or thereby, according to the number of cases appealed.

58119. When a case comes up, are both the outdoor and indoor inspectors present?—No, one inspector deals with both outdoor and indoor. He is responsible for his district, and he has his own day for his committee. He brings up all his cases—indoor, outdoor, and everything else—and he goes over them, and they are placed before the member of the council. If poorhouse relief has been tendered, then it is passed through *pro forma* and sanctioned "poorhouse"; if it is a case for outdoor relief, then the applicant is brought before the committee and questions are asked, the applicant retires, and the member gives his decision.

System of appeal.

58120. I was talking of the committee of appeal?—The same process is followed there.

58121. There is an outdoor inspector who has a district to deal with. I understand that the chief indoor inspector also has a voice in the matter?—The chief indoor inspector represents me, and from his great experience he advises the sitting member as to what form of relief should be offered.

58122. Assuming that there is a difference between the outdoor and the indoor inspectors, what happens?—Usually there is no difference.

58123. Then the case is practically retried, if I may say so, by the appeal committee?—Yes, upon a special report by a new officer appointed quite recently, the superintendent of outdoor relief. The case appealed by the inspector or by the applicant is visited afresh, and a new mind is brought in upon it; this officer reads his report to the assembled members of the appeal committee, and the decision is made thereon.

58124. Is that decision final, or is there any appeal to the whole council?—It is usually final, but in some cases an appeal is made to the council. That is usually the result of some canvassing.

58125. You are pretty well satisfied with the working of your system, and with the working of the appeal?—Yes.

58126. (*Mr Lansbury.*) Does the applicant appear before the appeal committee?—The statement by the superintendent of outdoor relief is read first. Immediately thereafter the applicant is called in and cross-questioned upon the statement made by that officer.

58127. Is the original inspector present also?—Yes.

58128. And the gentleman who acted as assessor to the committee of one?—Yes.

58129. (*Chairman.*) May the applicant make any statement that he chooses?—Yes.

58130. (*Mr Lansbury.*) There is one other question I should like to ask on this—how is the relief appeal committee constituted?—It is a standing committee of the council, consisting of eleven members.

58131. Are they elected from all the different districts?—Yes.

58132. (*Chairman.*) Are they elected because they represent different districts?—No. They are elected from the different districts or wards that they represent, but not necessarily from these wards.

Constitution of Committees on Parish Councils.

58133. I suppose they will be elected so as to represent the feeling of different sections of the council?—Not always. There are several members with strong opinions about the administration of relief who do their best to get on to this committee.

58134. But what I mean is this—is the committee a miniature representation of the thirty-one?—No.

58135. It is not intended to be?—No.

58136. What is the idea. Is it representative?—No, I cannot say that it is. I hope I will not be thought too discursive if I explain?

58137. No.—At the first meeting after the election the chairman is elected, and then they proceed to run down the committees, and Tom, Dick, and Harry may be thrown in, as it were. At the end of the day we will find one man on six committees and another on two committees, and it is left to the chairman and to myself usually—at least it has been for the last three elections—to try and work these in satisfactorily to all parties.

58138. The appeal committee is only one of other committees?—Yes.

58139. If a fresh officer is appointed to a district, does that sometimes lead to an increased number of appeals?—No, not necessarily. It leads to a number of applications by old hands, old applicants who think they can come round this new officer.

58140. Do you think that the system tends towards uniformity of relief?—I think it does. I should say that I am quite satisfied officially with what is done just now.

58141. That is generally the idea dominating the system?—Yes.

System of appeal to Sheriff.

58142. (*Mr Gardiner.*) Is there any appeal from this appeal committee to the Local Government Board on the ground of inadequate relief?—That is a statutory appeal,

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and it is taken by the party on the advice of some outsider. It is independent of whatever the council may do.

58143. Is there a similar appeal to the sheriff?—There is no appeal to the sheriff unless I refuse relief in a case, and then it goes to the sheriff, who may make inquiry.

58144. And not to the appeal committee?—No.

58145. (*Chairman.*) Assuming that relief is refused, the reasons for refusal have to be given?—They are given in as much detail as we can.

58146. If the applicant relieved is dissatisfied, then he can at once appeal to the sheriff or the sheriff's officer, and the appeal is of a very rapid character?—Yes. The officer who gives the line of refusal directs the applicant to the sheriff. One of the junior sheriffs—the summary judge—takes charge of these cases. I have been in court accidentally when I have heard his lordship attending to these cases. He makes up his mind rapidly after inquiry, and advises the party whether he can do anything or not. Usually, if he cannot do anything, he refers him to the Charity Organisation Society. If he thinks that the inspector ought to give relief, he issues an interim order which stands for seven days, and I am bound to implement that order. I sometimes take an appeal when I think the sheriff has gone wrong, and the case is tried by his lordship later on.

58147. (*Mr Patten-MacDougall.*) It is the same judge?—Yes.

58148. His first order is only an interim order?—Yes.

58149. (*Mr Booth.*) You call the sheriff his lordship?—Yes. If you refer to my Appendix (*App. CLXIV.* (*Q*)), you will find the different refusals for the year 1906. These are cases refused by myself or my assistants.

58150. (*Chairman.*) Perhaps we had better leave the result till a little later on, when it will fit in better. How does the sheriff contrive to hear these cases immediately? I assume he has certain legal business before him which is all done in order of priority?—He is what is called the summary judge, and there is a constant coming and going of cases before him, such as desertion cases, taking declarations of prisoners, and such like. He has an officer at his door who knows what he has to do in connection with these refusals, and this officer takes them in before his lordship the moment there is a cessation of business—between times, as it were.

58151. If the appeal to the sheriff is to be made effective it seems essential that the decision of the sheriff should be prompt?—Undoubtedly.

58152. And that is a necessary part of the system?—Yes. Might I explain that in some cases I send the district inspector to explain to his lordship more fully, and practically hinting to him to give an order. That is done where a question of settlement is involved, so that we may make a true claim against the outlying parish.

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58153. As I understand it, the inspector has power of granting relief on his own responsibility for a week?—Yes.

58154. I understand that that is not infrequently done in cases where he has some doubts as to whether or not the relief ought to be given?—Quite so.

58155. By giving this relief for a week it covers a period which will enable the case to be heard by the committee?—That is so, but the sheriff has no power to order me to give a particular form of relief. I have simply to relieve the case.

58156. And the applicant there, if he was dissatisfied, would have the same right of appeal as any other person on the ground that it was inadequate?—Yes, but in point of fact most of these cases are for the dependants of an able-bodied man, and it is usually indoor relief that is asked.

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58157. As regards indoor relief, are there ever applications to the Local Government Board that the form of indoor relief or method of indoor relief is inadequate?—Yes; indoor relief may be offered to a case who thinks it should be outdoor, and they apply for a schedule for inadequate relief. That is filled up, and goes to the Local Government Board.

58158. Suppose an applicant is sent to a poorhouse, and they have some complaint as regards the adequacy of the relief, can they appeal in that case?—I never heard of such a complaint.

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58159. The fact of a pauper being in one particular classification, or in one particular building, would not enable him to appeal to the Local Government Board on the ground of inadequate relief?—In such a case there would be no appeal whatever.

Increase in Poor Law Statistics.

58160. Have your Poor Law statistics gone up much recently?—Yes, they have been gradually increasing since 1894.

58161. That is about the time that the change took place in the methods of election?—Yes.

58162. Did that change at all affect the policy of the Council?—In my opinion there is a greater tendency to give outdoor relief, and fewer offers of the poorhouse as a test.

58163. Do the statistics which have been presented to us show what the increase has been in the last ten years?—I have a supplementary statement here giving the total pauperism, excluding dependants, from 1881–82 till 1905–06, showing that in 1894 there were 7608 adults, or individuals chargeable, and in 1905–06 there were 11,418.

58164. Was there a great increase of population?—Yes.

58165. And an addition made to the area?—Only by a combination of the two parishes.

58166. Does the percentage work out heavier?—Yes. The amalgamation of the City and Barony parishes took place in 1898–1899.

58167. Is the increase material in the last ten years?—It is so material that I think it is worth looking at. In paragraph 30 you will find the percentages brought out for 1906.

58168. I rather want to get the actual figures. Percentages may be a safe guide, but sometimes they are misleading. Looking at those percentages, I see that compared with the whole of Scotland your outdoor relief is less, while your indoor relief is a good deal higher?—That is correct. That is nearly always the case. (*The witness subsequently forwarded a Comparative Statement of Statistics for the years* 1895–6 *and* 1905–6. *See Appendix CLXIV.* (*V*).)

58169. I understand that the tendency is rather to increase the granting of indoor relief?—No, of outdoor relief.

58170. It is the other way?—Yes.

58171. In England we generally take the whole number of persons receiving relief from the poor rates. In Scotland I see you distinguish between dependants and others?—Yes.

58172. I suppose the ground for that is that you think that it is the number of the heads of families that should be taken into account?—I am not so sure about that. The Local Government Board fixed the form of return. The return in paragraph 30 of my statement is just in keeping with the Blue Books.

(*Mr Lansbury.*) If a man is disabled and given relief, are his wife and children counted as paupers or not?

58173. (*Chairman.*) I fancy they are, but they are put in the list of dependants, whereas in England they are all lumped together. Going down these figures that you have given us, where you classify the poor according to age, the difference between Glasgow and the rest of Scotland is rather remarkable, inasmuch as the ratio of those above sixty-five years of age is much lower in Glasgow than in the rest of Scotland?—That is so.

Number of pauper children, and causes of chargeability.

58174. The proportion of children is much higher, but the figures are very nearly the same as regards those between fourteen and sixty-five?—Yes.

58175. How do you account for there being so many children? Is it due to illegitimate births?—No, it is due to the depravity of the parents of the children. The great increase in children of late years has been chiefly caused by the operations of the Cruelty to Children Societies and the police, where parents have been sentenced to prison for cruelty and we take charge of the children. It is also due to cases of desertion and separation—that is to say, we take the children from parents who have been so frequently out and in the poorhouse, and we board them out.

58176. You have taken a good deal of action under the Cruelty to Children Act?—Yes. Might I read over the causes of separation of children from parents which are printed in the half-yearly report which I have handed in?

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Number of pauper children, and causes of chargeability.

"The following classification shows the causes of separation of children from parents)

'Both parents drunken, been in prison, etc.	243
'Parents sent to prison (Cruelty to Children 'Act)	40
'Father dead; mother drunken and immoral	323
'Father in hospital, seriously ill; mother dead	47
'Mother in hospital, seriously ill; father dead	32
'Father in hospital; mother drunken	33
'Mother dead; father been drunken, in prison, 'or in desertion	133
'Illegitimate; mother been drunken, immoral, 'or in prison, etc.	262
'Father dead; mother unfit to support, not 'suitable, unable to control, etc.	133
'From variety of causes, such as remits from 'sheriff court, one parent dead, other in 'asylum, illegitimate through bigamous 'marriage, etc.	37
'Total	1283"

Powers of Cruelty to Children Act.

58177. Previous to the passing of the Act, the powers of Parish Councils were hardly adequate for dealing with neglected children?—They did not reach us.

58178. But your powers are limited to taking charge of children and adopting them?—No, the powers are the same to-day as they were twenty years ago.

58179. But the powers were insufficient until this Cruelty to Children Act was passed?—Yes, that Act pressed these cases forward.

58180. I understand that you have difficulty in taking children from tramps and vagrants?—No.

58181. Can you adopt them?—We use a little gentle pressure with the parents.

58182. But the parents can take them out of your hands when they choose?—That is if we are satisfied that the child is properly looked after.

58183. In your judgment you don't want any addition to your own powers now that you have the powers of the Cruelty to Children Act?—I think not.

Comparatively small number of aged paupers in Glasgow.

58184. How do you account for the proportion of old people being so much smaller in Glasgow than in the rest of Scotland? Is it because they are less long-lived than in the rural districts?—We have simply fewer aged people. The bulk of the pauperism is under sixty-five years of age.

58185. But the proportion above sixty-five is much less in Glasgow than in the other parts of Scotland?—Yes.

58186. That would be because they don't live so long?—We have a number of aged people too, but they have not come our length.

58187. What would occur to one is that if the proportion of persons between fourteen and sixteen was rather larger than in the rest of Scotland, then the proportion above sixty-five would also be larger?—Yes. The figures staggered me, but it was impossible to institute an inquiry as to the cause thereof.

Friendly Society members receiving outrelief.

58188. In paragraph 47 of your statement you allude to the limited number of persons belonging to friendly societies receiving outdoor relief. I suppose your experience is that you, in ordinary years, have to deal with but a limited number of members from the friendly societies?—Yes, very few come to us.

58189. Were those that came to you members at the time, or had they ceased to be members?—No, they were members at the time.

58190. I observe you state that the majority of them say that they were total abstainers. I suppose that assertion is made because drunkenness is such a large contributing cause of pauperism?—Yes. Mr Ferguson made inquiry into these cases, and that was the result.

58191. (*Mrs Bosanquet.*) Might I ask this—in your paragraph 47 do you mean the majority of the sixteen or the majority of all the cases?—The majority of the sixteen.

Classification in poorhouses.

58192. (*Chairman.*) We pass on to classification. Speaking generally, the result of making outdoor relief your main instrument is that there is less necessity for classification of an elaborate character in the poorhouses than there would be under the English system?—I would say so.

58193. That is to say, as a rule you give relief to any old person of respectable character?—Where we can give outdoor relief we do so.

58194. And consequently the great majority of those who get indoor relief would hardly come under the category of what you would call the respectable poor?—Some of them are quite respectable, but they are physically unfit to look after themselves.

Classification in poorhouses.

58195. Omitting the infirm and the sick, one would assume that the great majority would hardly come under that category?—We could not trust them with outdoor relief.

58196. When a person applies for relief he is classified and a ticket of different colour is given to him. Who in the first instance makes this classification?—The chief application clerk, followed by the inspector who visits the case.

58197. That is a considerable power to put in the hands of the assistant at the commencement of the investigation of the case?—I don't know any more satisfactory method.

58198. Is the classification often altered by the inspector?—Very rarely.

58199. You would say that this system of classification works fairly?—I should say that it has been very successful.

58200. Could an applicant apply for a different coloured card?—He might, but that would all depend upon any further investigation. Sometimes a member will come to me and say, "You might send so-and-so from Barn-'hill across to Stobhill." I inquire into that, and if there has been any mistake or anything of that kind, or if it is on the border line, and I can conscientiously send that man to Stobhill, then I do so.

58201. Stobhill is a higher class?—Yes, it has better accommodation, and such like. If you refer to page 4 of the pamphlet which was put into your hands this morning, you will find a return of first applications showing causes thereof. In the Appendix (*App. CLXIV.* (*C*), *No.* 3) you will find the lines on which the district inspectors are to make up these causations.

58202. (*Mr Lansbury.*) You refer to imprisonment. Does that mean that a person may not have been in prison immediately preceding the application?—It goes back.

58203. It may have been that he was in prison years ago?—It does not go too far back.

58204. But it may be some long period?—A long period would embrace any lengthy imprisonment in a convict establishment, and such like, but this refers chiefly to imprisonment within the past year or thereby. We don't go too far back—the benefit of the doubt is given to the applicant.

58205. (*Chairman.*) In paragraph 61 of your statement you draw a distinction between the temporary cases and the suspense cases. The suspense cases are cases in which there are difficulties as regards settlement?—Yes, but they are really treated in the same way as the ordinary cases.

58206. You sent a memorandum to your council in 1905. You were not quite satisfied with the conduct and conditions of certain of those receiving outdoor relief?—That is so.

Rules for outrelief.

58207. What rules are laid down for the visitation of those receiving outdoor relief?—There are no special rules further than are contained in my own instructions. The guiding principles are the rules laid down by the Local Government Board, and these are supposed to be known to every poor law officer.

Co-operation of Poor Law and charity.

58208. Do you work at all with organised charities?—Yes, we work in close connection with the Charity Organisation Society. Their officers come to our books and refer to cases, and we make use of their office.

58209. Do they assist the Poor Law at all by taking cases and preventing them coming on the Poor Law?—They take cases from the sheriff-substitute, as I before mentioned, and we send cases up to them where we really cannot stretch a point, and we advise them about the cases.

58210. Would you say that charity generally is fairly well organised in Glasgow?—No, I don't think it is well organised.

58211. Would you like to have a statutory committee representing the various charities associated with the Poor Law, so that you might be able to hand cases over to them which you did not think were quite fit for the Poor Law?—I think that would be very necessary.

58212. There is a certain class of cases where people are getting to the end of their resources, and which the Poor Law feel some difficulty in assisting, which they might promptly deal with?—Yes.

operation Poor Law charity.

58213. Then you think there is room for some provision or enactment of some kind?—There should be a commission of charities.

58214. A statutory committee or commission should be set up in each district, and should work in regular co-operation with the Poor Law?—Yes, and if possible prevent an increase of charities. I think that the competing charities are a curse to the city.

58215. You wish to keep them all under one head or organisation?—Yes, undoubtedly.

58216. You use the word commission in the same way as committee?—Yes.

58217. (*Mr Gardiner.*) Would you explain a little further what you mean by a commission of charities? It would be a voluntary body on a statutory foundation?—Yes, pretty much the same as prevails in New York, where there is a New York board of charities, and the whole administration is under that board—charity, Poor Law, and everything.

58218. Similar to the unemployed body,—you would make it representative in that sense?—Representative of all the charitable, philanthropic, and Poor Law efforts. I state in paragraph 67 that my impression is that there are plenty charitable funds set aside for certain classes of cases, not paupers, which ought really to be devoted to the relief of the decent poor presently chargeable to Parish Councils.

58219. (*Chairman.*) You think it might be possible for a charity organisation to deal with cases to which relief is now given?—Yes, some form of organisation.

58220. Do you think you could develop it in a place like Glasgow so as to do without relief?—I think it might be done.

58221. I assume that would be a slow process,—it would have to be built up. You could not do it at once?—I think I could make a very rapid change if I had anything to do with it.

58222. You think it is possible?—Yes, it is possible.

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58223. In paragraph 64 you deal with a very difficult subject as to the registered or ordinary poor not being better off than the ordinary labouring people in the neighbourhood, and you have put in certain Appendices, in support of your contention. (*App. CLXIV.* (*H*), *Nos.* 1 *and* 2.) The question is how the provision of those receiving outdoor relief contrasts with the ordinary labourer?—Yes. These are really expansions from papers which I have laid before the Glasgow Housing Commission.

58224. I suppose these sets of figures indicate in your judgment the difficulty, if not the impossibility, of making the condition of those who receive outdoor relief worse than the condition of the lowest class of outside labourers?—Quite so.

58225. And in a town like Glasgow, where there is so much casual labour depending on intermittent employment, you cannot lay down that the condition of those receiving relief shall be worse than the condition of those who live by casual labour?—That is so.

58226. So you or the Parish Council must exercise your own discretion as to what constitutes adequate aliment?—Yes.

58227. Although that must necessarily be governed to a large extent by the local conditions that prevail, you cannot make it less than that which the poorest class of labourer outside the Poor Law receives?—That is so.

trelief as bsidising ap labour.

58228. Has it ever been suggested that the system of outdoor relief tends to subsidise very cheaply paid labour?—I think not; as far as I can ascertain, from recollection and inquiries recently made, I cannot find that it does so to any appreciable extent with us.

58229. You have had a very long experience indeed, and the result of your experience does not confirm that?—No. I may supplement that by this as confirming my own opinion. I received 743 names as being out-workers from the sanitary authority of Glasgow, and I was to inquire as to how many of those were in receipt of relief. It was reported to me that there were 51 in receipt of relief. On investigation we found that there were only 32, so that out of 743 out-workers within the parish of Glasgow there were only 32 in receipt of outdoor relief. These were chiefly women past earning a wage in the sense of a wage, and they did a day's work more for a little addition to their aliment than anything else.

58230. (*Professor Smart.*) I think the investigation was made by Mr Jones?—It was supplemented by Mr Jones, but we made the inquiry *qua* pauperism.

58231. (*Mrs Bosanquet.*) Were the 32 working in one particular trade, or were they scattered all over?—It was not so much a trade. It was just doing warehouse work and a variety of things.

58232. It was not any particular branch?—No.

Outrelief as subsidising cheap labour.

58233. (*Mr Booth.*) You don't think it would affect the rates of wages at all?—I do not.

58234. (*Chairman.*) We will now pass on to your next point. The result of appointing a superintendent of outdoor relief was satisfactory so far as regards the number of cases struck off?—Yes, very.

Attitude of councillors to investigation of applicants.

58235. In regard to your paragraph 68, I gather there is a certain number of the councillors who rather object to a close investigation?—That is so.

58236. The argument being that the person is entitled to relief?—Yes; they look upon it very much as a sort of insurance and pension.

Boarded-out children.

58237. We now come to boarded-out children. You are well satisfied with the working of that system?—Yes, undoubtedly.

58238. And you consider the supervision is sufficient?—Yes, I do.

58239. You say that in the country the teachers as a rule are anxious for your children?—Yes.

58240. You give a return showing what has happened to the children?—Yes. (*See App. CLXIV.* (*K*), *Nos.* 1 *to* 4).

58241. Really there has been very little change in the system of boarding out in Scotland for many years past?—There has been very little change in the principle, but we have been securing a higher class of guardians than what I remember in my young days.

58242. Do you agree that it is better that the children should be put out to persons who are not relatives?—We don't approve of boarding children with their relatives. That has been expressed repeatedly by myself and members of the Parish Council.

After careers of Poor Law children.

58243. I assume you would say that the children who have been boarded out and educated by the Parish Councils do not come back to the poor rate?—Very, very rarely. We have cases, but considering the number treated, it is not excessive in any sense.

58244. We now come to the medical relief of the poor. You have nineteen district medical officers distributed over the parish. I understand that none of the outdoor officers except one is a full-timer?—That is so.

Sufficiency of medical relief to poor.

58245. What is the system that applies in Glasgow among the artisan and operative classes? Are there many societies who provide medical relief?—Nearly every society provides medical relief and attendance.

58246. On the provident system?—Yes.

58247. Would you say that the wants of the wage-earning class are tolerably well supplied?—I should say so.

58248. You have a number of dispensaries?—A great many throughout the city.

Deterrence of Poor Law medical relief.

58249. It is suggested to us sometimes that the effect of medical relief being associated with the Poor Law is a detriment to people asking for relief. Is that your experience?—No.

58250. You don't think that it operates in that way?—I have never heard of it. Might I explain that at the inception of the new buildings, which the Commissioners saw yesterday—Stobhill, Duke Street, and Oakbank—we erected these as hospitals for the purpose of inducing artisans to come to us and get the advantage of hospital treatment before they became too ill. As I have said more than once, it is much cheaper to cure a patient than to keep his widow and children.

58251. I was thinking more of outdoor medical relief than indoor?—The same analogy applies.

58252. You don't think that they are reluctant to go?—I should hope not. I have no evidence of it.

58253. Has it ever been suggested at all that it was possible to combine the functions of the health authorities with that of medical relief?—I have no knowledge of such a suggestion. I have heard it whispered, but that is all.

58254. As regards the sick, you think you ought to have greater power of detention in certain cases, such as phthisical cases?—Yes, undoubtedly.

58255. In paragraph 88 you give a list of what has been the results of your treatment?—Yes, these are typical cases, numbering sixty-one. I am perfectly sure they have in-

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creased since this was made up. It is the constant complaint of Dr Core, the superintendent at Stobhill, that he cannot detain them.

58256. This list is not satisfactory as regards their cure?—It is very unsatisfactory.

Relief to dependants of phthisical patients.

58257. Have you much difficulty about those consumptive cases as regards the aliment to the wife and children?—No, we gave a good aliment. The assistant inspectors encourage a good aliment, and the members are only too glad of that.

58258. Of course it is a serious charge, because the period they are on is a long one?—Undoubtedly, but there are not so many married cases.

Maternity cases.

58259. In paragraph 95 you call attention to the inducement which has been offered to women who are in the family way to come and be confined in Glasgow?—Yes.

58260. Has that produced marked results?—I would refer you to the Appendix which illustrates it. (*See App. CLXIV.* (*N*).) That table gives the one year's transactions. Then in paragraph 94 you have details of the births in these various institutions from 1901, showing what are illegitimate.

58261. It has been suggested to us that in certain cases where difficulty has been thrown by the Parish Councils in the way of women about to have illegitimate children obtaining treatment from the council, it has resulted in the men who were the fathers marrying the women. Have you had any cases of that kind?—I have tried several times to consummate a marriage in that way.

58262. Have you been successful?—In any I have taken up.

58263. Do you think that the facilities of accommodation that are afforded to women tend to increase or encourage illegitimacy?—No; I think it rather encourages the husbands and fathers of the children to neglect the preparation for the event.

Effects and treatment of venereal diseases.

58264. We now come to the lock hospital cases. Would you like to have some power of detention?—Undoubtedly.

58265. You say that these ailments, from your experience, materially affect the health of the population?—I think they do, and that is corroborated by medical opinion.

Workmen's Compensation Act as a cause of pauperism.

58266. We now come to the causes of pauperism. You are clearly of opinion that the Workmen's Compensation Act and the restrictions of trades unions as regards the payment to be made to persons beyond a certain age tend to restrict the chance of employment of people above a certain age?—Yes.

58267. Have you any figures in support of that?—Not here; but that is the expression of my own opinion from observation.

58268. Is that the general opinion of persons with whom you come in contact?—Yes, of the official class.

Lack of interest in Poor Law questions by general public.

58269. You tried the experiment of interesting the public in Poor Law questions by publishing a little circular. Did it answer?—No, it did not. It was not so much a circular as a print detailed in paragraph 106 of my evidence, printed upon the back of the poor rate notices. About 150,000 would be printed, and notwithstanding that, I heard most ridiculous remarks myself in the cars about Duke Street Hospital and Oakbank and other places, as if people did not know what they were for; they were fever hospitals, they were maternity hospitals, they were everything but the right thing.

58270. It was not successful, because the people did not take the trouble to read it?—Evidently.

Vaccination.

58271. As regards vaccination, you would wish to put all that in the hands of the health authorities?—I think so.

58272. You have given very full and interesting details about your system of administration. It seems to me that, all local considerations being put on one side, from the administrative point of view you could work your system over a very much larger area than at present?—Yes.

Enlargement of area of chargeability.

58273. In fact, you could really work the whole of Glasgow?—Yes—I hope you will excuse my answering that so promptly—I certainly could do that. The Corporation of Glasgow look upon the whole municipality as a *unum quid*, and they have attempted to annex districts, and, following that, to have a unification of the whole city.

58274. Supposing you had a very much larger area under you, would you be able to work it without largely increasing the number of your council, or do you think that thirty-one would still be sufficient?—A slight increase would be necessary, but not more than one-half.

Enlargement of area of chargeability.

58275. The keystone seems to be only having one councillor sitting at the relief?—Yes.

58276. If you had committees, as is the practice in other places, the whole thing would break down?—Yes, I think so.

58277. You are rather inclined towards the idea of raising the money by a national rate, with a very strict audit?—Yes.

National Poor Law rate and central authority.

58278. By a national rate, you mean a rate levied out of the same funds as at present, but spread over the whole of Scotland?—Yes.

58279. Not paid out of the Consolidated Fund?—No.

58280. If you did that, would it not necessarily follow that the powers of the local authorities would have to be very much curtailed and superseded almost by some central authority?—Undoubtedly, and I think that would be a great blessing.

58281. I suppose your view is that the administration of the Poor Law should be judicial, and in its results, as far as possible uniform?—Yes, I say so very strongly.

58282. I suppose you feel that if the element of public election is introduced every three years, and there are a great many considerations other than the Poor Law, it is very difficult to get that uniformity and consistency which are desirable?—Yes.

58283. You throw out a suggestion that possibly the system of taxation might be on the basis of a local income tax?—Yes, that is an alternative.

Government grants-in-aid.

58284. With regard to Government grants, I see your view is that if the grants are given, the Government ought to associate the giving of these grants with certain conditions so as to enable it to keep a hold of the general administration?—That is so.

58285. Unless that is done, you think these grants are almost prejudicial in their effect upon the local administrators?—Yes.

58286. They simply look upon it as so much more money to spend?—Yes.

58287. And they don't economise as regards the local rates?—No.

Need of reform in present system of audit.

58288. You are not satisfied with the present system of audit?—No.

58289. There is a great want of uniformity?—Yes, and a great delay.

58290. Would you prefer the English system, where there are Local Government auditors who go round and give their whole time?—So far as it is known to me, I would prefer it—I prefer something drastic and rapid. I have had experience of an auditor's surcharge within the last two years, and the delay has been heart-breaking.

58291. Does the auditor ever raise questions about the aliment of a person with outdoor relief so far as your parish is concerned?—No.

58292. If you had a national rate you would get rid of parochial settlement?—Yes.

58293. Do you think you could have much larger areas than at present?—There should be larger areas.

Decision of settlement cases.

58294. Have you any arrangement with the big neighbouring parishes as regards settlement?—We have an adjustment committee, which was originally started as between Glasgow, Barony and Govan. After the amalgamation Edinburgh was brought into it. The sum and substance of the work is that disputed cases of settlement are decided by the committee theoretically, but really by the neutral inspector. In addition to that, they discuss matters of mutual importance to each of the parishes. It has wrought admirably. (*For copy of the Standing Orders and Rules of the Adjustment Committee, see App. CLXIV.* (*S*).)

Superannuation of Poor Law officers.

58295. Then as regards superannuation, you think that the Poor Law service in Scotland should be put on the same footing as officials of similar grade, or under the same category, in England and Ireland?—I think so.

Control of vagrants and inebriates.

58296. Coming to particular classes of persons with whom you have to deal, would you put the vagrants under the police, as was suggested by the Departmental Committee?—I want them put under an active organisation of some kind that would control them.

58297. Uniformity being more essential as regards their treatment?—Yes. My objection to the police—I must be perfectly frank—is that when they start any new idea they work it with great vigour, and then it dies out. There are quite sufficient Acts of Parliament if they were put in

operation. Glasgow has its own Police Act of 1866 with the amending statute.

Relief to able-bodied.

58298. You are not satisfied with the working of the Act relating to inebriates?—No.

58299. One of the peculiarities of the Scottish law is that by statute you are prohibited from assisting the able-bodied poor or their dependants; but so far as I can gather, you, by utilising the doctor and by various other methods, do contrive to give relief to the dependants of able-bodied persons?—Following upon a circular of the Board of Supervision, issued a good many years ago, we have had pretty elastic minds in connection with such cases. I should like to submit a list of cases typical of what we do, involving 41 cases:—

Applications for wives to hospital	41
Children's admission	8
Wife and family	1
Total	50

Of these—

There were withdrawn	7
Wives admitted to hospital	14
Refused	19
Refused but subsequently admitted	7
Medical relief granted	1
Delayed	1
Referred to the sanitary	1

58300. What period does that cover?—From 15th May to 16th August. These are typical of the cases with which we deal. (*See App. CLXIV. (T).*)

58301. Would you suggest any alteration of the letter of the law, or are you satisfied with the methods you now have of getting round the law, shall I say?—Yes, I am quite satisfied with the present arrangements coupled with the operations of the distress committee. Before the distress committee there was nothing awanting either in Poor Law administration or charitable effort to meet the cases.

58302. You would maintain the law as regards able-bodied, but where necessity arises you would deal with them as at present?—Yes.

Distress committees.

58303. Are you in favour of the distress committees? if you are in favour, would you have them dissociated from the Poor Law?—I think the distress committee is passing through its trial, as it were. I would refer to paragraph 141 and following paragraphs, which contain proposals which were approved of by a committee of the Corporation of Glasgow and the Parish Council on 23rd December 1904. These proposals were put in type before the creation of the distress committee. Since then the distress committee have been good enough to re-consider these proposals. I have been put in possession of a print of suggested amendments on the Unemployed Act of 1905. (*Hands in. See App. CLXIV. (U).*) That should meet the whole demands of that class of poor.

58304. Whilst on the distress committee, you have come in contact with the class of applicants who come up for work. Do they differ much from those who come ordinarily under the Poor Law?—Not much. The distress committee in Glasgow has not met the case of the *bona fide* artisan.

58305. You mean temporarily out of employment?—That is so.

58306. You say it deals just with a stratum that is just about, if not quite, in contact with the Poor Law?—Yes.

Need of qualifying youths for skilled employment.

58307. You make a suggestion as regards the class of boy or young man concerning whom we have heard a great deal of evidence, who, when they leave school, do not make any effort to qualify themselves for permanent or skilled employment. Would you say that that class is on the increase?—I am sorry to say that it is.

58308. And you think that some general national effort should be made to morally improve their condition?—Yes, something must be done.

58309. You go so far as to say that?—Yes.

58310. Unless something of a strong character is done to these they will increase and become a danger to the localities in which they are?—Yes. For instance, the growing sons and daughters of our people upon the outdoor roll are better looked after than those who are not on the relief roll. The influence of the assistant inspector and the influence of the member of the committee and such like tend to put these boys and girls out to apprenticeship. The assistant inspectors have instructions to that end. Casual employment, such as running messages and the like is to be deprecated.

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58311. You would say that the children educated by the Poor Law authorities and trained by them have a better chance of success in life than the children of a somewhat similar class who were trained in the elementary schools?—Yes.

58312. Do you think they do not get the right sort of training or that it is not continued long enough?—They neither get the one nor the other.

Effect of Old Age Pensions on family ties.

58313. I think we have considered your various suggestions which follow—I think they speak for themselves. On the subject of old age pensions, your conclusions are really embodied in the papers to which you refer?—Yes, I would refer to paragraphs 160 and 161.

58314. You are afraid that it would tend to weaken the family ties?—Yes.

58315. Would you say that there is in certain sections of society a general weakening of the family tie and the family system?—I am sorry to say that it is increasing.

Effect of overcrowding on moral degeneracy.

58315A. I assume that that is associated a good deal with overcrowding and the promiscuity which takes place?—That has certainly something to do with it, but there seems to be in addition to that a loss of moral feeling, moral responsibility and restraint. To put it in another way, I think the whole of the misery at the present time is a moral question.

58316. Although material causes may have their influence, you are afraid that there is a moral degeneracy amongst a certain class?—Undoubtedly.

58317. Resulting from their environment?—I think the people themselves make their environment. I could take you to houses where you would not be afraid to sleep, and yet there will be a house on the same stairhead where you would not put your pig.

Unification of central boards.

58318. I think I have taken you through all your recommendations. I do not know that those towards the end necessitate any special questioning, they speak for themselves. As regards administration generally, you would like all the different central boards to be merged into one?—That is not only my own opinion, but the opinion of the bulk of local administrators, official and otherwise.

58319. Would it save much correspondence?—Yes.

58320. You are referred from one department to the other?—Yes.

58321. Although some of these questions necessarily overlap?—Yes.

58322. You say that that is the general opinion of local administrators?—Yes.

58323. (*Mr Booth.*) The position you occupy is that of acting inspector?—No, I'm past that stage. I was acting inspector at one time—a sort of myth. When my old predecessor retired in 1885 I was appointed as chief assistant and acting inspector.

58324. What is your present official position?—Inspector of Poor and Clerk to the Parish Council of Glasgow.

58325. You have two assistants?—I have about eighty officials altogether.

58326. But I am speaking of those who sit on your behalf along with the outdoor inspector?—I understand. There are two of my assistants deputed to attend to the administration of relief, overlooking the district inspectors, and sitting as assessors with the parish councillor.

58327. They are really representing you, and there are two of them?—Yes.

58328. Every meeting of that kind is attended by one of them?—Yes.

58329. There are two sitting every day?—Nearly always.

58330. You yourself do not require to do that, because your assistants do it?—Yes, though I am sent for occasionally.

58331. In cases of difficulty?—Yes; and invariably three or four times a week I go round the whole office.

58332. So what is done is done in touch with you?—Yes: anything out of the usual run is known by me.

Need of uniformity in administration.

58333. And all tends to maintain uniformity?—Yes: that is a great point.

58334. Who appoints these two that sit as assessors?—I appointed them.

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58335. From?—From the staff. These two men have been promoted from inferior positions.

58336. (*Chairman.*) Subject to the approval of the council?—Yes.

Appointment of assessors.

58337. (*Mr Booth.*) But still you have to be satisfied?—I have a free hand in connection with the appointment of my assistants.

System of appeals.

58338. In regard to appeals, there are three possible causes of appeal,—first, the refusal to give any relief; second, the insufficiency of that relief; and third, the kind of relief, whether indoor or outdoor?—Yes.

58339. Is the appeal with regard to no relief always to the sheriff? The sheriff does not attend to any appeals excepting when relief has been refused?—That is so. It is very rarely that such a case comes before the appeal committee.

58340. That is to say, that practically the appeals to the sheriff are when relief has been refused?—Yes.

58341. But with regard to the appeal committee, it is merely in regard to the insufficiency of the relief?—Yes, and the kind of relief.

58342. If there is a final appeal to the Local Government Board, that may be from either of the two causes, either insufficiency or kind?—Yes.

58343. So it is a very complete system?—I think so.

58344. It all works both ways—that is to say, the appeal can be against there being too much or too little given?—Yes.

Question as to uniformity of English and Scotch relief.

58345. We have had some evidence from inspectors that it is desirable that the system in Scotland should be, so far as possible, the same as that in England—it should be uniform on both sides of the Border. Do you share that view?—I think I state in my evidence that I prefer the Scottish system to the English system.

58346. I am not asking that. Is it desirable that for certain reasons the two countries should have a similarity of systems?—I don't think it is vital.

58347. The English system is much more outdoor relief than is generally supposed, but that hardly applies, as you don't think it matters?—I don't think so.

58348. With regard to the areas, if you have a national system of finance with regard to the Poor Law, areas will still be necessary for administration?—Yes.

Election of Parish Councils.

58349. Do you favour an *ad hoc* election of administrative bodies for Poor Law purposes solely?—Yes.

58350. Would you favour all over Scotland the plan of making the local authority the Poor Law authority?—I am not tied down to that. I think as it is at present it works well enough, but if there is to be any change it would save elections by having it embraced in one body.

58351. Would that be for all large bodies like Glasgow?—Not necessarily, but an election could be conceived whereby certain men were standing for the Town Council, for the School Board, for the Parish Council. That has been suggested more than once.

58352. Taking a county area?—Yes.

58353. (*Mr Patten-MacDougall.*) Is that not what was originally provided in the Act of 1894, and what the town council of Glasgow objected to?—Yes.

Administration through central control.

58354. (*Mr Booth.*) If you are to have central influence, would not the influence be more easily exercised on bodies whose sole concern was the Poor Law administration?—I don't think so.

58355. How much initiative would you leave with the local bodies if the money is raised by a national rate? The central control must be very great?—I think that is essential when you are dealing with administration of that kind. For instance, as to dietary, with the extension of areas, and the national poor rate, it would never do to have one poorhouse with a superior dietary to another, because if you did you would find paupers gravitating there.

58356. Would it not be easier to make the central control effective if they were dealing with bodies that were only concerned with that, than if they were dealing with bodies that were rating for many other purposes for which they are completely responsible?—I don't think so. Would you pardon me if I refer specially to paragraph 168 in connection with the question as to English and Scottish administration? There are a great many wants and reforms that could perfectly well be adjusted if the Local Government Board in Scotland had the same power as the English Board in making orders, which orders shall become effective after being laid on the table of Parliament.

58357. (*The Bishop of Ross.*) I have only one question to ask you in reference to your Appendix No. CLXIV. (L). You point out there that the Catholic population of Glasgow is about one-fourth of the total population?—Yes.

Pauperism of Roman Catholics.

58358. The total population is 571,569, while the Catholic population is 147,136, the Protestant population being 74·3 per cent. and the Catholic population 25·7 per cent. of the total population?—Yes.

58359. You show that while the Catholic population is only 25·7 per cent. of the total population, the pauperism of the Catholics is 30·7 per cent.?—Yes.

58360. So the pauperism among the Catholic population is greater than amongst the Protestant population?—Yes.

58361. Do you think the wealth of the city is equally distributed over the Catholic population as over the whole population?—No.

58362. Could you form any opinion as to whether the wealth of the Catholic population might be considerably less than one-fourth?—I could not say.

58363. I think it is quite evident that on looking at the Catholic population as a body, their wealth is less than that of the Protestant population?—Yes, that is quite evident.

58364. And therefore it follows that they have not one-fourth of the wealth of the city?—Yes, I quite admit that.

58365. And probably they have not one-fifth or one-sixth of the wealth?—Probably.

58366. Do you think that their pauperism, considering their wealth, is in excess of the pauperism of the Protestant population, considering their wealth?—My answer to that is that I don't think wealth has anything to do with it, as wealth is talked of.

58367. But amongst a wealthy population you will have less pauperism than amongst a poor population?—I don't think that that is admitted.

58368. I always had that opinion so far as my experience went; if I went into a poorer district I found more pauperism than if I went into a well-to-do district?—I don't think that prevails.

Need for administrative but not drastic changes in existing Scottish Poor Law.

58369. (*Professor Smart.*) You are not aware of any widespread feeling among Poor Law officials that there ought to be a drastic change in the Scottish Poor Law or in its administration?—No.

58370. You are not aware of any dissatisfaction with its administration on the part of the Scottish people?—No, not worth considering.

58371. You would not say that a Royal Commission was called for by Scotland by itself?—No.

58372. But there are a great many administrative changes on which you are all agreed?—Yes, what I would call domestic arrangements.

58373. Such as?—In connection with settlement, dietary, classification.

58374. Ins-and-outs?—Yes, protection of the community against phthisical cases, leaving hospitals prematurely, and a number of other details.

58375. These are things that could easily be rectified without overturning the system?—Yes.

58376. Haven't you done a great deal in the way of legislation with regard to ins-and-outs?—Yes.

58377. Was that successful?—No.

58378. You would not be prepared to accept an amalgamation of the English and Scottish systems unless England adopted the Scottish system?—That is how I put it.

58379. Are you equally satisfied with the Parish Council?—No.

58380. You have had experience of the old parochial boards?—Yes.

Tendency of Parish Councils to create pauperism.

58381. How would you say the present Parish Councils compare with the parochial boards?—I think they tend to create pauperism more than the old arrangement did. My teaching up till 1894 or thereby was that the chief function of the parochial board was to prevent pauperism. Since then I have had to shunt on to the other line and create pauperism.

58382. (*Mr Lansbury.*) Is that not rather because people's ideas as to what we mean by pauperism have changed?—No, I don't think so. What has been borne in upon me is that

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a number of our members seem to think that it is a right that the applicants have got, and they bustle about and canvass members to get them put on the roll, cases that should not be on the roll, in the first place, and if cases that were proper cases for relief, they should get the offer of the poorhouse.

58383. (*Professor Smart.*) You are not quite pleased with the result of the democratic election?—No, I am not pleased with it.

Effect of Property Qualification Act of 1894.

58384. In what respects?—In a variety of respects. It appears to me that, considering the democratic appearance of the Act of 1894, it has not fulfilled its functions at all. It brought in at that time an inferior class of men, even democratic men, if I may call them that.

58385. You think that is marked?—Yes.

58386. Did it bring in the publican to any great extent?—It wiped out a certain class of the publican, but it brought in a worse class.

58387. What class do you refer to?—An inferior class of men altogether, moral and otherwise.

58388. Would you prefer that a considerable proportion of the local administrators should be appointed by another body, say by the town council?—Yes; I am not strong upon that, but I think something is required to raise the status, to give us more men of business capacity and judicial mind, because of the far-reaching effects in considering applications for relief and the administration of a huge place like ours.

58389. That is not necessarily supplied by the property qualification—you would not go back to that?—No, but I would like to see some co-opted members either from charitable societies, or from such institutions as the Merchants' House or the Trades' House in Glasgow, which correspond to the great English and London guilds.

Co-option of members on Parish Councils.

58390. You have some co-opted members?—No, not now. We had under the old parochial board arrangement some twenty-seven elected members with a property qualification, with eight members appointed by the town council in the city parish. In the landward parish of which I had charge we had four members from the kirk session and four from the Commissioners of Supply of the County.

58391. The Parish Council has no power of co-opting members?—None whatsoever.

Effect of model lodging-houses and shelters on pauperism.

58392. Have you any objection to say what is your opinion of the relation of the model lodging-houses to pauperism?—I think they create our worst class of pauperism, young men between twenty and fifty, single men and widowers, all as detailed in my evidence.

58393. Do you think that the improvement of the lodging-house system in Glasgow has rather tended to increase pauperism than otherwise?—I don't think it is improved. The Corporation models or lodging-houses are certainly better than some of the private ones; they are more strict in administration, they are more strict as to the persons they admit, and such like, they close their doors at certain hours. In the so-called private models there is a terrible condition of affairs.

58394. You draw that conclusion from the members that come to you from the Corporation lodging-houses and from the private lodging-houses,—the greater numbers that come from the private lodging-houses?—Yes.

58395. You separate the private models and common lodging-houses. What do you mean by that distinction?—A common lodging-house is a flat or tenement taken by a person, who takes in all and sundry. These are registered by the sanitary authority. In point of fact, a private model is just a common lodging-house.

58396. What do you mean by a private model?—A private model is a model carried on for private profit—a private enterprise.

58397. Both are the same,—common lodging-houses are carried on for profit too?—Yes, but the common lodging-houses are the worst of the lot.

58398. (*Mr Booth.*) Are they under the supervision of the police?—They are under the supervision of the sanitary authorities.

58399. They are under the same supervision, whether Corporation or private?—Yes.

58400. (*Professor Smart.*) There are no casual wards in Glasgow?—No.

58401. Their place is taken by the Night Asylum for the Houseless?—Yes.

58402. Can you give us your candid opinion of that Night Asylum?—It does incalculable harm, and I would not care if I heard of its destruction to-morrow.

58403. In what way?—The fact of its existence being known to all the tramps and ruffians in the west of Scotland. They gravitate there. They know they can get a night's lodging or a week's lodging if they care to go about it properly.

Effect of model lodging-houses and shelters on pauperism.

58404. But you make use of that institution?—I make use of that institution for a class of pauper that deliberately leaves the poorhouse for a "burst," if I may so express it, and deliberately turns up at eight or nine or ten o'clock in the evening, or one o'clock in the morning. I have a list here which perhaps you will permit me to put in, a list of cases which were granted a line to the night asylum for one night. There were 51 cases in the week, 24 females and 27 males. Shall I go over a few of these cases, or shall I put in the list?

58405. (*Chairman.*) Can you condense your illustrations?—Yes, quite easily. The first is a widow, sixty-four years old, ten of a family, an absconder from the poorhouse, husband died in the asylum, seven applications since 1890. Then there is a man fifty-one years old, paralysed, absconded, in and out poorhouse twenty times since 1891, drunk. Then there is another drunken man continually in the Night Asylum and the poorhouse, never works. There is a man thirty-eight years of age, a lazy moucher, a well-known pest, and known to be drunken, a venereal case, fifty applications since 1890. There is a young woman, thirty years of age, ten times chargeable, nine times claimed from other parishes—that is to say, she has gone away, and we have had to bring her back. She has been an inmate of the lock hospital. And so on. (*For list of cases, see App. CLXIV. (P), No.* 2.)

Lack of medical examination of inmates of shelters, and resultant dangers.

58406. (*Professor Smart.*) There is no medical examination in the Night Asylum?—No, there is no examination of any kind, so far as I understand, beyond the visual examination by the manager.

58407. You mentioned one venereal case; is not that a very infectious thing?—Yes.

58408. What is the effect of these people being housed together without an examination?—There is very great danger. We have had cases of smallpox and other diseases from the Night Asylum.

58409. And there is absolutely no medical examination at all?—Not that I know of. If anything goes wrong, if a person takes sickness, then a medical man is sent for, but not till then.

58410. Is there any other asylum or shelter in Glasgow that you would include under the same condemnation as the Night Asylum?—Not that I remember of.

58411. No shelter, the Salvation Army shelter, for instance?—I sometimes think that they are pretty much all the same. It depends on the grade of the Salvation Army shelter. All these contribute to bring from the west of Scotland into Glasgow a class of people that should not be with us. For instance, I had three men who tramped from Ayr, all suffering from venereal disease. I interviewed them myself. One of them had been in Ayr Poorhouse, and he thought he had not been treated properly there, and he came on tramp. There is no doubt that another factor in the matter is the superior hospitals that we have now which induce the people to come in here, inducing also tramps and men who live in models to wait till the very last moment and apply for relief, because they know that the medical officer will certify them for Duke Street Hospital, and they are taken out there in the ambulance. I had to send a letter of remonstrance to the medical officer not a week ago not to fill up every case for the hospital. The result was that vagrants of the very worst class were getting into the hospital; they would be attended for a few days there until we got them shunted to Barnhill.

58412. Might the Night Asylum for the Houseless be described as an unregulated casual ward?—It is regulated by Superintendent M'Adie.

58413. Would a casual ward be worse than that?—No.

58414. Would you rather have a casual ward than that?—I wish we had had a casual ward long before the present time.

58415. You approve of a casual ward?—Yes, in large cities.

58416. That is a reform that you would ask for?—Yes.

58417. And that means relief of able-bodied?—That has sprung up since I wrote my precognition. Various points have emerged, and that is one of them. To show you that

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it is not only a thought of yesterday—when we took possession of the property that the Commissioners saw yesterday I had it in contemplation to have a building of some description, a shelter of some sort to meet these cases.

58418. Could you do that without any alteration of the Scottish principle?—Yes, I think so.

Lack of medical examination of inmates of shelters, and resultant dangers.

58419. For able-bodied?—That is where the discrimination would come in.

58420. Are these shelters licensed at all?—I could not state off-hand. I should imagine that they will be in the category of common lodging-houses and registered by the sanitary authorities.

58421. (*Mr Lansbury.*) Are they licensed if they make no profit, if they are not run for profit?—It does not matter. If there are so many beds, then there are certain rules laid down by the Local Government Board.

58422. But they have not got any beds?—They have got something.

58423. (*Professor Smart.*) They lie on the floor with a wooden pillow?—Yes.

Ages and occupations of houseless poor.

58424. Isn't it the case that in Glasgow the police offices are also utilised as night shelters? Have you any statistics about that?—I have particulars of an inquiry that I made by arrangement with the chief constable. It is not public. We have fifteen or sixteen separate police stations. I organised my staff, and they took possession of these stations from 10 o'clock at night to 2 or 3 o'clock in the morning.

58425. Your own officers did that?—Yes. We interviewed 151 persons—136 men and 15 women—and we brought out all the different ages. Two were under twenty, 9 were between twenty and twenty-five, and so on up to fifty years of age, and from fifty to sixty-five. Then we took the occupations. 51 were model lodgers, 30 were avowed tramps, 35 had been in receipt of parish relief, 16 had been in prison and poorhouse, 1 had recently been in a lunatic asylum, 5 were truly houseless, and 7 we could not get any statement from. The 57 model lodgers and the 35 that had been in receipt of parish relief frankly admitted that they had reached their present condition through drink. Then we took their birth places, and some other details. Perhaps I had better hand this in? (*Hands in. See App. CLXIV. (P), No.* 3.)

58426. If these people had not gone to the night asylum or the police offices, where would they have slept?—Probably in some disused places.

58427. There is no other place for them?—No. I might supplement that by stating that when Mr Ferguson and I went home about three o'clock in the morning we found about sixty men sitting on the seats in George Square. It happened to be a good night; if it had been a wet night, these men would have been lying in closes and on stairs.

58428. Does that not point to this, that if there is not a casual ward given by the Poor Law, the people will find a casual ward of their own?—That is so. Probably one-half of these people ought to have been in the poorhouse; they were paupers in every sense of the term.

Co-operation of charity with Poor Law.

58429. The Parish Council works in co-operation with the Charity Organisation Society in Glasgow?—

58430. Are you a member of that society?—I have an official connection with it.

58431. How do you mean?—I am called to meetings in connection with matters affecting Poor Law administration, and I look upon it as an official connection. There is an arrangement between the secretary and me, and if anything comes up, say about a wholesale supply of boots to paupers, I give them my advice.

58432. There is a very intimate connection?—Yes.

58433. Then, in regard to the distress committee, some time ago objection was made to applications being received by the Charity Organisation Society or by the Poor Law?—Yes; and we had to fight that in the distress committee.

58434. You work amicably with the distress committee?—Yes.

58435. What proportion of your members are members of the distress committee?—Eight.

58436. You have eight members on the distress committee?—Yes; and Govan parish has three or four.

58437. I think the investigator for the distress committee is one of your principal men?—Yes, Mr Ferguson.

58438. Was his appointment objected to?—Yes, it was objected to by certain members, who did not want a Poor Law official to have anything to do with it.

58439. Was the appointment opposed by a considerable proportion of the members?—No, not by more than three or four.

Proposals for dealing with vagrants, beggars and loafers.

58440. In paragraph 141 and the following paragraphs you give the proposals which a committee of the Corporation of Glasgow and the Parish council agreed upon and approved of. Where were these proposals published or presented?—They were presented to my council in the first place through the public press, but I do not remember that any newspaper comment was made on them.

58441. Were they presented to any Government body?—Yes, I think I sent a copy to the Secretary for Scotland, and if I am not mistaken, to the late Secretary for Scotland, Lord Dunedin, who used to be Mr Graham-Murray.

58442. Were they not drawn up on some special occasion when there was something new that you wished to get carried out?—That was the object in view. 23rd December 1904 was the date of the inception of the thing, as it were.

58443. To what body did you present these proposals?—First to the Parish Council.

58444. Only for their information?—For their information and to get their support; ultimately going before the Corporation and the committee of the Corporation working on the unemployed question at the time.

58445. May I ask if you agree with these proposals on the whole?—They are my own proposals. They have been supplemented by the print which I put in a little ago.

58446. You think that labour colonies of one kind or another are necessary to supplement the Poor Law?—Yes.

58447. The only kind of labour colony that you mention is a penal colony?—Yes.

58448. You are aware that labour colonies of other kinds are being widely advocated. The distress committee is thinking not of a penal colony at all?—I do not know how they will get it filled without that class. There is no reason why you should not have one large labour colony with classification.

58449. You would require strict classification?—Undoubtedly.

58450. The labour colony at Midlochardwoods is a labour colony reformatory, a sort of sanatorium?—It is as nearly penal as it can be.

58451. That is to say, the people have to stay there for some time?—They are threatened if they go away. I have tried it, and that is the only way to get them to stay there.

58452. What do you threaten them with?—To send them back to Barnhill to the test department.

58453. (*Mr Lansbury.*) They would be able-bodied?—Partially. They expressed a desire to do for themselves outside, but we doubted that. We wanted to give them a trial and they were sent there, but the thing was a failure.

58454. (*Professor Smart.*) In paragraph 148 you say that county councils should be empowered to combine with the Board for the acquisition of land. That is a power, I think, conferred by the English Bill, but not given by the Scottish Bill?—That is so, so far as I remember.

58455. You approve of the principle of the English Small Holdings Bill?—Yes. I would like to see this extended; land presently of no use to anybody might be utilised by Government or some other authority for reclamation. That is what I mean chiefly under that clause.

58456. But it is the power to the county council that is the important thing there?—Yes, undoubtedly.

Superintendents to be auditors.

58457. (*Mr Gardiner.*) Would you desire any increase in the power of the superintendents under the Local Government Board?—I would have superintendents also auditors. The inspectors and local officers ought to be dependent in a great measure on these auditors. The auditors ought to come and look at the books and tell us whether we are working right, whether this person or the other person is being too highly alimented in relation to the whole and in relation to the neighbourhood.

58458. You would like the number of superintendents

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to be increased?—Yes, certainly, and they should also act as auditors. There should be no special auditor as such. I would like the superintendent to come as my guide, philosopher, and auditor.

58459. You prefer that to the English system of having a special audit department under the Local Government Board?—These would be under the Local Government Board.

58460. But it is a special department in England?—It would be a special department in that sense,—the superintendents would meet in the head office and consult as to what would be a surcharge, and so on.

58461. Each superintendent would have a competent accounting clerk under him?—Not necessarily.

58462. You would not expect him to go through long columns of figures, would you?—I would look upon that as a detail.

58463. But it is an important one?—Yes, I admit that.

58464. Have you ever considered the desirability of increasing the power of the central authority by some system of Government grants distributed on lines parallel to those followed by the Board of Education?—I am not sure that I understand the reference to the Board of Education.

58465. Their grants are distributed on the report of the inspector as to whether the education is satisfactory, and so on. Would you like to see a similar system introduced into the Poor Law?—I would like to see more elasticity in connection with these grants and their distribution.

58466. Take the question of the sick poor in a workhouse hospital. Suppose the inspector thinks that the supply of nurses is quite inadequate. In that case, in presenting his report to the Local Government Board, and his criticism to the Parish Council, he would say that unless the nurses were more numerous he would have to recommend the Board to refuse the grant next year?—Yes, I agree with that. It would be in the same manner as the grant is given in connection with the administration of the insane.

58467. Yes. It all tends to strengthen the inspector?—Yes.

56468. And in a backward district it might produce a great benefit to the poor?—I agree with that.

56469. (*Mr Lansbury.*) With regard to the *personnel* of the Parish Council, in paragraph 4 you have given a list of the occupations of the members of your council. Most of these could have been elected before the qualification was lowered?—No.

58470. Solicitors?—Yes.

58471. Draper and clothier?—Probably three or four.

58472. Only three or four out of the lot?—Yes, as then ineligible.

58473. What was your rating qualification?—£20 of rent. Under the old arrangement voters had so many votes according to the rental, but £20 was the qualification.

58474. What I meant was this, these gentlemen who are here would stand?—Not all of them.

58475. But the greater proportion of them?—Yes.

58476. What is it now that is bad from the point of relief? Do members really take cases that the officer can prove to be immoral and bad?—Yes, somehow or other they are the best at inventing excuses and side issues that ever I knew of.

58477. That is nothing singular to one section of the community, is it. If we want to find excuses we are always ingenious?—Yes, and that seems to be brought to a very high point with us.

58478. Is that as regards the poorer members of your council?—Not necessarily.

58479. What I really want to get at is this, are the labour members of your council the people who you want us to believe do the damage when any damage is done?—In some cases. Might I illustrate that by stating that one gentleman gave an expression at a meeting when dietary and other matters in general were being discussed, causing an increase of the rate,—he said he did not care though the rate was increased 20s. in the £, it was only so much to him, and it was not worth the price of a glass of beer.

58480. Of course it is stated that a very high authority in London said something of the same character some years ago. It is not only the poor man that says that?—I might say that that man ultimately commenced business for himself.

58481. Did he remain on the Council?—No, he was put out.

58482. That showed that the people did not appreciate him?—That is so.

58483. So the electors took care of themselves?—After the damage was done.

58484. The members are only elected every three years?—Yes.

58485. This member was only one of thirty-one. There were thirty other members to keep him in order?—Yes.

58486. He could not of his own will do the mischief; he had to get the support of at least a majority?—It is almost impossible to convey to you the character of this particular gentleman, how he seemed to carry everything he wanted by brute force, and we are suffering from that to-day.

58487. In the same way, in giving relief to bad applicants?—No, in another direction in connection with the buildings.

58488. I am on the question of giving outdoor relief to bad people?—I think that is brought out in a paragraph which I will bring under your notice immediately. My point is that a good deal of misery would have been saved if the recommendations of the assistant inspectors had been taken at the time.

58489. Does that go on to any very large extent?—Pretty considerable. If it had only been to a small extent I would never have ventured to ventilate the subject.

58490. The person at the committee who acts as assessor is not the gentleman in the chair; it is your assistant, and he is known as the assessor?—Yes.

58491. Does the inspector appeal against the decision, or does the gentleman who represents you appeal against the decision of the councillor that is acting?—After the meeting is over and the gentleman retires, if there is any doubtful case, then Mr Ferguson or Mr King comes to me, and we consult together as to precedent and whether I should appeal the case or not.

58492. Do I understand you aright, that wherever it is possible you do give outdoor relief?—Yes.

58493. Do you agree with that?—Yes. I have stated that publicly over and over again.

58494. That where a person is a decent, respectable person, you want him to have outdoor relief?—Yes.

58495. And you don't think that that is a bad policy?—No.

58496. How would you elect the committee to deal with charities?—You mean this supposed commission?

58497. Yes, how would you get it elected?—I have not thought of the process of election, but I am strongly of opinion that the Local Government Board, the central authority subject to Parliament, should have a good deal to say in connection with it.

58498. As to how it should be set up?—Yes.

58499. But it would have to represent everybody in the particular district?—Yes.

58500. You would have to take in the trades unions and everybody?—Yes.

58501. Did I understand you to say that the charitable funds in Glasgow, if properly administered, would enable you to abolish the Poor Law relief?—Yes, I think so. I have a return here for the whole of Scotland in connection with endowed charity. It is certainly a drop in the bucket, but the amount of money collected in Glasgow for a year for a variety of charitable objects, if it were put along with this, would materially relieve the public of the provision for outdoor relief.

58502. You think that the money now is very much wasted?—I think so.

58503. Some people get too much and other people do not get anything at all?—Yes.

58504. What you are asking for is a reorganisation of all these charities?—Yes, educational endowments and such like. I think there is more money spent upon printing the names of the donors than is spent on the people for whom the charities are meant.

58505. You have been boarding children out in Glasgow with their mothers?—We don't look upon this as an ordinary boarding out. We adopt the principle of boarding out by alimenting them to the highest extent.

Personnel of Parish Council, and effect of lowered qualification.

Class of person suitable for outrelief.

Need of reorganising charities.

Children boarded with their mothers.

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58506. Have you found that you have been able really to judge the decent women?—Yes.

58507. You found the bad ones out and knocked them off?—Yes.

Children boarded with their mothers.

58508. You give us a return somewhere?—Yes.

58509. You do agree that where a mother is a decent woman, and has three or four children, it is a proper thing to give her sufficient money so that she does not have to potter about and work, but can really look after her family?—Yes.

58510. It all depends on the selection of the women and proper supervision afterwards?—Yes. Each woman ought to be considered upon her own appearance, her house, and her children. Some women can control the spending of 20s., while there are others that I would not trust with a shilling extra, because it would be their ruin.

58511. Where you have a decent woman, you believe in allowing her to bring up her children?—Certainly. We invoke the aid of clergymen, Catholic and Protestant, to visit as frequently as they can and disclose to us anything which they think would be to her advantage.

Provision for sick at Stobhill.

58512. You built a very fine hospital at Stobhill?—Yes.

58513. You have done that for the express purpose of encouraging people to come and get well?—Yes.

58514. Is that not encouraging people to become paupers?—No, I never looked at it in that way.

58515. That brings me back to the point I raised: is it not true that there are some things in life, which society deals with now, which really do not come in the same category as what I would call ordinary paupers, persons who have been immoral and bad and altogether wrong? You rather want to encourage respectable persons who have a complaint not to think that they are being pauperised but to come for their own sake, and you give them relief at the earliest possible moment?—Yes. Stobhill was really built for the improvement of a certain type of indoor poor who would not go into the poorhouse.

58516. I understand that, and therefore, of course, your numbers will go up if you have built a place that they will come into?—But still they were paupers nevertheless before they reached us. Probably they were getting outdoor relief and living in squalor. They would not go to the poorhouse as such, but they went to the hospital.

58517. Would you give them outdoor relief if they were living in squalor?—They were living in squalor *qua* their disease.

58518. In any case you have done this for the express purpose of getting people to understand that it is their duty to get better and not to stop away?—Yes, improving the condition of these people.

Classification in labour colonies.

58519. Following on the question of the Lord Bishop, would it not be true to say that the Catholics are here doing rather the casual work of the district? They are casually employed rather than regularly employed, and that may account, to some extent, for the large percentage that you get of them?—Yes, that is quite right.

58520. Have you thought whether you ought not to grade labour colonies? I understand you to say that you wanted one big one, and to have a strict, rigid classification there. Would it not be better to have smaller ones and start with one as a kind of sieve through which you sorted out the good and the bad, retaining one for the really bad and another for the decent men, holding out the hope to the men in the bottom colony that they may come to the top, and through it into independent life again?—I think that might be attained in the one colony.

58521. Have you seen any of these colonies?—I have seen Hadleigh, and three in the vicinity of Berlin.

58522. The experience of those in England is that you really cannot classify in one colony unless you built walls and had sections?—I think it could be done. Of course the whole thing is dependent on getting the proper man as officer.

58523. And your power to keep them employed?—I think that could be attained easily enough.

58524. It is only a matter of experience, because we have not had enough experience. The little experience we have had is rather against you?—Without being invidious, and at the risk of mentioning names, if I had power to put Mr Henderson, Governor of Barnhill, in charge of a colony, I guarantee that the colony would be wrought to your satisfaction, no matter what kind of mixed people you had.

Procedure of contracts committee.

58525. You have described in your statement of evidence the system that you follow in regard to contracts?—Yes.

58526. You have one officer whose business it is to see that the goods are supplied up to sample?—Yes.

58527. And he carries that work on without further instructions?—Yes.

58528. Your system of opening the tenders and scheduling them is all done before they come to the Council?—Yes, before they come to the Contracts Committee. The schedules are opened by this clerk in the presence of the convener and sub-convener of the committee, and initialled by the former gentleman.

58529. You do not have any trouble with your Council about the contracts?—No, we have less trouble in the Contracts Committee than any other committee.

58530. That is rather good as regards your Council, is it not, where a large amount of money is being spent? This can be put against the other things that you have been saying against them, that where there is a large amount of money involved each year, they hand that work over practically to an expert to carry through for them, so there is no favouritism about the contracts at all?—No, it is the cleanest part of the administration.

58531. That is to the good of the democratic Parish Council?—Undoubtedly; I do not hesitate to say that. I would like to put in two letters bearing upon the Night Asylum which I omitted to mention at the moment. These are letters written by Mr John Adam, dated 6th May 1905 and 23rd August 1905. (*Hands in letters. App. CLXIV. (P), No.* 4.) Mr Adam was at that time one of the directors. He had also been for long associated with Poor Law administration.

58532. (*Mr Chandler.*) The population of Glasgow parish is roughly 600,000, so it is a very large parish?—Yes.

58533. I take it that a very large proportion of the population might be described as belonging to the artisan and labouring classes?—Yes.

58534. Are they fairly well organised in their trades unions?—Yes, I think so.

Compensation Acts as cause of pauperism.

58535. In your paragraph 105, you mention as one of the causes of pauperism the liability of employers under the Compensation Acts and the restrictions of trades unions, causing only the young and able-bodied to be employed, and the elderly men having no chance of regular work. Your opinion as inspector of such a large parish as this is entitled to respect. I should like to know a little more about that subject. I take it that by restrictions of the trades unions you mean that they maintain a minimum wage?—Yes, and they deal with apprentices, and a great many things of that kind.

58536. Was not the trade in your parish, for quite a long period prior to 1906, in a very depressed condition?—Yes, some trades.

58537. The shipbuilding?—No, the shipbuilding has been fairly busy for some years past.

58538. But prior to 1906, was there not considerable depression?—There was a good deal of depression following upon the engineers' strike.

58539. That is further back?—Yes. Speaking from recollection, I have no knowledge of any serious difficulty necessitating any observation being taken of it through applications.

58540. The unemployed skilled artizan class would not come under your notice at all?—No.

58541. So if there were large numbers of those out of employment you would not know about them?—We would know about their relatives and dependents, their mothers and mothers-in-law becoming chargeable. That is how we know.

58542. I assume you believe that were it not for these restrictions there would be ample work for these older men and for the younger men too?—A certain class of work.

58543. How do you account for the emigration from Glasgow to Canada and so on still increasing?—I cannot understand it. I believe some 13,000 or 15,000 people have left within the last three months.

58544. One would assume that they would not go away if they were able to find employment here. They are the younger and strongest and most fit of our working-class people. I should like to follow this matter up. Refer to your statistical report for the half year ending 15th May

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Compensation Acts as causes pauperism.

1907, and look at the commencement. You begin there with the number of new cases, and you give in the first instance 3,139 new cases within that half year. On the following page those 3,139 cases are given in a very interesting table, with the causes which have brought them about —accident, criminality, desertion, drink, illegitimacy and so on, and old age. There is nothing there that I can discover that could be attributed to the Employers' Liability Act or to the trades unions?—No, that is true; they are side issues, but these are the main principles of the causation of these cases. Take, for instance, old age with relatives able to assist, old age without relatives able to assist. These cases to which you are referring are embodied in those cases, although not brought out and specifically stated there. As members of the Commission would notice yesterday, we have men coming to our application room wearing glasses, and they tell us quite frankly that they have been put away because they had to put on glasses to do their work, and the foreman told them to clear out.

58545. Would it be possible to follow up one of those cases and give us particulars privately?—Yes, I shall do so with pleasure. I shall take particular note of, say, a dozen cases from to-day. (*As to this the witness subsequently sent the following note:*—"Regarding the effect of the Workmen's 'Compensation Act as a producer of pauperism, I have not 'been able to obtain what might be termed "direct evidence." 'Applicants for relief frequently make the statement that 'when one is over 40 years of age there is no chance of em-'ployment in certain grades, and I think it is generally 'recognised that, with the liability now attaching to em-'ployers, they will not employ, if they can help it, any who 'are known to be of dissipated habits or who may be suffering 'from some physical disability. When that is the case it is 'bound to affect pauperism, although, as I have stated, it is 'difficult to give cases directly in point.")

58546. (*Chairman.*) You will perhaps send us a dozen cases?—Yes, I will do that.

Cases on outdoor roll.

58547. (*Mr Chandler.*) In the Appendix (*App. CLXIV. (H.)*) you have a table showing typical cases on outdoor roll, with young dependents and extent of incomes, etc., as at the middle of January 1893. There are two cases, 1092 and 1844, which appear to me to be identical, namely, a mother with three children under twelve years in each case. Their treatment appears to be very different; in one case the aliment was 1s. 9¾d., while in the other case it was 11¼d. Would there be any circumstances that we do not see there that would cause that distinction in the treatment?—The 1s. 9¾d. is the average amount per head per week for the whole income; it is not the aliment, it is the whole money coming into the house.

58548. What do the remarks refer to, "28/1/95. 12s. 'three months and off roll," etc.? Was that when the cases were reviewed, after they were found to be in that condition?—Yes. The original condition of things in January 1893 is embraced up to the column of remarks; thereafter we instituted an inquiry as to where they had gone and as to what had become of them since, and this is the result here.

58549. It gives the position of the case at that time?—Yes.

Payment of aliment.

58550. (*Mr Phelps.*) In paragraph 45 of your statement you state that the outdoor relief is paid weekly and monthly, and that you pay the poor in a large hall in the chambers and in church, and other halls in numerous districts of the city. Do you think that is a good principle?—Yes, I think so.

58551. Have you any experience of the system of paying people in their own houses?—We have a few such cases. I am bound, under the rules of the Local Government Board, to deliver the aliment to a person who is not able to come for it.

58552. Do you think the knowledge you so get is valuable?—Not specially so.

Question as to sufficiency of attention to outdoor sick.

58553. Referring to Appendix CLXIV. (C), I would call your attention to the last case, and ask you if you think that is satisfactory?—Is that the case June 6th?

58554. Yes?—I think we did our work very well there.

58555. Read the last two lines?—"Got Dr Mitchell at 'home; he visited at seven o'clock and certified case unfit 'for removal; nurse not asked to attend, as no accommoda-'tion. Patient died 11.30 p.m."

58556. That is to say a dying man was left in his house with three drunken women, and no attention or care whatever?—But the whole thing came up that night at 6.25. We did not know of it till then.

58557. Quite so. The result is that a dying man is left with three drunken women in the house, and no attention whatever?—There must have been some explanation there. In all probability the doctor would tell the nurse that she was not required, that there was no use for her there, and that it would not be very safe. That is my hazy recollection of the case at the moment.

Effect of Poor Law administration on present degeneracy.

58558. You think there has been an actual decay of the sense of responsibility among the poorer population?—Not only among the poorer population, but among the artisan population as well.

58559. Has there been also a decay in the sense of providence?—Yes.

58560. Do you attribute that at all to the administration of the Poor Law?—No.

58561. You do not think that the Poor Law figures very largely in people's lives?—No.

58562. People do not look forward to enjoying Poor Law relief in their old age and become improvident in consequence?—No.

Co-operation of Poor Law with charity.

58563. You think that co-operation with charity would be valuable. Can you account for the very small amount of co-operation which has taken place in Glasgow? I see out of 20,000 cases with which you dealt only seven were referred to the Charity Organisation Society?—Yes, but that is a society not for administering relief, but for investigating cases.

58564. And referring them to the appropriate sources of relief?—Yes.

58565. There were twenty that were sent to convalescent homes?—Yes.

58566. So that twenty-seven is the total number of cases in which the aid of charity is invoked?—Probably.

58567. Can you explain that? Is your Board averse to their co-operation?—No.

58568. Can you give any explanation of the small number of cases? You will find it on page 7 of the half-yearly report that you handed in. You will see that out of 21,388 applications five were referred to the Charity Organisation Society and nineteen were sent to convalescent homes?—Yes

58569. That is to say, twenty-four of those cases only were assisted from a charitable source?—No, no. These five cases out of the 21,388 we could not legally assist, and we sent them to the Charity Organisation Society. Then the nineteen cases were sent to convalescent homes independent of our own organisation.

58570. But do I gather that out of these 21,388 there were no other cases for which charitable assistance would have been more suitable than Poor Law assistance?—No.

58571. Not any?—No.

58572. Do you think any co-operation can be developed on those lines?—I should think so.

58573. Could you sketch to the Commission in what way you think that possible?—If the Local Government Board had authority to appoint a Commission to manage, then the rules for the guidance of that Commission would be laid down from experience.

58574. What would be its relations to your Board?—It would be quite distinct from the ordinary Poor Law administration, unless Parliament gave them power to annex the whole of the present endowed charities and other philanthropic societies.

58575. What class of case would you send to the Commission?—Those that are in receipt of outdoor relief.

58576. Would you confine the work of your Board entirely to the work of administration of indoor relief?—And the care of the children generally; what I would call the depraved part of the outdoor relief cases.

58577. Do you think that anything on those lines could be done at once?—Not immediately.

58578. Have you any experience of towns in which charity and Poor Law have worked together?—No.

58579. You have not seen them in co-operation?—No.

Possibilities of existing Poor Law.

58580. Can you suggest any way in which the Poor Law can be made more curative than it is at present?—There are a number of points certainly worthy of consideration; but I say that it does not require Parliament to give authority over these.

58581. Can you suggest any points in which it would exercise a more curative influence than it does at present?—I am afraid not.

58582. You do not think the Poor Law contains any

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Possibilities of existing Poor Law.

possibilities?—The Poor Law as at present constituted is not an educative authority in that respect.

58583. You do not see your way to make it more educative?—If we had more power.

58584. In what way?—In a variety of ways.

58585. More power of discriminating?—Yes, and more power in leading opinion or devising means whereby a great deal of this misery might be saved and prevented.

58586. I can see how that might be done in the treatment of children. Have you any other classes in the community in which that might be applied?—The young men and young women.

58587. How would you proceed through the Poor Law if you had your own way?—I would require some time to develop any ideas about that.

58588. Do you think there are any possibilities with regard to the aged?—Yes.

58589. What distinctions would you be inclined to make?—I think the aged should have as much freedom as possible. The means that we take in affording outdoor relief are, I think, far better than shutting them up even in almshouses.

58590. Are you in favour of classifying the inmates of poorhouses?—We have them classified.

58591. According to their antecedents or according to their conduct in the poorhouse?—Both.

58592. Do you think classification according to antecedents is safe?—When it is taken along with their conduct for a week or two in the establishment.

58593. You do not think those are very often contradictory?—No.

58594. On the whole, where would you find a body that you could trust to classify people according to their antecedents?—I think the governor of the institution ought to be of such a character as to be able to do that.

58595. I can quite see that he can decide as to their conduct in the institution, but what about his knowledge of a man's antecedents?—He can easily secure that information.

58596. You would be perfectly satisfied with that amount of test?—Yes.

58597. Do you think the inmates themselves would welcome classification?—I think they would. As it is, when things are explained to them they are quite satisfied.

Provision for refractory paupers.

58598. Would you be disposed to take a class of people to whom the ordinary discipline did not apply who could go in and out as they wanted?—These people should not be housed in a poorhouse at all.

58599. What provision would you make for them?—Put them in a labour colony or some other institution designed entirely for their care and reformation.

58600. Would you wish to see the Poor Law establishing institutions of that kind?—We do not require to establish them, as they are in existence. If the Local Government Board had power to lay aside a partly used poorhouse and relegate certain classes of inmates of existing poorhouses to this place—practically a penal colony for the want of a better expression—I think that would do a great deal of good.

58601. You mean you have the buildings in existence?—Yes.

58602. But not the institution?—No, but it is a matter of twenty-four hours' arrangement.

58603. Do you think it would be a good thing if such an arrangement were instituted?—Yes.

58604. Do you think your council at Glasgow would be willing to see such an experiment tried?—I believe so. We tried it at the time of the building of our new institution, although it was not for that purpose. We boarded out a variety of cases, and we found that it met our views and pleased the inmates.

58605. Were they boarded out in Glasgow?—No, it was in the country.

58606. Did they complain of the distance from their relatives?—No.

58607. You would be glad to see that principle carried further?—Yes; I do not see why it should not be carried further.

58608. (*Mr Patten-Macdougall.*) Did you send them to these out districts according to classification?—We sent them mixed. We had them as far away as Tobermory, Oban, Stonehaven, Kirkpatrick: practically all over the country.

Undisclosed resources of applicants for outrelief.

58609. (*Mrs Bosanquet.*) I gather from what I saw yesterday that in granting outdoor relief you do not rely on the applicants' undisclosed resources; you always insist that details should be given?—Yes.

58610. Would you accept a man's statement if he said he thought the old people would get a little food somewhere, or a chance shilling from a daughter, or would you insist on having details?—That would be taken for what it was worth. A statement of that kind is neither here or there in the sum total. It is recorded, but there is not much weight given to it in the question of granting aliment.

58611. Can you tell us whether it is common in Scotland that undisclosed resources are not taken into account?—Not as a rule.

58612. They are not taken into account as a rule?—Not if I understand you aright.

58613. In England, guardians very often grant say three shillings, on the chance of the applicants having undisclosed resources?—We have nothing of that kind so far as I know.

Visitation of widows with children.

58614. You have a lady visitor for certain outdoor relief cases, for widows with children?—Yes.

58615. I came across several cases of widows with children yesterday, but the lady visitor was visiting none of them?—At the present moment, Mrs Robertson is off duty on account of ill-health. It never occurred to me that you wished to see those, or I could have sent. I thought I had directed you to the very class of case you are after.

58616. I rather wondered why these particular cases were not being visited?—They are being visited regularly.

58617. But not by the lady inspector?—Yes.

58618. They told me they had never had a lady to see them?—Ah! the cases to which you refer are those which are not classed as destitute under the Minute of the Local Government Board of June 1902. We were enjoined to give a special aliment and special care to destitute widows who had no collateral relatives. What you saw yesterday were those on the ordinary roll who had relatives who were able to assist them. That is the distinction between the two classes.

58619. I gather from your statement in paragraph 61 that you do not think that the women are all of them sufficiently clean in their homes?—I am sorry to say that that is my experience.

58620. Do you think it would be well if the children could go to a day industrial school where they would be fed and cleansed?—We have that in operation at the present time. We have some children attending a day industrial school at Rottenrow.

58621. The distance in some cases would make it impossible?—Yes, in certain cases it would be impossible.

58622. Is it likely that those schools will be multiplied?—Not that I know of, but I think the Juvenile Delinquency Board are to put up another school shortly.

58623. Would you use that for the children?—Gladly.

58624. I was rather struck by the youthfulness of the inspector that went round with me to their homes. I gathered from what he said that the widows rather resented his telling them to clean their rooms. Are your inspectors often as young as that one?—He is not so young as he looks.

58625. Is he a married man?—No.

58626. What salary would he be getting?—He would be getting about £100 per annum.

58627. Is he the youngest inspector you have?—He has been recently put on that district, or rather put outside.

58628. He seemed quite capable for inquiry work, but I wondered if he was useful for visiting such cases as widows with children?—Mrs Robertson is used chiefly for any inquiry in so far as regards families or otherwise.

58629. She would be put on to it if it was anything special?—If he thought it necessary to get her influence and advice in a case, but it is very rarely I have heard anything such as you refer to. A number of these people object to being told by anybody about their houses not being clean or otherwise.

Causes of pauperism.

I agree, but it is perhaps difficult for a very young man to call them to order.

58630. (*Miss Hill.*) Do I gather that you ascribe pauperism more to moral than financial reasons?—Yes.

58631. You are struck by the poor being unable to look after themselves?—Yes.

58632. And that being so, you would deprecate anything that tended to undermine their capacity?—Yes.

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58633. (*Mr Patten-MacDougall.*) With regard to elections, I think it is the case that in Glasgow, after the 1894 Act came into operation, it was found impossible in the view of the Town Council that the elections for the Town Council and for the Parish Council could take place on the same day as in the rest of Scotland?—Yes, that was represented, and it was given effect to.

58634. A private bill was introduced at the instance of the Town Council?—Yes.

58635. And accordingly, in compliance with that measure, all the elections of Parish Councils have taken place in Glasgow on a different day from that on which the election of the Town Council takes place?—Yes.

58636. Did the Parish Council approve of that proposal?—The Parish Council at the time approved of it, but I don't know the mind of the Council as such at the present time, any further than that they want a slight increase in the membership.

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58637. Have you considered, or has your Council considered, whether the fact of the election taking place every three years has perhaps an unfavourable bearing upon the quality of the Parish Council?—They have that opinion. They had a vote upon it the other month. They would prefer to have one-third retiring every year.

58638. They would want an election every year, and one-third retiring every year, as is the case with the Town Councils?—Yes.

58639. Do you think yourself that that would be a good move with a view to meeting some of the disadvantages which you see in the present system?—I would be glad to do anything to create more interest in this work.

58640. You mean interest on the part of the electorate?—Yes.

58641. A parish councillor told us yesterday that it took four or five years to be educated to be an administrator of relief. Would you think that an election every year would assist in getting into the Parish Council people who don't go there now?—Yes, it would have that effect, and it would permeate, in a sense, the experience of these three years right through in the new members.

58642. Do you see any difficulties in the way of carrying it out?—No.

58643. Would you extend it to the whole of Scotland?—I think only to large parishes over a certain population.

moralising ect of vered quali- ation for rish uncillors.

58644. You think the evils of the present system are more apparent there than in the rural districts?—Yes.

58645. The fact being that in the rural districts you have very much the same men returned every three years?—Yes.

58646. As regards the action of certain of the parish councillors, when you say that sometimes they are canvassed, and that their action and motives are not such as can be commended, do you think that may have an unfortunate effect on the officials in any way? I mean to say, if you have not the best class of parish councillors, does that react on the parish officials?—Yes, it does. The officials wear their boots and tempers, and put before the committee a *bona fide* statement of the facts, and it is very galling that they should practically be put in the pillory. It must have a bad effect. The men have expressed themselves in that way to me.

58647. Who?—The assistant inspectors. They have said, "What is the use of us losing two hours here to be black-guarded to our faces."

58648. In fact, you think that if you do not have the best class of Parish Councillors that may have an unfortunate bearing on the officials?—Yes.

58649. And tend to demoralise them?—Yes, it has not an elevating tendency. The language that has been reported to me as having been used by a member sitting dispensing relief has been neither proper nor Parliamentary, and the Assistant Inspector got the blame of it—the applicant did not know the inspector from the member.

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58650. As regards the number of your Parish Councillors—you say there is no strain put upon them, that 31 is quite sufficient?—Yes.

58651. I would test that from our experience yesterday. We sat with the Relief Committee for an hour-and-a-half, and there were a great number of applicants still outside. How long did the sitting last?—The gentleman who was sitting came to my room to discuss a certain matter coming up later on, and he left me at 12.20.

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Work of Relief Committees.

58652. That means that each Relief Committee sits about two hours?—Yes. The reason there would be a number of people about would be that owing to your presence yesterday the men did not carry out the work so expeditiously as usual. When a case is settled by the Committee it is attended to instantly and got out of the premises. In connection with the work of the Parish Councillors—they met yesterday, the first Tuesday of the month; there will be no more meetings with the exception of the dispensing of relief till Tuesday week. There are practically just two weeks with meetings unless anything of very great importance arises in the interim.

58653. That is so the whole year round?—Yes. This last month they have been detained less than they have been for a number of a number of years, the sederunt sometimes lasting a quarter of an hour or half an hour.

Co-operation of Poor Law and charity.

58653A. As regards the parish charities, has it come under your notice that a return has just been presented to Parliament of charities for the benefit of the poor in Scotland?—Yes.

58654. Have you considered whether these might be treated and brought into line in the same way as the educational endowments were brought into line thirty years ago?—Yes.

58655. That is to say that Parliament should sanction the appointment of an executive commission to revise these charities, bringing them down to date, suiting them to modern requirements, and enabling them to be worked side by side with the Poor Law?—Yes.

58656. That would meet the old-age pension question to some extent?—Yes.

After careers of boarded-out children.

58657. I think you have in Glasgow a regular printed list of your boarded-out children and what their after history is?—Yes.

58658. It covers six years?—It is for three periods. (*Hands in book.*) I would ask your attention to the Appendix. We took a census at three separate periods—1892, 1902, and 1906. You will find their occupations stated in the Appendix (*App. CLXIV.* (*K*), *No.* 4.)

58659. I think in your last half-yearly report you tell us how 188 children were taken off your children roll during the last half-year?—Yes.

58660. And how they were disposed of?—Yes.

Inspection of boarded-out children.

58661. I think you carry out a very thorough system of inspection of all these boarded-out children. Certain committees are appointed to go to certain districts throughout Scotland, and make full reports upon what they find to be the condition of the children that are boarded-out there?—Yes.

58662. You frequently remove children who you think are not as satisfactorily housed as they might be?—Yes. The districts are arranged so as to carry two members of the Council to visit them. The junior member who has gone to the given district for the first time writes the report of what he has found prevailing in the different homes. I submit a list of the number of changes in the guardians of boarded-out children, with the reasons for the change, for the year ending 15th May 1906. (*See App. CLXIV.* (*K*), *No.* 5.) There are two inspectors' districts—in the one district there have been nineteen changes and in the other district there have been eight.

Treatment of phthisis by Public Health Authority.

58663. Has your Council ever considered the question as to whether phthisis cases ought more appropriately to be dealt with by the Public Health Authority than by the Poor Law Authority?—One of the members got a resolution passed in connection with the notification of phthisis assuming that the Local Authority, I understand, would take charge of these. That is all the length we have got.

58664. So far as you have done anything at Stobhill, your idea was that it was not to be a permanent arrangement—it is more or less temporary until the treatment of phthisis is taken over by the Public Health Authority?—They never thought of any temporary arrangement in connection with it. They simply made provisions for phthisis as a disease through which a number of applicants came.

Need of compulsory notification of venereal disease.

58665. As regards the venereal cases, have you considered what the effect of compulsory detention would be? Do you not think it might have this operation that people would not disclose their malady, and the result might be that the condition of things would be even worse than it is now?—If they did not disclose their malady, it would be serious for themselves, and they would be sooner removed from this world,—and I think that would be a blessing.

Mr James Russell Motion.

5 June 1907.

Effect of insanitary areas on pauperism.

58666. The period of cure is a long one?—I don't care how long it is; I think these men and women should be locked up, and it should be made a notifiable disease as much as fever and smallpox.

58667. The results being as far-reaching in their effect?—Yes, they are further reaching in their effect than any one has any idea of. I would refer to paragraph 97 where I give the observations of the medical officer of Barnhill Poorhouse.

58668. You gave evidence some years ago before the Housing of the Working Classes Commission in Glasgow?—Yes.

58669. I think the finding of that Commission was to the effect that a good deal of the pauperism of Glasgow was due to insanitary conditions?—Yes.

58670. Have these conditions improved since that Commission reported?—Somewhat, but not to the extent they might have improved.

58671. In what direction have they improved?—By the condemning of dwelling-houses in congested areas.

58672. Insanitary dwelling-houses have been demolished?—Yes.

58673. And other houses have been erected?—There are more empty houses in Glasgow just now than there have ever been before.

58674. What has become of the occupants?—They have migrated to other districts, just creating other slums. Certainly a percentage of them have improved by being sent to more respectable areas.

58675. Do you still remain of opinion that in pauperism a main factor is "insanitary conditions"?—It is not the main factor.

58676. It is a main factor?—Yes.

Effect of insanitary area on pauperism.

58677. You think that sanitary administration has effected some improvement?—Yes, but not so much as they had in their powers to carry out. I would mention in connection with insanitary areas that in 1902 an inquiry was made as to the condition of the dwellings in which our outdoor poor lived. We had 11 areas at that time, and we investigated 2835 houses, of which 2770 were satisfactory and 65 were unsatisfactory. They were satisfactory in this way, that 105 were quite passable, 545 were fair, 1890 were good, and 300 were very good. Of the 65 unsatisfactory [it was owing to the fault of the tenant in two cases, of the owner in one, of the tenant in three cases, of the owner in one, and so on] 11 were the fault of the tenant, 44 the fault of the owner, and 10 the fault of both the owner and the tenant.

58678. (*Mr Phelps.*) Does that include overcrowding as well as structural conditions?—Yes, it includes everything that an ordinary dwelling should disclose.

58679. (*Mr Booth.*) Overcrowding would be the fault of the tenant?—Yes.

58680. (*Mr Patten-MacDougall.*) It is stated elsewhere that there is more overcrowding on a Saturday night than on any other night?—Yes, that is well known.

58681. Why is that?—It is owing to the number of people that come into the town on Saturdays. Then there are the night-shift people, who are free, as there is not night work on Saturday nights to the same extent as on the other nights of the week.

58682. And it may also be due to the fact that on Saturday nights alone, of all nights in the week, the sanitary inspector does not go his rounds?—I cannot speak to that.

Mr George Dott.

Mr George Dott, called and examined.

58683. (*Chairman.*) You were at one time Chairman of the Glasgow Parish Council?—Yes.

58684. You have been good enough to give us a statement in writing and we can take it as your evidence-in-chief if you will hand it in?—Yes.

(*The witness handed in the following statement.*)

1. I have had thirteen years' experience in the administration of the Poor Law; during said period I was Convener of Medical Committee, also Barnhill Poorhouse Committee, and on the amalgamation of the City and Barony Parishes I acted as Chairman of the Combined Poorhouses Committee, and was Chairman of the Parish Council for three years.

Adequacy of existing Poor Laws.

2. My impression is that the Poor Law system as taught and understood is judiciously administrated in the interest of the poor and ratepayers alike. In the administration of relief no encouragement is given to anyone to become a burden on the rates. Close and strict investigation is made in every case; applicants are made to feel that their poverty must be genuine before any relief is granted. The policy is to make the obtaining of relief as difficult as possible. It is most important that those entrusted with the making of the investigations should have a special training for the work.

Proposal to abolish obligations of maintenance.

3. It is my opinion that all obligations demanded from families or relations of recipients of relief should be entirely abolished. The total sum recovered in this connection is small, and is in most cases demanded from a class of people ill able to afford it. A halfpenny addition to the rates would fully make up the loss, and much vexation and suffering would be removed.

4. Indoor relief is the only way in which certain classes can be treated.

Demoralising effect of method of payment of relief.

5. Outdoor relief might, with advantage, be extended in cases of old people, who could be boarded with friends or in private families. I might mention that the method of paying most of those on the outdoor roll appears to me very objectionable. The recipients are assembled in halls in various parts of the city monthly, and in some cases weekly, to receive their allowances. Waiting about and intermingling with each other certainly has a demoralising and pauperising effect. Strict supervision is of paramount importance; and were trained nurses employed to act as pay-clerks and reporting officers, paying recipients in their own homes, and taking a general interest in the families, great good might be accomplished.

Causes of pauperism.

6. With regard to the causes of pauperism, what may be termed the natural and main cause is, in my opinion, ill-health and the loss of parents. For evidence of this statement I would refer to the large number of widows and dependants on the outdoor relief rolls, and the immense number of children boarded in private families; also the great numbers treated in the parish hospitals and asylums. Irregular employment is a contributory cause. Thriftlessness, criminality, and intemperance, all preventable causes, add a very considerable percentage. These classes are provided for in the poorhouse.

Relief to able bodied.

7. Able-bodied persons unable to find employment should have a right to parish relief.

Adaptability and need of extended powers of Parish Councils.

8. The organisations of Parish Councils are the best adapted for the administration of such relief.

9. Parish Councils should have extended powers of detention to enable them to deal effectively with the vagrant and worthless classes, who are pests and a danger to society.

Need of provision for certain classes.

10. There are many other points that might be considered. For example, something more might be done for the class of people who are frequently turned out of the poorhouse on revisal, for those recipients who have the misfortune to be afflicted with blindness, and for unmarried mothers and widows who become mothers of illegitimate children.

Repeal of Law of Settlement.

11. I am strongly of opinion that the Law of Settlement and Removal should be abrogated, and a National Poor-rate instituted.

Personnel of Parish Councils.

12. Regarding the class of men and women offering their services on Parish Councils, they are the best of their class that can be got for the work. Professional and commercial business men are always willing to come forward. Friendly societies, co-operative societies, and trade unions very soon find out the most gifted among their members, and they are usually brought out and put at the top for responsible positions.

Need of consistent deterrence of Poor Law relief.

58685. (*Chairman.*) We have had long and exhaustive evidence this morning in connection with the general administration of the Poor Law in Glasgow. I don't think we need trouble you with any points connected with the system, but I would like to put to you some questions in connection with certain points raised in your paper. You give great importance to the obtaining of relief made difficult?—I don't know that I have made myself quite plain. I state that at present it is made most difficult, and I think possibly that that is perfectly correct, that the strongest inquiries should be made in every case.

Mr George Dott.

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58686. You demur a little to the policy of making it so difficult?—I think it might be simplified; I think there might be an easier system of getting applications lodged. The Glasgow Parish Council have tried to meet that difficulty by allowing applications to be made at some of our district offices, but these are not made sufficiently well known throughout the parish, and very few people seem to understand that they can make application at any other place than the head office. I think if they were better known, gentlemen, such as ministers, who are working with the poor, would be more likely to get applications lodged there and get these cases considered.

58687. I understand. You don't think that there should be, from the weakness of the local machinery or the distance at which the places of application are, any impediment placed in the way of the poor seeking relief?—That is so.

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58688. You express a strong opinion as regards the abolition of obligations demanded from families or relations some of whom are not legally chargeable. Will you explain a little further what the reasons were that induced you to express that opinion?—I have seen quite a number of cases before the Relief Committees in which perhaps there was a family of two or three; they would all be married themselves and probably earning anything below 30s. a week. They would maintain that they were not in a position to assist their father or mother. They would try to get these people to pay something towards the support of their aged parents while I often felt that these people were not in a position to give anything. I don't think we are compelled to exact anything, but nevertheless it has gone that way with them trying to get the people to subscribe part of the money for their parents whether they are in a position to do it or not.

58689. You would not endeavour to enforce obligations even if the parents were legally liable?—I would not go that length. Perhaps I have gone too far in my statement and it might be modified. I would much prefer that they would abolish the legal claim of children altogether and introduce some other system whereby wages would be taxed and we would then make some headway. I don't think we are getting at the root of pauperism just now. If there was some way by which wages were taxed, you might create a fund so that there would be no necessity for holding them liable at all, the old people would be entitled to a pension when they became unfit to work.

58690. But the difficulty is that many of those that come under the Poor Law are not in receipt of permanent wages?—But it could be easily overcome if employers were compelled to exact so much of the wages earned.

58691. But many employers are very small, and they would not like to have this duty put upon them?—I don't think it would be difficult to work, but of course it is a matter of opinion.

58692. Do you agree with the evidence given to us by previous witnesses that the strength of the family tie is getting somewhat weakened, and there is greater reluctance than there used to be on the part of children to support their parents?—I don't think so.

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58693. As regards details, you don't like the method in force by which recipients are congregated in halls in various parts of the city every month?—No, it brings that class of people together, and they get into conversation and tell each other their tales of woe. Several times it has been found out that on getting their money they would leave the place and prolong their conversation in a public-house, and they have very often had to be taken off the roll altogether. I think it has a very demoralising effect. While I was a member of the Parish Council I suggested that they might appoint some trained nurses or other capable ladies to act as pay clerks to visit these homes once a month, to pay the money there and get a receipt, and they would report at headquarters the condition they found the houses in, and the condition of the children, and all that.

58694. The only persons payable monthly are those on the permanent roll?—All cases.

58695. Are no cases paid weekly?—Some are paid weekly, but they go to the office or it is remitted to them.

58696. It is the practice to pay monthly?—Yes, in the great majority of cases.

58697. Is not that rather a long period; does it not put too much money in the hands of people who are not accustomed to handle money?—I have heard many of them say that the money enabled them to pay their rents.

58698. The rents being monthly?—Yes.

58699. And not weekly?—No.

Relief to able-bodied.

58700. You would alter the law as regards able-bodied persons, you would allow them to be eligible for relief?—Yes, I think so. Of course there is now a Distress Committee dealing with this class since I left the Parish Council. I have no report as to how that committee is working, but I think some authority ought to be empowered to give assistance to the unemployed. It is more in the winter months, through stress of weather, that we have these applications.

58701. I understand that Parish Councils generally get over the difficulty of dealing with the able-bodied very much through their doctors; certificates are given, and so on, which do enable them to relieve able-bodied persons under certain conditions?—I think these must be very limited in number.

58702. What I have said does not tally with your experience?—No.

58703. You do relieve dependants of able-bodied persons, although that is prohibited by law?—Not as a rule.

58704. I thought if the dependants were sick or if there was reason to believe that they could not maintain themselves, then it was the practice to relieve them?—I think the cases will be very limited in number. I have not heard of it.

Transference of functions of Parish Councils to Town Councils.

58705. You would be averse to transferring the functions of Parish Councils to Town Councils?—I have often advocated the transference of the functions of the Parish Councils to Town Councils. I think we have too many authorities, and I think that the Parish Councils could be abolished altogether and their work undertaken by the Town Council or the County Council simply by a committee of that body.

58706. During your experience of the Glasgow Parish Council, the population has been very much increased in its jurisdiction?—Yes.

58707. Was the Barony Parish added to the City Parish during the time you were a member of the Parish Council?—Yes, the two were amalgamated.

58708. Did your administration stand the test of the increase without much difficulty?—Yes.

58709. It was a considerable addition?—It was fully double our number.

58710. And your administrative machinery expanded, so to say, and you had not to make changes in your system?—I would say that practically no change was made in the system of administration.

58711. So the system that is in force now could if necessary be extended to a much larger area?—Yes, certainly.

System of appeal.

58712. Do you find the system, which is new to us, of one member sitting as a relief committee, with an appeal to a committee of eleven, works well?—Yes, I think it was eminently satisfactory. The appeal committee prevented any case of hardship there if the cases were appealed.

58713. Of course the individual opinions of councillors vary greatly, and you might have two men in two consecutive weeks acting as a committee with very different opinions. I suppose it is the inspector's business to see that uniformity is maintained, and if he thought there was any infraction he would appeal?—Yes. It was at one time the practice for two to sit on the relief committee, and then one, and I thought that one sitting was more satisfactory than two.

58714. Of course the inspector and the individual members of the committee must at times differ?—Very little.

58715. Has that caused much friction, or is it taken as a matter of course?—I should say that, as a rule, it is taken as a matter of course.

58716. Would you say that this system does result or work towards uniformity as regards the amount given and so on?—To a great extent it does, but there is a considerable difference there, because members look upon cases from different points of view, and they give their decisions in respect of these opinions, but the inspector has a right to appeal, and in that way to bring about uniformity.

58717. The difference would be found to exist more among the councillors than among the inspectors?—Yes, I should say so.

58718. Is there also an appeal from the committee to the Council?—There has been more of that of late during the last two councils, perhaps, than there used to be.

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Classification of paupers.

58719. Are you satisfied now with the classification that you are able to make, or do you think that if you had more buildings you would be able to elaborate that classification more satisfactorily?—The classification had not been completed when I left the Council. I do not know how it is working.

58720. You are not a member at present?—No.

Abolition of Law of Settlement and creation of national poor rate.

58721. You make two suggestions: you would abolish the law of settlement and removal, and you would have a national poor rate. Supposing you could not have a national poor rate, would you still be in favour of abolishing the law of settlement?—I would still be in favour of abolishing the law of settlement. I think there are several very hard cases.

58722. It entails a great deal of correspondence and trouble?—Yes, and expense.

58723. What was your idea of the national poor rate? Did you wish to have the present system of administration continued with a national poor rate, or was it your idea to have a central system for administration along with the establishment of the national poor rate?—I think the central system would be the most effectual, and the easiest system to work.

58724. Of course it would get rid of the elective element?—Yes.

58725. Do you think the elective element is too unreliable, too changeable?—I would say that it is rather changeable.

Personnel of Parish Councils.

58726. You are satisfied with the class of persons that come on the Parish Council as representatives?—I think from the point of intelligence and business capabilities they are, perhaps, as good as we have ever had.

58727. How would you contrast them, say, with the Town Council?—I would say that they are just about the same.

58728. Is the Parish Council looked upon as a stepping-stone to the Town Council in Scotland?—I don't think so.

58729. Parish Councils generally are limited in numbers in Scotland?—Yes, that is so.

58730. What is your view about that? Did you find thirty-one to be quite sufficient for working purposes and for committees?—Yes, to my way of thinking it was quite sufficient. In a parish like Glasgow the members cannot come into contact with the recipients of relief. You simply see them for a few minutes at the relieving committee, and you may never see them again.

58731. That is an essential difference of administration between a crowded centre and a purely rural district?—Yes.

Tripartite elections.

58732. (*Mr Patten-MacDougall.*) Do you think that the present system of an election every three years is better than one-third of the members going out every year?—I think that with one-third going out every year there would be greater interest manifested in the work of the parish on the part of the people.

58733. And would it tend to better administration on the part of the Parish Council?—Yes, I think it would.

58734. Why?—Because the actions of members could be brought very prominently before the people, and they would be very careful when in office to do nothing but what was right.

58735. You would have greater continuity in the Parish Council?—Yes. You would never have the whole Parish Council coming out such as we had at the last election with a very large number of the members that did not return.

58736. And did not desire to return?—That is so.

58737. The members would take a greater interest in the work?—Yes, and the people would take a greater interest too. Just now they are very apathetic.

58738. (*Chairman.*) I suppose the objection to Mr Patten-MacDougall's suggestion is that it would cost more?—I don't think that cost would stand in the way of getting good representatives.

58739. But I mean it is unpopular with the electors, because they think you would have to put up the election machinery for an election every year instead of every third year?—I don't think it would be unpopular in Scotland.

58740. (*Mr Patten-MacDougall.*) It was found in Glasgow that it was impossible to hold the elections of the Parish Council and the Town Council on the same day. If you had an election of only one-third of the Town Council and of the Parish Council, would that objection not be got over?—Yes, I think so. The vote is taken on the same register, and you could have them on the same ballot paper for that matter.

Tripartite elections.

58741. The confusion would be got rid of?—Yes.

58742. Would you extend that proposal to the whole of Scotland, or would you confine it to the larger burghs, as has been suggested?—I am not so sure about how it would work in the counties.

58743. Is there the same need for it in the counties?—I don't think so.

58744. At any rate, your experience is more as regards large cities?—Yes.

Co-operation between Poor Law and charity.

58745. Had you much co-operation in Glasgow between charity and Poor Law administration during your time?—Not a great deal. The Charity Organisation Society was about the only one we co-opted much with. I think it is very unfortunate that we should not have more co-operation. I would remark that I don't think that the Parish Council give adequate relief just now simply because they rely upon charities subsidising the relief that they now give. Now, I think if there was some scheme whereby they could get all the charities to co-opt with the Parish Council, or some other authority, we would be in a much better position than we are in just now.

58746. You have no real or accurate knowledge of what these charitable organisations are doing?—That is so. Of course, I know many of them are doing a good deal. A pretty large amount of money is voted out every year from different incorporations and charitable institutions to people who are receiving parish help. There is one case that came under my notice, the case of a lady on the parish roll. She had three children, the parish allowed her 9s. per week, and she had one male lodger, who gave her 4s. 6d. per week for a share of a room with her boy. With this 13s. 6d. a week she paid £9, 10s. of rent. The woman was not very strong. I was approached, to see if I could assist her in any way from any of the incorporations with which I am connected. There is quite a number of these cases brought before us from one year's end to another, showing that the Parish Council do not give sufficient to maintain these people, and they must be subsidised by other charities. Now, if something could be done to bring the other charities into line with the Parish Council, so that they can know what is actually being done, it would be a great benefit to the administration all round.

58747. Have you considered how that could be effected?—It would require to be made compulsory.

58748. How compulsory?—I am afraid there would require to be an Act of Parliament.

58749. To deal with those charities in what way?—To make them work in co-operation with any central authority that the Government might recognise, such as the Parish Council or the Town Council.

58750. And in order that they might work in unison with the Poor Law administration?—Yes.

58751. So that any charity they were giving should be communicated to the Poor Law authorities and *vice versa*?—Yes. And the Parish Council would then be in a position to know whether they were giving sufficient or not. Just now we have no proper data to go on. For instance, in that case that I refer to, I applied to a benevolent fund in London, and I got a cheque for £5, 5s. I handed it over to the lady, and she asked, "Have I to report it to the 'Parish Council." I had never seen the woman in my life before. I said to her, "No, you have not to report it; you 'have got that as a gift from this institution, and you may 'not get it again.' Now, if I had been in a position to have said that the Parish Council was the proper party for this, and if I could have gone to the Parish Council to get that £5, it would have been much more satisfactory than applying to an outside charity.

58752. What inquiries were made as to this case?—I made inquiries of the minister of the parish, and the employers of her late husband, and one or two other friends.

58753. And you made up your mind it was a deserving case, and a case which you did not wish to entrust entirely to the Poor Law authorities, so that they exclusively should make the inquiry?—Yes.

58754. It was so deserving?—Yes, and so satisfactory on every point.

58755. Have you any idea of the amount of the charities

in Glasgow devoted to the assistance of the poor?—I had occasion to ask Mr Motion that the other day, and he told me that there were hundreds of charities.

58756. But you don't know the amount they dispense?—No; but I should imagine that it is several thousands every year.

blem of riding old pensions.

58757. Have you considered whether, if they were brought into line as you suggest, that might to some extent assist the problem of old age pensions?—I don't think it would.

58758. Why not?—Because I think all the money would be required to maintain the poor that have not attained the age at which they would be put on the old age pension list. I would say that those under sixty would take all the money we can get just now.

58759. A large proportion of your pauperism is under sixty?—Perhaps under sixty-five, but there is a large proportion under sixty.

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58760. Is the pauperism between twenty-five and sixty increasing in your experience?—Yes, I would say so; but there are several reasons to account for that.

58761. What are they?—There is this question that I mentioned already, viz., the charging of children for their parents. These people are always kept just at starving point, and they never have anything for themselves.

58762. Which people do you mean?—The children that have to support their parents. It takes them all their time to maintain their own families, and yet we come in and exact 1s. or 2s. from them for their parents.

58763. Do you do that if they can show that all they get is only sufficient for themselves?—Yes, I have no hesitation in saying that.

58764. The Parish Council do that?—Yes. I will put it this way,—suppose a case comes up of a carter who is earning perhaps 27s. a week, and he has a wife and four children. His father or mother applies to the parish for help. The Parish Council know that there is this son, and they summon him, and say, "Why should you not assist your parents?" The man says, "I cannot; it takes me all my time to maintain myself, my wife, and my family." He is asked what wages he earns, and he tells them 27s. He is told, "You can give 2s. off that for your father or mother." He says, "I cannot give anything off that 27s." And in all probability the Parish Council will offer the poorhouse to that man or woman, and they have got to go and struggle as best they can.

58765. The offer of the poorhouse is enough to frighten this man to give the shilling which he cannot afford to give?—That is so.

58766. Do you think that the sense of moral obligation on the part of the son to support his parents is diminished from what it was?—I don't think so.

58767. How do you account for the increase, assuming there is an increase, in the pauperism between twenty-five and sixty?—Irregular employment causes a good deal of that, ill-health brings about a good deal also, then intemperance is responsible for a good deal of it. Then there are a lot of people who are just useless creatures, and not able to do much for themselves; in fact, employers would not give them work. We have a number between twenty-five and fifty years of age that come under that category.

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58768. We have been told that when boys leave school there is a lack of opportunity for them to learn a trade now, and accordingly they take to mere casual work, it may be van work, assisting in driving a van, and other casual work; and when they get to nineteen or twenty they find that they are not brought up to any trade. It is said that these, to a large extent, recruit the rank of the loafers, and ultimately become paupers, and that that is an increasing quantity; and that accordingly something is wanted in order to give these boys an opportunity of learning a trade when they leave school?—I don't think it is any worse now than it used to be. We have always had that difficulty to contend with. I think there are as many vans being run as before, or rather a similar class of work.

58769. Message boys?—It is a very difficult matter to get boys now, since the age was raised. You cannot get a message boy for less than 7s. or 8s. a week now as against 4s. or 5s. a week before.

58770. (*Professor Smart.*) But the point is, once a message boy always a message boy?—No; take the printing trade, which is the trade I am engaged in; they go messages the first year or so and then they settle down in the caseroom.

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58771. A message boy in a shop is apt to settle into nothing else?—When they grow up they usually get into the van or they become light porters or something like that.

58772. (*Mr Patten-MacDougall.*) You expressed yourself as favourable to the abolition of the law of settlement and removal?—Yes. I had the notion if you could make the rate a national rate then it would not matter where the people were located.

58773. (*Chairman.*) In your opinion the two went together?—Yes.

Illness as cause of pauperism.

58774. (*Dr Downes.*) You place ill health in the forefront of the causes of pauperism. Have you any figures to give us in support of your opinion?—Unfortunately I do not have statistics, but if you have the returns of the Parish Council of Glasgow or of any large centre you will find that ill health is the predominant cause.

58775. Would those returns enable us to analyse the causes of that ill health? You mentioned intemperance. That may be a cause. Shall we be able to dissect the other causes?—Yes, I think it is all detailed in these reports.

Greater powers of detention by Parish Councils.

58776. You are in favour of giving Parish Councils greater powers of detention?—Yes.

58777. Would you entrust those powers to the Parish Council direct?—With an appeal to the Sheriff.

58778. You think there should be an appeal?—Yes.

58779. What would you suggest might be done with regard to the class of persons who are discharged from the poorhouse on revisal?—Just now it is quite a common thing. Supposing you get a case in for two or three months, perhaps pretty low down in health when admitted, they get a bit stronger and the doctor certifies them fit, but in a great many cases it is difficult for them to get employment. When they are fit we must turn them out according to the present law. Sometimes they get 2s. 6d. or 5s. to enable them to find employment, but they very often return to the poorhouse without finding any employment. They may beg for a time on the streets, but a great many of these cases return to the poorhouse. My idea of it was this, that instead of sending them out altogether, you should have some system whereby you would send them out to look for work, but allow them to come back to the poorhouse every night till they get work. Just now there are a number of people sent out from the poorhouse, and the following day you find them on the streets selling matches and going about begging.

58780. It is a fairly common occurrence?—Yes, there is no doubt about it.

58781. You are in favour of establishing a national poor rate. By whom would you have that expended?—I suppose the Government would require to have a commissioner to look after that.

Provisions for nursing outdoor poor in Glasgow Parish.

58782. (*Mr Phelps.*) Have you any provision in Glasgow for the nursing of the outdoor poor?—Yes, some years ago the Glasgow Parish Council arranged with two private nursing homes, one of them St Elizabeth's, being carried on under the Roman Catholics, and the other being carried on by Miss MacAlpine.

58783. What was the basis of that agreement?—That we gave a donation of so much per annum to each of those homes, and in return for that the parish doctor would have a call upon them at any time for a nurse; but I am informed it has never been fully taken advantage of.

58784. That is to say the medical men have not used it so much as they might have done?—That is so. I don't think it has been well known for one thing. I can give a good example of that. About a fortnight ago I was approached to take an interest in the formation of a nursing association for Shettleston. I told the people that I did not think it was necessary, that the parish authorities had made provision for all poor cases being dealt with from these two homes, and that I had been informed that it was not being taken advantage of. I said that I thought that until such time as these were fully taken advantage of they should do nothing in this matter. They left me and went to Mr Motion, and he told them that what I had informed them was perfectly correct, but he said: "Of course we 'cannot send a nurse to any person unless they are getting 'parish relief." Now we are having too many of these things. We should have them all through one centre.

58785. Does the Council have any report laid before them as to the number of cases in which nurses have been sent?—I think Mr Motion gets a return, but I don't think it has been laid before the Parish Council.

58786. Did you ever hear a proposal that the nurses in

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the hospitals should be used for the purpose of nursing outdoor cases?—Yes.

58787. Would that be feasible?—I don't think it would be so satisfactory.

58788. Why not?—In these large hospitals you have so many nurses that you require very strict supervision. If you were to let them go outside, that would make the supervision more difficult.

58789. You think that that would counteract any advantage?—That is so.

Investigation by Distress Committee.

58790. (*Professor Smart.*) You have said that you are in favour of able-bodied persons being taken over by the Scottish Poor Law, and you also said that you had formed your opinion about that before the Distress Committee came into existence?—Yes.

58791. That committee is formed partly of members of the Parish Council and of the Town Council and partly of members co-opted by both. Is that not a very suitable body to deal with the able-bodied unemployed?—Yes, I think so, but the only point is that they have not got the proper machinery for inquiry.

58792. We have got a Poor Law official in Glasgow as investigator, namely, Mr Ferguson?—That should make it quite satisfactory.

58793. You always plead that there should be no duplication of similar bodies?—That is so.

Need of Poor Law relief to be locally administered.

58794. (*Mr Booth.*) With regard to the injury to people waiting for relief, you think the relief might be given to them nearer their own homes?—Yes, I would give it in their own homes. I think by doing that you would have better supervision. For instance, quite a number of these houses are never visited by anybody except by the inspector once in six months. If you go into them you will find them very much neglected and dirty, and the children not very much looked after.

58795. It would give you an extra control?—Yes, I think it would have a splendid influence on the recipients of relief.

58796. In addition to that would it not be possible to make the applications more local also?—I think it would be a decided advantage. If our assistant inspectors were resident in the districts in which they are inspectors it might help things very considerably.

58797. Those preliminary particulars that are taken down and are used for the sake of classification afterwards might be arranged at local centres?—Yes.

58798. Might it be possible to carry it still further and have the relieving committees held more locally, or must they be held centrally?—They could be held locally, but it would be an increased expenditure providing for more offices and so on. We have such splendid means of conveyance by the tramway cars that there is not much trouble in taking them to the central office.

58799. The larger the area dealt with the more necessary to break it up into smaller parts?—Yes.

System of appeals.

58800. With regard to appeals, the mere possibility of an appeal has a great effect,—the actual number of appeals is by no means a measure of the extent to which the relief is regulated by the appeals because people know there may be appeals?—I do not quite follow. You think there would be more applications for relief?

58801. No, rather that the relief that is given would be affected by the fact that if it was insufficient it might be appealed against?—I do not think the members consider that.

Relief to able-bodied, and necessary qualifications.

58802. Can you define able-bodied according to the Scottish Law?—We have to take the medical certificate for that.

58803. It is left to the medical men?—Yes.

58804. For instance, does not able-bodied with regard to a widow depend on how many children she has got?—No, I do not think so. Do you mean to say the widow being able-bodied?

58805. A woman who is physically able-bodied may be certified as not able-bodied if she has two children, while if she had only one she might be put down as able-bodied?—I do not think so. Even if there is a large family she would not be certified as unfit.

58806. She is disabled from maintaining her family, because there are so many of them?—I have never noticed that certified by any of the medical men.

58807. It is left to the medical gentlemen to say whether they are able-bodied or not?—Yes.

58808. So one would have to ask them what their definition is?—Yes.

58809. You think it is really a question of the physical fitness of the individual?—Yes.

58810. The law is that the dependants of able-bodied people are not to be relieved at all?—Yes, but in the case of widows with children they are always looked upon as proper recipients for relief.

58811. I don't think it is at all confined to widows. A man may be quite unable to support himself, and therefore not able-bodied, if he has a child that is ill?—I have not met with these cases. If a man is able-bodied and applies for help for his child, he has to get it elsewhere than from the Parish Council. The Parish Council do not relieve him if he is an able-bodied man; they do not give any aliment for that at all. I think that policy is perfectly clear so far as Glasgow is concerned.

Co-operation of charity and Poor Law.

58812. With regard to the capacity of voluntary charity, I gather that you consider that for those below sixty, it might be possible so to organise charity as to provide the aliment that is necessary for those that are under sixty?—Yes.

58813. But you still need some organisation for pensions for the older people?—Yes.

Mr William Cochran.

Mr William Cochran, called and examined.

58814. (*Chairman.*) You are Chairman of the Glasgow Parish Council, and you have been kind enough to prepare a statement relating to the working of the Glasgow Parish Council which you will put in?—Yes.

(*The witness handed in the following statement.*)

1. I have been for seventeen years a member of the Barony Parochial Board and the Glasgow Parish Council. I have held office in all the committees, and am generally well acquainted with the affairs of the Council. I have now been chairman for two and a half years, and still fill that post.

Industrial conditions, population and assessable rental of Glasgow parish.

2. The population of the Glasgow parish, according to last census, is 571,569. The gross valuation for 1905–1906 was £4,301,301. The assessable rental was £3,341,460. One penny per £ on the total assessable rental yields about £13,391. The population is a very mixed one, and is largely composed of the industrial class, who principally are employed in factories, mills, workshops, ironfounders, shipbuilders, warehouses, and other industries.

Extent and causes of pauperism.

3. A large number of the population is on the verge of poverty, and live in slums from hand to mouth. Some of them will not work if they can help it, and others are so far reduced by disease brought on by their own misconduct that they are unable to work.

Method of administrating relief.

4. The method of administrating relief is as follows:—

Applicants for relief apply at the office, 73 John Street. They are seen by the relief clerk, who fills up the application form containing their age, birthplace, and address, and also the names of the applicant's children. They are then examined by the medical officer in attendance, and if it is a case deserving outdoor relief, the applicant is told to come back on a certain day to have his (or her) application heard before the Relief Committee. This committee sits five days per week, and consists of two members of the Board sitting separately, who see the applicants and dispose of each case according to its merits. Their decision is appealable to a committee of ten, called the "Relief Appeal Committee." An appeal lies at the instance of the applicant, a parish councillor, or the inspector, if he should be dissatisfied with the decision of the member. The decision of the Appeal Committee is appealable to the Council, whose decision is final, and the case cannot be raised again for three months.

If the applicant requires indoor relief, he (or she) is sent to Barnhill Poorhouse, or to one of the poorhouse hospitals, as the case may be. We have a motor car for the purpose of taking the applicants to the poorhouse, and as many as 100 cases will sometimes be removed there in one single day. We find the motor car most useful in this respect, as it is not only used for taking poor people to the poorhouse, but also takes the patients to the asylums.

5. Both indoor and outdoor relief are necessary in a large parish like ours. We grant outdoor relief to all respectable decent poor who have come to misfortune through the death of the breadwinner, etc. We also grant outdoor relief to all decent infirm persons who have a house of their own and are able to look after themselves.

6. Indoor relief is given to the wasters of the population, and to all those who have led a dissolute life. It is also given to wives deserted by their husbands and to mothers of illegitimate children. It is found very useful to apply the "test" to these classes, whereby the men are put to making firewood and the women to washing. This makes them work to a certain extent for their living.

7. In my opinion far more stringent powers should be given to Parish Councils to retain applicants in the poorhouse. At the present time the applicant can leave the poorhouse on his first appearance there, on twenty-four hours' notice, on his second appearance on thirty-six hours' notice, and on his third and subsequent times on seventy-two hours'. I think that more stringent measures should be adopted, and that the same rule should apply as in England, where the workhouse master has power to retain a pauper for seven days. More stringent measures should also be adopted with the "ins and outs," that is, those who go in and out of the poorhouse perhaps seventeen or eighteen times in the year. Powers should be given to retain this class of persons for three months in the house, with power to them to apply to the Local Government Board to be released sooner on cause shown. If this class of persons were swept off the streets it would give the deserving class a chance to get work. A Bill * was prepared dealing with these "ins and outs" and introduced into Parliament in 1903, but did not pass. Copy produced.

8. As to the cause of pauperism, it is very difficult to say what it is, but there is no doubt that drink is at the bottom of it, and that it accounts for 90 per cent. of it. The environment of the people has also a great deal to do with pauperism; here they are brought up from their youth in abject poverty. They are not long in finding their way to the poorhouse. When a pauper applies once for relief he generally finds his way back whenever he is in the least difficulty.

9. Those who seek election to the Parish Council consist generally of the most respectable class of ratepayers and of representatives of the Labour Party, who are generally secretaries of some of the trades unions or persons in a small way of business. So far as our Council is concerned, it consists of 3 medical men, 2 lawyers, 4 ladies, 5 or 6 representatives of labour, 4 Catholics, and the others are merchants or tradesmen in a good way of business.

10. I am strongly of opinion that it would not be for the benefit of Scotland to give able-bodied persons a claim to parochial relief. I consider that the present Poor Law in Scotland, which excludes able-bodied men from participating in relief, has, on the whole, worked very well. If such persons were entitled to demand relief there would be a great increase in the pauper roll. No doubt it is very hard to refuse such relief in the case where a man is honestly willing to work, but now, with Distress Committees, there should be no difficulty in getting temporary work. The present law also tends to make men more self-respecting and more independent. Once you take down the barrier of independence, more people would come on the roll, just as they do in England, where it is not at all looked down upon for able-bodied persons to go to the poorhouse.

11. As to the suitability of the existing areas for the purpose of administering relief, I consider that this works all right in Glasgow at the present time. Since the amalgamation of the City and Barony parishes the areas of the existing parish is quite large enough to manage, and I do not think it would tend to economy to make it larger.

12. The reforms which are urgently required in connection with the Poor Law are:—

1st. The abolition of the 37th section of the Poor Law Act of 1845. Deduction should only be made once from the rental, and so far as works, railways, etc. are concerned, the assessor should take off all deductions before the company's name is placed on the roll. At present the assessor grants certain deductions, and then the Parish Council also makes a deduction in terms of the Act of 1845. There should be no deductions granted from the amount entered in the roll.

2nd. All poorhouses should have a uniform rate of diet.

3rd. There should be colonies for epileptics and imbeciles.

4th. Power should be granted to the Council to provide a New Year treat to inmates of the poorhouse at moderate cost. The members of Council should also have conveyances provided for visiting the poorhouse and hospitals, otherwise it will be found that the members will neglect their duty when they have two or three miles to travel, as in our case.

5th. Defaulters under the Vaccination Act should be dealt with by the Sanitary Authorities.

6th. A national poor-rate should be imposed for Scotland and England, or Scotland at any rate. This should be collected in same way as income tax, and on the same principle. A grant should be made to each Council dependent on their previous expenditure, and a strict audit should be enforced. This would ensure economy on the part of the Guardians.

7th. Greater powers should be granted to enforce the legal obligations of children to support their indigent parents, and sons-in-law should be made to contribute to the support of their wives' parents. The maximum penalty for wife desertion should be increased, and the onus of proving inability to maintain placed on deserter.

8th. Power should be granted to the Sheriff in small debt cases to grant continuous aliment at a wife's instance against her husband. At present the Court only grants decree for aliment for three months, and thereafter the wife must go to the Court of Session to enforce a continuance of aliment. This is tantamount to a denial of justice, as the expenses in the Court of Session are so great that the wife cannot afford to go there, and she has to apply to the Parish Council for support.

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Suggested reforms in Poor Law administration.

58815. (*Chairman.*) We have gone in very fully into most of the points of importance connected with the administration of the Poor Law in Glasgow, and therefore I do not propose to take you over that ground, but only to question you on points which your paper suggests. You have had long experience of the Glasgow Parish Council, and you are well satisfied with the system that is in force for dealing with applications for relief?—Yes.

System of appeals.

58816. You have found that the appeal on the whole works well?—Yes, very well indeed.

58817. Of course there is occasionally a difference of opinion between inspectors and members, but the difference is nothing to cause such friction as to interfere in any way?—No. There has always been that friction between members and inspectors not seeing eye to eye with each other.

58818. One of the merits of the system you have set up is that if it was thought advisable you could take in a larger area, and still go on without altering your machinery?—Yes, but we would want the more servants.

58819. And perhaps a few more councillors?—Yes.

58820. But administratively, it would be possible to work a much larger area on this principle of having a committee sitting continuously composed of one member?—Yes, so far as appeals are concerned.

Need of greater powers of detention by Parish Councils.

58821. As regards increased powers, you are strongly of opinion that the council should have additional powers of retention?—Yes.

58822. And that these powers of retention should apply not only to sick cases; you propose them specially in reference to the ins and outs?—Yes, that is the class that bothers us so much.

58823. If a man applied for relief and accepted the poorhouse, you would not allow him to go out when he chose?—Not if he had been in three or four times. After that we should have the power by the governor, subject to an appeal to the Local Government Board, to keep that man in for an indefinite time.

58824. If you had that power, it would be a check on these persons applying for relief?—Yes, because if they knew that we could give them three months inside, and that they would not get out, then they would think twice before they went in.

* Detention of Poor Persons (Scotland) Bill [Bill 19, 1903].

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58825. You are fairly well satisfied with the distinction drawn between outdoor and indoor relief, and you think that the principles on which it is administered are such as do justice to the applicants?—Yes.

Effect on able-bodied of restriction of relief.

58826. As regards the able-bodied you are averse to giving them a statutory right to relief?—Yes.

58827. But you add that though it may be hard to refuse relief to a man who wishes to work, still in that case with the Distress Committee there is no difficulty in getting temporary work?—That is so.

58828. The law of Scotland as to able-bodied was enforced when there was no Distress Committee?—That is so.

58829. If there were no Distress Committees you would be still in favour of maintaining the law as it is?—Yes, for this reason—I think it would tend to dispense altogether with the thrifty nature of the Scotch and their independent character if we allowed able-bodied men to get on the roll as they do in England: they would lose their self-respect, and come back to us as they do in England.

58830. Are you on the Distress Committee?—Yes, I am.

Class applying to Distress Committees, and need of amendment of unemployed Act.

58831. In your judgment, are the people who come up very different from the people that come up before the Poor Law?—Yes; they are generally good artisans out of work, or people who have had good situations, but who at the present time are perhaps in distress.

58832. We have had in evidence that that is not the experience of Distress Committees, that the people are just above the class that come to the Poor Law for relief?—That is not my experience, but I am not on the Emigration Committee, which is the best one for seeing them. I am on the Executive, and I don't meet those so much as Mr Stewart, who is coming after me. The law with regard to the Distress Committee must be altered, because at the present we have no power to expend money in paying wages. That is the great difficulty, and I think it must be remedied.

58833. You would be in favour of giving that power to the Distress Committee?—Yes. At present they have to borrow from the Common Good in Glasgow, and wait till they get a Government grant or subscriptions to make it up.

58834. If you had the power to give employment to able-bodied men, would not the demand be very great on the fund?—I don't think so; we would not make the wage such as to induce men to give up their employment and come to us.

58835. You would deliberately make the conditions less favourable?—Yes.

58836. Would you keep the Distress Committees as they are now constituted?—Yes. I think they are well constituted.

58837. You would not tack that work on to the Poor Law?—No. In point of fact, the Glasgow Distress Committee is practically wrought by the Parish Council. We have got one of our best men there, Mr Ferguson, who really does all the work and reports upon all the cases. It is generally his recommendation that is taken in settling these cases as to whether they are to get work or not.

Proposed reform in assessments.

58838. As regards reforms, you suggest that you are not satisfied with the present method of deductions from the amount entered in the valuation roll?—That is so. That is a matter about which we have had a great deal of trouble, and all over the thing has got very acute. There is a law suit between us and the Telephone Company as to deductions, and the Court have allowed them 85 per cent. of deductions. Then there is the Pumpherston Oil Company's case, where the Court allowed 95 per cent. If this goes on we will lose a tremendous lot. They are put on the roll at a certain figure, and the assessor makes certain deductions before they are put on the roll. After they are put on the roll we have again to make a deduction under the Act of 1845. What I say is that they should all be put on the roll on the gross rental as householders, shopkeepers, and everyone else, and then we would know where we were. That has been agitated for the last twenty years. The railway companies, of course, oppose us.

Need of uniform dietary in poorhouses.

58839. You think there ought to be more uniformity in the dietary of poorhouses?—Yes.

58840. And you would have general colonies for epileptics and imbeciles?—Yes, and also labour colonies.

Combination epileptic and other colonies.

58841. Would you have these colonies national, or for certain districts or combinations?—I would have them for certain districts or combinations. We could easily have one for Lanarkshire. They would be worked much better if they were done in that way, say a combination of the Parish Council, or County Council, and Town Council.

58842. You have had large experience as regards local administration in Scotland?—Yes.

58843. The two units to take into consideration are the parish and the county?—Yes

58844. Do the parishes overlap the county much?—Our landward parishes are the only ones that do that. Take, for instance, North Shettleston and Lambhill, the landward part. There is no difficulty in working it, however.

58845. But generally, do you know if the parishes are as a rule coterminous with the counties?—Sometimes a parish is in two counties, but not often. I cannot speak particularly about that, however.

Details of proposal for national poor rate.

58846. You would have a national poor-rate for Scotland, but that would be only levied for certain purposes, or for all Poor Law purposes?—For all Poor Law purposes.

58847. And then you would give a grant to each council upon their previous expenditure?—Yes. I may state that I am going pretty much on the lines of Lord Balfour's opinion in that pamphlet which he put out where he advocates that system. He puts it in this way: Take the present expenditure of the Parish Councils, and allow that is correct (it may not be correct, but it is a criterion to go upon), allow them to expend that amount, and you give them a grant in aid, and therefore we have a great deal to do to keep the thing as economical as possible. The great difficulty with a national rate is that the guardians may be very indifferent as to the expenditure; but if there was a check by the Government, then that would be all right.

58848. Would they also have to raise a rate in addition?—Yes.

58849. Assuming all councils started fair, you might have one who had run up the expenditure very much in recent years and one who had not; the one that had run up the expenditure would benefit to the detriment of the other?—You would start with the present expenditure, which is not assumed to be excessive, and you would revise that every two or three years.

58850. It is in that way you think you could have a national rate and local administration?—Yes.

58851. Otherwise it would not be possible?—No.

58852. It must entail one of two things: either it would have to be administered by a central authority, or the local authorities would be all trying each to get their hand deeper into the national rate?—Yes, the Parish Council rate is eminently one that must be controlled by the councillors in one shape or form, because there is so much work to be done where local information is required.

Decrease of filial responsibility.

58853. Do you notice on the part of children and relatives less tendency or wish to support their parents than before?—Yes, I do. I find that the working classes are getting married earlier, and leaving off responsibility for their parents. It is quite a common thing to see a young man of twenty or twenty-one coming before us who has been married. He was the sole resource of his mother, and the result was that the mother had to apply to the Parochial Board, and the son seemed to think that that was the proper thing to do. I think there is a great indifference shown by the working classes to their parents, and I am sorry to see it.

Aliment for deserted wives.

58854. As regards deserted wives or wives separated from their husband, you think that the present limitation in granting aliment should be extended?—Yes. Since my statement was written, there has been a new Bill introduced called the Sheriff Courts Bill, under which the sheriffs are to have power to grant aliment. If that comes into force, it will get over the difficulty.

58855. Does general hardship occur in the present system?—Yes. It works in this way: A man refuses to live with his wife, and she has to sue him for aliment. The sheriff can only give her three months, and after that she must go to the Court of Session, and that costs a great deal of money and delay, and she has no resource but to come to us. She cannot go back to the sheriff. Under the new law, if it is carried, there will be a very great improvement.

58856. (*Mr Gardiner.*) Under the new law the sheriff is able to grant continuous aliment?—Yes.

Colonies for sane epileptics and imbeciles.

58857. (*The Bishop of Ross.*) How do you propose to work the colonies for epileptics and imbeciles?—We would do it in this way, that all the applicants that came to us who were of the wastrel class would be sent direct there, and the colony would be so large that if the other class applied

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they would also be sent there, but they would be kept apart as much as possible. It would be an experiment to begin with. Mr Motion, who has very large experience, is of opinion that if we got employment for these ins-and-outs and wastrels it would clear the streets and give employment to the working men.

58858. Would you propose to engage them principally on the land?—Yes, and in farm work.

58859. Of course you would propose to send only sane epileptics?—Yes.

58860. You have sane epileptics and insane epileptics?—Yes.

58861. The insane you would send to asylums?—Yes. If they are not very bad we keep them in Stobhill.

58862. In addition to the national rate which you propose to have raised to support the poorhouses, you would also have the Parish Council striking a parish rate?—Yes.

58863. That parish rate would naturally be small?—Yes.

58864. Because the national rate would bear the greater part of the expense. Would there be any danger, since the local rate was small, that there would be an inducement to extravagance?—I would put on a very strong audit, and check it in that way. At present the Local Government Board have great power over the Parish Council's expenditure. There is one thing I would like to call attention to: in England the auditors are fixed by the Local Government Board, and paid for out of Government funds, while in Scotland the auditors are fixed by the Local Government Board, and we have to pay them out of our funds. Why should there be such a distinction between England and Scotland? I think both countries should be put on the same footing so far as the paupers are concerned. It costs us about £400 a year.

58865. Out of your own funds?—Yes.

58866. When you say that the national poor-rate should be imposed in the same way as the income-tax, do you mean that the payers would be the same?—No, I meant to say that if it was at all possible the rate should be imposed on income as it used to be, but I am afraid that would hardly work at the present time. At the present time, of course, the rate is exacted from rental, but everybody has agreed that the fairest way is to exact the rate from income. There is difficulty in working it, however, and I am afraid it is too much to ask.

58867. (*Professor Smart.*) Have you found that the stigma of pauperism attaches to indoor paupers more than it does to outdoor paupers in Scotland?—I do not know how that works. I think it is pretty well known in the neighbourhood who are getting outdoor relief, while there may be many in the poorhouse who would not be known at all.

58868. The poorhouse gets a worse name in Scotland than it does in England. One would expect that the stigma would attach more to the indoor pauper than to the outdoor pauper?—That is the case.

58869. Do you think there is any deterrent in the stigma now?—No, I do not think so. People apply for outdoor relief without thinking anything about it.

58870. They apply quite too readily?—Yes; we sometimes find a widow applying within three or four days after her husband's death.

58871. (*Mr Gardiner.*) With regard to the seventh of your recommendations, do you think many share your view that a son-in-law should be made liable for his wife's parents?—I think so. At the present time the Parish Council have a case where they are to try whether sons-in-law are liable or not. It has been held that they are not liable for the debts of their wives unless they are *lucratus* at the marriage, but it has never been held as to aliment. I think if a man takes away a good working girl from her parents, he should not be allowed to walk away without paying a single penny towards the support of the mother.

58872. (*Mr Chandler.*) Would that not rather retard the inducement to marry?—It would be a good thing if it did in many cases, because I think they marry far too young.

58873. With regard to No. 2, you suggest that all poorhouses should have a uniform rate of diet. Have the poorhouses power to arrange any dietary that they think fit?—No, they must get the sanction of the Local Government Board. If it is well known—as it is well known—that we treat our poor very well, then they come from all parts, and we get too many of them.

58874. (*Mr Phelps.*) Did I understand you to say that you thought that the age of marriage was getting younger?—I do not know if it is getting younger. Perhaps my attention has been more called to it since I went into the Parish Council.

Bad effects of common lodging-houses.

58875. Do you think that the abundance of opportunities in the way of common lodging-houses affects the rate of marriage? Do you think that people are tempted to remain single by the amount of accommodation that is now provided?—A good number are. I think the model lodging-houses in Glasgow have done a great deal of harm.

58876. I should have thought that you would have said that they had done a great deal of good, if it be the fact that they have retarded marriage?—But they have provided a shelter for married men hiding from their wives.

58877. They have aided desertion?—Yes.

58878. Have you many cases of deserted wives coming before the parish?—Yes, a great many.

Relief to deserted wives.

58879. Do you make a strict rule in regard to them?—We give deserted wives the offer of the poorhouse.

58880. And nothing else?—No.

58881. You do not endeavour to discriminate between the causes of desertion?—Sometimes we do. We have made exceptions where the woman was very respectable and the children had been well brought up and the husband was a ne'er-do-well.

Assessing income of liable relatives.

58882. When a case comes before you, do you take into account all the money which is coming into the house, or only that of relatives that are legally liable?—We take into account all the money that is coming into the house.

58883. Do you think that is a proper method?—Are you referring to lodger's money?

58884. No. Suppose you have a nephew staying in the house?—We would only take him in as a lodger. We would not take in his whole income, but only what he would pay for the use of his room. We would put him on the same footing as a lodger.

58885. And you would do that with all such cases?—Yes.

Effect of charity on recipient's character.

58886. Have you any opinion with regard to the use of charity for the relief of poverty? Do you think on the whole it should be extended?—Do you mean that charity should be extended?

58887. Yes?—I should like very much to see some way of accumulating all the charities in Glasgow and putting them under a competent business board. At present, hundreds of pounds are wasted in indiscriminate charity.

58888. Is there much of the work done by the Parish Council that could be put on charity?—Yes, I think so.

58889. Do you think the effect on the people's character would be different if they were aided out of a charity instead of out of the rates?—I do not know. Do you mean that they are to be supplemented by that? They would be still on the parish.

58890. No, they would not be on the parish at all?—It would be a very great difference.

58891. Why do you say that?—Because people would rather take aid from a charitable institution than from the parish. In the one case they are pauperised, while in the other they are not.

58892. I am looking more to the effect on their character?—I do not think there is much moral effect either the one way or the other.

58893. You do not think people would feel a difference in that way?—They would feel a difference, as I said before.

58894. You think they would be less averse to applying for charity than for poor relief?—Yes.

58895. Do you think that would be a good thing?—No. You would require to be very careful with those administering to see that only those who were deserving got the charity.

58896. Do you think boards are good judges in that sense?—I think the organisation which we have for the purpose of finding out all about the character and surroundings of the applicants is just about as good as it could be.

58897. Do you think it is adequate?—Yes.

58898. It is adequate to enable you to come to a pretty clear decision?—Yes, our inspectors are very good at that sort of thing, and we have to go by their information as much as possible.

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58899. You are not nervous in passing sentence?—No.

58900. (*Dr Downes.*) Am I right that if the child of an able-bodied man is sick, you are precluded from giving relief to that able-bodied man?—Yes.

Relief to dependants of able-bodied.

58901. You are very averse to giving relief to the able-bodied?—Yes.

58902. Supposing a man, though not destitute in the ordinary sense, is yet too poor to provide for his sick child, would you not give him relief?—I would not be very much averse to extending it to that, but I am afraid of the opening of the door. When you talk about refusing relief to an able-bodied man you must remember this, that if an able-bodied man is long out of work he very soon becomes sick and he has to be helped by the Parish Council.

58903. But what I was asking about is where the child was sick?—We do not make any distinction there.

58904. You would not make a distinction?—We have not the power.

58905. Would you continue that condition of things?—I would be quite prepared to alter that. I think it is a fair thing for alteration.

Work for unemployed.

58906. I understand you have been on the Distress Committee in Glasgow?—Yes.

58907. You say there should be no difficulty in getting temporary work?—That is so.

58908. Has your experience in Glasgow led you to that conclusion?—Yes; we found temporary work all through last winter for the unemployed. At the present time we have a number of men employed.

58909. What kind of work have you been able to find them?—They are levelling down a hill at the west end, and preparing it for building. They have been doing that work for a considerable time.

58910. Was it work that had to be done?—Yes, it was. We are being paid for it by the Improvement Trustees.

58911. If that work had been done under normal conditions, who would have been the men that would have done it?—Probably contractors.

58912. Who would they have employed?—Working men.

58913. The same class as you have employed?—I question that very much.

58914. When the class you employed did the work, did they not displace other men who might have had the work?—Yes; but in the meantime they were starving, and we had to give them some work to do. It would have come to them ultimately, and they would have done it very much cheaper for the contractor than it was done for by us.

Uniform dietary in poorhouses.

58915. With regard to your views as to the uniformity in the dietary in the poorhouses, is your reason this, that there should be no greater attraction in one house than in another?—Yes.

58916. And if you had one uniform scale of dietary, you would be better able to compare the cost of the several poorhouses?—Yes.

Uniform dietary in poorhouses.

58917. (*Mr Patten-MacDougall.*) Of course, you know that the population of Glasgow and the population of the West Highlands have been accustomed to different diets. Don't you think there might be reasonable ground for having different diets in different houses on that account?—Yes; when I gave that answer I was thinking merely of large burghs. I do not have much experience with reference to country parishes.

Reform as to assessment of poor rate.

58918. With regard to the different reforms that you urge, under the first head you suggest that the assessment for poor rates should be upon gross rental just as it is at present for other local necessities?—Yes.

58919. And accordingly, if that were so, it would be possible to levy all local rates upon the one demand note?—Yes.

58920. And it would very much relieve the difficulties of assessing for poor rate now, owing to deductions and other accountings that have to be gone through, and it would also simplify the collection?—Yes; and another reason is that it would get quit of the great worry and trouble that we have with companies just now who have so much taken off before they go on the roll, and so much after they go on the roll, and who really get 85 per cent. of deductions.

58921. You suggest in the eighth reform that power should be granted to the sheriff in small debt cases to grant continuous aliment at a wife's instance against her husband. At the present moment there is difficulty in connection with that?—Yes. I have pointed out that in the new Sheriff Courts Bill there is a remedy for this. It is proposed to give power to the Sheriff Court to decide questions between husband and wife.

58922. There is difficulty now where a pauper with some estate becomes a lunatic. There is some difficulty, owing to the cost of appointing a judicial factor. You wish to get that simplified also?—Yes.

New Year's treat for paupers.

58923. By summary procedure?—Yes, by a short petition to the sheriff. Might I call attention to one matter? We are very anxious in the Glasgow Parish Council to have this question of the New Year's treat brought up. It has been brought up two or three times, and the Parish Council have been surcharged for giving a New Year's treat last year. Now, I think the Local Government Board might trust a large Parish Council like Glasgow to spend £25 or £30 upon a treat at that time of the year when everybody is rejoicing. Last year it only cost £30. I think it is rather a hardship that we should be precluded from giving that. I want to bring that question before the Commissioners.

58924. Are you aware of what really gave rise to the check being put by the Local Government Board upon these treats? It was that prior to this season of the year there was a very large invasion of the workhouse, leading, in some cases, to more or less of a scandal. You are aware of that?—Yes, but that was in the country.

58925. No?—It never happened in Glasgow, so far as I know. I don't think there would be very much danger in that. We would be prepared to say that we would not spend more than £30 a year.

Mr James Stewart.

Mr James Stewart, called and examined.

58926. (*Chairman.*) You are a member of the Glasgow Parish Council and of the Glasgow Distress Committee?—Yes.

58927. You have been good enough to send us in a paper relating to Poor Law administration, which we will put in as your evidence?—Very well.

(*The witness handed in the following statement.*)

1. I am a member of the Glasgow Parish Council. I was first elected over five years ago as a Socialist and Labour representative. During that period I have taken an active interest in the administration of the poor law. I am also a member of the Glasgow Distress Committee, being one of the Glasgow Parish Council representatives thereon.

POOR LAW ADMINISTRATION.

The Social and Industrial Conditions in Portion of Parish of Glasgow.

Industrial and social conditions of Glasgow parish.

2. That portion of the parish of Glasgow that I in conjunction with other two members represent is almost entirely inhabited by the working class, with a comparatively small number of the shopkeeping and lower middle class.

3. The houses consist mainly of what are known in Glasgow as room and kitchen houses (two apartments), occupied by the artisan and labouring classes with dependent families.

4. There is a number of single apartments, which are mostly occupied by the lower paid labouring class.

5. There is a number of two rooms and kitchen houses occupied by the higher paid artisans, shopkeepers, and

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ustrial and al conditions of Glasgow Parish.

labourers, who have several adult members of their family working.

6. The social conditions are such as are usually associated with industrial districts. Public-houses in sufficient numbers to fully supply all the wants of the people in that direction.

7. The main industries of the district comprise printing and publishing works, iron foundries, potteries, chemical works, locomotive works, and various other industries. The wages of the unskilled labouring class average from 15s. to 25s. per week of 54 hours. The artisan, from about 24s. to over 40s. per week.

Administration of Relief in Glasgow Parish.

ails of administration relief.

8. The method of administering relief in Glasgow parish is through what is called the Daily Relief Committee. This committee consists of one member, who has the assistance and advice of the chief outdoor inspector of poor or his assistant, also the assistant inspector who has charge of the district within which the applicant resides. This inspector's duty is to acquire all the facts and information possible and submit same to the Committee, so that the Committee may come to a proper decision.

9. Our inspector of poor (Mr Motion) arranges, I believe, as far as possible that a member shall not inquire and decide on the applications from the ward that he represents on the Parish Council.

10. If an applicant considers the decision of the Daily Relief Committee harsh or unjust, he, or she, or they (as the case may be) have the right to appeal against the decision to the Relief Appeal Committee.

11. This committee consists of eleven members, including the chairman of the Council, which, after hearing the applicant, may alter the decision if they believe the circumstances warrant it.

12. The inspector (Mr Motion), if he think a decision of the Daily Relief Committee unwise or unduly generous, may also appeal, and occasionally he does so. Members of the Parish Council have the further right (although it is seldom exercised) to call the attention of the Council sitting as such at the monthly meeting, and to move that the opinion or decision of the Relief Appeal Committee be altered,—sometimes with success. The inspector has the same right.

13. We are not allowed to make experiments in Poor Law administration in Scotland, except by the permission of the Local Government Board. The Local Government Board may suggest experiments, we may discuss and criticise them, and then, whether we think them wise or no, if the Local Government Board insist on them, they must be carried out.

14. Owing to this power of the Local Government Boaard the Glasgow Parish Council, during my time as a member, has not attempted any experiment of much consequence.

15. The Parish Council did pass a scheme for classification of inmates of poorhouses a year or two ago. I am sorry it has not been able to carry this out except in a limited degree, owing to the necessity of further building, etc.

16. It has also passed resolutions in favour of the establishment of colonies for sane epileptics, but, so far, nothing has been done to carry the resolutions into effect.

Outdoor and Indoor Relief.

asses suitle for in d outrelief.

17. I am one of those who believe in a generous interpretation of the power to give outdoor relief to persons of deserving antecedents. The only persons I would send to the poorhouse are the drunken, immoral, and wastrel classes.

ed of outief to be equate.

18. I believe that the amount given in outdoor relief to individual cases might be considerably augmented, and still be more economical than the indoor method. I do not believe it would increase pauperism to any great extent.

asses applying for in and relief.

19. Amongst the class of persons applying for outdoor relief is the widow with dependent children, the aged, the woman who is able-bodied but not able to earn sufficient to maintain herself, the person in ill-health, temporary or chronic, deserted wives with dependent children.

20. The persons applying for indoor relief come mainly from the infirm aged, who may be decent enough, but have no relatives able to assist them. I believe a considerable proportion of indoor poor is recruited from the wastrel, drunken, and immoral class.

pe of applit for medi- relief.

21. Amongst the applicants for treatment in our hospitals, we have a large number of the respectable working class who have perhaps been in one or other of our Infirmaries, but have been discharged as incurable, besides many who are unable to obtain admission to the infirmaries for various reasons.

Causes of Pauperism.

Causes of pauperism.

22. The principal causes of so-called pauperism I believe to be old age, death of the husband leaving widow and young children, ill-health, chronic and temporary, in some cases due to the nature of employment, or some other cause for which the applicant is not to blame. With some other persons it is due to their own misconduct of various kinds.

23. To put the causes of poverty that lead up to pauperism briefly, I would say that they are due to unemployment, insufficient wages when working, ill-health,—all these accentuated in some cases by drinking, and poverty due almost entirely to drunkenness.

Relief for Able-bodied Persons.

Relief to able-bodied.

24. If the Unemployed Act is amended so as to give every able-bodied person (man or woman) an opportunity to work, then there would be no necessity for parochial relief to such persons. If not, it is absolutely necessary that the Poor Law should provide for such persons either by indoor or outdoor relief (according to character), as the Parish Council may think fit.

25. I believe temporary relief judiciously granted in such cases would tend to prevent ill-health, and consequent permanent pauperism.

Reforms in the Poor Law. Outdoor Relief.

Need of uniformity in relief.

26. My experience as a Parish Councillor has taught me the necessity of the law being so amended as to secure uniformity in the aliment granted to applicants. Under the present method of granting relief we have great diversity of opinion as to the amount of aliment that should be given, not only by official as against member, but even by member as against member. The sum that a member considers adequate, the official may, as he sometimes does, consider beyond the amount necessary to meet the requirements of the case.

Suggested amount of aliment for widows with children.

27. We have also had experience of members, in cases where the circumstances were nearly identical, giving different weekly or monthly allowances, varying in some cases shillings per week. I consider this lack of method most unsatisfactory and requiring alteration. I would propose that the weekly sum necessary to maintain a woman with one child should be fixed at 13s. per week, with two children 15s., with three children 17s., four children 19s., five children 21s., six children 22s. 6d., seven children 24s., eight children 25s. 6d., nine children 27s., ten children 28s. 6d., with a maximum of 30s. per week.

28. If there was an income from any other source, that should be taken into account. The total income should not exceed the above-mentioned sums.

29. Where there was a family of whom some were adults working, it would be necessary to take their wages into account. In such a case I would add 3s. per working adult for maintenance. I had better illustrate my meaning. Supposing that there is a widow with four children in receipt of 19s. per week, and that one of the children commences work, earning say 10s. per week, the amount allowed by the Parish Council, in accordance with the scale that I have suggested, would immediately be reduced to 12s., leaving the total income at 22s. per week.

30. In rural parishes the aliment need not be as high: rent is considerably less than in the town; most of the houses in the country districts have small plots of ground attached, on which vegetables, etc. may be grown. This should be reckoned as a portion of income.

Outdoor Relief for Old Age Persons.

Old age pensions.

31. I sincerely hope that an old age pension will soon become law, and thereby do away with this problem, so far as Parish Councils are concerned. If, however, outdoor relief for aged persons is to continue, there should be a fixed minimum aliment, which I think should not be less than 7s. for individual men or women, and 11s. for man and wife.

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Filial responsibility.

Responsibility of Children for Maintenance of Parents.

32. My experience as a Parish Councillor has convinced me that it would be well to abolish the right of making the family responsible for the maintenance of their parents. Very few sons or daughters of those applying to our parish are in a position to give assistance to their parents.

Unification of Charities.

Unification of charities

33. Outdoor relief is very much complicated by the charitable agencies in this city who give relief of various kinds—nearly all acting independently of each other.

34. The ensuing ignorance (caused by this lack of cohesion) as to whether recipients are receiving from other charities is a condition that requires immediate attention and reform.

35. The present anarchic methods lead, I believe, to an enormous amount of deception, which, under the present system, it is impossible to discover. I would therefore favour the unification of charities; these charities to be under the management of a committee consisting of equal numbers of Town Councillors and Parish Councillors, or else entirely under the management of the Parish Council. I would further suggest that all churches and missions who are giving assistance to persons should be compelled to keep a register of same, copies of which should be given to Parish Councils, and that all additions or removals from register, with reasons for same, be supplied to Parish Councils at least once every three months.

Classification of Indoor Poor.

Classification of indoor poor.

36. I sincerely believe that a radical change is required in the treatment of our aged and permanently infirm poor who cannot provide for themselves elsewhere. The present system, whereby all the aged or infirm poor are treated alike, regardless of previous history and conduct, is in my opinion cruel. Our poor who belong to the working class should not be associated with the criminal and wastrel class.

37. I would strongly urge that "homes" entirely separate from the ordinary poorhouse, where those who are unable to find relatives or friends who would care for them might spend their declining days without being made to feel, as the present system makes them feel, that to be poor is to be little better than to be a criminal. The inmates of these homes should have complete freedom (within limits) as to going out and in, and receiving visitors. The dietary should be of a much more varied nature that obtains at present in our poorhouses. I would suggest that there should be a fixed minimum scale of diet for the inmates of these homes, but that Parish Councils should have full power to exceed this scale as they think fit and proper.

38. There are Homes at Whiteinch Park, Partick, which, in my opinion, are models of what such homes ought to be. They were built and furnished at the expense of a Mrs Allan, of Glasgow. I believe a considerable number of the people living in the Whiteinch Homes (as I think they are called) are recipients of outdoor relief from either Glasgow or Govan parishes.

39. I enclose copy of a scheme of classification of inmates of poorhouses (with which I entirely agree) proposed by Mr Girvan, a member of the Glasgow Parish Council. (*See App. CLXV.*)

Colonies for Sane Epileptics.

Colonies for sane epileptics.

40. I am firmly convinced of the necessity for the immediate establishment of colonies for the treatment of sane persons suffering from epilepsy. In the whole of Scotland there is only one colony situated near Bridge of Weir, founded by the late Mr Quarrier, and opened a few months ago.

Epilepsy to be notifiable.

This is a matter that should not be left to private philanthropy to cope with. It is too great and serious for that. I am strongly of opinion that epilepsy should be made a notifiable disease.

Local Government Board. Control over Parish Councils.

Need of limitation of powers of Local Government Board.

41. I am strongly of opinion that the Local Government Board's power over Parish Councils should be modified in many directions. Their rule is entirely bureaucratic, for which I think it would be hard to find a parallel. Their power should be strictly defined, and not left in the present condition; that is, they may give us power to do what is hardly legal when it pleases them, or declare that illegal which has been carried out by the Parish Council with the sanction and support of the ratepayers.

Need of limitation of powers of Local Government Board.

42. For public bodies such as Parish Councils are, and who are democratically elected, to be controlled and dictated to by an irresponsible (theoretically responsible to Parliament) and irremovable body (such as the Local Government Board) is entirely against the spirit of the age, and I earnestly hope that this Commission will extend the adminstration and reformative powers of Parish Councils, and limit the powers of the Local Government Board.

UNEMPLOYMENT.

The Causes of Unemployment.

Causes of unemployment.

43. Unemployment, in my opinion, is due mainly to (1) the continual influx from the country to the towns. (2) Consumption not keeping pace with production, thereby bringing about periodic depressions of trade. (3) Displacement of labour by machinery. (4) Seasonal trades, and various other minor causes.

The Effects of Unemployment.

Effects of unemployment.

44. I believe unemployment causes many suicides; it helps to swell the number of lunatics, it causes pauperism, ill-health, both chronic and temporary, semi-starvation for women and children, and a steady continual recruiting of the ranks of the unemployable and the "wont work."

Remedies for Unemployment.

Remedies for unemployment.

45. The only sure remedy for unemployment that I believe in is production for use instead of for profit—*i.e.* Socialism.

Palliatives for Unemployment.

Palliatives for unemployment.

46. (*1st*) An extensive measure of Land Reform, whereby the influx from the country to the towns might be stayed, and that men accustomed to working on the land, who at present are crowding up the unskilled labour ranks in the towns, may be induced to go back to the country (*2nd*) A restriction of the hours of labour to eight per day, which would have the effect in the meantime of spreading the work over a greater number of people. (*3rd*) State organisation of unemployed on afforestation of waste lands. (*4th*) Reclamation of foreshores. (*5th*) Labour Bureaus, to which the Board of Trade should send weekly reports as to the demands for various forms of labour throughout the country.

The Working of the Unemployed Act.

Need of Amendment of Unemployed Workmens Act.

47. This Act, in my opinion, as far as Glasgow is concerned, cannot be described as a success. This is not due in any degree to the Distress Committee, but to the inherent faults of the Act.

48. The Act permits the Committee to acquire land either by purchasing or leasing. It enables us to rate, with the sanction of the Local Government Board, up to 1d. per £ of rental value, and through our powers of rating we can borrow money for the above purpose, but we cannot apply any of the money to pay wages to the unemployed. The Act must be amended so that we may be able to pay wages out of the rates if we are to be enabled to cope with the numbers who are applying. So far as Glasgow is concerned, we cannot get the voluntary contributions that are necessary to pay wages. If the Glasgow Corporation had not advanced money, combined with the Government Grant, we would have been unable to continue our work owing to lack of funds.

49. This year we have not been able to find work for all the applicants who were eligible under the Act. It has happened several times this year that the Committee has passed men for work and had no work to give them, though ultimately they were given work as vacancies occurred through some of the other men dropping off. Because of this we have been compelled to send some of the men to stonebreaking. This is, we find, the most costly form of providing work we have tried. The men cannot earn anything like the wages they are paid.

50. So far, all the outlets for giving work have been through various Corporation Departments. Several hundreds have been employed on a piece of Corporation land, turning it over and levelling it. This has been our main source of employment. A much lesser number have been employed making drains at the Corporation farm at Robroyston, near Glasgow.

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Disadvantages of emigrating unemployed.

51. The Committee decided recently to put in force that portion of the Act giving them power to emigrate unemployed persons with their families. This is now being done at considerable cost, averaging up to date over £25, 10s. per family emigrated. I am entirely against this method as being a partial solution of the problem, though I have acquiesced so far.

52. The people who are being emigrated are, in my opinion, the very people whom it should be our object to retain in this country. They are the able-bodied, intelligent, sober, and desirous-to-work class, while the dissolute, shiftless, drunken wastrels, whom it would pay us to deport, are refused if they apply. We also refuse the single young man or woman who have no dependants, and it is also true that, according to the Act, we must refuse them employment.

53. This I believe to be a great mistake, for this reason, that young persons in the early twenties are at an age when they are particularly susceptible to the evil influences that surround unemployment, and because of this develop into, in some cases, the chronic loafer or thief, and the woman in many cases becomes a prostitute.

54. Medical men, economists, and others have recently been drawing attention to the fact that the population is not increasing as it is desirable it should do. Parliament and corporations in different parts of the country have been pointing out the extraordinary wastage of infant life that is going on, especially in the large industrial centres. Money is being spent by the Corporations with a view to preventing this admitted wastage.

55. Every child who survives to the age of 5 years then begins to cost the community money for its education. The State compels them to attend until they are 14 years of age. Why is this done? Because we know that an intelligent child, by the wealth he or she will ultimately produce, shall repay all this and considerably more in after life if he or she lives to the average age. But under this Act a large proportion of this would be wasted through the policy of sending our best abroad, thereby depleting the wealth of this country and adding to the wealth of other countries.

56. A most foolish, futile solution I believe emigration to be, in my opinion the very worst and most costly of all. Better give us power to spend the money in experimenting and paying wages for market gardening and other such schemes.

Provision for inefficients

57. While I believe that there is only one cure for the problem of unemployment, it is an imperative necessity at the same time to make provision for the unemployable, who through physical or mental deficiency are unable to get, or when they get, are unable to retain, employment.

58. There are also the "wont-works," who are able-bodied, but prefer begging, street singing, tramping from one part of the country to the other, but never working. These people, whenever found, should be drafted on to colonies, and there detained until the authorities consider they are fitted to resume their position as citizens; in other words, that their disease has been cured.

Control of Parish Council by Local Government Board.

58928. (*Chairman.*) We have had several other papers, and have spent most of the day examining witnesses in regard to Poor Law administration in Glasgow. I shall therefore not detain you, except in connection with parts of your paper where you seem to differ from some of your colleagues. You think that the Local Government Board are rather restricting you from making experiments?—I think so.

58929. With regard to the instance you give of a classification of inmates in poorhouses, that scheme was not stopped by the Local Government Board?—No.

58930. You think it is the knowledge that there is this power that prevents individual members or the Parish Council collectively putting forward reform?—Yes.

58931. Of course the central authority must have some control?—I admit that.

58932. But you think that the control is exercised too stringently?—Yes.

58933. You are in favour of outdoor relief wherever practicable?—Yes.

58934. And apparently you are not satisfied with the amount given?—I am not.

Scale of outdoor relief in money.

58935. You have no scale in Glasgow?—We have with regard to widows and dependent children, following a letter that was sent to us by the Local Government Board some years ago, where they called attention to the inadequate amount that was granted to widows and children, and where they suggested that the amount should be in conformity with the amount that was allowed for boarded-out children. On that occasion, by the unanimous decision of the Council, it was decided to make the amount 3s. per child and an allowance to the mother. That scale, I am sorry to say, is not uniformly acted upon by the Parish Council. Some of the members think that the allowance is too high. It is not acted on, in my opinion, as it ought to be.

58936. Except that, is there any other scale in force?—None whatsoever.

58937. I think your idea of a scale is 7s. for individual men or women and 11s. for a man and wife?—Yes.

58938. What is now given?—The amount now given is 2s. 6d. where a person has some income of his or her own; 2s. 6d., 3s., 3s. 6d.; in exceptional cases, 4s.; and in still more exceptional cases, 5s. There are very, very few cases where the allowance is 5s. It never exceeds that.

58939. Without expressing an opinion as to whether it is adequate or not, it seemed to me that the scale in Glasgow was higher than with surrounding Parish Councils?—I am not aware of the scale of other Parish Councils.

58940. Your experience is confined to the Glasgow Parish Council?—Yes.

Relief to able-bodied or their dependants.

58941. You would be in favour of abolishing restrictions upon giving relief to able-bodied persons?—Not if the Unemployed Act is to be kept in force. So long as we can give opportunities of working, there is no necessity for giving outdoor or indoor relief.

58942. You are a member of the Distress Committee?—Yes.

58943. I see you propose to deal with that side of the difficulty through the Distress Committee?—Yes.

58944. As regards the dependants of able-bodied persons, the law prohibits the granting of relief; but that, I understand, is got over by a doctor's certificate?—No, it is not. So long as the father is able-bodied, we cannot grant relief to sick or ailing dependants of able-bodied persons. We are not allowed to do it.

58945. But you can do it sometimes under the medical certificates?—No. We don't do it under the medical certificates.

58946. Have there been any cases to your knowledge where it has been refused?—Yes, several.

58947. Then what happens in those cases?—They get a line of refusal, and apply to the sheriff, and the sheriff may order them to get relief. It then lies with us whether we accept the sheriff's decree or not.

58948. (*Mr Booth.*) How long does the sheriff's order last?—I cannot say.

58949. (*Chairman.*) I understand the reason for the refusal by the Parish Council is that they believe that it is contrary to the law?—I understand that is so. It is because we are advised by our inspector to that effect.

58950. How does the sheriff give an order which is contrary to the law?—It seems that the sheriff has power to order us to grant relief. It lies with us what kind of relief we are to grant.

58951. Are the cases which you have mentioned cases in which relief was refused?—Yes, to the dependants of able-bodied persons.

Need of uniformity of aliment.

58952. You express a wish to try and establish something more like uniformity throughout Scotland as regards the amount of aliment?—Yes, if possible, but particularly in large industrial centres.

58953. You take a more critical view of the administration of the Glasgow Parish Council than do some of your colleagues. Do you say that there is a want of uniformity?—Yes; I say that there are as many decisions as there are members.

58954. And there is a fluctuation?—Undoubtedly.

58955. The only body that can stop that is the Local Government Board?—I think so, at present.

58956. Your idea is to have it defined by statute?—Yes, or by general law; by some method at any rate to make it uniform and to make it adequate, which it is not at present.

58957. Reading your paper through, I was struck by your wish on the one hand to get uniformity, and your dislike of the interference of the Local Government Board with Parish Councils on the ground that it interfered with the democratic election. It is difficult to reconcile the two. If you have democratic election, you won't get

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uniformity. Assuming you put the one against the other, which would you give the preference to?—I hardly admit the premise that it is impossible to have democratic election, and not have uniformity at the same time. I think it is quite possible.

Tripartite election of Parish Councillors.

58958. Do you think it is possible with triennial elections?—Yes, if we had one-third of the members retiring every year, which we have not at present. At present there is no continuity of policy.

58959. You think that if one-third retired each year, you would get more continuity?—Yes.

58960. And do you think more interest would be taken in the elections?—Yes.

58961. I am told that the objection is that it would cost the parish more, as they would have to provide the machinery for an election every year?—But if the people took a greater interest, it would be well spent money in my opinion.

58962. You feel yourself that the possible total severance of past experience from the further continuance of the administration of the law which may result from the triennial election is a serious blemish?—Yes, I think so.

Overlapping of charities.

58963. Then, as regards charities, I suppose you know a good deal about the charities of Glasgow?—No. I am sorry to say that I am not at all intimately acquainted with the charities of Glasgow, except through my coming in contact with the results in the Parish Council. I am not connected with any charitable body in Glasgow outside the Parish Council.

58964. Are the charities mostly church charities?—Yes, they are mostly church charities or religious charities.

58965. Your view is that there is a great waste?—I think so.

58966. They overlap?—Undoubtedly.

58967. You suggest that the charities should be compelled to keep registers, copies of which should be given to the Parish Council?—Yes.

58968. Do you think many of the recipients of Poor Law relief get assistance from these charities?—We discover that frequently. The difficulty in granting relief is that we consider the matter, and have to take all the circumstances into account in fixing the amount we shall give, and the people do not tell us all the facts. If it is discovered that they are keeping back something about which they have not told us, then they are struck off the roll entirely for deception.

58969. I understand the relief given is rather on the assumption that people do not get charitable relief?—Yes, that is how it is granted just now.

Inadequacy of outrelief.

58970. If they do not volunteer the statement, and a discovery is made subsequently, then they are struck off the roll?—Yes, and they suffer. The amount we give actually puts a premium on their concealing what they may be getting, because the amount is not at all adequate, in my opinion.

58971. Passing now to the classification of the indoor poor, you don't think that the present classification is sufficient?—It is not at all sufficient.

Classification of indoor poor.

58972. How would you classify, supposing you had your own way?—I would separate all the deserving poor, the aged and infirm with nothing against their character, and give them entirely different treatment in an institution entirely kept for them. I would give them a different dietary, and much greater freedom than they at present get in our poorhouses.

58973. Is not Stobhill supposed to do that?—Stobhill does that to a great extent. I am very proud of Stobhill.

58974. What further classification do you want?—I refer to the scheme of classification proposed by Mr Girvan, which appears in my appendix. It was not carried out because of the inadequate accommodation for the proper class.

Class suitable for outrelief.

58975. Take outdoor relief first. Would you give outdoor relief to all deserving persons who were unable to maintain themselves, and also the widows and children?—Yes.

58976. And the persons of a respectable class who come in for indoor relief would be the old and infirm, incapable of looking after themselves?—Yes.

58977. Then you come to the other class, the wastrels, and so on. Where would these come in for whom you would like to have special homes?—Our aged people for whom we are not able to make provision outside.

Provision for aged married couples in poorhouse.

58978. But they would be part of the Stobhill class?—The difficulty in Stobhill is that we do not have proper accommodation for our aged married couples. We have dormitories there for the people to sleep in. Now, for this class I would have absolute privacy, and they should have a separate sleeping-room.

58979. Those people should be exempt from the dormitory system?—Yes.

58980. And it would be an advance on Stobhill for that class?—Yes.

Socialism a panacea for unemployment.

58981. I don't want to go into the special views you hold about unemployment, because that takes us rather outside our reference, but I daresay you can explain it in a sentence. You state that one of the causes is consumption not keeping pace with production, thereby bringing about periodic depressions of trade. Then in paragraph 45 you suggest that the only sure remedy for unemployment is production for use instead of for profit?—These are necessities that are required to keep the community going, such as food, clothing, and shelter,—these are things that are required for use. Then there are intellectual things—books and paintings. We want these produced, because they are necessary for the people, and not for the profit of individuals who make them, whether they are useful or not—individuals who will as soon make guns as bread.

58982. How would that reduce unemployment?—Because all the people would be combined together in collective production of those necessities. I say that the only sure remedy that I believe in is production for use instead of for profit, *i.e.*, socialism.

58983. I see. You see what you say in your preceding paragraph is that you believe that unemployment is due to consumption not keeping pace with production, thereby bringing about periodic depressions of trade?—That is under the present condition of society.

58984. Under any system you must take consumption into consideration?—Yes. We should produce for the people and——

58985. But suppose you produced a great deal more than the people wanted, what then?—We should then reduce the hours of labour.

Need of amendment of Unemployed Workmen Act.

58986. I now come to the Unemployed Act. You want additional powers given under that Act to be able to find the funds for employment?—Yes. At present we have no power to spend any of the money in the payment of wages. It must come from charitable sources.

58987. Supposing you got that money from those funds, would you propose to give employment at the same rates as are paid to persons outside obtaining employment?—No, I would give them a subsistence rate.

58988. You have lived in Glasgow for a great many years?—All my life.

Industrial conditions in Glasgow parish.

58989. Taking the last twenty years, what would you say as to the condition of skilled employment—has it improved?—I would say that there has been little change so far as steadiness of employment is concerned, but the pressure of work has grown heavier and heavier with the development of machinery.

58990. Would you say that their material condition is better or worse?—Within the last ten years the material condition has rather gone back. The tendency has been backward rather than upward.

58991. I am talking of skilled labour?—Yes.

58992. Come now to unskilled labour. I divide that into two heads, and I take first unskilled labour that is more or less constant?—I should say that the tendency there has been upwards, owing to the development of machinery.

58993. Then take the lower grade?—I should say there the tendency has been steadily downwards.

58994. Generally as regards that class, you say they are worse off than they were ten years ago?—Yes. The tendency is always downwards for the lower stratum of unskilled labour.

58995. Would you say that that is due to there being more casuality?—I should think that is a main factor.

58996. Or is it associated with a reluctance to put themselves under conditions of regular employment and discipline?—No, I think it is owing to the conditions that obtain.

58997. You would not say that there is any class that is

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rather reluctant to face the conditions of continuous employment?—No, I don't think they tend to grow worse in that respect.

58998. The only class of the three that has improved is the better class of unskilled labour?—Yes.

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ndants of
ple-bodied.

58999. (*Mr Patten-MacDougall.*) Is it not the case in Glasgow that frequently of late where an application has been made by an able-bodied man whose wife was suffering from phthisis, relief has been allowed?—Not within my knowledge. I can speak to the opposite being the case to my knowledge.

oor Law
etary.

59000. As regards the classification, are you aware of the report of the Departmental Committee of the Local Government Board, which advocated classification in this way, that a number of poorhouses in the country are not very fully occupied, and the expedient suggested was that a division should be made between the poorhouses of the country, some of them being devoted in future to the sick and infirm and the others to the test cases?—No, I am not aware of that.

59001. If that suggestion were carried out, it would meet with your support and approbation?—Yes, if it were carried out in a humane and proper way, if the dietary were improved and better accommodation were given than is given just now. I don't think you ought to take Stobhill into consideration, as it is classed as an hospital and the dietary is an hospital dietary and not the ordinary poorhouse dietary, which, I am sorry to say our poor people get at present in Barnhill. It is Barnhill I have in my mind when I am referring to classification.

59002. You think that the dietary at Barnhill is not satisfactory?—It is the very opposite of satisfactory. In my opinion it is hateful.

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59003. As regards the elections of Parish Councillors, have you considered whether any improvement might not be made so as to secure more continuity?—Yes, if we had one-third going out every year and annual elections. The difficulty in Glasgow is that we have eighteen municipal wards and we have thirty-one members in the council—the difficulty would be to arrange these wards so that we could have these elections. I see enormous difficulty, but I think it would be desirable to have a change.

59004. You would unify the municipal and parish boundaries to begin with?—Yes, so far as possible.

59005. And if you had an election of one-third of the Parish Council each year, the difficulty that the Town Council have experienced of having two elections on the same day would be superseded?—I think so.

59006. Your consideration of that question is confined to the case of Glasgow?—Yes.

59007. You have not thought of other places?—No. My experience is solely confined to Glasgow.

59008. (*Mr Phelps.*) Can you explain why it is there is such a want of interest in the elections of Parish Councils?—No, I am sorry to say I cannot explain it. Individually I have done my best to arouse their interest, but unfortunately my poor efforts have not met with the success that they perhaps deserved.

59009. The same is the case in England. Far more interest is taken in the Town Council elections?—I think the reason why is that greater publicity is given to the affairs of the Town Council through the press and to their annual elections. Then the amount of patronage that lies with the Town Council has a great effect. We have practically no patronage.

59010. Is the Town Council elected on party lines?—It is *sub rosa*, but not above board.

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59011. Is the Parish Council elected on party lines?—Not unless the party I am a member of can be said to be a party. We are labour and socialist candidates, and whether you call us party candidates or not I cannot say.

59012. Do you think that the absence of the party election accounts for the want of interest?—I don't think so.

59013. You are strongly in favour of outdoor relief being given in deserving cases?—I am.

Relief to aged.

59014. Have you any kind of knowledge or idea of what proportion of the inmates of either of your poorhouses you would prefer to see outside them?—I am quoting from memory and my figures are not very reliable. You will notice in the Appendix, in class 1, aged persons over sixty years of age. When this was brought before us, Mr Motion was rather hostile to it, and said it was impossible; but on being asked how many persons this would affect, he said that there might be something like 270 women and a little over 100 men, making a total of over 400 persons that would come under this high classification that we apply to class 1.

Relief to aged.

59015. Granting that, and taking the view you take of them and their character, what proportion of those do you think would be debarred by other circumstances from living out, the want of some one to look after them?—There is a return prepared by our Parish Council called upon by a Commission that was sitting, and it gave the exact figures. The proportion just now would be pretty much the same.

59016. What I want to get at is that the number of people of good character who could possibly be maintained out is very small?—I believe so.

59017. That is to say that there is no real grievance that deserving persons are driven into the poorhouse?—There is still a decided grievance.

59018. Yet they are not there?—No.

59019. So they could hardly be said to be driven into the poorhouse?—This is where the difficulty comes in, that people come to us and apply for outdoor relief, and perhaps they have families. The member that is sitting on the case may say that the family ought to be able to maintain them. These old persons are refused relief from us and the family are unable to maintain them, and after a tremendous amount of unnecessary suffering they are ultimately compelled to seek our hospitality.

59020. But the fact remains, and I think I have you with me, that the number of people in the poorhouse whom you would wish to see outside is very small?—Probably, but still there is a considerable number.

Discharge of filial obligations.

59021. It is so often urged that people are driven into the poorhouse that it is interesting to see that the number is very small. Do you find in Glasgow a readiness on the part of the people to support their kith and kin?—Yes, much more than they are obliged to.

59022. Does the Parish Council have to interfere and enforce that obligation?—The Parish Council in Glasgow is very harsh in its method of looking at these cases.

59023. But if you say that the obligation is generally cheerfully discharged, how is it that the Parish Council has often to behave harshly in the matter?—How they behave harshly is in calling people whose incomes are inadequate to maintain their own wives and children to support their parents.

59024. Do you have many of these cases before you in the year?—A considerable number.

59025. I suppose the standard differs?—Yes. The standard I would set up is not the standard that would be acceptable to the bulk of the members.

59026. So something must be allowed for your personal view?—Yes.

59027. It is very difficult to decide at what point you should transfer the charge on to the shoulders of the ratepayers, many of whom are in quite as bad circumstances as the relatives you speak of?—Yes, but we are not responsible for the circumstances of the ratepayers; we are responsible for the circumstances of those we are dealing with.

59028. Not of the relatives?—No, but we are responsible for granting or refusing relief to the people who apply.

59029. But if you have to choose between the relatives and the ratepayers, and they are in the same position?—But they are not in the same position.

59030. A great many of them are?—Admitted, a great many are.

59031. And if you are one of that body who are in the same position, you might feel it a great hardship?—Yes, I don't dispute that.

Classification and dietary in poorhouses.

59032. Coming to the question of the inside of your poorhouses, have you gone into the question of classification at all?—Yes.

59033. And do you think on the whole the persons who may be deserving are properly treated?—No.

59034. In what way do you think the treatment is defective?—The dietary is defective, the accommodation is defective, the people they have to associate with are defective, and the freedom they are allowed is very defective.

59035. How does the dietary which they get compare

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Classification and dietary in poorhouses.

with the dietary to which they have been accustomed outside?—I hope that what they were accustomed to outside was superior to what they get inside.

59036. You hope that it is; do you feel confident that it is?—I feel confident that the dietary of the working class is better than the dietary that obtains in the poorhouse.

59037. But the majority of the working class do not come into the poorhouse. From what you know of cases that come before your council, do you think that their dietary is likely to have been better outside than in the poorhouse?—I would say that it had been better.

59038. With regard to the company, is nothing done to classify the inmates in your poorhouse?—No, nothing is done according to their characters or antecedents. Of course, I am confining myself to the poorhouse at Barnhill. In Stobhill there are 240 aged and infirm inmates who are treated as if they were hospital patients.

59039. (*Chairman.*) What do you call Stobhill?—Stobhill Hospital. There is accommodation for 240 of these more respectable people, but there are hundreds of people in Barnhill who ought to be in Stobhill.

59040. (*Mr Patten-MacDougall.*) The cases of Stobhill are cases of chronic illness?—They are chronic cases in Stobhill.

59041. Are there any acute?—There are very few acute. Oakbank is the acute hospital and Stobhill is the chronic hospital. There may be a few acute cases there, but it is really for chronic cases.

59042. (*Chairman.*) And a certain number of aged and infirm?—Yes, and then there is a sprinkling of aged and infirm right through the wards of the hospital because of their sicknesses.

59043. (*Mr Phelps.*) How far is the difference between Stobhill and Barnhill a difference of physical condition and a difference of character? You are sent to Stobhill whether of good or bad character?—According to what the medical officer says if you are an hospital case. If you are an ordinary case, infirm through age or infirmity, then you will be sent to Barnhill or Stobhill according to character.

59044. Your complaint is that the accommodation at Stobhill is not sufficient to take all the people of good character?—That is so.

59045. And you think there is a considerable number left over at Barnhill?—Yes, I know that there is.

59046. And they are subjected to all the inconveniences you have mentioned?—Yes.

59047. You would like to see another poorhouse built to which they could be sent?—I would like to see another institution built, but I would not like to have it called a poorhouse.

59048. On what grounds would you distinguish between the people who went to the one and to the other?—I should distinguish between the people who had been living decently all their lives, and for whom it had become necessary through age to go there—because of their thrift, sobriety, and general character, I would put them into one place, and then I would put people of the opposite character into the other place.

59049. Do you think we are good judges of one another?—Yes, I think we are fairly good. Of course, I admit that we make mistakes.

Causes of pauperism.

59050. (*Mr Chandler.*) In paragraph 20 you express the opinion that a considerable proportion of indoor poor is recruited from the wastrel, drunken, and immoral class?—Yes.

59051. Very few would be prepared to accept that?—Our records prove it.

59052. Do you find that there is a tendency for them to try and find some other causes for bringing them to that state?—Yes, they are not reliable in truth as well as in character.

59053. If these applicants were questioned as to what had brought them into that condition, would they say that it was the Employers' Liability Act or the Trades Unions?—They make all sorts of excuses; but Mr Motion and his assistants, with their experience, can discover the truth or otherwise of their statements.

Causes of pauperism.

59054. Do you find these to be causes of pauperism?—You mean the Trades Unions?

59055. Yes, and the Employers' Liability Act?—I think the Employers' Liability Act and the Workmen's Compensation Act have the tendency to put old men out of employment, and they help to swell the numbers of the unemployed. The action of the Trades Unions, that all men shall be paid a standard rate of wages, has the same effect. Of course, in some of the Trades Unions they have reservations on these points, and they consider the cases.

59056. You think there would be employment for the young and the old in the present state of affairs?—No.

59057. But if the older ones were not out of employment the younger ones would be out of employment?—That is so.

59058. (*Professor Smart.*) In paragraph 27 you advocate practically a scale of relief?—Yes.

59059. That scale is much higher than your present scale?—Yes.

Relief to widows with dependent children.

59060. You have a kind of scale?—Yes, with regard to widows and dependent children.

59061. Can you tell me what it is?—Suppose we take a widow with four children, according to the present scale she is granted relief at the rate of 3s. for each child per week, which makes 12s., and then according to our Standing Orders there should be an allowance made for the mothers.

59062. Is there not an allowance?—Sometimes there is, and sometimes there is not. It varies according to the member.

59063. You think that income coming from any other source should be taken into account?—Yes.

59064. That is not the case now?—It is taken into account so far as we know it.

Extent of recognition of thrift.

59065. If a person has an allowance from a friendly society, do you count that?—Yes, we take the whole income from the friendly society into account; but then the individual member comes into play there, and he or she may grant relief, because one may have particular views on thrift, and think that thrift ought to be encouraged, while the other may think that he has only done his duty, and it ought not to be taken into account In paragraph 28 I say that if there is an income from any other source it should be taken into account, and the total income should not exceed the sums mentioned in the preceding paragraph. I am referring in this to widows with dependent children—I am not referring to sickness or anything of that kind.

59066. Are you referring to people who are in receipt of an income from a friendly society?—Not in that paragraph.

59067. You speak very strongly about the uniformity of relief?—Yes.

59068. Do you consider that the poor tell each other about the aliment they receive?—In some cases they undoubtedly will do so; and where they have been well treated they will try to keep it dark so as to avoid jealousy.

59069. Is there less continuity of policy in the Distress Committee than there is in the Parish Council?—I think there is more continuity of policy in the Distress Committee. There we have a fixed amount, beginning at 13s. a week.

59070. But some may get work and some may not?—That is so.

Treatment in Poorhouse of aged and infirm.

59071. (*The Bishop of Ross.*) You consider the treatment in Barnhill Poorhouse to be rather hard and severe?—Yes, on the aged and infirm, but I do not think it is hard enough on the wastrel.

Mr A. M'Leod M'Adie.

Mr A. M'Leod M'Adie, called and examined.

59072. (*Chairman.*) You have been for fourteen years superintendent of and collector for the Night Asylum for the Houseless and House of Industry for Indigent Females, Glasgow?—Yes.

59073. You have sent us a very interesting paper relating to your work in connection with the Night Asylum. We will put it in as part of your evidence?—Very well.

(The witness handed in the following statement.)

THE OPERATIONS AND EFFECTS OF THE NIGHT ASYLUM FOR THE HOUSELESS, AND HOUSE OF INDUSTRY FOR INDIGENT FEMALES.

ministration and management of night asylums.

1. The parent institution was founded in the year 1838, the branch of the House of Industry in 1842. The objects are clearly set forth in its name. The Asylum is maintained by voluntary contributions, and is managed by a president, three vice-presidents, a treasurer, a secretary, and thirty-six directors, elected from the subscribers, all of whom are honorary officials. There is a committee of management charged with the executive work. The work incident to the reception of inmates is taken part in by the whole directorate, who for that purpose are divided into weekly committees of three, each with a convener, who arranges that at least one member of his committee shall be present at the Asylum along with the superintendent on every evening (except Sunday) in the week for which they are appointed. As the applicants admitted on Saturday evening are readmitted on Sunday, there is no call for the attendance of a director on the evening of the day of rest. The applicants assemble in a reception room adjoining the main entrance of the Asylum in North Frederick Street. From there they pass in one by one through the office (except in the case of a family, who are dealt with together), and are questioned by the director in attendance and the superintendent. The particulars elicited are set down in an admission book by the clerk. Those applicants whose claims for admission are entertained (fully 80 per cent. of the total applying) pass from the office across the courtyard to the sitting-rooms and dormitories in the rear. The women and children are located on the north side of the building, and the men on the south. Ample lavatory accommodation with hot and cold water is provided, and after all have been washed (and bathed if necessary) they are provided with a supper consisting of porridge and buttermilk, and are conducted to the dormitories, where they sleep on the floor, covered by a rug. Breakfast, also composed of porridge and buttermilk, is served in the morning, after which the inmates leave the institution.

nefits and vantages of ht asylum.

2. There is no hard and fast rule limiting the number of nights any applicant may be admitted to the Asylum. A man who satisfies the presiding director that he has found work, but can obtain no money for either food or lodging until the usual pay-day of the establishment in which he is employed, may be, and often is, sheltered and fed in the asylum for half-a-dozen nights or longer, the hardship being frankly recognised of asking any man to work all day and perambulate the streets at night. The same rule is often made applicable in the case of a wife and family whose husband has obtained employment. The man may be able to borrow sufficient from his shopmates to provide himself with lodgings in some of the "models," but he will be quite unable to do so in order to accommodate his wife and family. In such a case as this the wages are generally intact when Saturday comes, enabling the family to take a monthly house at a cheap rent in some of the working-class neighbourhoods, and make a fresh start. It is gratifying to be able to say that many of the men first referred to, and the families alluded to in the second place, never again return to the Asylum, which is the most convincing proof we could desire that the institution has been able to do some real good to them at a critical period of their careers.

tent of help able-bodied.

3. Able-bodied men, obviously quite fit to do a hard day's work, but from their frequent appearances at the institution either not very willing to do so, or quite incapable, owing to indulgence in drink or other causes, of keeping employment when they get it, are not encouraged. They may get a night at an interval of some months, but repeated applications at short intervals are not entertained. It is not felt that taking them into the Asylum does any positive good to themslves, but when they are admitted it undoubtedly does negative good in clearing them off the streets of the city, where the presence of a large number of aimless wanderers would be a source of annoyance and anxiety to the police, if not a positive menace to property and to the lives of respectable people.

lp to semi-amps.

4. The semi-tramp, *i.e.* the individual who divides his time between working and tramping, gets one night only, and, as he seldom asks for more, the necessity for repressive measures in his case does not often arise. He seeks the shelter of the Asylum while passing through the city, say from Greenock to Falkirk, or Airdrie to Kilmarnock, and next morning he invariably takes the road and is not seen again, or, which is the same thing, is seen at such a long interval that he is not recognised.

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Help to semi-tramps.

5. The professional tramp, the individual who meanders around the country so long as he is at liberty, and works only when he is compulsorily detained in one of His Majesty's prisons or when exceptional stress of weather compels him to seek the shelter of a poorhouse, is, as a rule, summarily rejected. He can be detected at a single glance. As he spends his life in the open air, and is as much accustomed to sleeping outside as indoors, it is inflicting no great hardship upon him to suffer expulsion, and it would be a hardship to take such as he in, and a little later be compelled from want of room (as often happens in the winter-time) to keep out a seemingly deserving case.

Children of vagrants.

6. One aspect of vagrancy which often escapes the casual observer is the fact that the children of this class generally succeed in eluding the school-board officer. Surely it is not beyond the resources of this great country to devise means whereby child life would be afforded protection from the nomadic environment, with its invariable concomitant evils of drink, indolence, and crime.

Attitude of officials of night asylum to deserted wives and children.

7. The Asylum is frequented by a large number of deserted wives with their families. The usual story runs something like this :—The husband has been for some time out of work, and ultimately, failing to find employment in the city, leaves for the country to try and get it there. He does not return, and the rent of the house in which he has left his family becoming due, and no money being forthcoming to satisfy the demands of the landlord or factor, the wife and children are turned into the street. They find their way to the Asylum, and are lodged there for a night or two in the hope of the breadwinner turning up, or in some way informing his wife of his whereabouts and prospects. If he fails to do either, the necessity of seeking the assistance of the parochial authorities is impressed upon the woman, and, in the event of her returning after being plainly informed that the Asylum can no longer continue to do the work of the parish, she is shut out, and thus compelled to seek that relief which she ought to have obtained at the beginning.

8. The directors and officials of the Asylum are always most reluctant to turn mothers with children into the street, but in the interests of the children themselves they are often compelled to take this drastic step. The accommodation provided at the Asylum is most unsuitable for children, especially young children, whereas in the poorhouses these latter are, as a rule, most admirably looked after.

Type of female applicants at night asylum.

9. A very large proportion of the female applicants for admission are single and widowed women of all ages, who style themselves cleaners and washerwomen. The cleaners are those who occasionally gain a precarious livelihood by washing out common stairs and closes; the washerwomen are possibly on occasions what their name implies. The great majority of them drink practically all they earn, and it is much to be feared that what many of them do earn does not come to them for such strictly moral occupations as cleaning and washing. A proportion of these women seem never to be out of the Asylum, and a further large percentage come from a dozen to twenty times each year. To send them to the poorhouse is useless. They are sufficiently healthy and able-bodied to earn their own living, and the parish medical officer, whom they must all pass before being admitted to the poorhouse, has no difficulty in certifying to this effect. To refuse them is merely to drive them to the streets, already infested with unfortunate women. It is better for themselves, and better for the community at large, that they should be taken in and sheltered; but the constant procession of the same individuals through the office at such frequent intervals is disheartening in the extreme, and furnishes convincing evidence of the futility of attempting to help people who have sunk to the depths reached by women such as these, so long as they have their liberty. The institution is an asylum for the houseless, but it is open to question if it was ever meant to be an asylum for the always houseless.

10. The following incidental details regarding different phases of the work carried on, and particulars concerning the habits of some of the applicants, may be found both interesting and instructive.

11. It is a somewhat remarkable fact that the numbers applying for admission are very far from being a constant quantity on the different nights of the week. Taking week in and week out throughout the year, the smallest number will be found in the house on a Saturday evening, and the largest number on a Wednesday.

Hospitality of poor.

12. It is probably not difficult to account for the paucity of numbers on Saturdays. Men and women out of employment, and consequently hard up, make a point, on

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Hospitality of poor.

Saturday afternoon, of putting themselves in the way of friends or acquaintances who are in work, and consequently somewhat flush of cash, and more than likely in a generous mood, and in a large number of cases contrive to either beg or borrow sufficient money to pay their bed in a model lodging-house on Saturday and Sunday night. It must also be borne in mind that the officials of the sanitary department do not visit the slum districts on a Saturday, and people who are fortunate enough to possess houses can on that night provide a shake-down on the floor for homeless friends whom they could not accommodate on any other night of the week without running the risk of being pounced upon and fined for overcrowding. Quite a number of women come to the Asylum every Sunday evening, and explain that they were residing with a friend on Saturday night, but could not be permitted to stay over Sunday "for fear of the sanitary."

Incidence of irregularity of applications.

13. While the decreased applications on a Saturday evening are thus somewhat easily accounted for, the large number applying on Wednesdays cannot be so readily explained away. One would think that among the labouring classes—that is to say, the hand-to-mouth living labouring classes the Asylum deals with—the night immediately preceding the weekly pay-day (Friday night) would be the night on which they would be in most desperate straits; but as a matter of fact, after Saturday and Sunday, Friday is the least busy night of the seven. Wednesday, too, is a "sub-night"—in plain English, a night when outside labourers get an advance of a portion of their wages if need be, and might be expected to be able to lend a sixpence to unfortunate friends; but notwithstanding this, the Asylum is often crowded on that night, when it is not by any means accommodating maximum numbers on Tuesday or Thursday. No reasonably satisfactory explanation of this run upon the Asylum on Wednesday has ever been forthcoming, but it is a circumstance worth noting.

14. It is also a fact of some importance that for some time preceding the New Year and "Fair" holiday seasons there is a marked diminution in the number of applications made for admission; while on the other hand, immediately these festive and holiday periods have passed, there is a large accession in the number seeking shelter. Further, during the summer months applications from women and children are somewhat more numerous than in the winter season, while this order is reversed so far as the applications from men are concerned. The inference is that the severity of the weather drives the women and children into poorhouses in the winter.

Ages of male applicants.

15. The regularly compiled statistics of the Asylum do not include a classification of the ages of the inmates, but it may be interesting to know that, out of one hundred men admitted on a recent evening, the respective percentages were as follows:—

From 14 to 21 years,	1
From 22 to 35 years,	38
From 36 to 50 years,	41
Over 50 years,	20

These were in no way selected, but taken as they presented themselves for admission.

16. It is a regrettable fact that a very large proportion of those admitted can neither read nor write. This applies more particularly to the Irish applicants.

Army applicants to night asylum.

17. Another feature among the men who apply for admission to the Asylum is the great number of them who have served in the Army. These men, joining the colours at an early age, before they had made themselves proficient in any trade or occupation, return to civil life seemingly incapable of adapting themselves to their new environment. They apparently acquire no settled habits of industry, and a large number of them display indisputable traces of having acquired intemperate tastes, completely unfitting them for steady work. Some of them who are in the reserve look forward to quarterly pay-day as the beginning of a period of debauchery, and some who happen to be working will not be persuaded to do another hand's-turn until their quarterly allowance is squandered. Then when they would work they find that they cannot get it, and institutions like the Asylum obtain the dubious privilege of keeping them until the limits of its hospitality are exhausted. There must be something far wrong with an army system which returns to civil life so many time-expired men wholly incapable of making a way for themselves.

Unemployables as applicants.

18. Reference has been made to the semi-tramp and the professional tramp. There is a type of man haunts the Asylum who has plumbed a depth of degradation lower than either of these. For want of a better name we call him the model lodging-house loafer. His happy hunting-ground is around the "hot-plates" of the establishments mentioned. Sometimes he is a sneak-thief, sometimes he is a "moucher" pure and simple. Always he is both physically and mentally unfit. He is not one of the unemployed, but one of the unemployable.

Unemployables as applicants.

19. Attention may be drawn to the following extract from the sixty-eighth annual report: "It is gratifying to state that through the kindness of some of the directors and other friends houses were taken and one month's rent paid for twenty-one families, representing in all 101 persons. Further, through the same instrumentality the rail and boat fares of thirty-nine adults, accompanied by twenty-four children, were paid to send them to their friends. In other directions large numbers of persons have received assistance."

Payment of house rent and fares by directors of night asylum.

20. Our directors often provide a house for a family, if by doing so it seems likely that they will settle down and work for themselves. Roving habits are fatal to industry, and frequently all that is needed to put a harassed family on their feet again is the possession of some corner that they can call home. Our experiments in this direction have been invariably successful, very few of the families thus dealt with again becoming a burden on the institution. Those sent home by rail or steamer were mostly seemingly respectable but misguided people from the country districts of Scotland and of Ireland who had come to Glasgow in search of work and failed to find it. On convincing the director that they could do better, or, at least, could not do worse, where they had come from, they were despatched home. The remainder were young people who had run, or wandered, away from home, and were sent back to the protection of their parents or guardians before worse befell them. The officials of the Asylum refer many applicants to other institutions whenever they think there is a possibility of permanent good being accomplished.

Inadequate accommodation in night asylum.

21. The Asylum is the only institution of its kind in the city; but the fact subsequently mentioned in connection with the record number of applications in the year 1905, viz. that over twenty thousand people were refused admission, chiefly for want of room, is proof that on occasion its resources are not quite adequate to the demands made upon it. In the winter months more particularly accommodation is provided in the central and district police offices, and in the year mentioned we asked for and obtained from the police officials particulars of the number of people they had sheltered during the six months ending 31st March. That return showed that in the central and the eight district offices they had afforded protection to 23,876 males and 1,458 females. No doubt many of the twenty thousand people turned away from the Asylum found their way to the police stations; but even allowing for that, there still remains a considerable surplus that we did not deal with. This and last winter also the police authorities have been giving protection in the various stations; but as the demands upon the space available at the Asylum have not been so clamant, doubtless the hospitality of the police has not been so much sought after.

Extent of outdoor sleeping on fine nights.

22. During the summer months many homeless people are to be found during the night in the open spaces of the city. On many fine evenings last summer it was no uncommon thing to find more men lounging upon the seats in George Square than were housed in the Asylum, which, by the way, is situated less than two hundred yards away. An examination of these *al-fresco* dossers invariably revealed the fact that many of them were regular visitants of the Asylum, who probably elected to be out on the nights that were genial and reserve their applications for admission to our institution for wet nights, when sleeping out is a very disagreeable experience. Doubtless, there were many scores of men and a few women passing the night as best they could in open spaces in other parts of the city.

23. These particulars as to the people "protected" by the police in the winter months and found lounging about the squares, etc., of the city in the summer-time show conclusively that, great as are the totals recorded as passing through the Asylum, they do not nearly embrace all the houseless population of the city. By this is meant that all the houseless poor of the city are never within the Asylum at any one time. Without doubt, however, all the chronic houseless are to be found there several times in each year.

Work done in House of Industry.

24. It may be noted that the House of Industry for Indigent Females, inaugurated, as already indicated, in the year 1842, is a branch of the Asylum intended for women

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Work done in House of Industry.

willing to work and unable to find it. Women who can use their needle are taken into the House of Industry and provided with work. They are plainly but adequately fed and comfortably lodged, and whatever remains over after paying for upkeep is their own property. Much beautiful needlework is turned out of the House of Industry, and many West-end ladies who value hand-sewn garments get their trousseaux made there. In addition a large amount of plain-seam work is carried out for the Buchanan Street warehouses.

Statistics of night asylums.

25. Since the institution was founded annual reports have been regularly issued to the subscribers and the public. These reports (which can all be referred to if need be) have always contained tables, compiled from the nightly record at the institution, showing the number of men, boys, women, and girls who have received shelter during the year, and also showing the places where these people belong to, under the following classification :—Glasgow; all other parts of Scotland; England; Ireland; and Foreign Parts.

26. For details of yearly admissions see copy of sixtieth annual report enclosed herewith, and tables attached to this statement (*see App. CLXVI. (A)*).

27. Since the completion of the sixth decade the applications for admission have shown a substantial increase, and the seventh decade of the Asylum's history, which will be completed on 31st August this year, will show far greater numbers admitted than in any previous period.

Provision of meals for unemployed by directors of night asylum.

28. In explanation of the great strides made by the numbers applying and admitted during the years 1904 and 1905, it may be stated that these years embraced a period of acute trade depression in the West of Scotland. In addition to the one hundred and nine thousand admitted in 1905, over twenty thousand were turned away, chiefly for want of room; and in the same year, as in many previous years, the institution, at the request of the magistrates, added to its nightly work the task of supplying a mid-day meal to the unemployed and destitute men and women of the city. During the weeks in the depth of winter when this work was being carried through, over 37,500 meals of bread and soup were provided in the year referred to.

Enclosed herewith is a descriptive sketch of the work of the institution published a few years ago, and a copy of last year's annual report. (*For excerpts from Reports, etc. See App. CLXVI. (B), Nos.* 1 *to* 3.)

If any of the members of the Commission desire to examine the work of the institution at first hand, the best time for doing so is between the hours of 6 and 8.30 any evening except that of Sunday. The secretary of the institution is Robert Brodie, Esq., 77 St Vincent Street, Glasgow.

The Respective Effect on the Recipients of Charity and Poor Law Out-Relief.

Respective effects of English and Scottish Poor Law outrelief on recipients.

29. So far as the charity dispensed at the Night Asylum is concerned, its effect on the recipients is dealt with in what has already been written. If, as seems to be the case in some parts of England, Poor Law out-relief was given in an indiscriminate manner, its effect on the recipients would be demoralising in the extreme. In Scotland, however, Poor Law outdoor relief is as a rule only granted to people (chiefly widows, mostly with families) who are sufficiently respectable and well-doing to be able to keep a roof over their heads, and no evidence seems to me to be forthcoming to show that the relief thus granted finds its way into undeserving hands, or has any demoralising effect on those who receive it.

A Criticism of Poor Law Methods from the Point of View of those engaged in Charitable Work.

Refusal of Poor Law relief to able-bodied.

30. To criticise Poor Law methods one must start to criticise a cast-iron system, and in this connection this is an altogether unnecessary task. I should like, however, to draw attention to one weak point in the method of administering the Poor Law which is brought constantly and forcibly under the notice of those who carry on the work of the Night Asylum. I refer to the indiscriminate manner in which men are refused indoor relief on the ground of being "able-bodied."

31. Many middle-aged and elderly men come to the Asylum time and again who say (and we are compelled to believe them) that they have tried their hardest to get work, but no one will employ them. We tell them that if they cannot manage to earn a livelihood they must not rely further on the help of the Asylum, but seek refuge in the poorhouse and remain there. They retort that they have tried to get into the poorhouse, but have been refused admission because they have been certified to be able-bodied and fit to work for themselves. These men have no doubt in their own minds that they are able-bodied, and nothing will convince them that they are not as able to do a hard day's work as ever they were, and the parochial doctor has no difficulty whatever in certifying to this effect. But the circumstance that a man thinks he is able-bodied, and that the doctor employed by the parish to approve or disapprove cases for the poorhouse is of the same mind, does not alter the fact that the man cannot get a job.

32. The employer of labour has his own opinion as to what constitutes an able-bodied workman, and it rarely coincides with that held by the unfortunate middle-aged individual I am referring to, or by the doctor who bars his way to the poorhouse. In these days when Workmen's Compensation Act provisions are hedging employers round on every side, and when strong, healthy young fellows looking for any sort of job they can pick up are to be had in abundance, the man with a wrinkle in his brow or a suspicion of white in his hair has not the shadow of a chance. It is hard lines that he can neither get work nor indoor Poor Law relief. In other words, the employers' standard of able-bodiedness has in many directions (as a self-protective measure) risen to a higher level, while that of the Parish Council has remained immovable.

Need of Poor Law aid for genuine unemployed.

33. From the point of view of those engaged in such charitable work as is proceeding at the Night Asylum, it would be a great improvement, therefore, in Poor Law methods if the fitness of such men for admission to the poorhouse were judged not from their ability to work for themselves, but from the probability of their getting the opportunity of doing so.

The Extent of Co-operation between Charity and the Poor Law, and the Possibility of its Extension.

Extent of co-operation between Poor Law and Night Asylum.

34. The Glasgow and Govan Parish Councils and the Night Asylum co-operate thus far, that the Asylum takes charge of applicants for admission to the poorhouse who have lodged their applications with the parochial authorities too late in the day to have their cases properly investigated before the following morning. These people come to the Asylum armed with a line from the Poor Law officials, and are fed and lodged for the night. On the other hand, the Asylum refers to the parish any of its inmates who complain of illness, and express a wish to gain admission to an hospital. I do not see on what lines further co-operation between the parish and this charity could proceed.

The Possibility of substituting Charity for Out-Relief.

Possibility of substituting charity for outrelief.

35. I do not see why out-relief should be supplanted by charity. People really entitled to outdoor relief—say a hard-working widow trying her best to bring up respectably a large family—should claim outdoor relief from her parish as a right, not as a privilege, and she could make no such claim upon charity. The various charitable agencies supplement out-relief in cases such as this, but they will never supplant it unless the present Poor Law system is swept out of existence, and the giving of charity is systematised on lines somewhat similar to the Elberfeld method in Germany.

36. Further, since the introduction of so much labour legislation, large employers are greatly restricting the sums they have hitherto allocated for charitable purposes, so that under existing conditions charitable contributions will tend to dwindle rather than increase in the future.

Unemployment.

Extent of unemployment and classes unemployed.

37. *Extent of Unemployment.*—I have absolutely no data to go upon in forming an estimate of the number of men out of work in Glasgow at the present time, consequently any opinion I might express in this connection would be valueless. I think, however, I might state with some degree of confidence that, except in the building trades, there have been fewer unemployed men in the city during the past twelve months than at any time during the previous decade. The class of men out of work are mostly masons', bricklayers', plasterers', slaters', and general labourers. I am judging, of course, by those who seek admission to the Asylum. As to tradesmen out of work I cannot supplement the information published monthly

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in the *Labour Gazette* by the Labour Department to the Board of Trade. Comparatively few tradesmen come to the Asylum (90 per cent. of the men are labourers), and a considerable proportion of those who do are out of work and destitute more on account of their own misbehaviour than through any difficulty in obtaining employment.

Extent of unemployment in Glasgow.

38. With regard to the question whether unemployment is chronic or periodic: in Glasgow it is certainly chronic. If it were only periodic, a spell of booming trade like what we are enjoying at present, and have been enjoying for the past year, should have resulted in a shortage rather than a surplusage of labour. The difference as to unemployment between a bad and a good period in Glasgow is this, that in the bad period many thousands of really able and willing workers are thrown out of employment, while in the good period—as at present—it is the shiftless, indifferent, and incapable men only who are eating the bread of idleness. Some of the men employed at present by the Distress Committee, who have had to seek the shelter of the Asylum for a night or two prior to getting started at the relief work provided for them, or to eke out a week until they got their first wages, have been notable examples of the type who somehow or other are always among the unemployed.

Causes of unemployment.

39. *Causes of Unemployment.*—It is extremely difficult to estimate correctly the causes which combine to create the unemployed problem in Glasgow and every other large centre of population. In a word, I think the chief cause of unemployment, as it is of several other gigantic evils, is our antiquated and unjust system of land tenure, which is constantly driving into the towns and cities thousands of young men and women who should be finding profitable and congenial occupation in the country. A secondary cause is the intemperate habits of a large section of the population, bringing about mental, moral, and physical deterioration. The first cause, of course, creates a supply of labour for which at times there is no demand, and that kind of unemployment is entirely outwith the control of those unemployed; the second cause of unemployment is inflicted on the people by themselves. I have a notion that if the nation were rid of the second curse, it would not be long before a sober people found a solution of the problems which create the first.

Remedies for unemployment.

40. *Effects of, and Remedies for, Unemployment.*—It seems to me that the moral and material effects of unemployment everywhere are so obvious that they do not require pointing out. The remedy for any evil is to be found in removing the causes. The remedy for unemployment is to make the nation sober—by legislation or by any other method that will prove effective—and then allow the people to inaugurate an entirely new land system, which shall have for its basic principle the proposition that the land shall be held by the State for the benefit of the whole community.

41. A Departmental Committee appointed to inquire into the present position and future prospects of forestry in Great Britain estimated in 1903 the area of waste, heather, and rough pasture out of cultivation in the United Kingdom suitable for profitable afforestation to be 21,000,000 acres. Afforestation, or the erection of buildings, etc., for small holdings would be an excellent method, I think, for utilising the labour of the large army of workshirkers, if the nation were to acquire immediately large portions of the land referred to for this purpose. With sufficient parliamentary powers and suitable classification, vagrants, inebriates, and the unemployed generally could, under a comprehensive national scheme, all be provided adequately and effectively with work which should prove congenial to themselves, and, in the long run, profitable to the nation.

Suggested Poor Law and other reforms.

42. What seems to be urgently required is:—

(*a*) That some system of land tenure should be inaugurated that would be capable of retaining upon the soil those who have been bred to a life of agriculture; and that the authorities should be given power—

(*b*) To retain in the poorhouses those who have no means of support and are not in a fit state of health to work, but with such classification as may be deemed advisable.

(*c*) To exercise compulsion either in colonies or otherwise on those who are perfectly able to work, but refuse to do so.

(*d*) To deal with the children of vicious parents in such a way as will be most likely to prevent their drifting into indolence and crime, particularly by giving them an education and trade; and ensuring that, as far as possible, *all* youths learned some trade, either in the usual way, or through the instrumentality of technical schools, thus preventing them joining the always overfull ranks of unskilled labour.

(*e*) To restrict by any means which might be found practicable and effective the consumption of alcoholic liquors.

Suggested Poor Law and other reforms.

43. I have to add that the views to which expression has been given in this document are my own, chiefly founded on the experience acquired by me as superintendent during the past fourteen years; and while many of them may also represent the views of individual directors, they are not to be taken as those of the board generally.

Benefits and advantages of night asylum.

59074. (*Chairman.*) The Night Asylum is entirely supported by voluntary effort?—Yes.

59075. The people who come in pay nothing?—No.

59076. As I understand it, a person who comes in gets the use of a lavatory, a meal in the evening, a bed or a dormitory, and then breakfast in the morning?—Yes.

59077. We have had evidence of two kinds as regards these Night Asylums. Certain witnesses seem to think that they aggregate and bring in a great number of persons and enable them to continue a very desultory existence; on the other hand, others are in favour of them, saying that unless there were these Night Asylums the people they shelter would have nowhere to go?—That is so. We are an asylum for the houseless just to clear the streets, as it were.

59078. Do you claim on behalf of your asylum to do anything more than give a night asylum for these people? Do you think you have been the means or the instrument by which any considerable number of these unfortunate houseless persons have been reclaimed or have been given an opportunity of rehabilitating themselves?—Yes, they get work by having the opportunity of spending two or three nights in our house, and they are very often saved the necessity of going into the poorhouse.

59079. I understand from your paper that your contention is that you assist a certain number of persons and even families by giving them a lodging gratuitously, and enabling them to husband their earnings and once more to get back into the ranks of respectable working men?—There is no doubt that a percentage of them will be enabled to go back to their old occupation by means of the Night Asylum.

Number and class of persons housed in night asylum.

59080. You give figures at the close of your paper. Has your accommodation been largely increased, or are the numbers that have been coming in since 1898 been in the same premises?—The accommodation was increased in 1894.

59081. Is your accommodation full on the average nights?—No; we have not been particularly full this last year or eighteen months, but the year before we were full almost every night, and had to refuse a great many for want of room to accommodate them.

59082. You admit no person who is drunk?—We do not admit anyone under the influence of drink.

59083. Have the persons who come to give any particulars as they come in?—We take down the name, the age, the birthplace, and the occupation. The time we have to deal with them in the evenings is very short, from six to eight or nine o'clock at night, and when you have two or three hundred people to deal with you have not time to record a great many particulars.

59084. Do you claim that you make good a certain gap in our Poor Law system?—I do not think we come into the Poor Law, but I think we fill a felt want in sheltering the outcasts.

59085. Assuming you were to shut up, where would these persons be able to go?—A great many of them would be thrown outside. We do not profess to shelter them all.

59086. Do the numbers that come to you vary very much from year to year?—No; 1905 was the largest year in our experience. You will notice that we admitted 109,145 that year.

59087. That was not a year of exceptional distress?—I do not know, but we were filled up somehow or other. In addition to that, we refused about 20,000 that we could not accommodate.

59088. It is alleged by the opponents of these asylums or refuges that the knowledge that they are in existence and give accommodation attracts people from a wide area?—I do not know that it attracts them, but it certainly is a

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means of sheltering them when they come. We do not hold out any luxuries or attractions.

59089. Do you take the same people on night after night?—No, we would not take them in for more than two or three nights unless there was some sufficient cause.

Number and class of persons housed in night asylum.

59090. You have been in charge of this work for fourteen years?—Yes.

59091. Are the same class coming now as used to come before?—Yes, much the same.

59092. You give some figures in the Appendix. (*See App. CLXVI. (B), No.* 3.) You state that about 30 per cent. are unable to work, and 13 per cent. are unwilling to work?—I should say that the refusals will make other 12 or 13 per cent. to be added on to the unwilling-to-works.

59093. Then deserted wives and widows make 49 per cent. What do those do as a rule?—They depend on odd jobs, such as washing common stairs or washing for families in the neighbourhood where they formerly resided.

59094. Could these women make your asylum their domicile for any considerable period?—No. If we find out that there is no prospect of a woman being able to support herself and her family, then we refer them to the Parish Council.

59095. It was suggested, I think, that if you assisted less you might be able to concentrate your attention on a lesser number with greater advantage. There were some letters written by Mr Adam last year?—Yes, I remember.

59096. What do you say to them?—Mr Adam was hostile to the work. He held the view of the Parish Council, that we attracted the ne'er-do-wells to Glasgow.

59097. You would maintain that in the present conditions of Glasgow you are almost a necessity?—If you were to shut up the Night Asylum you would have to open somewhere else, or the police would have a larger number to deal with. As it is, the police shelter a considerable number in addition to what we do.

59098. I understand that there are no casual wards in Glasgow?—No.

59099. And the police undertake that work?—Yes, and the Night Asylum.

59100. What sort of numbers do the police deal with?—In 1905 the police sheltered 27,725 people. In 1906 they sheltered 17,834 people, which is a considerable diminution.

59101. Do you know whether the police look on your asylum with favour?—I think they do; I think they regard us as doing a necessary work. At least I have never heard anything to the contrary.

59102. As regards unemployment, would you say that there are a larger proportion at present who come to you who are the victims of unemployment than before?—The people who come to us have always been the victims of unemployment or bad conduct.

59103. You take in the lowest stratum?—Yes.

59104. Just about criminality and the poorhouse?—I would not say they were criminals, but they are in that class through no fault of their own.

Co-operation between charity and Poor Law.

59105. What would you say on the question of co-operation between charity and the Poor Law? Do you think that a good deal more could be done than is done?—I do not know. It is very difficult to see how the co-operation could be arranged between charity and the Poor Law, because under present arrangements whatever charity gives the Poor Law takes into consideration, and if they got sufficient charity the Poor Law would give them nothing.

59106. The idea is that charity is a preventive, and prevents people drifting?—Even in Glasgow, which is a city of charities, I do not see how you could get sufficient charities to prevent people applying to the parish.

59107. But I was thinking whether the funds at present at the disposal of the present charities might not be better utilised if they were better organised?—A great many of the charities are local charities, county associations, and church associations. I do not see how a central board could control the givings of a society dealing with the natives of the county of Wigtown or of Caithness.

Extent of accommodation in night asylum.

59108. (*Mr Booth.*) Did I understand that your accommodation had not been increased since 1894?—That is so.

59109. Since 1894 it has been the same?—Yes.

59110. Did the larger number that were taken in in 1905 crowd the accommodation very much?—Yes, that was the year we were crowded.

59111. What number can you accommodate in one night?—350; but of course it depends on the number of children. Two children would be equal to one adult.

59112. You have separate accommodation for the women?—Yes.

59113. If a man and his wife and children come together, do you take them together?—They are admitted together, but they are separated after admission.

59114. And the children remain with the mother?—Yes.

Rev. A. Miller.

Rev. A. Miller called and examined.

59115. (*Chairman.*) You have had a very long experience in Glasgow as an ordained minister of the Church of Scotland, and I understand that your parish, Bluevale, is a poor one?—Yes, it is a typical east-end parish on the north side of the river.

59115A. It is in the parish of Glasgow?—Yes.

59116. Is it contiguous to the river?—No.

59117. What is the chief employment of your people?—We are in the neighbourhood of large iron works, chemical works, tramway workers, railway workers. Perhaps the majority of the people living within the bounds of the parish will belong to the lower labouring class in connection with these works.

59118. You have prepared a very interesting paper which we can take as your evidence in chief if you will hand it in?—Thank you.

(*The witness handed in the following statement.*)

1. I have been an ordained minister of the Church of Scotland for 27 years, 5½ of them spent in a country parish and 21½ in a congested centre of Glasgow. My parish in Glasgow numbers about 4,500 souls, wholly of the artisan and labouring classes, with several backlands and all the accompaniments of poverty. It has been, during all the years I have ministered in Glasgow, carefully visited from door to door. I have been assisted by a missionary who is either a probationer of the Church or a student nearing the end of his studies, and also by a parish sister or deaconess. I have acted for many years on the local committee of the Charity Organisation Society, and am at present on the General Council. I have taken an active part in the work of the Scottish Christian Social Union since its formation, also on the Social Work Committee of the Church of Scotland, and am Convener of the House Committee of the Springfield Labour Home. I may add that I have always been interested in economics, having been first prizeman in the class of political economy in St Andrews, and having made economics one of my bye-studies during the leisure moments of a busy life. I am also Chaplain of Barlinnie Prison.

Charities of Glasgow Parish.

2. Glasgow is honeycombed with charities, and we seek to secure the benefits of them for our parishioners as occasion requires. Speaking generally and from memory, our chief sources of relief are—(1) Parish Council; (2) Benevolent Society, which provides us with tickets for bread and groceries; (3) Widows' Friend Society; (4) Aged Christian Friend Society; (5) County charitable societies; (6) Charity Organisation Society; (7) Infirmaries and convalescent homes; (8) Church Poor Fund and Dorcas Societies. Other institutions and charities are appealed to as occasion requires.

Respective effect on recipients of charity and Poor Law relief.

3. It is difficult to speak as to the respective effect on the recipients of charity and poor law out-relief, because we cannot compare similar cases relieved by two diverse methods. The Parish Council has its distinctive function, and when a case is clearly a Parish case we refer it to the inspector of poor for relief. This is inevitable under the present system. No church or charity has funds sufficient to relieve cases such as those taken up by the Parish

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Respective effect on recipients of charity and Poor Law relief.

Council on an adequate scale, and it would be a waste of charity to use it for cases that are otherwise provided for. Out-relief being, however, at best, barely up to subsistence level, our Church charities go to supplement it. Gifts of coal, clothing, etc., are given to the poor, though they may be in receipt of parochial relief. Cases continually crop up, however, where the Parish can give no help, and for these other sources are sought. The Charity Organisation Society does excellent work in the way of tiding over good cases in temporary straits. I have in my mind two such cases, where men were helped during acute illness, and where the help was such as to put them, so far, at least, thoroughly on their feet. In such cases the men are grateful for what is done, and show ready alacrity to do the best they can for themselves when they are able. Relief of temporary straits, through lack of work, is quite a common thing with us. In such cases, our bread tickets help, and also our Church funds. I do not think the amount of relief given in this way is large enough to have any economic influence whatever. We guard against abuse. At the present moment, we have a typical case on hand. A man who is a heavy drinker is leaving his wife and children to starve. The deaconess brought it under my notice, and I advised her to communicate with the Society for the Prevention of Cruelty to Children, as clearly we can do nothing for the family till the man is out of the way.

Supersession of Poor Law by charity.

4. I am very strongly of opinion that if our Churches were united and took up this whole question of out-relief it could be managed much more effectually by them than by the Parish Council. Of course I am going upon the supposition that the work would be undertaken seriously, and the workers specially qualified by a training in social economics. My reason for thinking that this could be done is that there is in our Christian institutions machinery touching the life of the people at every point. The Parish Council can at best work through a limited number of paid officials. The number of Christian workers in Glasgow is unlimited, and I question very much if there is a single tenement in the lowest district of Glasgow unvisited by a Christian worker of some kind. Of course the visiting at present is utterly chaotic, and the visitors know neither what to look for nor what to do. To make the work effective, all irresponsible charities would have to be suppressed by law, and all licensed charity would require to be responsible to a central Church authority. It may be said that this is what the Charity Organisation aims at. I have the very greatest respect for the Charity Organisation Society, from which I have learned very much; but it is not in essence a religious society, and will never command a sufficient number of workers. My point is that the Church (using the word in its widest sense) already *has the machinery*. It holds the field. Effective training, intelligent supervision, and sufficient funds are all that is wanted to supersede the present system by a better. Of course I am only talking of out-relief. Institutional relief might be managed by the municipality or the State.

Need of compulsory powers of detention for Parish Councils.

5. I have little criticism to pass upon the work of the Parish Council. Within its own lines the work is well done. The Parish Council, however, ought to have further powers. I have had cases of old women, entirely friendless, and unable to help themselves, who refused to go the poorhouse, though that was their only refuge. We had helped them so long as help was possible, but obviously we were unable to provide a nurse for them in their old age. The only means by which we could get them removed was by an appeal to the sanitary authority, on the plea that their house, being uncared for, was a danger to the public health. This is very unsatisfactory. There are also the cases of the regular outs and ins. I have also had difficult cases of people who stayed for a considerable period in the House, but got tired of it and left, and fell into our hands again. In all such cases the Parish Council ought to have compulsory powers of detention.

Co-operation between Poor Law and charity.

6. The question of co-operation between charity and the Poor Law is a matter that has engaged a good deal of the attention of the Charity Organisation Society, and can be gone into thoroughly with them. I believe a good deal may be done by co-operation between charitable associations and the Poor Law. I had a case quite lately of a very worthy church member—an old woman, living alone, but fairly active—who could earn a little for herself, but who was always requiring help. I engaged that, if the Parish Council would give her sufficient to pay her rent, we would see that she never came to want. It should always be borne in mind, however, that in Scotland Poor Law cases are different from charity cases, and I would deprecate any extension of the Poor Law into the domain of the able-bodied worker, and except under stringent conditions. Charity and the Poor Law should work together in discriminating cases, and assigning each application to its proper heading.

Relief to able-bodied.

7. With regard to the able-bodied out-of-work, experience is bringing me to the conclusion that the State must deal with the incorrigibles—but only with the incorrigibles. Here I believe there is room for an interchange of function between the State and voluntary effort. In our Labour Homes we deal with three classes: (1) the inefficient from mental and physical causes, (2) the inefficient from moral causes who are reclaimable, and (3) the irreclaimable (criminal and loafer). I believe that in a well-conducted home, with a trained superintendent, the first two classes might be made to support themselves in the labour market. It is the continual incursion of the third and most numerous class that forms a drag on our finances. I believe that Church agencies are much better suited for the hopeful classes than any originated by the State, for these men are peculiarly susceptible to religious influences, and respond to kindly treatment. The elimination of the third class, who might be employed in State labour colonies, would make the work of the Church Labour Home much more effectual.

Economic view of Labour Homes.

8. I am keenly sensitive to the economic objection to the Labour Home as interfering with the ordinary labour market, and am watching its action very carefully. But it ought to be remembered that in economics as in mathematics there are what are called negligible quantities. The points to be noted in our commercial transactions are: (1) all work done for the Home, when possible, to be done by inmates; (2) the highest market prices to be exacted for work sent out; (3) to create as far as possible our own customers; (4) to have as large a number of industries as possible, so that the impingement upon the ordinary market may not be felt. If under these conditions the Home pays itself, then we are economically perfectly sound, for it is to be remembered that these men being well fed and comfortably clad, are creating a demand for commodities, and also, *being kept off the regular labour market, while their work is getting an adequate price*, they are not competing with other workers and thus underselling their labour. It is further to be remembered that these men, though not getting a standard wage, are really getting more than the full value of their labour, for work done under artificial conditions is, at best, never efficient. A hard-labour task in prison is little more than half a free labourer's work: we get much better than prison results, though, of course, far short of free labour results.

Inaptitude of Labour Home organisers.

9. Of course, I do not take the results actually gained by labour homes and labour colonies in this country as of very much importance. If analysed, I think they would show that those who manage them have fallen into every trap set for the unwary in this field. They are, as a rule, managed by men who are totally ignorant of social economics. But, if the Church—such as we know the Church in Scotland, which has always believed in an educated ministry, and still exacts six or seven years' training from all aspirants to office—were to take up the matter as a regular part of its work, and to make social economics a prominent subject in its curriculum, in the course of a year or two this difficulty would be obviated.

Charity administered through Church agencies.

10. I have already touched on the question as to the possibility of substituting charity for out-relief. I do not believe any charitable association could ever cover the ground, supply a sufficient number of trained workers, or command sufficient enthusiasm to do the work. I believe the Church (meaning by the Church the sum-total of organised religious agencies in the land) could do this, (1) because it has the machinery already existing, (2) because it has enthusiasm when properly kindled, (3) because it only requires to recognise the need of training to give its workers what is necessary.

11. The objection would, of course, be raised that this would make relief sectarian. I do not think there is anything in this objection. The Church has never, to my knowledge, made relief sectarian. Indeed the charge against the Church is generally that its relief is indiscriminate. But were the Church to undertake the charge of out-relief on a national scale, sufficient safeguards against any possible abuse might be provided when the scheme was elaborated.

Need of legislative support for charities.

12. Any system, whereby, charity might take in hand the provision of outdoor relief would require to be backed up by legislation for the suppression of bogus and irresponsible charities. So long as a man can start a charitable agency and make a living by it, so long will it be impossible to organise charity properly. Of course, no legislation could interfere with individual charity; but the experience of Germany shows that that ceases to be hurtful when there

is an absolute certainty that every case of poverty, deserving or undeserving, is provided for in one way or another.

Drink as cause of pauperism.

13. It is impossible to ignore the influence of drink in this question of poverty. Our lower working-class districts are sodden with drink. Whether drink be the cause of poverty or not is a question capable of much discussion. There is one thing certain, and that is that the absence of drink would make poverty much more bearable, and the money at present spent on drink would be far better spent on food and clothing.

Co-operation of charity and Poor Law.

59119. (*Chairman.*) I should like to put some questions to you as to how far in your judgment charity and the Poor Law could be co-operated. You say that if you had a perfectly free hand, and could manage all the charities as you wished, as an autocrat, you could almost deal with the question of outdoor relief?—I think so. What I mean is, if the Church as a whole were taking up the question—no individual church or parish can do it,—if all the religious agencies that are working in Glasgow were to have some central authority, it might be done.

59120. You seem to be fortunate in having a very considerable number of workers?—Yes. I have about 4500 persons in the parish on a parish register. I have a deaconess and assistant and voluntary workers, and I can tell you about any family just at once. When cases for relief occur, we refer them to those agencies most likely to help them.

59121. You go so far as to say that the number of Christian workers in Glasgow is almost unlimited?—I will tell you what I mean by that. Some years ago we started a Christian Social Union. At one of our meetings, Mr Motion, who is a member, suggested that the best thing we could do would be to take up a typical low district in Glasgow, and see what we could make of it. He mapped out a district, and we sent down a deputation to see what was being done there. We found that the place was practically riddled with missions—and that is a district where my friends in Barlinnie Prison come from. It is a very poor and low district. I give that instance to show that it was not because there were no workers, and the parish was left to itself. There was a great deal of visiting going on there, and much money was spent.

59122. And visitors were visiting people unbeknown to each other?—Possibly, but I do not know the details. If we had the Church on such a footing that we could have trained visitors, and keep off those who are untrained, then we might tackle that question.

59123. While you profess a great admiration for the Charity Organisation Society, you doubt whether it will ever have at its hand the machinery which the Church has?—That is so. They have never had a sufficient number of workers to follow up all their cases.

59124. Passing on to a less ambitious scheme than that of parish outdoor relief, it has been suggested that it might be possible to associate a statutory charity committee with every Parish Council, that the two might work, the one with the other, the work of the charity being preventative, and that the Council might in that way be able, by an interchange of opinion between the inspectors and visitors of the charity organisation, to give to such committee a number of cases of persons who were going downhill and not yet destitute, and that in that way very good, effective, preventative work could be done. What is your view?—That is quite in the line of what I suggest. I do not anticipate that we are to have any heroic measures at present, but what I would like to see is a more thorough training of those who are in the habit of visiting the poor, that they might know what to look for, and what to avoid. If we had some such committee as you suggest co-operating with the Parish Council, that would be quite in line.

59125. Is there much money spent in charity in Glasgow?—There must be.

59126. Are there many very rich charities?—Yes, you will be getting that afterwards from my friend, Mr M'Cracken, of the Charity Organisation Society.

59127. Suppose there was such a committee set up, do you think they would have much difficulty in getting representatives of the different churches to serve on it?—You would require to get the churches to serve on it, people with some religious enthusiasm. You cannot get the right sort of worker without it.

59128. It would be possible by Act of Parliament to say that there should be a statutory committee, but if it was to deal with charity it would have to be composed of people who would do the work voluntarily?—Yes.

59129. Do you think, from your knowledge of the churches that work in Glasgow, that it would be possible to secure the co-operation of the different denominations?—It might require a little tact. You see, the Church of Scotland at present is going into this work in various ways. We have trained deaconesses, we have a Deaconesses' Home in Edinburgh, where those who wish to devote themselves to the work of a deaconess get a training in nursing, social economics, and religious work. Now we could not merge our work in any committee, but we could work alongside of it.

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Co-operation of charity and Poor Law.

59130. It seems to me that the system of relief that is prominent in Scotland, namely, outdoor relief, rather lends itself to co-operation with charitable efforts, because the visitors can visit the people before they come on the Poor Law, and they can visit them afterwards?—You see, the difficulty is, where I come across a case that is a Poor Law case, I simply leave it to the Poor Law. It is not for us; we have no funds to give the necessary relief on an adequate scale. What we may do is to give coals and clothing occasionally, but in a very small way.

Undisclosed resources of applicants for Poor Law relief.

59131. One of the difficulties that the Poor Law officials have in determining the aliment to be given is whether or not they have resources which they do not disclose?—I understand.

59132. And the natural tendency is to be reluctant to disclose what they have got?—Yes.

59133. If there was a charities committee working along with the Poor Law, and the representatives of the different charities had registers of the names of the people, then there would be a much greater obligation on the part of the people who came to the Poor Law to state the whole truth?—Yes, but in our case we will give the fullest information to the Parish Council when they wish it regarding anyone. We know them all.

59134. And your relations with the inspector of poor, and so on, are very good?—Yes, very good and quite friendly. He is very grateful for anything we do, and we are very thankful to get assistance from him.

Need of compulsory powers for Poor Law.

59135. You think there should be some power of removing the aged poor who are living under most insanitary and unsatisfactory conditions?—Yes. That is a common complaint. I asked my assistant to draw up about half-a-dozen cases that he was working with recently. I give one of them as an example. "Isabella M'Caulay, 534 Duke 'Street. Living alone. Depending for any attention on 'neighbours, who were gradually robbing her of all her 'belongings. Occupied a single apartment, which was 'extremely filthy. Under first illness as known to 'Deaconess, she absolutely refused to go to parish hospital 'and refused admittance to officials who had been advised 'of case, and who attended promptly. Ultimately had 'jaundice and dysentery. Lying on the floor in rags and 'filth. Objectionable even to her neighbours. Parish 'Council officials again advised. Again she refused. 'Sanitary officials informed. After two visits she was 'taken to hospital. Now much better and in poorhouse." I could multiply cases. The Parish Council have no power to remove a case like that until it becomes an absolute nuisance to the neighbourhood.

Able-bodied inefficients.

59136. As regards the class of the able-bodied out of work whom you characterise as incorrigible, you are of opinion that the State should have some special institutions for dealing with them?—Yes; I come in contact with these in two ways. I am chaplain of Barlinnie Prison, which is a very large prison. More than half of the prisoners are what one would call misdemeanants—men in for a few days for being drunk. There are no prisoners in there for more than two years. Then in connection with the church, I am convener of one of the Church Labour Home committees, and I work the home to a considerable extent in combination with the prison. That is to say, if I find a man who has nowhere else to go, and manifests a desire for amendment, I send him to the home. I find that our home consists practically of the three classes I have mentioned: men who are inefficient through physical causes, men who are inefficient because they cannot be depended upon, and then I find a good many of the criminal class are perfectly reclaimable by judicious methods. But then you come across others who really, for their own good, ought to be confined to the labour colony simply to keep them from injuring themselves and their neighbours.

Drink as a cause of pauperism.

59137. You include drink as one of the main causes of pauperism?—Yes.

59138. Would you say that drink is on the increase?—It is very difficult to say that. You see the peculiarity of my parish is this, that it is a low class neigbourhood and

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whenever a man gets a little better he leaves it, so I have a pretty steady population of the one kind.

59139. What do you say about the condition of unskilled labourers generally? Has it improved or deteriorated?—I do not think it has improved. In Glasgow we are flooded with unskilled labour, and the result is that the wage varies from 16s. to 20s. according to efficiency and according to the place where the man is working.

59140. You have rather the lower stratum of unskilled labour?—Yes. If one of our men from the Labour Home gets work we are very glad if he gets a wage of 18s.

59141. We have had evidence that there is a class of boy who, when he leaves school, won't make much effort to get into regular employment, and that that class is rather on the increase?—I am afraid that is the case. I have had a large number through prison, sixteen and seventeen years of age. It is due to the fascination of the streets.

59142. What do you attribute it to? Is the family tie getting looser?—The family tie among these people is very loose, and the boy gets out to the streets and there is a sense of freedom there. A boy of seventeen told me in prison that he could make 16s. or 17s. a week by selling newspapers. That was his statement of course. Now when a boy can do that he is not going to work for 3s. 6d. as an apprentice.

59143. Have you any experience of boys who, when leaving school, won't take to any regular employment, and become message boys and steadily go back until they arrive at an age when they cannot get employment?—Yes; I always advise very strongly that every effort should be made to learn a trade on that account, but they always want a wage. Of course the boy may do well enough. You must remember that the conditions of labour are very much changed now. In my district the tradesman is by no means the best paid man. A boy may get into the large steel works where he may earn a very good pay, and where he does not require to serve any apprenticeship.

59144. By a boy you mean a young man?—Before he reaches that. The boy does not go to serve a regular apprenticeship; he takes what work comes and then he drifts to something else, and so on; he perhaps gets into Singers' Sewing Machine Works where they are paid on piecework, and when he is a little over twenty he may be earning as much as £2 a week.

59145. Does he not require to be skilled for that?—No, the skill is acquired in about six months.

59146. What you have mentioned is the case of a boy who, although he has drifted from employment to employment, has landed at last?—Yes.

59147. (*Mr Booth.*) Has he done it at all consciously?—No, he would just be looking out for the best job at the time.

59148. (*Chairman.*) And there are a good many that fail?—Yes, they become simply labourers at the forge and are earning their 19s. or 20s. a week, but you must remember that they have a great deal of overtime and a good deal of Sunday labour which brings it up. I think the amount of overtime is one of the causes of the low rate of the labouring wage in Glasgow. You must remember in my district we are dealing with a continuous process, the work goes on night and day, and men of all sorts are required.

59149. What sort of works are they?—There is steel-smelting, for example, and all that sort of thing.

59150. The condition of this class ought to have improved in the last few years—more money is spent on their education and the sanitary conditions are better?—Yes.

59151. What is the evil spirit at work that seems to have this deteriorating effect?—The conditions of employment and the kind of employment. Twenty or thirty years ago you had your plumber, your joiner, your skilled tradesman who went to his work in the morning and came home at night. Now you have these great factories and steel works going night and day, and the men are working on the night shift and on the day shift, on the Sunday and on the Saturday. The Sunday is practically abolished in my district. You cannot get at them with civilising agencies. They are too tired. They work a twelve hours day.

59152. That is those in regular employment?—Yes.

59153. The class you are alluding to are rather those who have succeeded. Now I am thinking of those who have failed?—The same thing goes on with them. If they are not in the higher departments they are labouring, they are doing the work that is required in the way of spade and shovel work or other work of that kind. It is not skilled labour and they are paid wages of 16s. to 20s.

59154. Is there much irregularity of employment in your parish?—Yes, very great, even when trade is good.

Industrial conditions in Glasgow parish.

59155. Trade is good now?—It is very good just now.

59156. And last winter?—Yes, but it is rather better this year.

59157. A great deal depends on the shipbuilding trade?—In a secondary way. We make steel plates.

59158. (*Mr Patten-MacDougall.*) You have great experience among the criminal class as chaplain of Barlinnie Prison?—Yes.

Type of prison inmates.

59159. Do you find that there are many inmates of the prison who gravitate from the poorhouse to the prison and *vice versâ*?—Very few. Some of them tell me that they prefer the prison because, as they say, the food is rather better. Of course in prison the diet is a full man's diet because they are working. We have a fairly large number of trespass cases that are not Poor Law cases; nearly every Tuesday we have men sent into the prison who have been taken up for sleeping outside.

Need of organisation of charities.

59160. I understand you to say that there are a large number of church charities in the parish and that these are not well organised?—Not in my own parish but in Glasgow. We have it very much our own way in this little corner.

59161. I think we have been told that these church missions sometimes overlap one another?—That is so.

59162. And some of them are no doubt imposed upon by applicants for assistance?—I have no doubt about that.

59163. You have had experience of that?—Yes.

59164. And that is another reason that leads you to think that these charities should be under some kind of improved organisation?—Yes.

Drink and poverty as causes of crime.

59165. (*Mr Phelps.*) In your experience as a prison chaplain, have you ever come across people who alleged poverty as the source of their crime?—Yes. I had a man not long ago who told me that he had broken a window in the Police Office. I said that that was carrying the war into the enemy's country, and why did he do it? that he had been eight times in before. He said that that was the case; that it was always for the same thing. "I had nowhere to go to, and I 'wanted to come here. I always do that when I want to 'come here." I sent the man to the Labour Home, and he was not there long before he left and got drunk. I found him in the prison again. I sent him down to the Home, but he refused to go. He came back some weeks afterwards in a state of delirium. He made an exhibition of himself in the Home and then left it. The reason was not so much poverty as drink, but poverty was the reason assigned.

59166. Have you come across any *bona-fide* cases in which poverty could really be pleaded as the cause of their being in prison?—They are very rare.

59167. You do not think they are common enough to make you inclined to relax the rule about able-bodied poor?—No.

Relief to able-bodied

59168. You do not think that the absence of relief to the able-bodied is a source of crime?—We will take any able-bodied man in.

59169. Where?—Into our Home, and set him on his feet, if he is willing.

59170. Is that generally known?—It is becoming known, the result being that a large number of people shun the place like poison.

59171. There must be a large class of people who receive relief in England and who are excluded from it in Scotland. I want to get at what these people do here?—Perhaps the class may not be so large. We do not take a casual into our Home if we can help it; we take a man who is willing to stay sufficiently long with us to be set on his feet, and we give him work. If after a short time we see he is doing well, then we recommend him for employment, and if he gets employment we keep him on and he pays a board to us. With regard to the casual, he can either steal and get into prison, or he goes to a Corporation lodging-house and gets a bed for 3½d., or he goes to the Night Shelter.

59172. Have you had experience of tramps?—Yes.

59173. Are they a numerous class?—Not very.

Tramps and their prospects.

59174. Do they do pretty well?—They are all very unsatisfactory. When a man tells me that he has been sleeping out and cannot get work, I tell him that I will give him a comfortable bed, and——

59175. But what I meant was this, do you think they make an income as tramps?—I do not know; they never do well with us.

59176. But do they do well in the sense of making a livelihood?—Not when they cannot get a night's lodging. I do not think they do particularly well.

59177–8. You do not think it is tempting?—It depends on the temperament. The open-air life has certain fascinations that we know little about. There was a man that I knew who said that if he was set up with a pack on his back, and was allowed to tramp through the country, he would not call the king his cousin.

59179. Do you have a classification according to age?—Yes, in the prison statistics.

59180. But in the treatment of prisoners?—The classification is not very elaborate.

59181. Have you any prison set apart for first offenders?—We have a hall set apart in Barlinnie for first offenders.

59182. They are under the same roof as the other prisoners?—They are in the same group of buildings.

59183. Does that treatment differ much from the treatment of adult prisoners?—Not very much.

59184. What educational influences are brought to bear?—We have a school. Every prisoner under 35 is examined as to the state of his knowledge, and if he does not come up to the fourth standard he is sent to school.

59185. Is there any industrial training?—We have various industries, such as mat-making, joinering, plumbering, and all that kind of thing; but, as a rule, there is no training in the sense that a boy is set to learn a trade. We do not have the boys long enough for that.

59186. When a boy comes out, is there any agency for looking after him?—Yes, the Church of Scotland Social Work Committee is registered as a prison aid society, and there is another prison aid society doing the very same work. I am sorry to say that they are the most difficult material I have to work with. You have great difficulty in getting them into regular ways. Sometimes I have succeeded.

59187. Do you find that there is much—I won't say inherited crime—but do you find that boys are caught when they come out of prison, and are carried into the criminal class?—I cannot say they are then caught for the first time. There is a criminal class that attracts certain boys, such as the bad boy of the family who stays out at nights. But this is generally before the boy gets into prison at all. There may not be anything radically wrong with the boy, if you could only get a hold of him and treat him properly. He may be only suffering from excess of spirits, but he gets into this class and goes all wrong. I have in my mind several young lads who have just gone wrong in that way, and they are very difficult to treat at present.

59188. It is too late when they get into prison to begin?—As a rule. The regular criminal begins when he is quite young. A good many of the regular criminals are recruited from the reformatory boys. Perhaps 90 per cent. of reformatory boys do well,—10 per cent. would account for those who failed.

59189. (*Mr Gardiner.*) Would you like to see the age for compulsory attendance at school raised?—I am not sure it would be advisable. Some people think that the age is too high at present; they want their children to go to work and make some money. If the age were raised it would be a great hardship in the case of a great many families.

59190. If the boy earns 6s. or 7s. a week?—Yes, where you have a family earning 25s. a week, and there are six children, it is a great matter when the first boy gets to the age of fourteen and can bring in 3s. or 4s.

59191. Would you like to see attendance at evening schools made compulsory?—I think there is more than that wanted. I would like to see all boys getting every encouragement given to them. Instead of attending evening schools they should have a couple of hours during the day to attend classes in connection with their work.

59192. Do you think you represent the growing opinion in Scotland in regard to that?—Yes.

59193. Do you find that a considerable percentage of the juvenile adults have avoided the compulsory clauses of the Education Act?—The compulsory clause acts pretty thoroughly so far as one can see. Of course, when you are down in the very dregs of society you do find some who have evaded it.

59194. But not a sufficiently large number?—No, it is not very great.

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Extension of Reformatory Act needed.

59195. So I gather you have no remedy to suggest as regards the increase of juvenile adults, that is, boys between 16 and 25?—There is no rough-and-ready remedy. The best remedy would be if we had power, when a boy is going wrong, to take him and send him, not to prison—that is the last place to send him to—but to some place where, under mild detention, he could be taught some remunerative work. Six or eight months ago two boys were brought before a magistrate. They had been in prison for theft, and they had been living on the streets after they got out of prison, and were on the high road to be regular criminals. The magistrate sent one up to our home and the other to another home. The boy that was sent to us is doing very well, and perhaps in time he will be sent to Canada. He is gathering in waste-paper on a lorry, and is doing well. Now, if that boy had been kept in prison he would have gone all wrong. Sending them to prison is a most foolish thing. We should have some extension of the Reformatory Act, but not on the same lines—some method of getting a hold of a boy that is going wrong and treating him judiciously. Prison is the last place in the world for him; it makes him a criminal. A good deal might be done in that way.

59196. You must treat them individual by individual?—Yes, you must treat them in that individual way. You want to send the boy away where he will get his high spirits worked off without any harm. I should like to be asked a question or two about the economics of the labour home.

Competitive effect of work of labour homes.

59197. (*Chairman.*) What do you make at the labour home?—Speaking generally, in our home in Whitevale Street we go in for this wood-chopping business, and we also do that in Edinburgh. In Springfield Home we have a considerable number of discharged prisoners and others—I don't believe in having a home for discharged prisoners alone. The men are working at the sorting of paper for paper manufacturers, at the making of hassocks, gardening, etc.

59198. Are there any complaints made that you undersell?—Yes, and I wish to say distinctly, and to have it recorded, that we do not undersell. In connection with the Charity Organisation Home, where the complaints were made by the firewood traders, we had a conference, and we agreed as to what the price of the wood was to be. We found that instead of the firewood traders sticking to the price they began to undersell us. The same thing happened in Edinburgh, where the Church of Scotland had the same complaints made; they had a conference, prices were fixed, and a week afterwards it was found that the traders were underselling and competing on every hand, and trying to oust us. In our Home at Whitevale Street, where we go in for wood-chopping, the same complaints were made, and the Committee met the superintendent to inquire into the matter. We had the various bundles of wood brought before us, and the superintendent said, "My bundle is a 'quarter of an inch less than the regular trade bundle, 'because I think those who buy our wood should give that 'quarter of an inch in the way of philanthropy." We did not undersell; we gave slightly less.

59199. It was alleged that the bundle had the same number of sticks but the sticks were bigger?—Not in Scotland.

59200. (*Mr Booth.*) The competition is not solely a question of price. If customers come to you because you are a charitable body, then that is a means of competition which may take the work from others who do not have that advantage?—As a rule, people who buy our sticks or hassocks would probably not have bought them at all if it had not been for us. We are creating a larger market, we are circulating money, and we are therefore on a sound economic basis. If we can create our own *clientele*, then we are on a sound economic basis. You must remember that the demand for these sticks has expanded enormously since these agencies took it up. People who were content to use old boxes buy sticks from us now.

Prospects and wages of apprentices.

59201. You mentioned a boy who could make as much as 16s. or 17s. a week by selling papers, and you said that he would not become an apprentice at 3s. 6d. a week?—That is so.

59202. How old would he be?—About sixteen or seventeen.

59203. Would he not make more than 3s. 6d.?—He begins at 3s. 6d. in an engineering shop.

59204. So if he took that it would be with a view to the future?—Yes.

59205. To what extent does the future of a smart boy in

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Prospects and wages of apprentices.

other ways compare with the future of the apprentice to a skilled trade?—That is a very good question. It depends very much on the boy, and whether he has his eyes open to opportunities. As I have told you, in my district a great many of the unskilled labourers are making higher wages than the regular tradesmen. If a man goes into the works of the Steel Company of Scotland with fairly good muscles and some ability, he may work his way up to be a mill-man, and get as much as £6 or more per week. That work is paid as piecework, and depends very much on the ability of the man.

59206. It is not such a safe career, but he may obtain better prices?—That is so. 80 per cent. may be left simply as ordinary labourers with 19s. or 20s. a week. Of course the street life is fatal. What I say does not apply to lads who make their living on the streets.

Prospects and wages of apprentices.

59207. But from that job he might get on to something else?—It would depend on his parents and his surroundings.

59208. You don't think they are consciously looking forward to a prize?—No, these boys are not.

59209. They work for the most they can get at the time?—Yes.

ONE HUNDRED AND THIRD DAY.

Friday, 7th June 1907.

AT THE CALEDONIAN RAILWAY STATION HOTEL, EDINBURGH.

PRESENT:

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I., etc., etc., etc. (*Chairman*).
The Right Hon. CHARLES BOOTH, F.R.S.
Mr F. H. BENTHAM.
Dr A. H. DOWNES.
The Rev. T. GAGE GARDINER.
Mr C. S. LOCH.
Mr J. PATTEN-MACDOUGALL, C.B.
The Rev. L. R. PHELPS.
Professor WILLIAM SMART.
Mrs BERNARD BOSANQUET.
Miss OCTAVIA HILL.
Mr FRANCIS CHANDLER.
The Right Rev. the LORD BISHOP OF ROSS.
Mr R. H. A. G. DUFF (*Secretary*).
Mr J. JEFFREY (*Assistant Secretary*).

Mr CHRISTOPHER N. JOHNSTON, K.C., called and examined.

Mr C. N. Johnston, K.C.

59210. (*Chairman.*) You are Procurator of the Church of Scotland?—Yes.

59211. You have been good enough to put in a paper relating to the question of church-door collections. I understand you put that in on behalf of the Church of Scotland?—Yes.

(*The witness handed in the following statement.*)

CHURCH DOOR COLLECTIONS OF THE CHURCH OF SCOTLAND, AND THE LAW AND PRACTICE RELATING TO SUCH COLLECTIONS AND THEIR DISPOSAL.

I beg to submit to the Commission the following statement:—

Method of raising funds for relief of poor prior to 1845.

1. Prior to the passing of the Poor Law (Scotland) Act, 1845, poor relief was managed by the heritors (*i.e.* the landowners) and the kirk session sitting together as a joint parochial combination for looking after the poor. The funds under the administration of this joint board consisted of (first) one-half of the ordinary church door collections, and, where these were insufficient, (second) an assessment upon the heritors and householders in the parish.

2. The other half of the church door collections was subject to the disposal of the kirk session alone for such expenses connected with the church services as could be properly charged to it, and for the assistance of the occasional poor.

Section 54 of Poor Law (Scotland) Act.

3. The Poor Law (Scotland) Act, 1845 (8 & 9 Vict. c. 83), altered things. It provided for an assessment in parishes adopting its arrangements, and with, it is believed, four exceptions, all the parishes in Scotland now levy assessments under this Act. Section 54 of the Act is in the following terms:—"In all parishes in 'which it has been agreed that an assessment should 'be levied for the relief of the poor, all monies arising 'from the ordinary church collections shall, from and 'after the date on which such assessment shall have 'been imposed, belong to and be at the disposal of the 'Kirk Session of each Parish: Provided always that 'nothing herein contained shall be held to authorise the 'Kirk Session of any Parish to apply the proceeds of such 'church collections to purposes other than those to which 'the same are now in whole or in part legally applicable, 'or to deprive the Heritors of their right to examine the 'accounts of the Kirk Session and to inquire into the 'manner in which the funds have been applied: Pro-'vided always that the Session Clerk or other Officer to be 'appointed by the Kirk Session shall be bound to report 'annually, or oftener if required, to the Board of Super-'vision as to the application of the monies arising from 'Church Collections; And if such Session Clerk or other 'Officer shall refuse to make such report when required, he 'shall be liable to a penalty not exceeding £5."

Section 54 of Poor Law (Scotland) Act.

4. The Local Government Board (as did its predecessor, the Board of Supervision) annually receives reports from the kirk sessions of the receipts and expenditure of monies arising from church door collections, and these will be found in Appendix B, No. 9, annually appended to the report of the Local Government Board.

Report of church door collections to Local Government Board.

5. The effect of the clause above quoted was to remove one-half of the church-door collections from the category of legal poor's fund, and to leave the whole of the collections at the disposal of the kirk session for the purposes to which they were legally entitled prior to the passing of the 1845 Act to apply the one-half.

Effect of 1845 Act on church door collections.

6. Both before and since the passing of the Poor Law Act, 1845, the practice was to apply the collections to purposes connected with the maintenance of divine worship in the parish, in a seemly and proper manner in so far as these were not provided from other sources, and to the relief of the occasional or non-legal poor in the discretion of the kirk session. With regard to the latter form of application the records of kirk sessions in the eighteenth century show that a very wide interpretation

Application of church door collections.

was put by kirk sessions upon these powers of administration, and the money seems often to have been devoted not to any systematic relief of deserving non-pauper poor people of the parish, but to casual grants of a very miscellaneous character, often to passing strangers and vagrants. Part of the money was also devoted to payment of the school fees of poor scholars.

7. The practice since 1845 may have varied in different localities, and without minute inquiry it would not be possible to classify it. But it is believed that it has been generally on the lines indicated, and the fact that the administration of the church door collections has not formed the subject of litigation during the last sixty years seems a sufficient indication that the practice has been in accordance with Consuetudinary law. In regard to the application of the money to purposes in connection with religious worship and work, it is proper to point out that a great change in requirements took place during the nineteenth century. Down to the early years of that century almost everything that was required for the efficient equipment of a church, in accordance with the standard of the time, was a legal burden upon the heritors. But the heritors are not bound to meet the new requirements which changes in worship and congregational equipment have created. The only source from which these requirements can be met is the voluntary contributions of the congregation, the levying of seat rents being illegal in old parish churches.

8. The extent to which the church door collections have been applied for relief of the poor is shown by a reference to the Abstracts printed by the Local Government Board. For many years after the passing of the Act of 1845 one-half of the collections remained part of the legal poor's fund in many parishes, as the Act was only gradually adopted. Since the passing of the Modern Education Acts one object to which a good deal of the poor's money was devoted has disappeared, viz. the payment of the school fees of children of indigent parents.

9. With reference to these returns it may be proper to point out that special collections have from time immemorial been in use to be made in parish churches both for the missionary and other schemes of the church and for congregational and parochial purposes. In some cases sums so contributed have probably been included in the return; in other cases sums specially collected for the relief of distress have been omitted as not being "ordinary 'collections."

10. The foregoing statement applies only to collections in the old parish churches. The application of collections made in the churches of new parishes *quoad sacra* is controlled only by Section 9 of the New Parishes (Scotland) Act, 1844 (7 & 8 Vict. c. 44), the provisions of which have no reference to Poor Relief.

59212. (*Chairman.*) The contention of your paper is, I think, clear, although the matter is new to us. It amounts to this, as I understand it, that under the Poor Law of Scotland of 1845, while the purposes to which the church collections were still limited to the original objects, there was no special application to appropriate any part of these collections to any definite purpose?—That is so.

59213. There was no legal obligation?—That is so.

59214. I think that is your contention?—Yes.

59215. That roughly summarises the argument?—Yes.

59216. What is the contention against what you put in your paper?—I can hardly call it a contention, because I don't know it has been seriously pressed, but the suggestion is that the kirk sessions were obliged to apply the whole of the money—that is, the half of what they originally administered, and the half that was released by the Poor Law, exclusively to the relief of occasional poverty.

59217. There is a phrase here, "Deserving non-pauper 'poor people"—that is, I suppose, not legal poor?—Yes.

59218. Was there any grant made to them out of the half which went to the relief of the poor, or did it come out of the Church half?—It came out of the Church half. The half that went to the relief of the legal poor was just in the same position as a modern assessment—it was illegal to divert it from the legal poor.

59219. These grants that were given to the deserving non-pauper class were really part and parcel of the parochial system.—Yes.

59220. They looked upon these collections as part of an income which they could apply either to the maintenance of the Church or the deserving non-pauper cases?—Yes. And there were certain fees that were levied and were applied to similar purposes. For instance, the kirk session had the sole right of supplying a mort cloth, *i.e.* a pall at a funeral, for which a fee was paid. There were similar other fees and charges which went into this fund that was used at the discretion of the kirk session.

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Extent to which church door collections should help non-legal poor.

59221. The allegation is that out of the Church collections over which the Church has now the control a certain proportion ought to be given to the poor?—Yes.

59222. Is that to the non-legal poor?—Yes.

59223. And the inference is that because certain payments have not been made to the non-legal poor the number of the legal poor has therefore been increased? That is the idea?—I cannot say that I have heard it put that way; it is rather that the non-legal poor are neglected or have not got what they are entitled to. I cannot say I have heard it urged that the number of the legal poor has been increased.

59224. Is it a question of the interpretation of a statute?—No.

59225. There has been no case tried of late as against the Church?—No. There are dicta here and there in different cases upon the matter, but there has been no case tried in law.

59226. You mean dicta on behalf of judges?—Yes.

59227. What is the purport of those dicta?—I should say that with the single exception of a dictum of Lord Trayner in a recent case, the dicta are in favour of the liberal view of the discretion of the kirk session in the application of this money.

59228. It really comes to this—it is not that there is a legal obligation on the Church, but there is an implied moral obligation. That is the argument?—No; I would say that the suggestion is that there is a legal obligation.

59229. As regards the non-legal poor?—Yes.

59230. You dispute this from every point of view?—Yes.

Inadequate and unsatisfactory relief by church collections.

59231. Do you wish to add anything to your paper?—I should like to add a few words about the practical aspect of the question, because the paper I have already given in deals only with the legal historical question. I do not think this church-plate money is likely in future to be a popular or satisfactory provision for the relief of distress. There are various reasons for this, but I may mention two. There is a growing distrust increasing every year in unsystematic relief in doles and occasional grants. But this poors-plate fund is in most parishes quite inadequate for any systematic scheme. A second reason which militates against it is ecclesiastical divisions, which tend to render such relief sectional. People prefer town or parish agencies for relief in which all denominations work together. I may explain that when a kirk session is administering poor relief there is always a tendency to charge them rightly or wrongly with administering that money for their own people, and that creates friction. People prefer to have soup kitchens and such like managed by all denominations. On the other hand, there is undoubtedly a greatly quickened interest in the Church in social problems. This is well illustrated by the fact that three years ago the Church initiated a central scheme for social work—shelters, labour homes and colonies, prison aid, etc., and already the Church spends annually upon this work a larger sum than the whole amount of church-plate money devoted to occasional poor relief. Other agencies independent of the work of that Committee, but on similar lines, initiated by the Church in recent years, include an Hospital, a Home for Female Inebriates, an Orphanage, a large Temperance Mission, and a system of training women nurses for work as parish sisters. A large number of these women are now employed in different parishes throughout the country, and although the wages of these women does not appear in returns of money spent upon occasional poor relief, in the opinion of many it is quite as satisfactory a way of using the Church money. Where there is a case of real deserving distress responsibly verified, there is seldom any difficulty in finding means to relieve it without recourse to the Church plate. When it goes unrelieved it is because it is hidden, or because, if not hidden, the imposition which indiscriminate doles have fostered has bred a distrust which dries up charity. In a purely rural parish a kirk session may still be able to administer relief with some discrimination, but in an urban parish the funds of the Church are better employed in sending trained workers among the people who can bring necessity into touch with charity, than in running little soup-kitchens or distributing occasional coals. Church money, however, may some-

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times be usefully employed in relieving urgent cases brought to the knowledge of Church workers. This form of relief is very common, but to a considerable extent it is given not out of the Church plate but out of funds privately placed in the minister's hands.

Ordinary church expenses and collections.

59232. (*Mr Booth.*) I see you speak of ordinary church-door collections; is it the custom that there is a plate at the door for those to give what they wish?—The old custom in many parishes—and it is still the custom in a great many—was to have a plate at the church door into which you gave as you went in. In a number of parishes they hand round a plate or bag at the close of the service. You don't have both, you understand.

59233. That covers my point. Are there not special collections for special objects?—Yes.

59234. In that case would that absorb all the collection on that day, so that there would be nothing of what you call here the ordinary collection?—The general practice, I think, is that the kirk sessions strike an average of the ordinary collections for the year, and they deduct that from the special collection.

59235. Are the church expenses dealt with out of these collections—the ordinary maintenance of the church?—The maintenance of the church in the sense of paying the minister and keeping the fabric wind- and water-tight is not paid at all out of these collections; but, on the other hand, a great deal of what you might call general Church agency, paying the lay missionary or a parish sister, keeping up a mission hall or assisting a Sunday school, the boys' brigade, and so on, are paid out of this.

59236. Paid out of the half?—Paid out of the ordinary collection.

59237. But I understand that half of the ordinary collection goes to Poor Law purposes?—No, not now.

59238. They retain the whole?—Yes.

59239. (*Mr Loch.*) The question you raise is raised in the report of 1845?—Yes.

Report of 1845 as to relief by kirk session.

59240. I do not know that the wording has been submitted to the Commission: "At the same time it was 'obvious that the situation of such people, destitute of 'employment, was not to be overlooked, and that many 'cases might occur in which men of this class ought to 'obtain temporary relief in times of occasional sickness or 'unusual calamity, although not as a matter of right. With 'this view it appeared reasonable that a certain proportion 'of the Church collections should be placed at the disposal 'of the kirk session in order that they at their discretion 'might be enabled to afford assistance for a time to such 'industrious persons within their bounds as should happen, 'owing to family sickness or to casual failure of work, to be 'in difficulties and straits. This arrangement was intro-'duced, and for a length of time established by usage only; 'and at last it appears to have been sanctioned by a 'proclamation of the Privy Council of 29th August 1693, 'afterwards ratified by Parliament, by which one-half of 'the Church collections was left to the disposal of the kirk 'sessions for the purpose in particular, as has since been 'held, of being so applied." Presumably that is the basis of the ground of responsibility attached to the funds of the Church for dealing with cases which would not normally come under immediate application to the Poor Law?—Yes. Prior to 1693 there had been a dispute as to what part of the church-door collections was for the legal poor, and the Privy Council fixed one-half, and the other half was left to the kirk session. In these days the kirk session had little else to do with money than to use it for relief of distress. There were not the same church agencies requiring money that there are now.

59241. After 1845 there was the organisation of the new Poor Law?—Yes.

Discontinuance of relief to legal poor by kirk session.

59241A. Then we come to the decision by which, as I understand it, a considerable sum was voluntarily paid at first in aid of the rates as we may say, then year by year a lesser sum, as shown by the returns to the Local Government Board of Scotland?—After 1845 no part of the fund was applied for relief of the legal poor; it could only relieve the rates, if at all, by maintaining people who might have fallen back.

59242. That is to say, you still adhere to the principle in the extract which I have read, that it was left with the churches to pay a sum towards the relief of the poor independently of the sum rated and so paid for this class of case?—Quite.

59243. What is the reason why that payment has gone to smaller proportions year by year?—I think there are several reasons. One reason undoubtedly is the increased development of church agencies other than the ordinary church service. These agencies require money, and there is a pressure on the fund on that account. Of course those who give the money in the plate know where it goes. Another reason for the payment going down is the great development of non-sectarian agencies for relief, which were hardly beginning in 1845. Another cause, I think, is the growing distrust of this system of doles and indiscriminate giving here and there.

Discontinuance of relief to legal poor by kirk session.

59244. Excepting your own criticism, which is implied in the growing distrust and so on, that question arises from the point of view of the condition of the poor whether this definition should be entirely set aside. This statement here is to the effect practically that there is a grade or class of poor lying outside the normal legal poor?—Yes.

59245. The words are: "It was obvious that the situation 'of such people destitute of employment should not be over-'looked, and that many cases might occur in which men of 'this class ought to obtain temporary relief in times of 'occasional sickness or unusual calamity." Theoretically, the advantage of this was that there was an elastic side to the relief system of the country recognised, and also recognised specially in relation to the charity of the Church?—Yes.

59246. This, I understand, has gradually decreased, and yet I think it might fairly be said that this kind of demand is still a very important one—that is to say, the demand of the poor for special purposes outside of the Poor Law?—No doubt.

59247. I take it that your desire, or the desire of those that you represent, will be that the payment from the kirks, as set forth in Appendix B of the Local Government Board returns, should cease?—No.

59248. I want an answer to that then. What is your proposal?—That the thing should remain as it is, regulated by custom in the different parishes.

59249. That is to say, that the dwindling should go on, and if it dwindles there is an end to it?—It may, but it should not be disturbed either way.

Question of organising church charity.

59250. Might I put the opposite side of the question? Do you think that in Scotland this object as set down in the extract I read is sufficiently met in an organised form by the Church and other bodies, so that it is good yet rather to promote, if I may put it, this method of developing kirk responsibility on organised lines than to give up or let sleep the old position?—If you lay the accent on the word "organised," I say it is not met sufficiently in an organised way.

59251. Could it be?—I don't think that in our present ecclesiastical condition it could be done satisfactorily by the Church acting by itself except in purely rural parishes.

59252. That is to say, the machinery for this type of work, except in the rural parishes, is hardly available in order to ensure the organisation?—I think the machinery might be provided, but the difficulty is that the Established Church, being only a section of the community, if it were to undertake it, then first of all a large portion of the wealth of the country would be untapped, and in the second place I am afraid there would be great jealousy—it would be the old story of the Hebrews and the Grecians, the one set would complain that they were not sufficiently attended to.

Co-operation of Poor Law and church charity.

59253. Is there any possibility that there might be any kind of co-relation between the churches in these matters, and that they might run parallel with the Poor Law?—I think it might be done by co-operation. I was rather figuring the suggestion that the Established Church should undertake it, acting independently, but I think there is ample room for co-operation, and it might work very well.

59254. Might these funds be made available with a co-operative movement of those representing the kirk donation towards it, and other churches making similar grants, and so representing the other elements in the matter?—Yes, and for that reason I should be sorry to see this matter settled by a complete release of the Church from any moral obligation in regard to any part of this money.

59255. Might I just press that a little further, and ask this question? If this is a view upon which we base, so to speak, a continuance of this method, hitherto rather on the decline, is there practically at this moment in Scotland any asserted feeling of what you last mentioned, so if this stands one may think that good may come out of its being left?—I should say that without there being any definite proposal, there is a feeling in favour of co-operation amongst

the churches, and it is felt that they might find a very fruitful field in work of this kind.

59256. Then in that case you would definitely take up the position and say that there was a class of case which might be so dealt with as to prevent their falling on the Poor Law?—Yes.

Obligations of heritors as to churches.

59257. (*Mrs Bosanquet.*) Can you tell us what are the new requirements which the heritors are bound to meet in the churches?—In the old days all that the heritors had to provide was a building, wind- and water-tight, with most uncomfortable narrow seats, and that fulfilled their legal obligation. The people were content in these days to go and worship in such shrines,—there was such a strong feeling as to going to church in those days that people went no matter how uncomfortable the church was. People would not go to churches of that kind now. It is still a question whether heritors are required to put in heating apparatus or not. Then there is lighting. Some of these things the heritors do voluntarily; it is doubtful if they are under any legal obligation. Seats are made more comfortable, there is the provision of an organ, the expenses in connection with the Sunday school and different things of that kind, which are all novel within the last hundred years, and when these things come in you cannot compel the heritors to do them and the church must do them.

59258. The heritors must do what is necessary, and to do what is comfortable must come out of the other funds. Is that it?—I would hardly put it that way, because if the heritors only did what was legally necessary, according to the old ideas, people would not go to church. I might put it this way, that the heritors are obliged to do what makes the fabric one in which it is possible to worship. The church must do what is necessary to make it a place in which it is comfortable and seemly to worship according to modern ideas.

59259. (*Mr Patten-MacDougall.*) There is another distinction, is there not? In 1845 there was a distinction drawn between assessed and unassessed parishes?—Yes.

59260. Does that not bear, to a certain extent, on the explanation you have given of the falling off in the fund that has been set apart for the poor? As the number of assessed parishes increase, and unassessed parishes decrease; may that not be, to some extent, the reason for the apparent falling off?—I think so if it is the case—which I am not quite clear upon—that in the return made to the Local Government Board, non-assessed parishes, as well as the assessed parishes, are included.

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Question of returns to Local Government Board of unassessed parishes.

59261. I think that is so. There are only four at present. I want to know whether you think that has some bearing on the fact that the amount of these church collections, which have been devoted to the poor, has very considerably fallen off?—That struck me as an explanation, but there was doubt in my mind whether the Board got the returns from the non-assessed parishes as to the application of the money.

59262. (*Professor Smart.*) One argument against the assessment was that it would dry up the field of Church charity altogether?—Yes, that is so.

59263. (*Mr Patten-MacDougall.*) I understand that now all moneys which are given by the churches and their congregations towards assisting the poor are got practically outside the church-door collections. Meals are often provided by church organisations, and there are other means of supplying charitable aid. Now these are all from voluntary contributions by members of the church?—To a large extent. I do not say there are no cases where out of the £6000 or £7000 that goes to the poor, part is not used for such purposes.

Comparison of rural and urban church charity to poor.

59264. Have you considered whether the bulk of what is given to the outside poor is given by rural or by urban churches?—I have not gone into that in detail. I do not think that the proportion differs very much—with this qualification, that the very large congregations are in towns, and that makes it look as if they gave a smaller proportion, as probably they do. As to the total amount, I should think it was very much the same.

59265. I was anxious to test what you said was done in the rural parishes as compared with what was required in rural parishes?—Proportionately, I think more will be given in rural parishes.

Mr John Mitchell, called and examined.

Mr John Mitchell.

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59266. (*Chairman.*) Since 1884 you have been connected with the Poor Law administration of the Parish of Govan Combination, and you are now Inspector of Poor and clerk for that parish?—Yes.

59267. You have put in a very full and interesting paper, with a number of statistics?—Yes.

(*The witness handed in the following statement.*)

1. I have had over twenty-seven years' experience in the administration of the Poor Law, first in the Abbey Poorhouse, Paisley, as Governor's Clerk, from February 1880 till June 1883; then as Assistant Inspector and Collector of Old Kilpatrick Parish from June 1883 till April 1884; when I entered the service of the Govan Combination Parochial Board as Clerk, being afterwards Outdoor Assistant Inspector, Inspector's Clerk, and latterly appointed Inspector of Poor and Clerk to the Parish Council in December 1902.

Poor Law Administration.

The Social and Industrial Conditions in Govan Combination Parish.

Social conditions in Govan.

2. Generally, the population of the parish of Govan Combination is a mixed one, embracing, as it does, the wealthy, the middle class, and the poorest. The districts of Hillhead and Kelvinside on the north and Pollokshields and Dumbreck on the south are entirely residential, and contain practically no paupers. The other portions of the parish, namely, the burghs of Partick and Govan and the South Side of Glasgow, are composed mostly of the middle-class artisan and labourer.

3. From Table No. I. appended (*see App. CLXVII. (A).*) you will find a statement showing the number of persons living in rooms with windows, within the parish, from one to thirty-one or more rooms, along with the population, families, and number of houses, which may be useful in arriving at a true estimate of the social condition of the population.

4. Table No. I. is taken from the census return of 1901.

5. Table No. II., also appended (*App. CLXVII. (A)*), shows the population of Scotland at 1901, with the gross valuation for 1904–5, along with the amount of valuation per head of the population,—the parish of Govan Combination being shown for comparative purposes.

6. Since 1901, I estimate that the population has increased by at least 10,000.

7. Table No. III. (*see App. CLXVII. (A)*) shows the employment of the population of the burgh of Govan, which may be taken as a fair indication of the whole parish with regard to the industrial occupation of the population.

The Method of administering Relief in the Parish.

Method of administering relief in Govan parish.

8. The parish is divided into seven districts for the purposes of administration. There is a Relief Committee for each district, which meets once a month.

9. The Parish Councillors are the District Committee in the ward which they represent.

10. There is an additional Relief Committee which considers all cases chargeable to the parish residing in other parishes.

11. The committees average four in number, one being a quorum.

12. An assistant inspector is attached to each district, and there is also a medical officer for each district.

13. The methods followed in dealing with applications for relief where there is no urgency are as follows:—

(*a*) Personal application, when possible, is made at the Parish Council offices or district dispensaries; a medical certificate form is handed to the applicant, who is thereafter examined by the medical officer, who certifies the cause of disability and other particulars necessary.

(*b*) The district assistant inspector visits all the

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Method of administering relief in Govan parish.

applicants at their homes, inquires into their circumstances, investigates into their characters, and submits a full report in writing to me the day afterwards at 10 o'clock, when the applicant is also in attendance.

(*c*) Each case is decided by me on the assistant inspector's report and the medical certificate, along with information which may be obtained from the applicant at the time of the decision, and that decision stands until the next meeting of the Relief Committee of the district in which the applicant resides.

(*d*) All persons applying for outdoor relief appear before the committee at the meeting following their application, of which they get written intimation to attend.

(*e*) If I am or any member of the Relief Committee is not satisfied with the decision of the District Relief Committee in any particular case, an appeal may be made to an Appeal Committee, which latter consists of the conveners of the various District Relief Committees, with six additional members, three members being a quorum.

(*f*) This system, on the whole, works well, excepting where the members either know the applicants, or on whose behalf they have been canvassed by members of the Council or others.

Poor Law dispensaries.

14. There are four dispensaries, which are attended by two qualified dispensers, situated in convenient places in the parish, where all medicines and medical appliances ordered by the medical officers are provided.

Payment of aliment.

15. The poor are paid their aliments weekly, fortnightly, or monthly, as is considered most suitable for them, in four different parts of the parish.

Visitation and revision of cases.

16. The permanent poor are visited at least every three months, and their circumstances fully gone into at each visit.

17. Where the circumstances point to a temporary chargeability, or the character is doubtful, the aliment is continued from month to month, and frequent visits are made to the home.

Treatment of pauper inebriates.

18. In many cases where it is proved that persons on the outdoor roll are addicted to liquor, the Parish Council are not firm enough in testing these people with an offer of admission to the poorhouse.

19. Surprise visits are paid by the assistant inspectors at night after the poor have received their aliments, and also on Saturday evenings, for the purpose of ascertaining whether the poor on the outdoor roll are using the aliment they get from the parish in purchasing drink.

20. I am convinced that such visitation acts as a deterrent to quite a number of poor who would otherwise spend their money on liquor.

Clothing for outdoor pauper children.

21. All children of paupers attending school are supplied yearly with a suit of clothing and boots and stockings, in addition to the aliments paid to their parents.

22. Evening visits are made to ascertain if the clothing supplied to these children has been put to a good use.

23. During the last year it was ascertained that in 3 per cent. of the cases was the clothing found to be in pawn.

Aliment to widows with children.

24. Some considerable time ago the Parish Council resolved that where a widow had no other income, the minimum aliment to be paid her was to be at the rate of 3s. per week per child. The basis on which this sum was fixed I attribute to the Circular Letter of 5th June 1902 of the Local Government Board with reference to relief to widows with young children.

Boarded-out pauper children.

25. All orphans who are physically able, and other children deserted by their parents, are boarded out in the country in private families. This method is found to be the best in dealing with such children.

Convalescent Home for Pauper children.

26. Some years ago the Council rented a house in Bute for the treatment of children convalescent from illness. There is accommodation there for thirty children, which is fully occupied in the summer, and with an average number in the winter-time of twenty-five.

27. The results achieved by this Home have been found to be most beneficial, and the Home forms a "half-way house" between the poorhouse and children boarded out.

28. I would recommend the Commissioners to visit the Home.

29. The average cost of maintaining a child there for the year 1905–6, including management and all other expenses, was 4s. 11d. per head per week.

Mode of transit for pauper.

30. Paupers are removed to the poorhouse in an ambulance, cab, or by tramway car, which runs all the way, according to the directions of the medical officers. The ambulance and cab are the property of the Parish Council.

The respective Merits of Indoor and Outdoor Relief.

Relative merits of in- and outdoor relief.

31. The persons requiring indoor relief may with advantage be divided into three classes, which are as follow:—

(i.) Those who require treatment in a hospital, they having no accommodation in their own homes.

(ii.) Those who require to be sent to the ordinary wards of the poorhouse on account of their disability and drunken habits, etc.

(iii.) Those who are sent to the poorhouse to be tested as to whether they require parochial relief of any description.

32. The first class includes maternity cases, persons suffering from venereal diseases, accident cases unsuitable for infirmaries, persons suffering from septic sores, weakly children, phthisical cases, bedridden cases, suspected malingerers, etc.

33. The second class includes the homeless who become debilitated from their vicious and drunken habits, and the dissolute who cannot be trusted to apply outdoor relief in a proper manner.

34. The third class includes deserted wives—where the desertion is not clearly established—and cases where the evidence of poverty is not conclusive.

35. The one great advantage of indoor relief is that the persons are under constant surveillance.

36. One of the great disadvantages is the herding of the very bad, the vicious, and the weakly.

37. Table No. IV. (*App. CLXVII.* (*A*)) shows the condition of applicants as to residences.

38. Table No. V. (*App. CLXVII.* (*A*)) shows the results of their applications for relief.

39. Table No. VI. (*App. CLXVII.* (*A*)) shows the social condition of a number of the applicants.

40. Table No. VII. (*App. CLXVII.* (*A*)) indicates how the pauperism of Govan parish was divided at 15th May 1906.

41. Table No. VIII. (*App. CLXVII.* (*A*)) shows the number of poor chargeable to the parish at 15th May 1906.

42. Table No. IX. (*App. CLXVII.* (*A*)) shows that the indoor poor over sixty-five years of age could not with advantage be treated otherwise.

43. Table No. X. (*App. CLXVII.* (*A*)) shows the number of unmarried men who entered the poorhouse for the year 1905–6.

44. Where there is no doubt as to the character, poverty, and ability of the pauper to get the full value of the relief granted, the system of giving relief outdoor is by far the better one.

45. In fixing the rate of aliment, each case has to be considered separately, taking into account all the circumstances, such as the state of health and fitness for work, the family and ages of the same, the relatives liable to support, and to the support given by relatives who are not liable, relief given by charitable agencies, and the cost of living in the parish where the pauper resides,—the object aimed at being to fix the rate so that the pauper may not be better off financially than the ratepayer, and at the same time to place the female pauper in such a position as that she will have no need to resort to immoral courses.

46. It is by far the best way of treating the respectable widow with a young family, as the assistant inspector, who visits her frequently, comes, in many cases, to be looked on as a friend, and is able to advise her on many points about her family, etc., or he may bring the person before me for advice if he thinks this is necessary.

47. It will be seen from Table No. VII. (*App. CLXVII.* (*A*)) that 74·04 per cent. of the total females chargeable to the parish of Govan, and 97·84 per cent. of the dependants are in receipt of outdoor relief. It also shows that, after taking the number of boarded-out children from the male persons chargeable to the parish, 56·69 per cent. are chargeable in the poorhouse.

The Class of Persons applying for Relief.

s of ons apply- for relief.

48. These may be distinguished as follow:—

(i.) Widows without means, and having dependent children.

(ii.) Old women who have no families to support them, whose families are unable to support them, or whose families, although able, will not support them, and cannot readily be got at.

(iii.) Deserted wives who have children dependent upon them.

(iv.) "Ins-and-outs," male and female.

(v.) Old married couples who have no families to support them, or who have families who refuse to do so.

(vi.) Young men in sickness, with wives and families dependent upon them.

(vii.) Young men and women in sickness, and who have no friends able to maintain them.

(viii.) Orphan, deserted, and separated children.

Causes of Pauperism.

ses of perism.

49. So far as the majority of cases who become chargeable as paupers in the poorhouse is concerned, the causes are mainly the results of drink and vice.

50. With regard to the cases who become chargeable to the parish on the outdoor roll, various causes may be assigned, the most important being the cases of young widows with families dependent upon them. In many of these cases the deceased husband was never in a position to do more than maintain his wife and family during his lifetime, and was therefore unable to leave any provision for them at his death.

51. The same cause may be assigned in the cases of old men and old women who never were in a position to save enough to make any provision for their old age, many of whom exhausted their means in bringing up large families, who, having children of their own and small wages, are not in a position to assist their parents, and in some cases refuse to do so although they may be able.

The Class of Persons seeking Election as Parish Councillors.

ss of sons seek- election Parish uncillors.

52. This may be best answered by the following Table:—

	1894–95.	1907.
House factors,	3	2
Grocers,	3	1
Laundryman,	1	1
Bootmakers,	3	1
Baker,	1	1
Clergymen,	3	2
Coal merchants,	2	1
Flesher,	1	...
Wire-weaver,	1	...
Carriage hirer,	1	...
Soap manufacturer,	1	...
Plumber and gasfitter,	1	...
Farmer,	1	...
Brick manufacturer,	1	...
Banker,	1	...
Wholesale wine-merchant,	1	...
Retired from business,	2	2
Drapers and clothiers,	1	5
Medical practitioner,	1	...
Lawyer,	1	...
Cork merchant,	1	...
Wrights and builders,	2	1
Wright,	...	1
Wood merchant,	...	1
Brush manufacturer,	...	1
Postman,	...	1
Restaurateur,	...	1
Lifebuoy manufacturer,	...	1
Curled-hair manufacturer,	...	1
Electric and gas fittings manufacturer,	...	1
Assurance agent,	...	1
Ship-plater and workmen's delegate,	...	1
Clerk of works,	...	1
Manufacturer of belts, braces, etc.,	...	1
Ladies,	...	2

Expediency and probable Effect of giving Able-bodied Persons a Claim to Parochial Relief.

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Relief to able-bodied.

53. This is a subject which must be carefully considered before the present system is departed from. It is argued by certain parties that every destitute person, irrespective of his or her physical ability to maintain himself or herself, is entitled to relief during periods of unemployment. To make it obligatory on the part of Parish Councils to grant relief to such persons would be, in my opinion, a retrograde step, which would lead to the demoralisation of the people.

54. The present law has for over sixty years worked well in Scotland, and I am not aware of any great hardships which have been entailed by the operation thereof. In all cases the person considered to be aggrieved has an appeal to the Sheriff.

Relief to able-bodied and sick dependants.

55. It may be and is argued by the parties referred to that the law of England provides for Boards of Guardians granting relief to able-bodied poor, but, so far as I am aware, such relief is only granted in the workhouse. If a person must be relieved, and is able to work, he must work for the relief which he receives. This, in my opinion, is a sound principle, and one which could quite well be carried out by Distress Committees, under the Unemployed Workmen Act, 1905.

56. The effect of giving relief to able-bodied persons out of employment would, in my opinion, be most disastrous. Parish Councils have not the accommodation in their poorhouses for such a class, and to provide accommodation for them would entail an enormous expense, and in the end be detrimental to the persons themselves.

57. It would indeed be a calamity if in a parish such as Govan the majority of the Council were in favour of granting relief to all able-bodied men in times of a strike or lockout, in either of which there might be affected thousands of men.

58. I have heard a Parish Councillor state that if he had his way he would popularise pauperism.

59. I do, however, very strongly advocate that Parish Councils should have discretionary powers to relieve the sick dependants of able-bodied men who do not earn more than sufficient to maintain their wives and families when the latter are in good health. When sickness of a serious nature comes upon them, either the wife or child of such a man as is here described, it is utterly impossible for him to provide for his dependants the necessary skill, care, and nourishment which their condition demands.

60. I would further recommend that relief to such dependants as are here referred to should be given in the hospital, except in very extreme cases.

61. In all large urban parishes it is an impossibility literally to carry out the law, and as a matter of fact inspectors of poor do, in the interests of humanity, frequently transgress the law.

The Suitability of the existing Areas for the Purpose of administering Relief.

Suitability of existing areas for Poor Law relief.

62. While, as a rule, Parish Councils, to their credit be it said, exercise a most rigid discipline over the persons and affairs under their control, the duty of administering relief, especially in large town parishes, devolves largely upon officials. With a well-organised staff of officials, it is possible to administer relief with more promptitude and expediency in a large parish than in a small one. The means of transit are so great and numerous, and with medical officers as well as administrative lay officers always at hand, no difficulty is experienced in dealing with all or any of the cases which may occur. I speak specially in connection with the parish of Govan Combination, but I should say that the same applies to any parish of similar size and population where the system of administration is well organised.

63. There should be, however, limits to the area of a parish, such as one where it would become too large, and one head would find it impossible to actively superintend the whole administration. In such cases it would be wise to keep parishes within a certain size and population.

64. I would recommend that the law of settlement should be abolished, and a uniform rate of assessment throughout Scotland introduced.

65. Since the Act of 1845 was passed, Parish Councils have been at variance as to the settlement of persons becoming chargeable to the parish, with the result that almost incessant litigation has been the rule during all

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Suitability of existing areas for Poor Law relief.

these years; and it appears to be the case, even now, after over sixty years, that differences of opinion still exist, and an enormous amount of money has been and is likely to be spent in determining the legal settlements of such persons.

66. Reference is made to Table No. XI. (*See App. CLXVII. (A)*), which shows the number of applications made to the parish during the years 1896 to 1906, with the number of claims, and the percentage of claims to applications for relief.

67. Table No. XII. (*App. CLXVII. (A)*) shows the number of claims admitted by other parishes to Govan parish, and by Govan parish to other parishes during the same period.

68. Table No. XIII. (*App. CLXVII. (A)*) shows the cost of other parish poor resident in Govan Combination, and the cost of Govan parish poor resident in other parishes, during the same period.

69. It may be remarked that in Table No. XIII. no allowance is made for the expenses of investigating claims and visiting non-resident poor, or litigation expenses, and proves conclusively that the difference in the amount paid by Govan and to Govan is not in proportion to the cost of investigation, litigation, etc.

70. For the year 1904–5, according to the last published Report of the Local Government Board, to which reference is here made, the average poor-rate for Scotland was 10⅞d. per £, and with a strict audit and firm control by the Local Government Board over the expenditure of Parish Councils there is no reason why the rate should exceed the amount stated.

71. The result would not only be beneficial to the country at large, but would also be beneficial to certain poor who are chargeable to the parish, with no settlement in the parish of residence, and who would, under the present law, require to be transferred to their native parishes.

Suggestion as to assessments.

72. I would further recommend the repeal of section 37 of the Poor Law Act, 1845.

73. This section provides for Parochial Boards, now Parish Councils, making up a valuation of the parish, and for that purpose it defines "annual value."

74. The Valuation Act, which was passed in the year 1854, provides for one uniform valuation of lands and heritages in Scotland, and for that purpose section 6 defines "yearly rent or value."

75. The Valuation Act of 1854 does not repeal the 37th section of the Poor Law Act, 1845, although there seems to be no doubt that the "annual value" contemplated by the two statutes is one and the same thing. The Courts, however, hold that, notwithstanding the Valuation Act of 1854, the duty is still incumbent upon Parish Councils to give the deductions contemplated by section 37 of the Poor Law Act of 1845.

76. The following are the deductions allowed in Govan Combination parish to the various subjects or classes of subjects:—

Houses, shops, offices, banks, warehouses, workshops, stables, stores, yards, the Glasgow District Subway Coy., the Corporation of Glasgow (Water Department), the Glasgow Harbour Tunnel, and the Cathcart District Railway Coy., ...	20 p. cent.
Caledonian, North British, Glasgow and South-Western, Lanarkshire and Dumbartonshire, Glasgow, Barrhead, and Kilmarnock Railways, Prince's Dock Joint Lines, . .	35 „
Glasgow Corporation (Gas and Electric Light Department), ...	32 „
Glasgow Corporation (Tramways), . . .	36 „
Clyde Navigation Trustees, ...	40 „

77. The Courts have gone still further, holding that, in calculating these deductions, Parish Councils have no power to go behind the Valuation Roll to ascertain what deductions the assessors have already allowed. The result of the Court decisions is that the deductions allowed by the assessors have afterwards to be again allowed by Parish Councils. The deductions are thus allowed twice, firstly by the assessors, and secondly by Parish Councils.

78. The recent decisions of the Court on the question of the deductions to be allowed under section 37 have brought about a situation which has been productive of much litigation, and will soon be intolerable.

79. In the case of the Pumpherston Oil Company against Wilson (July 1901, 3 F. 1099), the First Division allowed deductions to the extent of 80 per cent.

Suggestion as to assessments.

80. In the case the Parish of Glasgow had against the Theatre Royal in 1905, the Lord Ordinary allowed deductions to the extent of 40 per cent., and in the case of the Parish of Glasgow against the Glasgow Corporation Telephone Undertaking in 1906, the Lord Ordinary allowed deductions to the extent of 87½ per cent.

81. Reference is here made to the case, Burghead Harbour Co. Ltd. against George, *P.L.M.* 1906, particularly the remarks of the Lord President, pp. 203–4.

82. The decision in the case of the Telephone Undertaking is under appeal to the Inner House but has not yet been finally decided, although the Division has allowed deductions for repairs on switchboards and roofs, and disallowed deductions on the cost of repairs on subscribers' instruments, and the case is presently in course of adjustment on this basis.

83. In all these cases most of the deductions had already been allowed by the assessors.

84. Many more of the larger and wealthier undertakings will follow with their demands under this section, while the general body of ratepayers, who are not so able financially to prosecute their claims, will have to make up what is thus secured by these, not to speak of the large sums that have necessarily to be expended in litigating these highly technical questions.

85. Parish Councils must get by assessment the sum they require for Poor Law purposes, and it is evident that the assessment lost on the amount that is to be allowed off the roll value, under section 37, is to be made up by increasing the rate on the balance of valuation.

86. The same result would therefore be reached, so far as the general body of ratepayers is concerned, if the 37th section were repealed, and the assessment levied on the roll value. This is the method adopted in all other assessments, and the Report on Local Taxation in Scotland in 1895, and the Report of the Royal Commission in 1902, recommend this course.

87. I would also recommend that the duty of carrying out the provisions of the Vaccination (Scotland) Act, 1863, should be transferred to Public Health Authorities.

Transference of provisions of Vaccination Act to Public Health authority.

88. The Act is one which entirely concerns the public health and that of the individual, and it is therefore felt that the duty presently laid upon Parish Councils in administering the Act is somewhat of an anomaly.

89. It seems to have been an overlook that the powers under this Act should not have been transferred to the Sanitary Authorities, under the Public Health (Scotland) Act, 1867.

Need of compulsory powers of removal for Parish Councils.

90. I would further recommend that powers should be given to Parish Councils to remove compulsorily persons who are in urgent need of hospital treatment who refuse to go there voluntarily, and who cannot be properly cared for at home, particularly where such persons are, from the nature of their diseases, a menace to the health of the other inmates of the house and to the health of the public.

91. This recommendation, if carried into effect, would not only safeguard the health of the person immediately concerned, but also that of the other inmates of the house in which the patient is confined. In many cases persons who are suffering from diseases which are urgently requiring treatment will not voluntarily, even amidst the most sordid surroundings and the lack of attendance, not to speak of the difficulties of their being properly nursed, go to a poorhouse, and therefore, in the interests of all concerned, power should be given to remove them from such environment.

92. At the present time there are chargeable on the outdoor roll thirty-seven persons suffering from phthisis who refuse to go to the hospital for treatment.

Relief committees.

59268. (*Chairman.*) I should like to supplement your paper by putting some questions to you, and I will deal first with the method of administering relief, and then we will be better able to understand the social and industrial conditions to which that relief is applied. The relief committee for each district only meets once a month?—Yes.

59269. Where do they meet?—There are different committees that meet in the office, and then there are three committees that meet in the district.

59270. Is there a special Poor Law building for that purpose?—Yes.

59271. Each district committee is composed of the councillors of the district which has returned them?—Yes.

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59272. And the committee average four in number, one being a quorum?—Yes. Everybody is on a relief committee.

59273. Are these committees changed?—No.

59274. Four comprises practically all the representatives of the committee?—Yes, generally speaking. In some districts there are fewer representatives, according to the parish wards, the population and valuation.

59275. Application for relief is made at the central office?—Yes.

59276. And also at the dispensaries?—Yes.

59277. Who is there at the dispensary to take down the qualification?—There are two qualified to take applications when called upon.

59278. In Glasgow there is a system by which they are classified by the assistant inspector of poor when they apply. Have you anything of that kind? Do you give them different coloured cards as they apply?—No.

59279. You deal with the case until the committee meets?—Yes.

59280. And I suppose you have sometimes to give relief for nearly the full period of the month?—Yes.

59281. If you refuse relief, you have to give your reasons in writing to the applicant?—Yes.

59282. And the applicant, if he chooses, can appeal to the sheriff?—Yes.

59283. Is the appeal, when utilised, very prompt?—Yes, very.

59284. That is to say, you generally get an answer on the same day?—Yes, always.

59285. Do you send down one of your officers to the Court?—Only when asked by the sheriff.

59286. The decision of the sheriff is an interim decision in the first place against which you can appeal, and then place further information before him?—Yes.

59287. You, of course, administer relief on a uniform principle as far as you possibly can?—Yes.

59288. Are the parish councillors rather disposed to favour applicants that come from their own particular districts?—Yes, undoubtedly.

59289. Do you have much trouble?—Not a great deal.

59290. Speaking generally, should you say that the decision you had arrived at was accepted by the committee?—Not always.

59291. But generally?—Yes.

59292. The applicant, or, as I understand it, the member of the committee, or you, can appeal to the appeal committee?—Not the applicant in our case. Either the member of the committee or I can appeal.

59293. I suppose that really covers the applicant?—Yes, I should think so.

59294. An appeal is not often made because there has been too much relief given?—Never.

59295. The member that appeals would possibly do so because the applicant had either been refused or because in his judgment the relief given had been inadequate?—Yes; usually it is where the committee may offer the poorhouse instead of outdoor relief, and then an appeal is made.

59296. How is this appeal committee appointed? Is its composition permanent?—The appeal committee consists of the conveners of the various relief committees along with six members appointed by the whole council.

59297. The conveners are appointed every year?—Yes.

59298. They are nominated by the council?—Yes.

59299. And the six additional members are nominated also?—Yes.

59300. So you have one appeal committee for the year?—Yes.

59301. What has been the result of their decisions? Have they generally supported the view that you have taken?—I may say that the appeals are very few, and as a rule, when I have appealed a case, I have been successful.

59302. Is there any appeal from the appeal committee to the whole council?—Yes.

59303. Is that ever availed of?—No.

59304. So practically the system which is established does tend towards uniformity?—Yes.

59305. Have you any scale?—No, except that the council passed a resolution some time ago that where a widow had no income she would be allowed 3s. per week per child, when there were no relatives able to assist her and no workers in the house.

Boarded-out children.

59306. You board out your children all over Scotland?—Yes.

59307. What machinery have you for finding out proper places to board them in?—We always have a number of applications. People come to know that we do board out children in the country, and they write to us wanting such children.

59308. Is there a regular sort of machinery whereby the inspectors of poor exchange views as regards persons who are willing to take these children?—I would not say that. The people come to know that you do board children, and they write for such children. The homes are visited before we board any out.

59309. When you have them scattered all over Scotland you have got to depend for supervision on some machinery outside your own officials?—Our own officials visit regularly.

59310. Every year?—Twice, and sometimes oftener. Then the schoolmasters communicate with us if there is anything wrong, or the parish priest, or the minister.

59311. You find the schoolmasters to be very useful in that way?—Yes.

59312. You are satisfied with the system?—Yes.

59313. Have you had in your experience any cases of maltreatment?—Only one, so far as I remember.

59314. (*Mr Gardiner.*) Out of how many cases, roughly?—Six hundred.

59315. (*Chairman.*) Do you have six hundred cases annually?—That is about the average number that we have boarded out.

59316. So far as you know, the children that have been boarded out do not come back to you to any appreciable extent?—That is so.

59317. And the children are not looked down upon by other children?—I do not think so.

59318. What are they called—orphans?—Orphans, deserted children, separated children, children taken from their parents, who may be drunken or dissolute.

59319. The absence of any distinctive dress dissociates these children altogether from the poor?—Yes.

59320. (*Mr Booth.*) Are they known as Poor Law children?—No.

Social conditions of Govan and Gorbals.

59321. (*Chairman.*) We now come to the social and industrial conditions of the Combination parish. How many parishes are there in the Combination?—Two, Govan and Gorbals.

59322. Just look at your table of statistics. In the first table you give rooms with window. What is the first figure that runs up to 31?—The number of rooms with window from 1 to 31 and more.

59323. Then the next line gives you the number of rooms?—Yes, the percentage of the population who live in these houses.

59324. Is this a reliable return as regards overcrowding, because a number of people might live in one room in a house which had a good many rooms?—No; these are the sizes of the houses. You will see there are 1,576 people living in a one-room house.

59325. (*Mr Booth.*) How do you define a house?—A separate dwelling.

59326. May there not be a tenement which contains a certain number of dwellings?—A tenement may contain eight or ten houses.

59327. (*Chairman.*) It would give you the number of houses with rooms, but it would not give you a full idea of how the people were packed up in those rooms?—No.

59328. So it applies to houses rather than to population?—Yes.

Valuation and assessment of Govan.

59329. I see that the valuation of Govan is very considerably below that of Scotland?—Yes.

59330. I suppose there are some large businesses?—Yes, very large businesses, and a very rich valuation in some parts. The West End of Glasgow is in Govan parish, Hillhead and Kelvinside.

59331. Which side of the river is it on?—It is on both sides of the river, and it takes in Partick, Whiteinch, and Hillhead.

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59332. This in your table is the valuation, and then deductions are made from it, so that you cannot rely on the whole of that for the purposes of Poor Law?—No, that is the gross valuation.

59333. In the next return you give the employment taken from the census?—Yes.

Unemployment.

59334. That, although it gives the occupation, does not accurately describe the employment, because a good many of the persons who would return themselves in certain employment might be out of employment at the time?—Yes.

59335. So the 580 is by no means a test of the number of unemployed you had to deal with?—No, not at that moment.

59336. Coming to the housing of the applicants for relief, I see that 52 per cent. had houses of their own?—Yes.

59337. And nearly 29 per cent. came out of model lodging-houses and private lodging-houses?—Yes.

Statistics of pauperism.

59338. Would you put the private on a lower level than the model?—No, they are about the same class.

59339. Passing on to the next table—this is for the year 1905?—No, it is for 1906.

59340. The total number granted relief is 6,080, deducting medical relief?—Yes.

59341. Out of these 6,080, I see that 4,050 received relief in the poorhouse?—Yes.

59342. And the number granted outdoor relief on those figures, including insane, was only half of those who were granted indoor relief, which at first sight reverses what one understands to be the system, that it is more an outdoor system than an indoor system?—That is true, but a man may be in the poorhouse ten times in the year, and he counts as ten persons, although he is only one person. The statistics, therefore, do not prove that there is more indoor relief than outdoor.

59343. In table No. 7 (*See App. CLXVII. (A)*) the third column confirms just what you said, that the total number of the ordinary poor on the roll in May 1906 was 3,900, the number in the poorhouse was only 1,191, and the number outside was 2,030?—Yes.

59344. From these figures it is clear to me that the number of persons in the poorhouse is much more variable than the number of those on outdoor relief?—Yes.

59345. And therefore figures like these would be quite misleading at first sight?—Yes.

59346. That seems to show that the persons who go to the poorhouse are to a very large extent ins-and-outs?—Yes.

Degeneracy of rising generation.

59347. We have had evidence from neighbouring parishes. There seems to be rather an impression amongst those connected with the administration of the Poor Law that of recent years there has been an increase of a rather degenerate class who are disinclined to exert themselves?—Yes, they won't work.

59348. You have no doubt of that?—No doubt whatever.

59349. What do you attribute it to? Is it the love of street life?—I think there is a good deal in the home life of these youths. They are badly brought up, they go to no trade, they run about the streets, and are just corner boys—hooligans.

59350. The healthy family ties in some districts are being weakened?—Undoubtedly.

59351. Would you say it is a serious social danger for the future?—There is no doubt at all about that.

59352. The distress with which you have to deal is not mainly caused by material conditions, but to a considerable extent it is rather caused by moral degeneracy?—To a large extent among a certain class.

Labour colony for moral degenerates.

59353. Have you any suggestions to make in connection with this class?—A labour colony seems to me to be the only solution of the difficulty—a penal colony.

59354. But you would have to take these boys young?—You would take them when you could get them. We do not get them unless they are physically unfit for the moment.

59355. They come in, I suppose, partially disabled from sickness?—Yes; we do not relieve them if they are able-bodied. We do not relieve the able-bodied.

Relief to able-bodied and sick dependants.

59356. Coming to that question of the able-bodied and their dependants, you sum up the situation in paragraph 61 of your evidence, where you say that in all large urban parishes it is an impossibility literally to carry out the law, and as a matter of fact inspectors do in the interests of humanity frequently transgress the law?—Yes.

Relief to able-bodied and sick dependants.

59357. That refers, I suppose, mainly to the dependants of able-bodied persons?—Yes, altogether to dependants of the able-bodied.

59358. You would wish the law altered in that respect?—I would.

59359. You seem rather to prefer the practice which the Poor Law follows in England as regards able-bodied to the practice of the law in Scotland, which does not allow relief to the able-bodied?—I prefer the Scottish law in so far as the able-bodied themselves are concerned, but I would certainly approve of a system whereby Parish Councils should be enabled to give relief in times of distress and in sickness to the dependants of these able-bodied.

59360. You would leave the able-bodied as they are?—Yes.

59361. I suppose the medical certificate of the doctor is of great assistance to you in administering the law as it now stands?—Yes.

59362. It would be very difficult, as I understand you to say, to administer the law in the interests of humanity if it was not for the doctor's certificate?—That is so.

59363. That is to say, an able-bodied widow with a number of children comes in as partially disabled?—We relieve a widow with children on account of the children. We do not take into consideration her physical condition unless she is sick.

59364. You do not give relief to her?—No.

59365. But you take care, by inspection and otherwise, that the relief given goes to the persons for whom it is intended?—Yes.

59366. Assuming you found it was not so given, would you put her in the poorhouse?—We would stop the relief at once if we found that she was misapplying the relief. That is a matter of daily occurrence.

59367. As regards other points, you are very much dissatisfied with the deductions that are made from valuations?—Yes.

Valuations and assessments.

59368. I believe that that dissatisfaction is rather general throughout the country?—Yes, I think so. I do not know any parishes that are not in favour of the abolition of the 37th Section of the Poor Law Act. It has been a worry for many years.

59369. Coming back to areas for a moment, have you any difficulty in administering your area on account of its size?—No.

Suitability of existing areas.

59370. From an administration point of view, I suppose you could extend your area?—I would not like to commit myself to that. I think it is large enough for one person to have a direct supervision of. If it were made very much larger, I do not think the inspector of poor could properly supervise it.

59371. If you increased the area your present machinery would require to be duplicated?—Yes.

59372. You could not work much more from a centre?—Not satisfactorily.

Need of powers of compulsion for Parish Councils.

59373. You would like to have powers of compulsion as regards persons who are living in unhealthy and insanitary conditions?—Yes.

59374. Would you wish for powers of detention as regards feeble-minded women who were constantly having illegitimate children?—Yes.

59375. Have you had any complaint from your governors of their inability to bring up, as can be done in England, recalcitrant inmates in a poorhouse before the magistrate?—They do not have that power.

59376. Have you had any complaints about the want of that power?—Yes, frequently.

59377. And you would advocate that power being given?—Yes.

59378. Is there anything else material that you would like to say?—I think not. I would emphasise paragraph 91 of my statement, where I say that we should have power to remove compulsorily people who, on account of their sickness, are quite unfit to be at home. These people ought to be sent to the hospital.

59379. I understand. Assuming they decline to go into the hospital, the inspector feels there is still an obligation on him in connection with them, and he has to tell

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somebody to look after them?—Yes; he may have to employ a nurse, for instance.

Deterrence of Poor Law.

59380. (*Mr Patten-MacDougall.*) With regard to these cases to which you have last alluded, are many of them cases of phthisis?—Yes, numbers of them.

59381. Do you find that people suffering from tuberculosis are more difficult to induce to go to the hospital than others?—Yes.

59382. Why is that?—I do not know. They do not want to go to the poorhouse at all, simply because it is a poorhouse, I think.

59383. And not even the very much improved conditions of the hospital appeal to such persons?—They do appeal to a number. There are a few sensible people who do accept the offer.

59384. Do you think the decreasing aversion on the part of these people, and the desire they must have to do what they can to cure themselves, is a growing feature?—It is growing.

Treatment of phthisis.

59385. Have you considered whether phthisis in these cases such as you have in Govan would not be better treated by the public health authorities?—Undoubtedly that is so. They ought to be treated by them.

59386. Has that matter been before your Parish Council at all?—Yes.

59387. Have they taken any action in regard to it?—There is a paper that has been sent in on behalf of the council, in which it was urged that local authorities should deal with these phthisis cases.

59388. And that phthisis should be notifiable?—Yes.

59389. To whom was that paper addressed?—To the Commission here

Relief to widows with children.

59390. Look at paragraph 45 of your paper. You are of opinion that in fixing the rate of aliment to be given by your council, each case has to be considered on its own merits?—Yes.

59391. Have you found in your own experience that to fix any scale of relief is not possible?—Has that been considered by your council?—Yes; it is almost an impossibility to fix a scale, because you may have one case which is a case of a widow with a father who is able to partially maintain her, while in the next case you have a case of a widow with nobody that can help her; so in the one case you require to discriminate, and give less relief than in the other.

59392. The circumstances of each case must be considered?—Yes, no doubt.

59393. Even where you find a widow with two children and another with the same, still the circumstances may be different, and they all require very careful investigation, and they receive it before the question of relief is considered?—Yes.

Boarded-out children.

59394. In answer to the chairman, you said that you had no difficulty in finding places for your boarded-out children?—We have no difficulty.

59395. You have constant applications from foster-parents?—Yes.

59396. Do you prefer rural districts to town districts for boarding out?—It all depends on the child. Personally, I would prefer a town district in many cases.

59397. What cases are these?—Where they are strong healthy children. In a town you have always a better chance of finding employment for them after they get to be of the age of fourteen. In many cases in the country there is very great difficulty in finding employment.

59398. Can you tell the proportion of children you have boarded out in towns as compared with those in rural districts?—There are not 10 per cent. boarded out in towns.

59399. When they leave you and look out for employment, have you any system at all?—Yes; if they get a situation and obtain a very small wage, then we supplement that.

59400. And do you exercise any care over the houses where they live?—Yes.

59401. You inspect them; you inquire into their conditions and surroundings and where they are living up to the time when such assistance as you give them ceases?—Yes.

59402. And I suppose you give them help in their apprenticeship?—Yes.

59403. What proportion of your boarded-out children do you do that to?—A small proportion, because we find that when a child comes to the age of fourteen it is adopted by the foster-parents, and becomes really one of the family.

59404. And the foster-parents look after him in future, and relieve you of his charge and responsibility?—Yes.

59405. Do you find that condition of things more in rural districts than in towns?—Nearly the whole of our children are in rural districts.

59406. Do many of them take to gardening work?—Not a great many.

59407. Why is that? Many of them are boarded out with agricultural people?—In Maybole we board them out with shoemakers and traders, and so on.

59408. But do you not have many boarded out with farmers?—No.

59409. Where you have them boarded out with farmers, do you find that they remain for agricultural work afterwards?—No, they come to the town afterwards.

59410. Why is that?—I don't know, unless it be a disinclination to work on the land. The fact is that they do come back to the larger centres.

59411. Is it because of the attractions of town life?—I am afraid it is.

Pauper children's convalescent home.

59412. You have a very successful home in Bute?—Yes for convalescent children.

59413. Convalescent from sickness of all kinds, and not exclusively from tuberculosis?—That is so.

59414. How many children do you have there now?—We have thirty, on an average.

59415. What supervision do you have?—There is a matron who had a great many years' experience in Govan Poorhouse before she went there. In addition, there is a nurse—not a trained nurse—and then two members of the council visit every month, and the doctor once a month, or oftener if need be. The chaplain of the poorhouse goes down once a month also, and the Roman Catholic clergyman in the district calls on them.

59416. For how many years has this place been in existence?—Five years.

59417. And the Parish Council are well satisfied with its results?—So much so that we introduced a water supply there two years ago, and we got a lease for ten years from the Marquis of Bute.

59418. Are there many charities in Govan?—There are a great many.

Co-operation of charity and Poor Law.

59419. Do you work at all in co-operation with them?—Yes.

59420. In what way?—We give all possible information to the Charity Organisation Society. We allow them to consult our records at any time, and they give us the same facilities.

59421. Do you think there might be more co-operation?—Yes, I think so.

59422. How would you propose to reach that?—I think that all cases that are applying for relief should be reported to the Charity Organisation Society, and they ought to report to the parish the cases that apply to them for relief, in which case there would be no overlapping between the parish and the Charity Organisation Society.

59423. There is overlapping at present?—Yes.

59424. And accordingly not the most efficient administration?—I think so.

59425. There was recently a strike among the boilermakers in Govan?—Yes.

59426. Was there an increased number of applications then?—No, there was a number for a few months, but these applications were from, say, the parents of the strikers—they were not from themselves, of course.

59427. Have you any charity in Govan called the Poor Children's Dinner-table Society?—No.

59428. You cannot say whether, during that strike, fewer children than usual came to the dinner-table?—I cannot speak to that.

Accessibility of Poor Law medical relief.

59429. (*Dr Downes.*) What would be the greatest distance that an applicant would have to come to the Parish Council offices?—Three miles, perhaps. Of course, I might explain that they can all apply in the districts in which they live.

59430. That would be optional to all?—Yes.

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Accessibility of Poor Law medical relief.

59431. To whom would they apply?—To the persons in charge of the dispensaries.

59432. What would the dispenser do?—He would take a note of the name and report it to me, and then I would send an officer to make the usual investigations.

59433. When would the report reach you?—At once.

59434. In an ordinary case of sickness, not of urgent character, how long would it take before the doctor received charge of the patient?—When an applicant calls he is given an order to the doctor, and it depends on himself when he goes to the doctor. If the person is not fit to go to the doctor, then the doctor calls immediately on getting intimation.

59435. Is that first application to the doctor rather for the purpose of examination as to whether the person is an able-bodied person or not?—Quite.

59436. And not for the purposes of treatment?—If need be. First of all we have got to satisfy ourselves that the person is not able-bodied; and if the doctor finds that he is not able-bodied he puts him on treatment at once.

59437. Is that invariably the case with you?—Yes.

59438. Is there any direction to the doctors to do that?—Yes.

59439. Do you know whether that is the practice generally in Scotland?—I think not.

59440. Isn't it the fact that the doctor would regard that first examination merely as an examination for the purpose of classification?—Yes.

59441. And in such a case it might be some time before the doctor received charge of the sick person?—It might be.

System of appeals.

59442. Do you find any variation in the proportion of appeals coming from individual councillors?—No.

59443. Although their views may differ rather widely on matters of relief?—The appeals are so very few. Where you have a committee, consisting of say four, who decide that an applicant should be relieved in a certain way, if there is a majority in favour of the applicant being so relieved, then there is no appeal—at least, not in many cases.

59444. I was thinking rather of the appeal from a committee where one is a quorum?—But the committee, as a rule, all attend.

Pauper children's convalescent home and cost therein.

59445. It does not often happen that there is only one?—No, except in a holiday month or something like that. The committee meetings are very well attended indeed.

59446. In the statement of the cost of your home at Bute, does the 4s. 11d. cover the upkeep of the establishment?—It is a rented place.

59447. It includes the rent?—Yes.

59448. And the medical care of the children?—Yes.

59449. And the travelling expenses of those who go to see them?—Yes. For the last year the figure was 5s. 7d. a week.

59450. So it has gone up rather?—Yes.

59451. What is the cause of that?—We have had a good deal of extra expense in connection with the garden and other things.

59452. Establishment charges?—Yes.

59453. There has not been any outbreak among the children?—No.

Provision by charity and Poor Law for maternity cases.

59454. With regard to the maternity cases in Govan, do a large proportion of the poor come to the Poor Law for maternity relief, lying-in women for confinement?—Yes, a good number come.

59455. Have you any maternity charities?—Yes; there is the Maternity Hospital in Glasgow, where they go in labour. Of course we take them in at any stage.

59456. Do these charities attend them at their own homes?—Yes, and they also have a nursing home.

Sickness as cause of pauperism.

59457. You don't mention sickness specifically as one of the causes of pauperism?—That is implied, I think.

59458. Is that because you consider that the sickness that comes to you is mainly the result of drink or vice, or do you put it in a separate category?—A separate category.

59459. How would you say that sickness compared with the causes of pauperism generally?—I would say that 80 per cent. anyway in the cases of men not too old to work.

59460. Do you find sickness often the first step to permanent pauperism?—Yes.

Sickness as cause of pauperism.

59461. Even although the man may have recovered from his sickness?—He is not unwilling to come back to the parish once he has got there. A man may have some scruples in coming to the parish the first time, but he has none when coming back, when there is only the slightest thing the matter with him.

59462. Where do you send your sick?—We have an hospital in connection with the poorhouse.

59463. A separate building?—Yes.

Co-operation of Poor Law and charity.

59464. What do you do with regard to the other class of cases that do not require hospital treatment?—They go to the ordinary wards of the poorhouse.

59465. Do you send cases to any infirmaries or voluntary hospitals?—Yes, we subscribe to the Victoria Infirmary in Glasgow.

59466. Do you pay for the cases that are sent?—We are the same as the ordinary subscriber who subscribes one guinea and gets one ticket. It is according to the amount that you subscribe.

59467. Could you send an urgent case and pay for it independent of the subscriber's line?—No.

59468. Would you consider it desirable to have that power?—We have that power in the meantime by subscribing.

59469. But it might be a case requiring rather special treatment?—But the infirmary would take that in from us at once.

59470. Take the case of children with ringworm?—They would not do that.

59471. Is there any place for treating them by modern methods?—We have the poorhouse hospital.

59472. What do you do there?—They get all sorts of treatment there.

59473. Have you got modern electrical treatment there?—I don't know that we have that.

59474. In the investigation of cases would it be an assistance to you and to your assistant inspectors if there were penalties attached to false statements?—Yes, it would be a benefit.

59475. What power do you have in the case of parents obtaining relief by false representations?—They may be tried by the procurator-fiscal.

59476. Is that power ever exercised?—Very rarely.

59477. (*Miss Hill.*) With regard to the co-operation with the charities, is there any system by which, when a young widow comes for the first time to the parish, you try to get her put into a trade or placed on a more independent footing? Does charity co-operate with you in that way?—No.

59478. If a young person comes up to you for the first time, the only question is whether indoor or outdoor or no relief shall be given?—That is so.

59479. Is there no attempt to place these people on a more independent footing at all?—As a rule, a young widow has a family, and she cannot go out and do anything. If she attends to her house and keeps her children well, I think she has plenty to do.

59480. You don't expect that she really stays at home. Of course it must depend on the age of the children, but if a woman is taught ironing or cooking or anything of that kind, she is more able to support herself?—Yes.

59481. If she once gets parish relief, she remains there until the children grow up?—Almost invariably.

59482. You say it would be well that a list should be sent to the Charity Organisation Society. Is there any such list sent now?—No.

59483. And there is no power to choose out hopeful cases to recommend to the Charity Organisation Society?—No.

59484. Has any scheme been proposed on either side?—No.

59485. You have a Charity Organisation Society?—Yes.

59486. Do they relieve Poor Law cases at all?—I think not.

59487. You think there is a division between the class of cases that come to you and the class of cases that go to them?—Yes. They very often refer cases to us that are not suitable for them.

Relief to widows with children.

59488. There is no action taken in connection with the sending of cases from you to them?—No. Sometimes, of

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course, where a man or woman comes who is able-bodied and not a parish case, we will occasionally send them to the Charity Organisation Society. That is, where they are able-bodied and we cannot relieve them.

59489. (*Chairman.*) You say that widows when once in receipt of Poor Law relief generally remain in receipt of that relief?—Yes, until the children are working for themselves.

59490. Do they ever marry?—Yes.

59491. What happens then?—Of course they are taken off the roll, and the husband they marry presumably maintains her and the children.

59492. So the husband knows that if he marries the woman he has to maintain the children?—Yes.

59493. Do a considerable number of young widows marry?—A large number.

59494. So it has not acted as a deterrent?—No.

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59495. (*Mrs Bosanquet.*) How do you pay the guardians of your boarded-out children?—Do you mean the amount?

59496. No, the method?—We pay quarterly, in advance.

59497. You send the payments by post?—Yes, always.

59498. In a rural district yesterday I went to see a woman with boarded-out children. I found she had left the place and handed the children over to another woman. Could that happen without your knowing?—No.

59499. How would you be informed of it?—Either by visitation—of course we would not pay the money to anyone except the guardian that we had appointed.

59500. It might happen for two or three months before you found it out?—It could hardly happen, I think.

59501. How would you know in this particular case?—If one guardian handed the children over to another, she would require to get paid for the keeping of these children.

59502. But she had the money in hand?—Yes.

59503. And you would not know until the next payment?—I could hardly suppose such a case.

59504. (*The Bishop of Ross.*) Does not the inspector of the district where the child is, look after the child?—Very often. We are bound by the Local Government Board to intimate each case to the inspector of the poor in the district, but the inspector does not deal with the case in the ordinary sense.

59505. But he keeps a general supervision?—I think it is rather superficial.

59506. Would he not intimate to you if there was any change of guardian?—If he knew about it. We are bound to intimate to the inspector in all parishes where we board children out once a year, and they are supposed to take an interest in and supervise these children, but as a matter of fact, they do not. In some cases we pay a local inspector for looking after them.

59507. (*Mrs Bosanquet.*) As regards the local inspector being supposed to supervise, some of them have told me that they are not supposed to do so?—They are not bound to do it, but, as a matter of fact, they often do it.

59508. (*Mr Patten-MacDougall.*) Is it not this way; they are not expected to do it unless circumstances come under their notice which make it essential for them to do so?—Yes, the idea being not to associate the children with the parish at all. If something glaring does occur, then the local inspector will intimate to the inspector of the parish to which the children belong.

59509. When children are sent to any rural parish, intimation is made by you to the inspector of that parish that the children are there, but he is not supposed to interfere in the least unless he thinks that circumstances are such as to call for his interference?—That is so.

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59510. (*Mr Gardiner.*) Would you desire to have powers of detention over the ins-and-outs?—Yes.

59511. Would you kindly explain what those powers should be and how they should be exercised?—I should say that any person who has been chargeable more than three or four times in the year ought to be compulsorily detained in a poorhouse and made to work.

59512. In a poorhouse?—Yes, while they remain objects of parochial relief; but I think that once they are beyond the stage of requiring parochial relief, they should be further detained in a penal colony.

59513. Will you kindly explain that a little bit? You said that they should be made to work in a poorhouse. What do you mean by that?—Made to work according to their ability.

59514. Does that mean breaking stones, picking oakum, and so on?—Yes.

Need of powers to detain ins-and-outs in penal colony.

59515. You think that is satisfactory?—It has served the purpose up till now.

59516. Have you ever seen the results of it in England?—No.

59517. Have you seen the results of that kind of labour on the people in the workhouse there?—No.

59518. Have you any ideas about the penal colonies, where they would be situated, and the employment that would be given?—They might have many employments. We might purchase an estate and work it as a market garden, or go in for afforestation.

59519. There is a big difference there. As regards the market garden idea, has any such experiment come within your observation?—No. Of course the Glasgow Distress Committee, of which I am a member, are negotiating for the purchase of an estate just now, and I think the idea is to have a market garden there.

59520. You think the site will be suitable for that purpose?—Yes, it is within a reasonable distance from the city.

59521. And the soil is suitable?—I think so. There is a good deal of it bog land which could be reclaimed.

59522. And made suitable for a market garden?—Yes.

59523. Then as regards afforestation?—That is a bigger question still.

59524. People often talk about it?—Yes.

59525. (*Mr Loch.*) With regard to the question raised by Mr Gardiner, do you think it is well that when a person is more or less a proven out-and-in, the question should be further dealt with by the Parish Council? Might I suggest whether he should not at once be a police question and dealt with as an incorrigible more or less?—Yes, I think they might be handed over to the police for that matter.

59526. Do you think that modifying the Poor Law on punishment lines, so to speak, is a good development?—Unless you have something better it is absolutely necessary to have such power.

59527. Suppose the law were altered in the way I have suggested, would opinion in Scotland be against it?—No, I think not.

59528. There would be a direct reference from the bench to the treatment of the cases by sending them to what was then thought to be the best kind of prison, probably an open-air prison?—Yes.

59529. That would meet your views?—Yes, if the law were altered I would prefer it to be altered in the way you suggest, but failing that, I think we ought to have powers of detention. I prefer your suggestion, however.

59530. I take it your position would be that a certain going in and out of the workhouse would imply incorrigibility?—Yes.

Increase of pauperism.

59531. I should like to ask several points that arise on your statement which is very interesting. Has the pauperism in Govan increased or not in the last ten years?—It has increased very much.

59532. Have you figures with you to show that?—Of course the population has very largely increased also, but the pauperism has increased in ratio.

59533. If one were quite successful with the Poor Law work, might not the population go up and the pauperism go down?—That is not our experience.

59534. That is to say, the pauperism has increased with the increase of population?—Yes.

59535. What, roughly, would the pauperism of Govan be per thousand?—I am not quite certain.

59536. In the table on page 8 of the "Report on the 'Administration of Poor Law Relief in Large Parishes in 'Scotland," you will notice that Glasgow stands very high, 2,796, as compared with Govan, 1,319. Do you find that the incoming part of the population is the part that makes your pauperism,—or may I put it as a possibility that the part that makes your pauperism of the ordinary sort is the locally settled poor of certain districts?—They are varied. You have the local poor and you have also the incomer.

59537. Does the incomer in many cases prove at an early stage of his coming in to be an applicant for relief?—No.

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59538. Does it not follow that in the main the pauperism is rather the silt of previous years?—I think in the majority of instances that is so.

59539. One wishes if one could to keep this pauperism down?—No doubt.

Relief to able-bodied.

59540. I should like to go through one or two points having that in view. You have stated very clearly on the first page of your memorandum the system you adopt. Do you think that the medical examination is a reality, and such a reality that it in any way forms a deterrent which is one way of stopping pauperism?—It is a reality, but I don't know that it acts as a deterrent to applicants.

59541. Do you adopt it because of this able-bodied question, that is a man not being able to apply *qua* being able-bodied?—Every case is referred to a medical man. We are bound to do that by the orders of the Local Government Board.

59542. That is quite distinctive in Scotland as against what we have in England?—Yes.

59543. You are satisfied in the interests of the local administration, apart from the special law of Scotland as to the able-bodied, that that is good?—Yes.

59544. What is your reason for thinking so?—You get to know exactly the position of every applicant, and, of course, you determine the kind of relief you are going to give by the certificate of the doctor.

59545. And you get facts which would not transpire on an ordinary investigation?—Undoubtedly.

59546. Taking your system of administration as sketched in your statement, do you find that in fact it comes to this, that without the aid of yourself and your assistants you could not carry out the necessary control at the various relief centres where the cases are considered?—Without assistance of the assistants you mean?

59547. Yes?—No.

59548. They practically have to be parties in some measure to every decision?—Yes.

59549. That is the issue, I think, which makes the success or failure of your system?—No doubt.

Points of importance in strict administration.

59550. You lay stress upon the payment of the aliments weekly and fortnightly, and you describe your system as recommending outdoor relief, or indoor relief, or nothing. If I have rightly stated the fact, and we have in view the reduction of pauperism, do you think that this system, with this investigation and all the rest of it, brings out points in the case upon which you might act with a view to the reduction of pauperism?—Yes, it does.

59551. What are the points which it brings out upon which you or somebody else might act with a view to the reduction of pauperism?—By careful investigation of all the circumstances of the applicants, and their character and relatives, and so on, you would be able to form an opinion as to whether relief should be given or not, and you would act accordingly.

59552. Suppose it is a question rather of character or the possibility of the oldest girl or child doing something for the family and so raising the wage, or a matter of starting them in some new way, would you say that any one of these three things would come to you with a view of an abolition of the pauperism?—They would be all taken into account.

59553. You would have to act by way of a gift, of an allowance, and that solely?—It depends whether the woman has any dependent children.

59554. But it would be a larger or a lesser allowance?—Yes; the earnings of any one member of the family would be a factor in deciding the amount of the allowance.

59555. Relatives would not come in except as helpers?—No.

59556. And no stress could be placed upon them to take one child over or to do anything of that kind?—No; we would not ask them to do so.

59557. I want to ask you if it is a fair statement whether or not you think that it is possible to reduce pauperism very largely on the basis of such work as this, however carefully it be organised?—No.

59558. And therefore you must look elsewhere for that?—Yes.

Pauper inebriates.

59559. When cases that fall on your rates take to drink and so on, you find that out by your quick and surprise visitations, and the poorhouse is immediately offered?—Yes.

Pauper inebriates.

59560. I suppose most people would say that drink is a large factor in making pauperism?—Yes.

59561. Do you think it would be right or proper in these cases where one has a suspicion to deal with the case entirely differently? I suppose that ins-and-outs are usually persons who are addicted to drink?—Yes, but I don't refer to the ins-and-outs in paragraph 19.

59562. I did not mean that. I mean that you have in these cases elements which show you that there is drink, and no relief will do much service to them, and you offer them the poorhouse. When you have them in the poorhouse they go out again. Do you think that in drink cases there ought to be a different policy which should be more deterrent or reformatory?—If you could adopt something that could make them reform, then it would be a good thing.

59563. Do you think it might be that even cases of this kind should be dealt with at an early stage in some other than the workhouse, and with detention?—Yes, I think so.

59564. That, too, would be a means of showing what was implied by an application of the Poor Law?—Yes.

Dangers of aggregation of inefficients.

59565. You speak very strongly in paragraph 36 when you say that one of the great disadvantages of the indoor relief system is the herding together of the very bad, the vicious, and the weakly?—Yes.

59566. Do you think that the poorhouse as it stands at present almost of necessity lends itself to this herding?—I think so.

59567. Do you think by classification you can so keep people apart that this evil may be avoided?—No.

59568. So in using workhouses for these various classes of cases one is making workhouses rather a centre for these people than a preventer of pauperism?—Yes, I think that follows.

Method of administration and extent of investigation.

59569. There are several other points I should like to ask with regard to outside inquiries, inquiries with regard to cases which you are dealing with, and about which other Parish Councils might possibly have information, because the applicant, although he might have a settlement with you, might be better known in another parish. How do you get the information?—By personal investigations. An officer does all that work.

59570. If you have a case in Edinburgh, do you send an officer here?—Yes.

59571. Is that not a very expensive way of doing it?—Yes, but it is the only way.

59572. Would it not be possible to arrange that Poor Law units should make inquiries at each other?—Yes, but they make inquiries to suit themselves.

59573. That is to say, the organisation of the Poor Law relief is on a somewhat competitive basis?—Yes.

59574. And you cannot trust one another, so to speak?—I would not say that quite, but there is a good deal of truth in it.

59575. Seriously, is it not a very expensive method to send an outsider to a place that he may not know well himself, and be therefore not so well qualified to obtain information?—Most of the inquiries we make at other towns are on the question of settlement, and that is where the expense comes in.

59576. But I am thinking only of information at present. You want the fullest information?—At present the local inspector takes charge of all your paupers; he pays them and visits them, and he ought to be able to advise the inspector of the parish of settlement of any change that may occur.

59577. That is to say, the local inspector, not in the parish where the applicant is residing, but in the parish from which information is wanted?—No. You instanced a case in Edinburgh; the inspector of Edinburgh looks after that case and gets the information so far as he can regarding the character, settlement, and so on; but if he finds that the settlement of this person is in the parish of Govan, or likely to be, then he claims upon me, and I have to satisfy myself whether the settlement is in the parish of Govan or not, and that is where the expense comes in.

59578. What has struck me in going through a great many of the papers is this, that outside what a man could pick up in the twenty-four hours that follow the application there is very little information on the papers?—Yes.

59579. If the man had done all kind of evil things he would not be found out?—No.

59580. You don't think at present it is possible that one

council should help another by giving information?—It is quite possible.

59581. (*Mr Patten-MacDougall.*) Is that not done now apart from settlement questions?—In some cases it is. I know cases where the local inspectors never call upon them. They simply pay them the money, and they don't seem to take any interest at all in the poor of other parishes.

59582. But that is not in accordance with regulations?—No, I know it is not, but it is done nevertheless.

59583. (*Mr Loch.*) You have made a very interesting statement about settlement. If one takes the figures you put down in your statement, it would seem that, balancing your accounts, you have only a small margin of difference?—Yes.

59584. That is to say, taking the year round you are nearly £3,000 out?—Yes.

59585. What do you suppose is the cost of the official work connected with settlement in the course of a year? Would it be somewhat approaching the sum of £1,000, or £2,000 or so?—No, it would not be so much as that.

59586. Even if you took the time of each officer given to it and allocated so much of that to the charge?—No, it would not be anything like that so far as we are concerned.

59587. Do you think it would be possible to lay aside the settlement system?—I would like that to be done.

59588. And concentrate whatever ability was left on other things?—Yes.

59589. Do you think it would greatly enlarge the charges that fall on you?—I think not.

59590. I notice in one case in your table, at the top of page 5, the difference is in favour of Govan, so apparently you have made a little money?—No, that is the number of claims admitted.

59591. So you may score on claims, and yet lose money on the whole year?—Yes. It has been said that it would lead to extravagance, but I cannot see it. I don't think it would.

59592. It would not greatly throw out the system of the Poor Law in Scotland if settlement disappeared, so far as you are concerned?—No.

59593. I want some more information on the question of husbands or fathers who go away and desert their people. I want to know whether you think it necessary that in these cases chargeability should be a *sine qua non.* At present the woman has to make herself chargeable, and then you take action?—Yes.

59594. Suppose this were an offence in the law, and chargeability was not a condition, do you think that would be better?—Yes, I think so. There are many women who become chargeable to the parish for the purpose of getting their husbands apprehended.

59595. In the present system, if the case is settled on the basis of a fine, do you get that money back?—Always. We don't care for fines in cases of that kind.

59596. But you do get it back?—Yes.

59597. Do you find that the wife is maintained, or does the husband get away after a short time, and leave her as she was before?—Yes.

59598. There is therefore no continuing power?—No.

59599. Is there imprisonment in many cases?—Not so far as we are concerned. When you apprehend a man you hear his story, and of course the two stories do not agree by any means. You often find that the wife has really been the cause of the man leaving her for some reason or other.

59600. Do you find there is collusion between them?—Not very frequently.

59601. Desertion is a continuing offence in law,—after six months you can prosecute again?—You can prosecute at any time.

59602. Do you find that in many instances you continued to prosecute for continued desertion?—Yes.

59603. In how many cases of desertion coming before you do you take action?—Do you mean the proportion?

59604. Yes. Do you take action in most cases?—Yes.

59605. And are you successful?—Yes, almost invariably.

59606. Do you find that you are dealing year by year with a larger number of deserted cases?—Not for the last few years back.

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59607. In the case of illegitimate children, where the father runs away, is it your rule that you can take no action till the child is born?—There is no action taken till the child is born.

Deserted wives and children.

59608. And by that time you find that the man is away?—Yes.

59609. In such cases are you able to apprehend the man?—You must prove the paternity first.

59610. But in a case where the man has gone away, are you able to apprehend him?—Not until you prove the paternity.

59611. In regard to proving that, is the woman's evidence admitted?—Yes.

59612. You have to wait till she is able, after the confinement, to give her evidence?—Yes.

59613. And then the magistrate decides as to the paternity on the evidence, and then you proceed to catch the man?—Yes.

59614. When all that is over, do you manage to get him?—Yes.

59615. In how many cases out of 100 do you get the man?—I should say that we get him in 75 per cent. of the cases. I mean of all deserters of wives or children.

59616. (*Mr Patten-MacDougall.*) But you only try where you think you are likely to get him. You must know where the man is?—We make all inquiries possible, and we publish a list of deserters once a year, and distribute that list throughout the country.

59617. (*Mr Loch.*) Do you think that would apply generally?—Yes, I think so.

Valuation and assessment.

59618. You raise the question of taxation in the latter part of your statement. The effect of the present state of things is that deductions are made on the entries in valuation roll in view of certain points, insurance and so on?—Yes.

59619. And then you have to levy your taxes on the valuation roll?—Subject to the deduction.

59620. The law requires that a deduction shall be made on your levy, so that it is practically made twice over?—Yes.

59621. Is there any general feeling in Scotland that money which should be paid in taxation justly is thus lost?—Yes.

59622. You think that a change should be made in the interests of Poor Law administration?—Yes, I think every parish in Scotland will want it.

59623. The Society of Inspectors in Scotland would be in favour of a change, for instance?—Yes.

59624. (*Professor Smart.*) I think you work in close co-operation with Glasgow?—Yes.

59625. You follow very much the same principles?—Yes, very much the same principles.

Relief to widows with children.

59626. In regard to your informal scale for widows and children, do you give 3s. per child to any number of children?—Yes, where there is no other income.

59627. And do you allow anything for the mother?—No.

59628. Conceivably in such a case the income of the widow maintained by you might be very much above the income which she would get by work?—Yes.

59629. You face that?—Yes.

59630. And you consciously give relief in order to keep the woman?—Yes. For instance, we have a woman on the roll who gets 21s. a week from us. In addition to that she has clothing for her dependants, school, medicines, drugs, and so on, and she is really in some cases a great deal better off now as a widow than she was as a wife.

Boarded-out children.

59631. I think you said that as regards boarded-out children, as a rule they are not known to be Poor Law children?—That is so.

59632. Would you apply that to a place like Iona?—I do not know.

59633. Or Arran?—We have a number of children there, and I do not know that they are known as Poor Law children.

59634. Do I understand you to say that practically all boarded-out children look upon their parents as adopted parents, or that the guardians look upon the children as adopted children?—Almost invariably. As a matter of

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Boarded-out children.

fact we don't get them when they reach the age of fourteen; they simply become one of the family.

59635. The same family will go on taking other children?—Yes.

59636. And they may have a numerous adopted family?—We always take into account the number of persons in the house, and if we saw that they were having too many in the house we would not send any more.

59637. You send your children as far away as possible from Govan?—In some cases only. We do not as a rule send them far away except where we are taking them from dissolute parents. We of course send them away then so as to get them away from the environment altogether, and so that their friends may not get at them.

59638. How far north do you send them?—As far as Oban and Aberdeenshire, Dundee and Broughty Ferry district, Islay, and so on.

59639. Do you consider there is more need for a distress committee in large towns now than there ever has been?—Yes.

Relief of able-bodied.

59640. Do you not think that that is emphasised by the impossibility of relieving able-bodied persons?—No doubt.

59641. A great many cases come before the distress committee who otherwise would come before the Poor Law?—Yes, cases of men too old to get work and yet able-bodied. These men are coming before the distress committees now and getting work.

59642. You are rather glad that they should be clear of the Poor Law?—If they are objects of parochial relief I do not mind personally.

59643. You do not find any stigma attaching to the distress committees?—No.

59644. There is not the stigma that there certainly is with the Poor Law?—That is so.

Boarded-out children.

59645. (*Mr Loch.*) You manage to evade the parents by taking the children a distance?—Yes.

59646. Would it be better to fix a higher age of control?—Yes.

59647. (*Chairman.*) But do you evade the parents by taking the children away a distance?—Yes.

59648. Though the parent, if he knew where the child was, might enforce his custody?—They forcibly take the children away when they can.

59649. That is to say, that of the boarded-out children there would be a certain number whom the Parish Council had adopted, and you would have control over them to a certain age independent of the parent, but there would be a lot of cases where, if the parent found the child out, he might remove it?—Yes.

59650. If the law was altered as Mr Loch said, you would have to define the cases in which the parents should be deprived of the control of the child?—Yes.

59651. You would have to extend the present disability of the parent?—Yes, of course as a rule where we take children away from parents, the parents do not care twopence what becomes of the children.

59652. Until they arrive at a certain age?—Yes, they look after them when they are fit to work.

59653. (*Mr Booth.*) Can they usually find them?—Yes, unfortunately.

59654. (*The Bishop of Ross.*) Do they induce many of the children to return to them when they are over fourteen years of age?—Yes.

59655. And these children are largely lost, I suppose?—Yes.

59656. Your parish is divided into seven districts for administrative purposes, and each has an assistant inspector and medical officer?—Yes.

Medical examination of applicants for relief.

59657. You have told us that the medical officer has to examine each applicant for relief?—That is so.

59658. Are those examinations made by the officer of the district from which the applicants come?—Yes, they are made by the outside medical officer of the district.

59659. You have some 8,000 applications in the year?—Yes.

59660. So each officer would have about 1,000 examinations to make?—Yes.

59661. The population of your parish is nearly 350,000?—Yes.

59662. So there would be some 50,000 in each officer's district?—Yes, some have more and some less.

59663. Is any of the medical officers a whole-time officer?—No.

59664. They all have private practice?—Yes.

Salary and fees of Poor Law Medical Officers.

59665. About what salary do you pay them?—£100 a year each, and then they have certain other fees in addition.

59666. Vaccination fees?—Yes, and other fees.

59667. Can you put forward a rough estimate of what those additional fees will come to?—I should say about £15 on the average.

59668. There are nearly 1,200 inmates in the house?—Yes.

Creeds of and religious ministration to inmates.

59669. I suppose the majority of these would be Presbyterians?—I think so.

59670. You will have a large number of Episcopalians and Roman Catholics?—Not so many Episcopalians, but we have Roman Catholics and Presbyterians.

59671. Have you any idea how many Episcopalians and how many Roman Catholics you will have?—I could not say off-hand, but I could get the information.

59672. There is a chaplain; I suppose he belongs to the Church of Scotland?—Yes.

59673. What provision is made for the Catholics and Episcopalians?—The parish priest attends to the Catholics, and we pay him a salary. I am not aware that we have any Episcopalians in the poorhouse.

59674. There is no provision made for them?—I do not think we have any.

59675. I suppose the one Presbyterian minister attends to all the Presbyterian sections?—Yes.

59676. You do not make any distinctions between the churches?—No.

59677. Does the priest say mass on Sundays?—Yes.

59678. Is it in the same room as the room that is used for the Presbyterian services?—No, there is a separate room.

Valuation and assessment.

59679. There is one point with regard to your valuation in paragraph 74. You say that there was a Valuation Act passed in 1854 providing for uniform valuation of lands and heritages in Scotland. Now was that uniform valuation ever made?—The intention of the Legislature was to make a uniform system, but, as a matter of fact, it is not uniform.

59680. That was the intention of the Act?—Yes.

59681. A central body was to value the whole country, but it was not compulsory?—That is so.

59682. (*Mr Patten-MacDougall.*) There is uniform valuation all over Scotland; there is an official whose duty it is to value lands and heritages every year?—Yes, the assessor does that.

59683. (*The Bishop of Ross.*) It is not in the hands of the Parish Council?—No.

59684. (*Mr Patten-MacDougall.*) For Poor Law assessment purposes the assessor takes the valuation roll, and you make these deductions?—We take the valuation roll as given by the assessor, and then make the deductions in levying the assessments. The assessor at the present time in fixing the value of any given subject takes into account certain deductions for repairs, insurance, and so on, and then fixes the value. When it comes to the Parish Council another deduction is taken off, and that is what we complain of.

59685. (*Chairman.*) There is a double deduction?—Yes. What we want is this; let the assessor put what he considers to be the value of the subject on to the roll, and let us assess upon that, let us assess upon the value as appearing in the roll.

59686. (*The Bishop of Ross.*) For what purposes are the assessor's valuation used?—For all purposes.

59687. You have to make a further deduction for the poor rates?—Yes.

59688. Is the valuation made by the assessor used as it stands for any purpose?—Yes, it is used for police purposes. The town councils make no deductions.

59689. (*Mr Patten-MacDougall.*) It is used for burgh and county rates and all purposes except parochial purposes?—Yes.

59690. (*The Bishop of Ross.*) From what funds are your

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tion and roads and bridges made in Scotland? Who collects the ssment. money?—The county councils.

59691. That is done on the assessor's valuation without any deduction?—Yes.

59692. You, with regard to the poor rate, are put in a worse condition than any other public body?—Yes.

59693. And you want to be placed on the same footing as the others?—Yes, as the town council and county council.

59694. (*Chairman.*) What was the origin of the deduction?—It was in the 37th section of the Poor Law Act.

59695. (*Mr Patten-MacDougall.*) You would achieve what you want by a repeal of that section?—Yes. The Act of 1854 ought to have over-ridden that. I think it was a mistake. In the last case that was heard, Lord Dunedin said that there was a good deal to be said for the view that Parish Councils took, and had it not been for previous decisions of the Court, he would have taken their view; but of course he could not do so.

59696. (*Chairman.*) What is the origin of the clause in the Act of 1845?—I don't know. It seems a ridiculous thing altogether, because there is no one benefited one bit by it.

59697. (*Mr Patten-MacDougall.*) Within different parishes there are different deductions?—Yes.

59698. They are most variable all over Scotland?—Yes. We give the Glasgow Corporation Tramways Department a deduction of 86 per cent.; it is not worth while assessing at all.

59699. (*The Bishop of Ross.*) There was an Act passed for Ireland in 1862, and under that Act the whole country was valued. That valuation is used for all purposes without any deduction; it is used for city rates, income tax, Poor Law purposes, and so on, without any deduction whatsoever?—That is what we want. It is absurd, because, after all, the rates have to be got and they must be collected all over. It is only large companies that benefit by this.

59700. And the burden is thrown on the poorer members of the community?—There is no doubt of that.

ef mittees. 59701. (*Mr Booth.*) I suppose the relief committees meet on different days?—Yes.

59702. Are you always present?—Yes.

59703. You act, in fact, as a sort of assessor?—Yes.

59704. That must have a great effect on uniformity?—No doubt.

tem of eals. 59705. You say there are no appeals to reduce the amount of the relief given?—That is so.

59706. If your advice were not taken and you were thoroughly dissatisfied, could you not appeal?—Yes, I could, but I do not do so.

59707. It rarely happens?—Yes. The appeals, as a rule, take the form of whether relief should be given indoor or outdoor. It is not a question of the amount.

59708. With regard to this in-and-out class, you would like to be able to detain them and to make them work according to their ability. Now, of course, that does lead one to suppose that they are able-bodied in a certain sense; that is to say, they are only partly disabled?—Yes, many of them are.

59709. Is the degree left entirely to the doctor to decide?—Yes.

-and-outs. 59710. Otherwise the incorrigibility would mean that they were incorrigibly sick. If a man comes again and again because he is on the border line of development, and he is brought to the Poor Law through successive attacks of sickness, then he might be in-and-out, but the only incorrigibility you could charge him with would be being sick?—In speaking of the ins and outs we refer mainly to the wastrel class, and not to the man who goes to the Parish through sickness, the man against whom you say that the only charge that could be made against him was that he was incorrigibly sick. The man that we want to get at is the man who is in and out a dozen times in the year, and who is there very often as a result of his misconduct. The other man you speak of comes to the poorhouse if he is sick and leaves when he is better.

Ins-and-outs.

59711. The cause of his illness is the result of his misconduct?—Very frequently.

59712. He is sufficiently ill for the doctor to report him, and it is his own fault that he is ill?—Yes.

59713. But there must be very difficult questions to decide?—No doubt. Very often the doctors do not have a very suitable place in which to make their diagnosis. For instance, in a common lodging-house, there is neither light nor anything else whereby the doctor can make his diagnosis, and very often it does occur that his diagnosis is entirely wrong. I don't blame the outdoor man so much for it; it is due to his want of a proper place in which to make a diagnosis such as the indoor man has.

59714. Suppose you have a man who has lost his arm and therefore lost his chance of doing his proper work, but is earning money as a watchman: if he was out of a job, he would be passed for inability to work?—Yes.

59715. But it would depend whether or not he had employment?—Yes.

59716. So he would be in a sense an unemployed man?—Yes, and in any sense quite a suitable object for parochial relief.

59717. There must be many cases where the inability is of such a character that sometimes a man can get a living and sometimes he cannot?—Yes.

59718. In all those cases you have to use common sense?—Yes.

59719. And you do use common sense?—Yes.

Boarded-out children.

59720. If it were known that the boarded-out children had come through the Poor Law, would they be discredited by it?—No.

59721. (*Chairman.*) You have been connected with Govan for a good many years?—Yes.

Industrial condition of workmen in Govan.

59722. Speaking of the working classes generally, would you say that the material condition of the skilled workmen is rather worse now than it was when you first came?—No.

59723. Take the unskilled workmen, and divide them into two classes. Would you say that the condition of the better unskilled workmen was worse?—I don't think so.

59724. Would you say that the condition of the lower class of unskilled workmen was worse?—I don't think so.

57925. Casual labourers?—They are certainly earning very small wages in many places, but they earned small wages before.

59726. Would you say that the material condition of the first two classes has improved and that the condition of the last class remains very much the same as it was before?—Yes.

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Miss K. V. Bannatyne and Mr Andrew M'Cracken called and examined.

59727. (*Chairman.*) You have been good enough to send us two papers which you will hand in, Miss Bannatyne. You are a member of the Glasgow School Board, a member of council (formerly one of the district secretaries) of the Charity Organisation Society, a director of the Higginbotham Sick Poor Nursing Association, etc., etc.?—Yes.

59728. (*To Mr M'Cracken.*) You are a director of the Scottish Sabbath School Union?—Yes, I am a director of the Scottish Sabbath School Union, Broomhill Homes for Incurables, Magdalene Institution, Glasgow United Evangelistic Association (with which is connected the Glasgow Fresh Air Fortnight Scheme for Poor Children, its four-day refuges, which give three meals during winter to necessitous school children, Holiday Rest for Young Women Workers, Rest for Women with Babies, Cripples' Home for Children; I am sub-convener of these); member of council and business and finance committee of Charity Organisation Society, joint-convener of its pension districts and poor children's clothing committees; member of the Glasgow Distress Committee; member of the Merchants' House; past deacon of one of the Fourteen Incorporated Trades; this included membership of the Trades' House of Glasgow, and representation therefrom—in my case—for some years to the Victoria Infirmary, and five years to Buchanan Institution for Boys.

(*Miss Bannatyne handed in the following statement.*)

Experience and qualifications.

1. My experience in charitable work in Glasgow has been gained as a member of council of the C.O.S. for many

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years, as formerly one of its hon. district secretaries, as a director of the Higginbotham Sick Poor Nursing Association (*i.e.* the Association for District Nursing), as a member of council of the Queen Margaret Settlement, and as serving at various times on committees of other charitable societies. I helped to introduce Brabazon work into one of our large poorhouses, and have made inquiries, from time to time, for particular purposes, into such matters as the housing of the poorer classes, etc.,—such investigations always including visiting of the homes of those concerned. About a year ago I was elected a member of the School Board of Glasgow. I may add that I have spent about three years in London doing charitable or social work, so that I am perhaps qualified in a small degree to compare conditions existing there with those prevailing in Glasgow.

Classification of Glasgow charities.

2. A handbook of "Glasgow Charitable and Beneficent Institutions" was prepared many years ago by the C.O.S., and has been recently revised. (It is now in the hands of the printers, but I hope to forward some advance copies in the course of a few days.) There are nearly 300 such institutions or associations in Glasgow, besides the numerous benevolent agencies connected with the different churches; a very large amount of private charity is also given. The charitable societies may be roughly classified as follows:—

I.	Missionary and religious societies,	5
II.	Educational ,,	18
III.	Ameliorative ,,	11
IV.	Benevolent ,,	49
V.	Localised ,,	32
VI.	Friendly ,,	24
VII.	Incorporated ,,	14
VIII.	Mortifications ,,	45
IX.	Medical ,,	23
X.	Homes for blind, orphans, girls, etc.,	51
XI.	Social improvement,	13
XII.	Miscellaneous,	7
	Total	292

Fraudulent charities.

3. There are in Glasgow, as elsewhere, so-called charitable societies of the *bona-fide* nature of which there is very grave doubt. They are chiefly concerned in providing free breakfasts or the like, and generally bear semi-religious titles. They manage to collect fairly large sums of money, and are too warily directed to make exposure easy. Although avowedly independent of each other, several of them are often promoted by the same person, who generally keeps as much out of sight as possible. (Of course, none of these are named in the handbook.)

Comparison of classes seeking Poor Law and charitable aid.

4. In considering the class of person which receives help from charitable agencies in Glasgow as compared with the class which receives Poor Law assistance, I venture to say that if the beneficiaries of a few societies expressly intended for the aid of those who have been well-to-do (*e.g.* the Incorporations) and a certain number of those who receive treatment in the indoor and outdoor departments of the hospitals be excepted, there is little difference observable between the two classes—much less than is often to be found in London. For instance, the C.O.S., which, from the character generally imputed to it of helping only the deserving and well-doing, would naturally be the most likely to hear of such people when in distress—as is indeed the fact in London—seldom numbers them among its applicants in Glasgow. The cases it generally deals with here are those which would be classed as Poor Law cases there. As these better-to-do people must, nevertheless, be often in need of assistance, it is obvious they must get it elsewhere—I believe chiefly through their churches and through private charity. Church membership, or at least a definite church connection, is still general among the respectable poor, carrying with it an implicit claim on congregational help if required, and Glasgow has only so recently outgrown what may be described as "village conditions" that people do not quickly lose sight of each other, and a respectable woman in distress is generally able to turn to a former mistress or employer and get help in a private, neighbourly way.

Co-operation of Poor Law and charity in relief to able-bodied.

5. Further, as explaining the similarity of the type of those assisted by charitable help and those assisted by the Poor Law, it must not be forgotten that under the Scotch Poor Law no able-bodied person can receive relief. It is easy to exaggerate the importance of the actual practical results of this distinction, which I believe is comparatively small; but it has certainly led to a conviction on the part of the public that charity *must* relieve destitution among the able-bodied, however caused, as they cannot fall back upon the workhouse as a last resort;—*e.g.* as an able-bodied man cannot get medical relief for wife or child from the Poor Law, the C.O.S. arranges to supply such help without preliminary investigation, and irrespective of character and circumstances. (This refers, of course, to urgent cases where the doctor has to go to the patient; there is no lack of free dispensary relief in Glasgow, the number of persons attending the three large infirmaries' out-patient departments being on an average about 73,000 a year, and there are numerous other hospitals and a medical mission.)

Classes obtaining Poor Law out-relief.

6. The three classes of persons who get out-relief generally from the Scotch Poor Law are the aged, widows with young families, and the dependants of men ill in hospital. There are large numbers of the first two classes in Glasgow, but as the amounts given are small, most of these people also receive charitable help, drawing small distinction between them.

Comparative effects on recipients of Poor Law and charitable relief.

7. For these reasons, I am obliged to admit that I find it hard to detect any marked differences between the recipients of Poor Law and of charitable relief. I once had the idea that the former had a more demoralising effect on those who received it, but experience obliges me to recognise that, unless contrasted with comparatively rare cases of wisely administered charity, this is not true to fact. The great bulk of charity is still given in so haphazard a manner, and is so readily obtained by any plausible tale, that it seems to discourage as effectually as out-relief any efforts to regain independence on the part of those accustomed to resort to it.

8. While, however, out-relief may not have a more demoralising effect on its recipients than indiscriminate charity, it has undoubtedly a more injurious effect in the example it sets. People feel they can rely upon obtaining it, as they never quite feel they can count upon receiving charity. While one still occasionally meets an elderly woman who, left a widow with a handful of young children, has managed to start them all in life without parochial aid, one is daily meeting young widows who will make no such efforts, but resort at once to the parish, contending that they are entitled to help "from the town," as return for the rates they have paid.

Need and advantage of voluntary workers for adequate help of distress.

9. The present method of giving a good deal of out-relief seems to me eminently unsatisfactory. It is a way of giving money with no power to build up the character of the recipients, or restore independence. The type of officer employed, however good from certain points of view, is seldom a man with a real grip of the problems involved in his work. Nor would it seem possible, without incurring unwarrantable expense, to deal with each case individually, to discover and utilise all its natural resources, to vary indefinitely the forms and amounts of help, and befriend the man or woman continuously until restored to independence and self-respect. This *can* only be done by workers as wise as devoted if really satisfactory results are to ensue, and the number required demands that the majority should be voluntary workers.

Unnecessary expenditure in Poor Law institutions.

10. Further, the present method of providing very elaborate buildings and equipment for purposes of indoor relief seem open to serious criticism. While the management of poorhouses was formerly very indifferent doubtless, there is much foolish sentiment talked on that subject nowadays, and a minimum of decent comfort is all that should obtain. Yet no one who inspects our new Poor Law buildings in Glasgow can believe that the money spent on them was necessary to secure only that standard. It would seem as if members of Parish Councils and all similar rate-spending bodies were subject to what might be described as "institution fever," and were so engrossed in perfecting their institutions *as* institutions that they largely forgot the aim these institutions were supposed to serve.

Extent of co-operation between Poor Law and charity.

11. In Glasgow, co-operation between the Poor Law authorities and charity cannot be said to be very strong. The Charity Organisation Society has made several attempts to change this, but without much success. It has tried, *e.g.*, to have referred to it respectable widows with young children who applied for parochial relief, but who might presumably be rendered self-supporting by a little timeous charitable aid (*e.g.* in the case of a strong young widow who was offered the opportunity of qualifying herself for good work, but being lazy about it, and insisting upon renewing her application for parish relief, out-relief was granted. The offer of indoor relief alone would probably have forced her to work). It has suggested the same course in relation to superior old people requiring permanent help. While the Poor Law officials have always been courteous and apparently sympathetic, nothing much has come of these overtures, and the same holds true with regard to certain other offers of voluntary help. (At the

same time, it is fair to say voluntary Brabazon workers are welcomed in the poorhouses.) It may be a mistake, but it would certainly appear to an outsider as if there were a desire on the part of the majority of Parish Councillors to be mainly self-sufficing in their work.

12. It would be *possible*, nevertheless, I consider, to substitute charity for outdoor relief, although extremely difficult. That it would be also desirable I am firmly persuaded, even if charity were only slightly better organised than at present in Glasgow, and, of course, eminently desirable if the latter were really fitted to grapple with the problem. Such improvement in charity can probably only be brought about very slowly and by voluntary efforts—not by any State regulation of charities?—although it does seem to me some plan might be devised of official intervention to prevent "bogus" charities from flourishing as they do at present. There is no doubt that, so far as Glasgow is concerned, enough money is already spent in charity as would be required to help all the cases that could be benefited outside of an institution. But public opinion seems rather in favour of removing obstacles in the path of a ready resort to the Poor Law than of stiffening its administration. Drink, combined with a very low standard of what decency demands in the way of house-accommodation, is a very great evil in Glasgow, and yet is still largely regarded by the working classes and their leading representatives as a venial offence. This fact emerges very clearly in discussions on legislation—such as the proposed Provision of Meals (Education) Bill—when emphasis is continually laid on the demand that assistance given to men and women, even if required through their own misconduct, shall cast no "pauper" slur on them, or deprive the man of his political franchise.

13. It is because the problem is not really one of poverty, but of mental and physical fitness, and of character, that it is all the more important it should be in the hands of those prepared to give unending patience and trouble and devotion to its solution. In proof of the assertion that it is not a question of mere poverty, I would mention a small experiment tried by the C.O.S. some years ago. A gentleman placed at their disposal several small houses (flats) to be given rent-free to any fairly decent families who became homeless through no fault of their own. Not one such family could be found, and after several years' trial the experiment was abandoned. As it might have been said the C.O.S. was not likely to hear of the right people the gentleman tried the same plan, with a larger number of houses, on his own account, but with (he informed the society) practically the same results. (He now kindly provides some C.O.S. pensioners with houses at merely nominal rents.)

14. Again, in connection with an inquiry I made into the circumstances of the men applying within a given period for work—professedly only in temporary distress, because out of employment owing to bad times—I found that out of a total of 195, some 74 were always heavy drinkers while 46 were given to take drink on Saturday nights, etc., and only 38 could be classed as sober men. Although they had about 570 dependants, the great majority lived in one-roomed houses, only one family occupying a larger than two-roomed house. I would not, of course, suggest that if all these men had been sober, work would have been waiting for them, but that the provision of work was really in their case the smallest part of the difficulty, as their history showed they were constantly out of employment, bad times and good times, for other than industrial reasons. The establishment of Distress Committees tends to divert attention, I fear, from at least some important factors in the solution of the problem of unemployment.

15. The extreme difficulty of a task is not necessarily an argument against its being attempted; and personally I should like to see charity encouraged to recognise more forcibly than hitherto the serious responsibility of its work, and the valuable services it might yet render to the community.

(Mr M'Cracken handed in the following statement.)

A Short Account of the Chief Charities in Glasgow.

16. As much of my spare time is devoted to charities dealing with children, my first reference shall be to these. Copies of schedules are enclosed. These now ask much fuller information than the earlier and original required. It was very difficult to convince committees of the need for this, as might be seen in the gradual development of the schedule.

17. A wide-spread feeling prevails among the better classes in Glasgow that the privileges and comforts they enjoy should be shared in some way by the less fortunate, especially if these be children. Hence, the *Poor Children's Dinner Table Society.* (Dinners supplied, 1905-6—222,760.) This was instituted before the days of Board Schools, but its operations have grown more rapidly since then. I enclose a table (*see App. CLXVIII. (A)*), which shows some interesting variations in demand, *e.g.* the secretary states that, during the late strike among boilermakers, fewer children than usual came to the dinner table in Govan, where boilermakers are largely employed. Income, £1,450; expenditure, £1,330.

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Poor Children's Dinner Table Society.

18. *The Day Refuges* originated in 1875, *i.e.* soon after the Scotch Education Bill came into operation. For some years these were open during the whole school year, giving three meals on the five school days of the week. For the last twelve years they are open only during the winter months, and are in touch with at least twelve day schools. They are situated in the west, north, east and centre of the city; the latter is in close proximity to the south-east section of the city. Of 734 children cared for during last winter, 211 were removed because of improved family circumstances; 26 found work; 30 went or were sent to poorhouse, Quarrier's Homes, etc.; 2 died; 54 dismissed; 43 left city or district. The introduction of Mr Ramsay Macdonald's Provision of Meals (Scotland) Bill led to a proposal to offer a free breakfast to any apparently underfed children in the schools from which children were already coming to the refuges, but who might yet be uncared for. The result was that those who accepted the offer and ultimately remained for the breakfast were about one per cent. of the total attendance in ten of these, the poorest schools. The matrons of the day refuges visit the homes of the children (2685 visits were made). Many interesting results have followed this supervision, results which can be traced directly back to it; upon the whole, however, one could hardly be satisfied that enough has been done in way of organised effort to restore family independence. The amount expended for 1906 was £874, 7s. 3d. (*For further particulars, see App CLXVIII. (B).*)

Free meals for school children.

19. *Fresh Air Fortnight.*—The homes (eleven) are vested in trustees, and the management is under the same committee as the day refuges. Nine of the "Homes" are exclusively used as holiday homes, and are open from May till September inclusive. One is partly used for "holiday," but is more devoted to children requiring special care and nourishment, with a trained nurse in attendance, and is open the whole year, if required. Another is the "Biggart Memorial Home" for cripples. The children are under the charge of trained nurses. This home, which is open throughout the year, has been very beneficial in almost hopeless cases; some who came with crutches are now in active work. It is situated on the landward side of Prestwick, Ayrshire; has the benefit of sea breezes, hill air, and dry soil. There are other two homes, owned privately, to which the Committee send children throughout the year—"Balmaha," to Her Grace the Duchess of Montrose; "Mountgreenan," to Lady Bell. Total expenditure for 1906 was £7,420, 3s.; income, £7,536, 18s. 3d.

Holiday and convalescent homes for children.

20. *Glasgow Buchanan Institution.*—This institution is situated in Greenhead, and was established in 1859 under the will of the late James Buchanan, merchant in Glasgow, for the education and maintenance of "poor and destitute boys, preference being given to orphans and step-children who require help." It is now incorporated as the Buchanan Trust, and is managed by governors drawn from the Corporation, Merchants' House, Trades' House, and the School Board.

Charitable aid for "poor and destitute boys."

Governors.—From the Town Council, Merchants' and Trades' House, governors are elected for five years; those from the School Board for three years. Three are sent by Council, Merchants' House, Trades' House, and two from School Board of Glasgow. Monthly meetings, admissions made, demissions reported, and the causes therefor. "Further, it shall be in the power of the Governors to award to boys of special promise, on their leaving the institution, an annual sum not exceeding £10 in any case, for a period not exceeding three years, on condition always that the recipient shall attend such evening classes or course of higher or technical instruction as the Governors may see fit to prescribe." "It is open early in the morning, and closed at six in the evening, thus allowing the mothers of the boys to engage in some work during the day. About 330 boys receive three meals per day five days throughout the years and two on Saturday, and have all books supplied free—some also being assisted with clothing at reduced price. The school is under government supervision, and the education given is similar to that of the elementary board schools, and the boys are expected to remain until the merit certificate has been secured. Those who pass

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through the first class may have their fees paid for three sessions at an evening school; while manual instruction, according to the code, is given. There are also two workshops, where the older boys are taught the rudiments of joinering and tailoring. No lads convicted of crime are admitted, and the majority are sons of deceased workmen." The boys, who must be six years old at least, come from all parts of the city and suburbs.

"The Governors respectfully invite all philanthropic persons to recommend suitable cases, being fully assured of the benefits to be derived by those admitted. Schedules of admission and all necessary information can be had by applying at the institution."

Part-paying home for incurable children.

21. *Glasgow and West of Scotland Home for Incurables, Broomhill Home.*—Patients very often pay part maintenance. This is not absolutely required, but parish cases are not now accepted. Exceptional cases, however, have been taken under arrangements with parochial authorities. *Lanfine Home* is partly endowed, and is used exclusively for "Incurable Consumptives"; the open-air treatment is followed, and occasionally patients return home cured. A staff of trained nurses is employed in both, under a matron, who is also "fully qualified." Outdoor relief is given to incurables at their homes: expenditure in this department, £1,153, 7s.; total expenditure, £7,408.

22. I enclose a report of the Orphan Homes of Scotland and of the Sailors' Orphan Society.*

23. *The Trades' House* is composed of representatives from the fourteen incorporated trades, and dates from 1605. The latter correspond somewhat to the London Guilds. By the Act of 1846 the exclusive privileges of trading possessed by guilds, crafts, etc., in Scotch burghs were abolished. It was provided that these guilds, etc. should retain their corporate character subject to conditions stated in the Act.

Charitable guilds.

The "platform" or executive are the deacon-convener, collector, late convener and late collector. The house consists generally of fifty-four members elected by the fourteen crafts. When any member of the platform is a member of a craft which sends less than four representatives to the house, that member sits as an extraordinary member, hence the house *may* consist of fifty-eight members.

The funds consist of the "stock" of the house, 1905–6, about £134,000: mortifications, £3,412, 16s.; bursaries, £670; and bequests about £16,000; total, £154,847, 16s. 4½d. Of the latter the *Buchanan Bequest* of £10,000 is the most important; it is held in trust for educational purposes to assist sons of decayed members, particularly in the department of engineering. The Trades' House has the privilege of sending representatives to the boards or councils of infirmaries, leading institutions, and charities in Glasgow; its deacon-convener has a seat in the town council in virtue of his office. The ordinary revenue is £6,129, 12s. 3½d. Entry money, etc., £236, 11s. 8d. Four hundred and fifty-seven persons receive in pensions, etc., £4,318, 2s. Total expense, £4,718, 5s. 6d.

Charitable benefits for citizens of Glasgow.

24. *Hutcheson's Hospital* was founded by George Hutcheson of Lambhill and Thomas Hutcheson in 1639 and 1641 respectively. The founders bequeathed their fortunes for the exclusive benefit of the burgesses of the merchants' and trades' rank. The management consists of the "preceptor," the lord provost, the dean of guild, the deacon-convener, the town council, and others. Since 1885, the funds have been applied more widely, and the educational part of the institution has been separately dealt with,† so that citizens of Glasgow in reduced circumstances, male and female, are benefited under certain conditions.

Pensions by charity for aged.

25. *The Fourteen Incorporated Trades* are stated here in order of precedence—hammermen, tailors, cordiners, maltmen, weavers, bakers, skinners, wrights, coopers, fleshers, masons, gardeners, barbers, dyers. Entrance to these is obtained at "the far hand by strangers," who are not tradesmen; "at the far hand by strangers carrying on the particular trade"; at "the near hand" by sons and sons-in-law of members; and by apprentices indentured to craftsmen who are members after their "time" is finished. The total funds of the fourteen incorporations amount to £574,435. The income: ordinary, £21,161; entry money and quarter accounts, £8,191.‡ There are 6,863 on qualified roll, 944 pensioners. Total expenditure, £16,394.

The entry money varies, so does the amount of pension in each craft. The entry money goes to capital account, and the revenue is paid in pensions. These pensioners are eligible for Trades' House pensions; past deacons, deacons' widows and daughters, and the more aged having a preference.

* Not printed. † See list of charities, App. CLXVIII. (C).
‡ This goes to capital account.

Charity Organisation Society provision of clothes for poor children

26. *Poor Children's Clothing Scheme* (see *C.O.S. Report*, pp. 11–13). This began in 1893. The purposes are to prevent indiscriminate distribution of children's clothing, and to give necessitous school children boots and other garments required. Steps are taken to prevent the improper disposal of the articles. Most of the applications come through the School Board officers, who are provided with tickets to be given to parents. These tickets are presented by the parents or guardians at the district offices of the Charity Organisation Society, where the applications are taken down; investigation into all the circumstances follows; thereafter a central committee decides how they are to be dealt with. About one-third of the applications are refused. The case-papers concerning these are subsequently sent to the School Board Delinquency Committee for their information, with the result that parents are frequently warned and required to provide clothing for their children. In not less than sixty per cent. of the cases thus treated the children are attended to by their parents. Other cases are referred to the parish. Some are dealt with by the National Society for the Prevention of Cruelty to Children, and every year a few children are removed to industrial schools by the intervention of the P.C.C.S. Committee. Endeavours are made to influence the parents to become depositors in the collecting savings bank. By this and other means a number are restored to independence.

(A few typical cases are shown. See case papers.)

WHAT ARE THE EFFECTS OF THE CHIEF CHARITIES?

Benefits by charity. Abuse of hospitals, dispensaries and convalescent homes.

27. Speaking generally, I am inclined to say that the good effect, *i.e.* the benefits derived are greater than the ill done, the value resulting over-balancing the loss sustained.

28. *Our Infirmaries* are probably used in many cases by people who ought to be paying, or part paying patients.

29. *Our Dispensaries* are much more abused, and ought to be drastically dealt with, not so much in the interests of the medical profession, as in the moral interest of the people. It might be in the material interest also that the circumstances of all who apply to medical free dispensaries should be inquired into.

30. *Our Convalescent Homes.*—These, especially where "lines" are required, are liable to abuse. Well-to-do subscribers sign "lines," and give them to biblewomen, etc., to be handed out as "passes" for a holiday. The same person or persons not infrequently obtain this each year. The homes are more crowded in the summer than in winter.

31. *Our Fresh-Air, etc. Homes for Children*, if not carefully guarded, would soon be overrun with children whose parents should not in any way seek charity. From June till August inclusive, about 20 per cent. of the children applied for are refused on the wages' question alone. No *organised* system prevails to induce or require parents to pay part; but when parents come forward with their children, in many cases—an increasing number of cases—the cost to the funds is stated, and the parents are asked to volunteer a payment. In this way many contribute a few shillings per week. The benefits are eagerly sought after; but it is remarkable how much indifference the parents show, or affect, when a compulsory removal is ordered, or a continuance of the privilege is refused to those who have been beneficiaries for years. What seems to be required, more than holiday or fresh air homes, are children's convalescent homes, or even a greater need is "hospital homes" for sick children, such as "Aberfoyle" near Loch Ard, and "Biggart Memorial" at Prestwick. Such "homes" should be under the management of social workers of experience, of sound judgment, and backed by medical supervision and care.

Need of convalescent homes for children.

32. Whatever is bad in the charities for children referred to is likely to be accentuated if such benefits (?) become the gift of the State or any local authority.

Voluntary charity better than State aid. Fraudulent charities.

33. One of the worst effects of those charities which appeal to popular sympathy is the crop of imitators produced, many of whom are irresponsible individuals who succeed more or less in inducing the public to contribute to their schemes. Some of these profess to "unite Christians of all denominations," preach the Gospel, feed the poor, clothe the naked, holiday the children, restore fallen women, carry on "slum missions."

Need of compulsory registration of charities.

34. I would like to press upon the attention of the Commission the exceeding desirability, first, of a compulsory registration of all societies or religious agencies engaged in any form of charitable work. Second, a compulsory registration of every case dealt with by these, giving the names and surnames of each recipient, and the

address, the names of *all* children who are either dependent or working, and the names of all living in the house at the time. It is *well known* that at coal distributions and for certain public benefactions, the same people apply, or are applied for, more than once or twice. It may be impossible to compel registration in cases where charity is given by private individuals; but the donors might be recommended to consult such registers, and experience might lead many to see the advantage of registering their cases.

The Respective Effect on the Recipients of Charity and of Poor Law Out-Relief.

Effect of indiscriminate charity on recipients.

35. Undoubtedly the effect of a lax administration of charity is to produce a demand for charity. The moral effect produced upon children sent out by mothers to beg or to sell trifles in order to cover begging, and on women going on begging expeditions, often accompanied secretly by lazy husbands, is demoralisation of the promptest and the worst kind.

Liability of Poor Law out-relief.

36. Poor Law out-relief is unlikely to be otherwise than formal, impersonal, rigid, therefore unemotional. While some visiting officers do act as "friendly visitors" in the best sense, there is a greater possibility of friendly relationships being created when the visitor goes voluntarily, and not as a duty to be performed.

Comparative effects on recipients of Poor Law and charitable aid.

37. There remains in some quarters a sense of honour, which protects charitable relief from being imposed upon, gratitude which responds to a kind effort, and hesitation to accept the kindly offer of charitable help, however delicately volunteered. While out-relief is often demanded on the plea that rates have been paid for years, there is yet existing the traditional dislike "to go on the parish."

38. There seem to be growing up more lax views as to out-relief, which will tend to develop a spirit of dependence. Other effects of this laxity are the tendency to lower wages and the certainty of increased expenditure and higher rates. All the evils of a careless administration of charity, already referred to, are certain also to be intensified.

39. Out-relief, while it ought to be adequate, is generally accepted by the recipient as a right, therefore is unlikely to encourage self-effort. Out-relief is often quite inadequate to maintain the individual or family, because it is well known that this aid is frequently supplemented from various charitable sources.

Need of decentralisation of Poor Law methods.

40. Decentralisation might modify some of the Poor Law methods. This would necessitate trained workers, or those with wide and enlightened experience among the poor. More personal care and influence would thus be exerted, so that, where possible, cases receiving out-relief might be dispauperised and made independent. The selection and co-option of these workers would require to be in the hands of responsible officials.

Extent of co-operation between charity and the Poor Law.

41. There does not exist, I believe, much co-operation between charity and the Poor Law. Some societies exist which avowedly supplement Poor Law relief, but this does not imply co-operation. The Charity Organisation Society does not assist families in receipt of out-relief; it co-operates in giving medical aid in cases where the Parish Council cannot legally do so. There is cordial co-operation in ordinary case-work, and no clothing or other relief is given in Poor Law cases, and the assistance of the Inspectors of Glasgow and Govan Parish Councils is often asked in the course of the C.O.S. work. Within the last three years this society has undertaken to organise "pensions," and is willing to relieve the Board of responsibility for relief in special cases of old people where the past history has shown thrift or carefulness in the upbringing of a family. (See *C.O.S. Report*, page 11.)

42. Co-operation might be extended if the principle were generally adopted that a clear dividing line can be recognised between the sphere of charity and that of the Poor Law; that the latter should be left to deal only with institutional relief, that is, with the more vicious class in poorhouses; and that organised charity would accept the responsibility of dealing with our better-class poor. This would mean that "competitive charity" should cease, that a sane and wiser method should prevail, instead of the unthoughtful and unbusinesslike way which obtains at present, affording opportunity to the "sorner" and greedy.

Possibility of substituting charity for Poor Law relief.

43. The only possibility of substituting charity for out-relief lies therefore in co-operation, organisation, and registration. Notwithstanding the evidence given and statements made about the uncertainty of charitable aid, if a compulsory system of registration of cases was enforced upon charitable societies and agencies (private charity might see the advantages and fall into line), then the charity of Glasgow would be equal to all demands made upon it. Personal interest in the poor would yet be required, but then it could be more intelligently undertaken, and better results would inevitably follow.

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Effect of state relief on charity.

44. Extension of relief given by the State, more especially if demanded from local rates, would result in drying up the sources of charity, with disastrous result to the poor and to the community. I have not referred to the Elberfeld system of poor relief and the results from its operations, as I do not think we are sufficiently organised, nor does there exist such a sense of civic duty among us as to make such a system possible here.

(*Chairman.*) Your two papers deal very much with the same subjects. I think I had better take Miss Bannatyne's paper first, because it appears to me to be the one which suggests more easily certain general questions.

59729. (*To Miss Bannatyne.*) In paragraph 2 of your evidence you have given a list of the charitable societies of Glasgow. They amount in number to 292?—Yes.

59730. I assume that in the aggregate there must be a large income?—Undoubtedly.

59731. Have you made any calculation of what it is?—No.

(*Mr M'Cracken.*) Unfortunately I have not had time to add it up; I have a list of practically the entire charities, their capital, income, and expenditure, which I will hand in. (*See App. CLXVIII. (C).*)

59732. (*To Miss Bannatyne.*) What sort of sum do they annually expend?—Many, many thousands.

Comparative types of applicants for Poor Law and charity in London and Glasgow.

59733. In paragraph 4 you give us the result of your experience that there is comparatively little difference between those who apply to the Poor Law for assistance, and those who apply to charitable societies in Glasgow?—That is so.

59734. You have had some experience in London?—Yes, for about three years.

59735. And would you say that the difference is less here than it is in London?—Undoubtedly.

59736. It is curious, because one would imagine that as the able-bodied are excluded by the letter of the law, and their dependants cannot receive relief, the difference would be greater here than in England?—No. Take a typical family: the man is ill, and he comes and gets parochial relief; six months afterwards he is well, and he cannot go back to the parish because he has no claim, but he is out of work, his children are sick, and as he wishes help he goes to some charitable society and they grant it. Some families, although not helped by both sources simultaneously, are constantly being helped by one or the other, and the charities recognise that and still help.

59737. So the able-bodied, from the mere fact of being excluded by law from receiving relief from the Poor Law, have a sort of *prima facie* claim on charities, and that is recognised?—Yes; especially in the case of dependants.

(*Mr M'Cracken.*) In many cases where a man is discharged from the poorhouse as able-bodied, he may not be in such a physical condition that he could go right away to work, and these people frequently apply to charities for help. That is to say, his physique is not back to its normal condition.

Church charity in Glasgow.

59738. (*To Miss Bannatyne.*) There is a class that you allude to who get relief from their different churches. Is that relief, as far as you know, pretty well organised?—Yes, I think it is pretty well organised. These people are well known to the other members of the congregation, and they are adequately helped, and they do not appeal to outside charities to the same extent as they do in London. A minister in Glasgow does not get a case helped through the Charity Organisation Society—the same kind of case as would be helped by the London Charity Organisation committee merely contributing the money; it is done entirely by the church.

59739. Is the organisation of these charities parochial? Does each church have its own organisation, or do they combine at all?—No, they are parochial.

59740. So it would depend very much on the individual energy of the particular incumbent or minister?—Yes; and on the character and length of membership of the person in distress.

59741. Summing up your experience, so far as Scotland is concerned, you don't see much difference between the

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effect of relief from Poor Law and the effect from charitable sources on the individual's receiving it?—No, the effect is much the same.

59742. I think you suggest that where charity is given in a haphazard way it naturally encourages plausible and very often not accurate stories?—That is so.

59743. As regards the outdoor relief, you think the system as at present administered is very unsatisfactory, as the granting of money is not sufficiently associated with curative methods?—That is so.

59744. Of course, it is very difficult, as the Poor Law now stands to associate these curative methods with the Poor Law?—I should say it is almost impossible as it now stands. We cannot expect the inspectors to do more than they do at present.

59745. You think that this can only be carried out by a large increase of workers, who would interest themselves, each of them, in a certain number of cases?—Yes, I mean at the initial stage.

59746. Just to follow up that a little, the co-operation between the Poor Law authorities and charity in Glasgow is not now very strong?—No.

Possibility of substituting charity for Poor Law.

59747. And I think you go on further to suggest that, however desirable it would be to substitute charity for outdoor relief, it would be at present excessively difficult?—Yes.

59748. Assuming that, we cannot contemplate that at present as a practical remedy. You would be in favour of in some way combining, in a much more effective manner than now obtains, Poor Law relief and charity organisation?—Certainly charity organisation should deal more with certain classes that at present are almost entirely helped by the Poor Law.

59749. You go so far as that, that cases could be handed over if charity was properly organised?—Yes, I think they could be handed over now. In the case of widows, we, as a charity organisation society, have two or three times definitely approached the Glasgow Parish Council and the Govan Parish Council (I should say that that was in Mr Mitchell's predecessor's time) both by deputation and letter, and we have suggested that a young widow applying for relief for the first time, who was not handicapped by a large family and who seemed physically fit for work, should be referred to us. Once or twice it has been done, but it has not been given a fair trial on the part of the Parish Councils. I don't think the fault lies at all with the officials—if it is a fault at all. I think that class of case could often be advantageously helped by our societies.

59750. Both of you agree that it would be very desirable if possible to have some sort of registration of charities, or at any rate that there should be lists obtainable of the persons whom the different charities are assisting?—Yes.

59751. It has been suggested from various quarters, more from English witnesses than from Scottish witnesses, that it might be possible to associate with the Poor Law a statutory committee representing the authorities of the particular locality who should co-operate with the relief committee?—Yes.

59752. Do you favourably entertain that idea?—Certainly.

59753. Assuming that was done, and there was such a body set up and recognised by Act of Parliament, they would be able to exercise, quite independent of their co-operation with the Poor Law, a salutary effect on the parties in the neighbourhood?—Yes.

59754. They could put on pressure?—Yes. In Glasgow the opposition to the registration of charities, and of the recipients of charity, is slowly breaking down. We have now a fair number of societies willing to send us lists of their beneficiaries, and then we can get the lists from the Poor Law officials at any time. I think there is a growing feeling in favour of the system such as did not prevail when we began the work twenty or twenty-five years ago.

59755. The recognition of a charities committee would operate in two directions, both in the administration of the Poor Law and in the administration of charities?—Yes.

59756. Most witnesses have suggested that the great difficulty of the Poor Law in England—and it seems to be much the same here—is that the Poor Law authorities have no power to assist persons as they are going downwards, and they have to wait until they are practically destitute?—That is true.

59757. This class of cases might, of course, and could be, dealt with by the charities committee?—Yes.

59758. You go further, and think that they might take cases off the roll?—They might prevent them going on the roll. I quite think so in such a town as Glasgow; I am not speaking of the country. For instance, there have been a very few widows and old people referred to us by the Parish Council, and in each case we have dealt successfully with them.

Dispensation of children's charity in Glasgow.

59759. (*To Mr M'Cracken.*) That, I think, covers a good deal of your suggestions as regards improvement; you agree?—Yes, quite.

59760. To come back to the present system of dispensing charity generally in Glasgow, you state, Mr M'Cracken, that there was an institution called the Poor Children's Dinner Table Society?—Yes.

59761. And you give some rather startling figures. During the late strike amongst the boilermakers, you state that fewer children came to the dinners provided by this society than came in ordinary times?—Yes, that is so. I may say that this table was prepared by the secretary of the Glasgow Poor Children's Dinner Table, from whom I received a printed copy.

59762. Is not the purport of this statement to show that after the tickets are obtained only a certain percentage of the recipients use them?—Yes. With regard to that my suggestion would be that while the men are at work, probably largely unskilled men, there is no dinner prepared at home, but while the men are at home there is probably a more regular meal, and the children come to it. I cannot account for it in any other way. That is to say, the mother may be careless if the husband takes his food away with him; she may be careless with the children, but if the man is out of work he comes home at a regular hour, and the children are there also.

59763. Are the tickets transferable?—They are transferred, but I am afraid if that was done to a very large extent the ladies who are superintending the dinner table might find it out.

59764. From this table it does not appear as if there was any sale of the tickets?—No, there is no sale.

59765. But I mean sale by the persons getting the tickets to any one else?—The Society does not know anything of that kind.

59766. What is the purpose of the figures in the preceding table with regard to the Glasgow United Evangelistic Association?—The Children's Day Refuge Committee provided three meals to certain children, and the convener suggested that there might be a number of children who were going to school unfed, and further suggested that we should give breakfast to any children attending schools within a near radius of our refuges. A free breakfast was offered to those attending the schools whose names you see. In most cases no public announcement was made in the school. In Hozier Street there was a public announcement made by the teacher, but the desire was that no announcement should be made, so that the teachers, who knew the children intimately, might pick out anæmic children and send them to the breakfast. The result, however, was—as you see in the table—that day by day there was practically a decreasing number. In the central district, the Dovehill School, 29 came the first day, and then the number decreased slightly. Twenty-nine was not the number that the teacher expected,—he expected a larger number to come. As there were only 25 on 7th February, the superintendent brought in Hozier Street School, with the result that on 8th February 49 came from the two schools, but that number diminished to 32 and 35. I don't take the figure 22 as any fair figure, because I don't know whether it might be on some particular day of the week. Sometimes there are two days, Monday and Friday, when the children don't come to the day refuges quite so regularly as they do on the other days of the week. As their numbers were not so large as we thought they might be, Adelphi Terrace School was brought in, and you see the result in the table. From the 14th to the 28th the three schools had been brought together, and any child requiring breakfast could have a breakfast at the day refuges. The practical result was that out of about 10,000 children attending the schools on the table, 112 came for breakfast. That is, in addition to the children who had already been coming for three meals.

59767. Are these two different societies?—No, but there are two different societies represented in the tables A. and B.

59768. What conclusion do you draw?—That there

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was not the dire distress that was suggested did exist.

59769. That in certain of the schools the number steadily decreased?—That the children who had the opportunity of coming steadily decreased, and the final result was that only 1 per cent. came.

59770. The upshot was that 1 per cent. only of those in attendance at those schools which were in the poorest part of the district attended?—Yes. That was in addition to the number already getting three meals, probably 400 children.

59771. What do you say to the effect of the introduction of Mr Ramsay Macdonald's Provision of Meals (Scotland) Bill?—The introduction of that Bill caused a good deal of talk, and people began to discuss whether there was really a necessity for such a measure.

59772. This movement was started, not to anticipate Mr Macdonald's Bill by charity, but to meet what they believed was a want which the introduction of this Bill made public?—To meet any want that might exist.

59773. It was brought to their notice in consequence of the introduction of the Bill?—Of course the whole subject became a matter of public discussion.

59774. Are there, except by voluntary agency, any children's breakfasts provided in Glasgow?—Yes, they are provided by the Juvenile Delinquency Board.

59775. Is that a public authority?—Yes, it is carried on under the Juvenile Delinquency Act, but there is a committee appointed by the town council to carry out its purposes.

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59776. What is your opinion about them?—Do you think that the town council can carry out work of this kind if it ever has to be carried out? Would you give it to the town council, or to the School Board, or to the Poor Law authorities?—(*Miss Bannatyne.*) To the Poor Law authorities, because they are the authorities that can deal with the family. In a sense, that Juvenile Delinquency Board is a part of the town council, but it is a very obsolete arrangement. There is this small number of men who have charge of any measures to prevent juvenile delinquency in Glasgow alone, and they carry on our day industrial schools and other schools. I believe the same thing does not apply in any other part of the country. And although they have a power to levy a rate for that purpose, they might be classed as a voluntary agency.

59777. But they have power to rate?—Yes.

59778. Who selects the children for this body?—That is done through the School Board. If the children don't attend properly, and if the officers have reason to believe that they are neglected or the children of widows, then they bring them before the School Board, who may grant an order to bring them before the sheriff, and he can commit them either to the day or other industrial school.

59779. I was thinking of the work where they provide three meals?—That is part of their work. They get three meals if they are committed by the sheriff.

59780. It is really part of the industrial day school work?—Yes.

eding of or children.

59781. (*Mr Phelps to Miss Bannatyne.*) The majority of the children in that day industrial school are not now committed for truancy?—No, there are four schools, and they are committed because they are the children of parents who go out to work or because they are neglected. There is a truant school for truancy under the Glasgow School Board.

59782. It is through no fault of the children?—No.

59783. (*Mr Patten-MacDougall.*) Is that true of the industrial schools in Glasgow?—Yes, very rarely are the children to blame. The cases I generally send are cases where the mother is dead and the father cannot look after the children properly. The purely truant child is committed to the truant school, and small cases for pilfering would be sent to the resident industrial or reformatory school. The day schools are for neglected children or fatherless or motherless children.

59784. (*Chairman.*) On that point, as I understand, children not properly looked after by their mothers are sent to the day industrial school, and they are there fed?—They get three meals a day.

59785. And then they return to their homes at night?—Yes.

59786. How does that system work?—I think it works fairly well where there is a respectable mother or father, because it keeps the child in touch with home-life, but where there is a bad home I think the child suffers.

59787. It is an attempt to ensure that the child is properly fed and not altogether disassociated from home-life?—Yes, and very often it answers very well.

59788. You would say that, except where the mother is badly disposed, it works well?—Or where there is practically no home.

Co-operation between charities.

59789. Assuming that that idea of having a statutory charities committee was carried out, would you be able to find plenty of workers in Glasgow?—Yes, I think so; there are a large number willing to help in Glasgow.

(*Mr M'Cracken.*) There would be this difficulty in Glasgow as everywhere else, that some people might get on to such a board who had not very much skill or experience. It can only succeed where the workers have some experience of social work.

59790. (*To Miss Bannatyne.*) Would such an association be able to secure the co-operation of any of these parochial charities administered by churches?—I think so. We have fourteen district committees, local committees, in connection with our Charity Organisation Society, and they are gradually drawing bit by bit the clergy and workers connected with the different churches who have control of these charities. It is a slow process, but there is already a nucleus for that idea.

59791. If you got charity so recognised, and having an official status with the Poor Law, it would facilitate a good many things which are now almost impossible?—I think so, if its duties and responsibilities were more publicly and strenuously recognised.

Deterrence of Poor Law.

59792. As regards the administration of the Poor Law, you admit that the threat of indoor relief has a potent effect even on widows?—Yes.

59793. There is a considerable dread of it?—Yes.

59794. One of the reasons of the great dislike to the poorhouse relief is not so much that there is the stigma of pauperism, but the knowledge that all the more vicious and bad cases are domiciled in the poorhouse?—Yes, to some extent, but I think it is mainly the loss of liberty. I think that is the great objection to it, and that applies to the ill-doing people as well as to the well-doing people. That is the one deterrent fact to them.

59795. Have you ever been a parish councillor?—No.

59796. But you have studied the Poor Law a good deal?—Yes.

Classification of paupers.

59797. In your judgment is the classification now sufficient?—I think in the Glasgow Parish Council—which I know best—it is tending to become so. In other places where I have visited it is certainly not sufficient yet, but I think that is the fault of administration. It is a very, very difficult task to classify satisfactorily, and one has great sympathy with the officials.

59798. It is very difficult unless you have a sufficient number of institutions?—And even there it is difficult, because they receive people before they know much about them. By personal intervention one gets a pauper properly classified, and one knows that if you had not personally intervened the classification would have broken down, and the person would have been put into the wrong compartment.

Boarded-out children.

59799. Have the results of the boarding out of children come under your knowledge?—Only in isolated cases.

59800. Does it work well?—Yes, if you except this, that the standard in Scotland is decidedly lower than what is necessary in England. Our standard here would be fatally condemned by your standard, I am afraid. I have visited in England, and I know about it. Sleeping apart and so on are not enforced in Scotland, and then of course running about bare-foot is quite recognised here. But it works well, and I don't think there is cruelty except in very isolated cases. I think they get very fair play as members of the family.

59801. And they are well nourished?—Yes; at least as well nourished as the other children in the house.

59802. After all, the rough conditions are the same as those of the other children?—Yes.

59802A. You may rather console yourself as belonging to a hardier race?—Yes, I think so. There is often overcrowding, however.

(*Mr M'Cracken.*) Where the children are boarded out in the country they are very well taken care of. I received a letter recently from a girl who had been boarded out in

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the Highlands. She came to Glasgow to be a servant, and she left her home with great grief on both sides. She speaks of the woman with whom she was living as her mother, without any qualification at all. That is not an isolated case.

(*Miss Bannatyne.*) That is one of the points where our charity might help. We might get from the Parish Council the names of girls who have boarded out and who have gone into domestic service,—the same sort of thing as is done by the Metropolitan Association for the Befriending of Young Servants.

59803. (*Mr Booth.*) Do you have the same society here?—No, we tried to start it, but we were not successful. We feel sure that a voluntary worker would look better after the girl than the inspector who goes and asks if she is doing suitable work or is in proper lodgings. That is another class that we would suggest should be handed over to the charities with advantage to both sides.

Decentralisation of Poor Law methods.

59804. (*Chairman to Mr M'Cracken.*) In paragraph 29 you suggest that decentralisation might modify some of the Poor Law methods. What would be your idea of decentralisation? Take Scotland generally, it seems to me that the parishes are very small?—I was thinking only of Glasgow.

59805. How would decentralisation help you in Glasgow? Do you not want to have uniformity of method?—I would like to see that people from the outskirts of Glasgow did not require to come to the centre for relief. If we had by and by a larger number of people who were really effective as social workers, then a great deal more could be done in the oversight of cases of parish relief. I want more personal touch.

59806. You want more centres from which relief may be considered, or at which applications might be made?—Yes.

59807. (*To Miss Bannatyne.*) Your paper is a very clear one, Miss Bannatyne; is there anything else you would like to add?—No, I don't think so.

Co-operation between private charity and Poor Law.

59808. (*Mr Booth to Miss Bannatyne.*) With regard to co-operation between private charity and the Poor Law, it has to be based on the somewhat contradictory position of mutual recognition of separate spheres of work?—Yes.

59809. You would not recommend that private effort should supplement the actual work of the Poor Law with the actual paupers?—No, I would recommend that private effort should both give the person money assistance, and should try to restore character.

59810. But you would separate the cases?—Yes, separate the cases certainly.

59811. So it is co-operation of that sort, the mutual recognition of different spheres of work?—Yes, but with much interchange.

59812. In order to work that satisfactorily, you would need to be organised very strongly, so that in leaving a case to you they would be quite sure that it would meet with treatment?—Yes, certainly.

59813. The other form of co-operation comes in, that is combination between the various voluntary agencies?—Yes.

59814. The Charity Organisation Society, strong as it is, would need to have co-operation and combination between themselves and all other voluntary effort?—Yes, they would be strengthened by that.

59815. I think you say that you think something might be done to bring that about in an organised and recognised way?—Yes.

Registration of charities.

59816. I think you have referred to the registration of charitable societies. Do you think that that registration must be compulsory, or would it do to have voluntary registration?—It must be compulsory if it is to be complete, but a certain amount of voluntary registration is already secured, and I think it might be encouraged.

59817. Are you referring to friendly societies?—No, charitable societies.

59818. In what sense are they registered?—I thought you meant they were registering lists of beneficiaries.

59819. No, I mean Government registration. I don't know what you have in Scotland, but in England we have voluntary registration on the part of friendly societies?—We have that in Scotland too.

59820. And registration of endowed charities?—That is possible in the same way. We would like to see something of that sort, that if a charity did not choose to be registered, then that would tend to show that charity was not all right.

Registration of charities.

59821. You think that it might be left to be voluntary?—Until we saw how it worked.

59822. Charities would gain prestige by coming under that registration?—Yes.

59823. And among the registered charities there might be a distinct combination for action?—Yes.

59824. You contemplate something like that in which the Charity Organisation Society would take its place along with the others?—It has been suggested to us once or twice by leading people that if the Charity Organisation Society would appoint a public auditor, and let it be known that all charities which did not submit their accounts to us might not be *bona fide*, that would be a good thing, but that is not quite possible yet.

59825. It would be better if it were official?—Yes.

59826. The kind of societies that exist in connection with church membership is quite outside of that?—Yes.

59827. In their case, it simply is that people who are church members are to a great extent helped from the churches?—Yes, we in Glasgow have not to deal with that class to any extent yet. Our problem as charity workers, and the problem of Poor Law authorities is very much the same.

Fraudulent charities.

59828. (*Professor Smart to Miss Bannatyne.*) In paragraph 3 you make a very strong statement about the so-called charitable societies. Are the known facts so bad as to warrant this strong statement, or are these facts only known to yourself?—They are known beyond the Charity Organisation Society, but how far I don't know. We could make a list of twelve or fifteen societies—of course not public—that are doubtful.

59829. Have you ever taken any steps to discourage subscriptions to these?—We have taken all the steps we can in safety by reporting whenever we had a chance, and we are watching and trying to store up facts against them. Then we advertise that people should ask us for information before subscribing to any charity.

59830. Are you referring to one particular person in that statement?—Yes. There are several running two or three things under different names. We tell all our voluntary workers the names of those societies, and warn them to report confidentially to their local committees that they should have nothing to do with those societies. We have consulted the fiscal about prosecution in the past, I understand, and so on. That is the ground for that statement.

59831. The statement is so strong to be libellous if it could be traced?—Exactly.

Relief to widows.

59832. Do you object to the general principles of the relief of widows adopted by the Parish Council in Glasgow?—I object to them in this way, that I don't think they go far enough. They don't attempt to help them in any other direction; they only give them money relief. I think as a rule they are careful, and they do not give relief to the disreputable women; or if they hear of such cases, then they stop the relief and take the children from the mother. Did you mean that?

59833. No; I was asking if you objected to the principle of adequacy?—Within the last two or three years they have raised the scale, and I think it is fairly adequate now.

59834. The principle is to make a woman with a certain size of family independent of work altogether?—Yes; they raised it very much after the circular of the Local Government Board. I believe that before, the relief was very inadequate.

59835. You don't disapprove of it?—Not of the adequacy, but I disapprove of their not trying to do more for many of the widows. I think that the number of applications from widows is unduly increasing.

59836. What would you propose to do with the widows?—To deal with them individually, according to their particular needs; if possible, to enable them to do some work, not necessarily outside their homes; and also, if possible, to get some of the relatives to help by taking some of the children, and especially to watch the children as they grow up and see that they are apprenticed to proper trades. There was one case that we watched very closely for seven years. That was a case that the Parish Council handed over to us. The amount that the woman has received for relief has varied very much according to the needs of the family, but there is no doubt that that woman, who will soon cease to need relief, is in a much better position both morally and socially and materially than she

would have been if she had received 10s. or 12s. every week and nothing more from the Parish Council all along. Her children are being taught proper trades, and so on.

59837. (*To Mr M'Cracken.*) Referring to paragraph 16, you are aware that there is one slight objection to these convalescent homes?—Do you mean convalescent homes as a rule or particular ones?

59838. Particular ones. They have very much depreciated the value of property of late?—That is a matter you cannot control.

59839. It is well known in regard to Helensburgh?—I am not aware of it. There is only Mrs Colville's Home there. Suppose I was to put down a mill, there is no restriction.

59840. Yes, in these localities?—But I am speaking of the principle. It may be restricted because of the character of the feu or the feu charter. A home in a locality is no worse than the planting down of a mill or a land of houses.

59841. There is one omission in your statement and in Miss Bannatyne's statement: you make no reference to the industries that you have in Glasgow, such as that fine stick-breaking establishment. We would like to have something on the notes about it. We saw the Possilpark Shelter yesterday, and we were very much struck with it. One would not imagine from your statements that you had anything to do with these establishments?—Probably that is because we are so familiar with them that we thought other people would know about them also.

59842. We were struck with the magnificent premises, and when we got inside we were struck with the very fine organisation of everything?—Of course we might criticise from the inside.

59843. What are your industries? How do you employ the people?—Stick-breaking, carpet beating, and men going out and finding work outside. In the labour yard, which is different from the shelter, we have stone-breaking. To the astonishment of everybody, the men at stone-breaking make more money than the men at anything else, and the product of the work has been better than the town council got from their own contractor.

59844. That is an extraordinary statement. Then in regard to the stick-breaking?—Probably it would be well to say that the men engaged at that are paid not less than the trades union rate of wages. It has been urged that charity subsidises, and by subsidising the labour, it undersells. Now we don't undersell and we don't subsidise; that is to say, we pay men the union rate of wages.

59845. We saw yesterday a very good case indeed where the wage came to between 11s. and 12s. a week. Do you account for that by his being an inefficient worker?—He must be inefficient, because in a firewood factory the men are engaged week in and week out, and they become tradesmen in regard to their work, while our men are only casuals, and they cannot be so good as men who are engaged at the same work for a long period. They are paid at so much a gross of bundles; their pay is rather better than the trades union rate, and, in the Labour Yard, in addition to the wage, we give them a dinner.

59846. You are quite clear in stating that there is no underselling?—Yes, there is no underselling.

59847. The statement that there is underselling has generally been made?—Yes, but we have never been able to bring the Firewood Factory Union to meet us to establish the statement that is made outside.

59848. And you are quite prepared to meet them?—Yes.

(*Miss Bannatyne.*) We have offered to do so repeatedly, but they have always drawn back.

(*Mr M'Cracken.*) Yes; and when we have complained about one of their people underselling, their reply has always been that they did not belong to the union.

59849. (*Chairman.*) What is the name of the place where these industries are?—The Charity Organisation Society's Labour Yard and Shelter. These are separate institutions.

59850. (*Professor Smart.*) Have you ever published a statement of the results of the stone-breaking?—No, because latterly it was quite incidental. It may have been noticed in our annual report, but not in a statement showing the product of the wages.

59851. You don't continue that work?—No, because it was incidental, owing to the large number of men we had during the winter before last, when we had to introduce something else.

59852. You sell your sticks direct?—Yes, we sell them to shops and to private people. We sell them mostly to shopkeepers.

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59853. And that secures that you don't undersell?—We don't undersell.

59854. If you sold your output to an outside dealer he might undersell?—We don't do that so far as I know.

(*Miss Bannatyne.*) The question of underselling has been brought before the council, and we are prepared to state that we don't undersell.

Registration of charities.

59855. (*Mr Loch to Miss Bannatyne.*) With regard to legislation, I think you said you would like to have all the charities in Glasgow registered? Is the object that you have in view to prevent the unworthy charities or spurious charities appealing to the public?—Yes, partly.

59856. What is your other object?—To give a more responsible character to charity as a whole in the public mind.

59857. Your registration would be on the lines of the Friendly Societies Act; that is to say, a registration of non-interference, but conditional? The registrar would not interfere with the internal management, but he would require certain conditions to be fulfilled?—Yes.

59858. What sort of conditions would you ask?—Of course, I think that is the real difficulty of the question, what conditions one could justly ask. I think one of the conditions would be a clear line between Poor Law cases and cases which charity should touch. At present they overlap fearfully.

59859. Then there would be the audit?—Yes. Of course, we would very much like if it could be worked out to have a condition of adequacy of help; but I am not clear in my mind whether that can be made a condition for such registration.

Adequacy of charitable aid.

59860. Taking that question of adequacy—adequacy is generally understood to be a certain amount of money payable per case: so much for the widow and so much for the children, and so on. Now, by adequacy you mean something quite different from that?—Yes; I mean, *e.g.*, that, in the case of helping women with children, the children, as they get to the age of going to work, should be found work, and should be encouraged, that if one child were an invalid its health should if possible be restored. I mean adequacy in that sense.

59861. Adequacy would also very much depend upon the power of the person to use the relief given?—Yes.

59862. Does it not come to this, that what you would wish would be something more like a sufficient and thorough treatment?—Yes.

59863. And account being taken of all agencies or relatives that might assist?—Yes.

59864. And also that the assistance would be on a definite plan?—Yes, and that the assistance would cover a certain length of time to carry the plan out. That is where a lot of charitable work breaks down in its impatience.

59865. It would bring into disuse the system of letters as sufficient treatment, and so on?—Yes.

59866. If we had registration like that, do you think it would be one step further? Suppose new shelters were started by an enterprising individual, and they were not *malâ fide*, do you think that it might be asked that there should be some reference of proposals of that kind to some local and trusted authority before money was raised and the shelters were built?—I think so. I think we are ripe for that, and any party who opposes such efforts should show just or reasonable grounds why they should be prevented.

Would your registration system lead up to the formation of an authority, or how would you proceed?

Erection of charity shelters.

(*Chairman.*) Can a shelter be put up anywhere in England?

(*Mr Loch.*) Yes, so long as they don't break any sanitary regulations, and so on.

59867. (*To Miss Bannatyne.*) Can you tell us what course would be followed with regard to a shelter being casually erected at a certain place? You have shelters of that kind?—It means that all the occupants of all the other shelters in the neighbourhood come to the new place, and then the people in the country hear about it and come to give it a trial, and then they continue to live in shelters for ever.

59869. They increase the population of a particular type in Glasgow indirectly?—Yes, and they also degrade a particular section of the population of Glasgow; they are drawn down. For instance, roughly speaking, all the

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deserting husbands are to be found in the shelters and the models under different names, and it is exceedingly difficult to track them down.

59870. Would you wish to have prohibitive powers?—Yes, I think I would prefer if we could have prohibition.

Erection of charity shelters.

59871. You propose that, once charities are registered, there should be some recognised centre for all these questions?—Yes, and I think it should embrace the Poor Law authorities.

59872. And municipal authorities?—In Glasgow that is a very difficult point, because they are interested in running on their own part what we want to prevent; but, roughly speaking, they would require to have some say in the matter.

59873. You really ask for something approaching a government of all this department of work in some form?—Yes. Of course the Poor Law authorities would be at one with us in opposing these shelters.

Organisation of charities.

59874. (*To Mr M'Cracken.*) You are connected with a good many charities. Do you think it is possible to bring them into a *régime* of this kind?—Yes.

(*Miss Bannatyne.*) They are being more brought in every day. It is impossible to put it into statistics, but from working among them one knows how the feeling is growing that something should be done.

59875. (*To Mr M'Cracken.*) Do you think the churches would support this view?—In the meantime the question of church charity bestowed upon its members has been excluded from consideration.

59876. But the influence of the churches in supporting a view of this kind would be considerable?—I am not quite clear about that. I don't know what influence they would have.

(*Miss Bannatyne.*) I don't think it would be a preponderating influence.

(*Mr M'Cracken.*) I don't think the churches are opposed, but we have no opinion to offer.

Effect of present administration of Poor Law on pauperism.

59877. (*To Mr M'Cracken.*) We have attended some of these relief committees in Glasgow, and also in England. May I take it that the view you express is this, that in many of these cases you want handling of what are the real and often but latent difficulties in the cases from a point of view entirely aside from allowances?—Yes.

59878. Unless that system comes in it matters not whether we call it outdoor relief or any form of relief; unless that comes in, the outdoor relief system stands *pro tanto* condemned?—Yes.

59879. Whatever step be taken as to the present authorities in regard to outdoor relief, unless the reformation takes place in this direction there will be no stay in pauperism?—No.

59880. So reform of Poor Law means something very much greater than a reform in even the question of adequate relief?—Yes.

59881. It means a different method of handling the poor?—That is so.

59882. (*To Miss Bannatyne.*) That is the point of laying stress in the latter part of your statement on such a phrase as this, "It is because the problem is not really one of 'poverty, but of mental and physical fitness and of 'character"?—Yes.

59883. And so in the next paragraph you speak about the unemployed and the drink question?—Yes.

59884. And therefore your argument would be that we have to analyse the whole of the causes of unemployment on a new basis?—Yes.

(*Mr M'Cracken.*) Yes, character is the great point to get at.

(*Miss Bannatyne.*) The work must be constructive, and not negative.

59885. (*To Miss Bannatyne.*) I would ask you to turn to paragraph 10. Do you think that the reason why we have such large institutions growing up is because we are always dealing with them on what you may call the allowance system outside, and there is no preventative measure? Do we need large institutions because we are never adopting a system of prevention in relation to poor relief?—Yes.

59886. Prevention not being there, the people receiving the allowance get habituated to relief and get into institutions?—Yes; and those who erect and manage the large institutions are never sufficiently alive to the importance of comparing the real results in the future lives of the people in those institutions, and quite a false opinion is fostered of the good that is effected because there is no other test applied than that of numbers, or of behaviour while in the institutions. We are furnished with large numbers of statistics, which mean nothing when they are looked into in the way of real lasting result.

Medical relief as stepping-stone to pauperism.

59887. When you deal with medical cases under the present system, do you think that anything is done to prevent sickness by bracing the will and character of the people, or do they become, though even healed bodily, a permanent dependence on the public purse?—I don't think anything is done to brace them.

59888. May one draw the conclusion that even medical relief, unless you have parallel with it another system of intervention, may rather tend to pauperism?—Yes.

Effect of gratuitous relief on parental responsibility.

59889. (*To Mr M'Cracken.*) I have two questions to put on your paper. You have had a good deal to do with the people and children in their homes and so on. It is sometimes said that when parents are asked to pay for their children they cannot do it, because their wages are so small. What is your experience of that?—I think if we, as a committee, were to ask money from the parents, we would have very much better results. It would maintain the independence of the people, and the mothers would value the privilege that they had in receiving. As a matter of fact, in many cases they don't value the privilege, but when we refuse, after children have been several times away on holiday, unless part payment is made, we very often get a payment.

59890. They would go more of their own accord if they desired to do so, if they got into the way of paying for it. They would go into the country as a habit, as a part of their year's arrangements?—In cases where there is an income which ought to be sufficient, we make inquiry as to whether the parents have friends in the country. If they have no friends in the country, and the children really require a change, we send them away, subject to a payment, sometimes 5s. a week.

59891. Have you been to the various Poor Law institutions in Glasgow often?—Not often.

Need of classification of paupers.

59892. You could not answer the question whether you think that indoor relief can be so classified as to lead to the avoidance of the kind of troubles which are said to occur owing to the vicious and other people being put together?—I think there ought to be such classification. Anything which hinders separation should be so altered so that there could be separation.

Health visitors and their training.

59893. With regard to a development of recent date, health visiting, sometimes carried on with public health authorities, are you of opinion that the visitors should in all cases be trained in other ways than in regard to the particular question in hand in the matter of health?—Yes, certainly.

59894. So your idea would be to create a race of visitors, if that were possible, who would be trained men and women having a general knowledge of this whole problem, and doing some particular work in it?—Yes, irrespective altogether of the scientific training, they require training as ordinary visitors to have such a perception of the surroundings and possible character of the people visited that they would not readily be taken in and imposed upon.

Registration of charities.

59895. One more question—in your proposal about registration, you and Miss Bannatyne would include temporary charities?—We would include all, and we would require to proceed at a slower rate than we desire, but we would desire that all charitable societies should be registered.

59896. I think you have had a good deal to do with funds for Christmas charities and so on. Is there any overlapping to any extent?—Yes.

59897. Can you mention a case or two?—In connection with a burgh not very far removed from Glasgow there was a coal fund, and we found that five applications had been made for the same individual. That was not a case of the one individual applying, but five applications had been made for that individual by missions and churches and so on.

59898. The person in question was in friendly relation with five societies, each of which wanted to help him?—Yes.

59899. Does that prevail to a large extent?—Yes, to a very large extent.

59900. There is considerable injustice done to persons who stand aloof if you don't apply a system of registration which will do away with duplications and triplications of

Registration of charities.

application ?—Yes. I might mention a recent case. Lists were invited from churches and missions and other sources, and as they came in the name and address of each was put on an envelope, the envelopes were put into a ticket index, and automatically any duplication was discovered. In a large number of cases we found that the same names were sent in four or five times. In one case the name was sent in six times by different societies. *As to this the witness subsequently sent the following additional information :—*

["Lists of names were invited from churches, missions, etc. Over 8000 invitations were sent out.

The same people were recommended on these lists :—

782	names sent in twice . .	1564
79	„ „ three times .	237
44	„ „ four „ .	176
1	name occurred six „ .	6
906		1983

The names repeated came in from districts where this repetition might have been expected, by those who know the localities."]

59901. Does that not prove that there is a large number of persons dealing with the same poor people ?—Yes, both in charity and in religion.

59902. With the result, of course, that the interference with that individual can only be planless ?—Yes.

59903. Your view is that unless the difficulty is more or less got under, comparatively little more will be done by charitable intervention in such a form ?—Quite so.

Attempt by Charity Organisation Society to raise respectable poor.

59904. (*Mr Chandler to Miss Bannatyne.*) In regard to paragraph 13, you speak of an experiment where a gentleman placed at the disposal of the Charity Organisation Society a small number of flats to be given rent free to any fairly decent families who became homeless through no fault of their own. When you say that no such family could be found, you mean that no family coming under that application made application while the experiment was open ?—The experiment lasted for three years. We went further than waiting for applications ; we asked church workers if they heard of such a family privately to report the name and address to us without causing the person to make formal application to the Society. We really went and looked out for such people.

59905. There may have been homeless people during that period ?—Yes, and some were put into the houses, giving them the benefit of the doubt, but their behaviour was such that they had to be rejected and sent to the poorhouse. In one case the man went off to a model and took another name, and his wife had to be sent to the poorhouse, though we got that family with a very good character. The gentleman's own experience was quite the same. He tried the experiment with a larger number of cases, doing it through churches and private agencies, but he gave it up at the end of four years and reported to us that his experience was the same as ours.

59906. These were flats situated in Glasgow ?—Yes, newly built houses on the outskirts of a working-class population. They were by no means in the slums of Glasgow.

Class of case for Poor Law and charity respectively.

59907. (*Mr Phelps to Miss Bannatyne.*) Could you define in a few words the spheres you would allot to Poor Law and charity ?—Roughly speaking, the people I would refer to charity would be young people and people that one felt might probably be restored to independence, or their characters rebuilt in some shape or form, people who had been ill and who with constant care and supervision on the part of workers interested in them could be restored to a self-respecting life.

59908. Practically in charity you look forward ?—Yes. Then I would refer to the Poor Law cases in which there was no reasonable ground to hope for improvement in character, or feeble-minded persons, or people who required institutional treatment on their own or their dependants' accounts.

59909. Take the question of old age. Would you discriminate between different classes of old people who would go to the one and to the other ?—Yes, I would discriminate so far as to send to the Poor Law people who had made no endeavour in their early life to provide for their old age if they had it in their power to do so, and roughly keep the others outside the Poor Law by charitable help

59910. That is to say, if you made a distinction between deserving and undeserving, you would take thrift as the test ?—Yes, but thrift applied widely. If they had never been in a position to make provision for old age, however good their intentions, I would possibly consider them to be thrifty people.

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59911. Would you take into account their position in regard to other people ?—Yes. If a man had apprenticed all his family to a good trade, then I would take that into account.

59912. Or had made provision for his parents ?—Yes.

59913. You would look at the economical test rather than the moral test ?—I find that the two go together very much.

59914. But still you may have contradictions ?—Yes. Roughly speaking it would be the economical test.

59915. If you handed over all these cases to the Poor Law, would you make the Poor Law deterrent as a whole ?—Yes.

59916. You would abolish all the almshouse principle in the Poor Law, and make it simply deterrent ?—Yes.

Provision of old age pensions by Charity Organisation Society.

59917. How would you propose to provide for the cases that charity dealt with in old age ?—So far as possible by pensions—people remaining in their own homes.

59918. Have you made any experiments in Glasgow ?—Only to a small extent. The Charity Organisation Society is trying it now. We have just now about forty pensioners. The pension varies very much ; it is determined by the past standard of the people.

59919. But have you any rule as to the proportion which must be subscribed specially for the case ?—No.

59920. Do you know what the proportion is ?—Roughly speaking we provide about one-fourth out of our own funds. Of course other charities are assisting, but I mean purely out of the Charity Organisation Society.

59921. Do you think that system is capable of great extension ?—Yes.

59922. Do you think that the public would support a scheme of that sort ?—Yes. Last year there was roughly £150 which we asked from the public, and we did not require to go to many people for it. We could have got many times that amount out of Glasgow if we had required it and if we had the pensioners waiting.

Co-ordination of charity and Poor Law.

59923. Have you ever met the argument that the system is undesirable because the Charity Organisation Society committee is irresponsible in its conduct, in that it is not subject to law ?—No.

59924. You have not found people who criticise you on that ground ?—No.

59925. Do you foresee any possibility by which the two could be united in practice ? Have you a scheme by which the Poor Law and charity could be brought under the same body ?—I think that would be undesirable.

59926. You think there is a quite definite cleavage between the work of the two ?—Yes.

59927. You would not wish to see persons elected to the work of administering charity as well as to the work of administering the rates ?—No.

59928. Are you familiar in Glasgow with the boards administering charities who are under orders of any sort of the Government ?—I don't think there is any such.

(*Mr M'Cracken.*)—We have some educational authorities which have, of course, to send in their reports to Government, such as the Buchanan Institution.

59929. How are the administrators of those chosen ?—In the Buchanan Institution the Town Council is interested in a monetary sense, and it sends three members ; the Merchants' House and the Trades' House are also interested in the same way, and each sends three members ; then the School Board is interested from the point of view of education, and it sends two representatives.

59930. Do you think that might be developed, that ultimately all benefactions might be brought under a body ?—I think it could be very widely extended. I would like all that sort of thing to be done gradually, because you have to educate the people. That is one of the difficulties. While you have a preponderating opinion on the part of men who are experienced in dealing with such questions as come before such an institution as that, you have also men who really have no experience whatsoever, and who would give the charity to anybody.

59931. Suppose in time you had a body in which you felt confidence, and which dealt in that way with bequests and endowed charities, should you be prepared to see their sphere enlarged by taking over voluntary charity gene-

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rally?—I would prefer that no one body should deal with the whole matter. I think that smaller bodies in communication with each other would be better than one large body which brought entire control with it.

Co-ordination of charity and Poor Law.

59932. Practically, at least, three bodies—the Poor Law?—But I mean that all the institutions should not be grouped under one body.

59933. Would you differentiate them according to their purpose?—Yes.

59934. Take medical charities. Are you prepared to see the whole of the medical charities of Glasgow under one board?—Yes, but with representation from outside the medical profession.

59935. Do you think that would bring about great economy?—Yes, and more efficiency.

59936. Is there any group of charities that you could suggest should be treated in the same way?—Educational charities, for instance. These and other charities would resolve themselves into groups.

Supersession of parochial by charitable medical aid.

59937. Supposing the medical charities were grouped in this way, would you allot to them any of the work that is done by the Poor Law in the way of medicine?—I would prefer that to be done by such a body rather than by the Poor Law, in order to prevent people from coming into touch with the parochial authority.

59938. That is to say, the medical assistance outside and inside institutions should be practically managed by such a body as we have described?—I don't apprehend you.

59939. The assistance given to people in their own homes as well as that given in institutions should be under the care of one general body?—Not those who are being cared for in the Poor Law, of course.

59940. No?—But for those at home and outside the Poor Law.

59941. In order to be cared for by the Poor Law you must be destitute first and then sick?—Yes, certainly; but there are many people who are at present coming to medical charities who are not absolutely destitute.

59942. Medical charities?—Yes.

59943. You would restrict the Poor Law to all cases of absolute destitution?—Yes.

59944. You would consider that the first thing?—Yes.

59945. Would you extend that to infectious diseases?—I think that wherever people are coming under charity they should all come under the same board.

59946. At present infectious diseases are treated by a different body altogether?—Yes; ultimately they would have to be treated by the bodies that are responsible, but I meant in the inception of the treatment as cases.

59947. How would you propose to inaugurate such a system?—Shall I take a concrete case—say the medical charities?

59948. Yes?—First of all I would get to know what these charities are, and then, having got that information, I would get those that were interested together; and if I had power there would be no difficulty in that. If I had not legal power I would endeavour to get as many as possible united under one Board, in the hope that ultimately all would fall in, so that overlapping and abuse would be prevented, and more effective work could be done.

59949. Would you be prepared to see an Act of Parliament making it compulsory?—Yes, I would be delighted.

59950. And so all along the line of assistance to the poor?—Yes, in large towns it has come to be almost a necessity because of the overlapping.

59951. You would have confidence that the administrative work would be sound and wise?—Yes, I think it would be better than at present.

Extent of co-operation of Poor Law and charity.

59952. (*Mrs Bosanquet to Miss Bannatyne.*) With regard to your paragraph 11, you speak of difficulty of co-operation with the Parish Council. Can you account for their jealousy?—I think it largely arises from the fact that they have now in our large Parish Councils institutions for dealing with almost every class of case, and they are unwilling to resort to the help of outside assistance. They want to fill their institutions, so to speak. Of course, it is a very natural result, but it is detrimental to charity.

59953. It is a sort of competition?—Yes. They are withdrawing assistance that in former days they gave. There are certain homes for old men and women in Glasgow to which they used to send their respectable old people. Now, since they have put up their large buildings, they insist on all the old people coming into their wards. It is just the same with imbecile children; they don't send them out to a certain institution where some education was given. It is quite a natural thing.

Extent of co-operation of Poor Law and charity.

59954. Have you any parish councillor on the Charity Organisation Society's Council?—We have two representatives officially at headquarters, but it does not follow that they attend regularly or that they are in close touch. Most of the local committees try to get a parish councillor on to the committee, and sometimes they are successful, but sometimes they are not. There is little real interest shown by members of the Parish Council, so far as I know.

59955. Are those parish councillors on your committee *ex officio*?—They are not so on the local committees, but by our constitution, they require to be representatives who are on our council.

59956. Are there any members of your Society on the Parish Council?—No, we have no representation on the Parish Council.

59957. Would you like to have representation?—If it were to be welcomed we would, but not if it were to be merely nominal.

Brabazon Society.

59958. You refer in your evidence to the work done by the Brabazon Society. Is that scheme a power in Scotland?—Yes, certainly in Glasgow; it is carried out in the poorhouses and the lunatic asylums.

59959. Can you tell us anything about it being carried out in the asylums?—It started in the ordinary poorhouses both in Govan and Glasgow, and ladies were asked to interest themselves in it, and to form voluntary committees. They were given every facility to carry on the work, and they had sales in the usual way. They were so successful that the suggestion was made that many inmates in the asylums were equally in want of employment, and that they might be very much cheered by having it. Committees were therefore formed for that purpose, and they do the very same work.

59960. Is it more difficult to get ladies to work with the lunatics than with the others?—No; they know that the nurses are always present, and so on. Members of the Parish Council have shown great interest in that work, and have encouraged it in every way.

59961. We have come across cases where the funds have accumulated so that it is difficult to know how to dispose of them?—I don't know about that; there has never been any great difficulty with us. Entertainments are given in the wards, and different things like that, and these soon run away with the small surplus that there is.

Lack of charitable rescue work.

59962. (*Dr Downes to Miss Bannatyne.*) Among the charitable agencies are there any that deal with rescue work?—The ones under "ameliorative" are the ones that deal with discharged prisoners and so on.

59963. But are there any dealing with rescue work in the poorhouses?—We have not got that in Glasgow. Members of the Parish Council, especially women members, may do it, but we have no charitable committees for that purpose.

59964. Is there a lack of systematic work of that kind?—Yes, I think so.

Co-operation between Poor Law and charity.

59965. (*Mr Patten-MacDougall to Miss Bannatyne.*) You suggest that the Poor Law officials and the parish councillors are not in sympathy with the Charity Organisation Society because they have largely increased their institutions and buildings, and they don't send to such relief as you give them people who they previously would have sent because they desire to send them to their institutions?—I did not mean only the Charity Organisation Society.

59966. Do they prefer to give the old people indoor relief rather than take aid from these other charities?—Yes, they give them indoor relief instead of putting them into those outside institutions.

59967. Can you give us any case?—I applied for an old woman who in former days would have been allowed to go into a Home for old women, and the parish would have paid her allowance. The answer that I got was that as there was ample room in Stobhill, the council had decided that such cases should be taken there instead of to the Old Women's Home.

59968. They gave indoor relief rather than give the old woman the outdoor relief that she had previously got?—Yes. Then there was a feeble-minded girl that I wrote about last week, hoping they would have sent her to a home that is certified to receive such, and where suitable

Operation between Poor Law and Charity.

education is given. The reply I got was that the Parish Council had decided that she should just go into the poorhouse, as there was plenty of room there. I would not like it to be understood that I think the officials are unsympathetic—we find them always very sympathetic. I think the responsibility must lie with the council.

59969. Do you suggest that there are many cases of that kind?—These are two.

59970. These would have an opportunity of presenting a petition for inadequate relief if they were not satisfied with what they got?—But the relief is adequate, in a sense.

59971. Indoor relief as compared with outdoor relief is inadequate in many cases. You don't know whether they have had an opportunity of expressing their dissatisfaction with the treatment they got?—It cannot be justly considered to be inadequate, even although I was disappointed. It was adequate technically.

Supervision of shelters.

59972. As regards these shelters, are you aware whether they are licensed in any way as common lodging-houses by the public health authorities?—They come under the public health authorities.

59973. Are they not common lodging-houses?—Yes.

59974. And they require accordingly to be licensed, and are subject to inspection?—Yes.

59975. And supervision?—Yes.

59976. And I suppose they get such supervision?—Yes.

59977. As regards the parochial charities, are you aware that thirty years ago an Act of Parliament was passed which led to a Commission being appointed for the purpose of reviewing all the educational endowments?—Yes.

Administration of parochial charities.

59978. Are you of opinion, both of you, that such a system might be applied to parochial charities for the benefit of the poor, just as it was for educational charities, to bring them into line with present-day requirements and necessities? You speak of one dated 1641. Should that be brought under proper supervision and audit, applying such regulations as are now applied to the educational endowments?—(*Mr M'Cracken.*) Are you referring to Hutcheson's Hospital?

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Administration of parochial charities.

59979. I am referring to all such charities?—Take, for example, Hutcheson's Hospital. In the first instance, the application was limited to burgesses, and the others were not so much applied to poor people who would be applying for charity as to a class above. The Buchanan Institution might probably be brought under the same law as Hutcheson's, and have a wider application.

59980. Perhaps I have not made myself understood. In No. 9 of your statement you say that since 1885 the funds have been applied more widely, and the educational part of the institution has been separately dealt with?—That is so.

59981. That is under that Act that I speak of?—Yes.

59982. I merely wanted to know whether you suggested that that system that was applied to the educational part of the endowment should be applied to the charitable part of it?—It could not be, because it is devoted to the burgesses.

(*Miss Bannatyne.*) If you mean it to apply to charities generally, it might do a great deal of good. There are some old foundations in Glasgow whose funds are accumulating at present, because the object for which they were instituted does not now exist. I think that would be most useful in Glasgow.

59983. (*Mr Phelps.*) Do you think there would be very strong opposition?—There would be opposition, but not opposition that could not be overcome.

59984. Do you think there should be a permanent body to revise charities from time to time?—Yes, when reason able ground was shown for such revision.

59985. Would it be popular?—I don't think so.

(*Mr M'Cracken.*) There are some charities we could name where there would be opposition, because the great bulk of the money has been derived from past members, and the benefits continue only to members of these societies. Of course, in such cases there would be opposition.

59986. (*Mr Patten-MacDougall.*) I think there was the same opposition in regard to the educational endowments?—Yes.

Mr Donald James Mackintosh, M.B., M.V.O., F.R.S.E., called and examined.

Qualifications of witness.

59987. (*Chairman.*) You are Medical Superintendent of the Western Infirmary, Glasgow?—Yes. I am also Honorary Associate of the Order of St John's of Jerusalem in England, Member of Council of St Andrew's Ambulance Association, Director of Bellefield Sanatorium for Consumptives, Chairman of the North-Western Division of the Glasgow and West of Scotland Branch of the British Medical Association, etc.

59988. You have been kind enough to put in a statement giving a full description of the various medical agencies in operation in Glasgow, and you also state some of the weaknesses of the present system, or rather want of system?—Yes.

(*The witness handed in the following statement.*)

1. For the past 14½ years I have held the post of Medical Superintendent of the Western Infirmary, Glasgow. Previous to that date, I was Medical Superintendent of the Victoria Infirmary for a period of 3 years; Resident Physician to the City of Glasgow Fever Hospital, Belvidere, for 3 years; and Resident Surgeon to the Glasgow Eye Infirmary for 2 years.

2. As my experience of hospital work in Glasgow has been varied, I will endeavour, as briefly as possible, to outline some of the local operations for medically assisting the poor, in so far as they have come under my personal observation.

Provision for infectious diseases by Sanitary Authorities. Poor Law hospitals in Glasgow parish and number commoted.

3. *First.*—The Health Committee of the Town Council are the Sanitary Authorities for the city. They have provided two excellent hospitals, one at Belvidere, the other at Ruchill, for the treatment of all notifiable cases of infectious disease which occur within the boundaries of the city.

4. *Second.*—We have the Poor Law Authorities. The parish of Glasgow has within recent years provided three well-equipped hospitals quite apart from the poorhouse. In the hospital at Stobhill there is accommodation for 1700 patients, in the Eastern District Hospital there is accommodation for 300 patients, and in the Western District Hospital there is accommodation for 220 patients.

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General hospitals in Glasgow parish.

5. *Third.*—We have the three large general hospitals, the Royal, the Western, and the Victoria, each of these hospitals having a large out-patient department attached; and besides these there are numerous smaller hospitals such as the Maternity Hospital, Eye Infirmary, Cancer Hospital, Sick Children's Hospital, etc.

Functions of Sanitary Authority.

6. In the hospitals provided by the Health Authorities, all cases of infectious disease are admitted *irrespective of class.* If a case of infectious disease occurs in the Western Infirmary (which is within the city boundaries), or makes application for admission, if we notify the Sanitary Authorities by telephone, the case is at once removed to one of their hospitals in an ambulance wagon in charge of a nurse, and at the same time all infected clothing is removed for purposes of disinfection.

7. It will be seen then that no matter how poor the individual may be, if certified as suffering from an infectious disease, the patient receives hospital treatment without delay.

Inaccessibility of Poor Law medical relief.

8. *Poor Law Hospitals.*—The area administered by the Poor Law Authorities of the parish of Glasgow is not the same as that administered by the Health Authorities, and, as a result, patients seeking admission to the Western Infirmary who are suitable for a Poor Law infirmary are not eligible for direct admission to the hospitals under the parish of Glasgow. In such a case it is necessary to make application to the Parochial Authorities of the parish of Govan in order to get such a case attended to. Before the patient can be removed, the Govan authorities must send an inspector to interview the patient and get his or her consent for removal (according to the law of Scotland no patient can be removed to a parochial institution without his consent). The Govan authorities further insist on having the patient examined by one of their own medical officers. All this necessitates delay, and frequently considerable inconvenience.

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Deterrence of workhouse Infirmary.

9. There is a further difficulty to which I desire to direct attention. The hospital in Govan is practically in the same building as the poorhouse. No matter how well equipped a hospital may be, if the hospital is in the same building as the poorhouse, patients who might be quite willing to be removed to a Poor Law hospital apart from the poorhouse buildings, decline to be removed to a hospital directly attached to the poorhouse, and not infrequently chronic cases, unsuitable for a general hospital, decline to be removed to the poorhouse hospital.

Payment for paupers in voluntary hospital.

10. There is a rule in the Western Infirmary whereby "persons receiving parochial relief are not eligible as "patients unless supplied with admission lines by the Board "of their district, on whose recommendation they may be "admitted on payment of £5, 5s. for each case." This privilege is taken advantage of by outlying districts for the treatment of acute and special cases, and their patients receive the same treatment as other patients in the hospital. The general hospitals of Glasgow are taxed to their fullest extent, and they have always a long list of patients waiting for admission. At present the Western Infirmary is quite full, and there are between 400 and 500 patients waiting for admission; but if chronic cases unsuitable for a general hospital could be transferred to the parochial hospitals without stamping the patients as paupers, or be removed to hospitals outside the poorhouse buildings, more room would be left for the admission of acute cases requiring the special treatment which is provided in a general hospital. So long as the Poor Law infirmary is in the same building as the poorhouse, very little assistance can be got from the Poor Law infirmary, as patients will not give their consent to be removed.

Lack of co-operation between Poor Law and voluntary hospitals.

11. The Poor Law hospitals in Glasgow cannot be said to overlap the general hospitals, but they do not co-operate with the general hospitals in the way they might. If the area supervised by the Health Authorities and the Poor Law Authorities were the same, the general hospitals in the city could co-operate with these agencies more directly. It occasionally happens that cases of chronic disease are admitted to general hospitals who might be equally well treated in a Poor Law infirmary, and when admitted there is difficulty in having them transferred for the reasons I have mentioned. On the other hand, patients acutely ill requiring to undergo serious operations or other special treatment who are in need of parochial relief, might be admitted to a general hospital, if the Poor Law Authorities were prepared to co-operate with the general hospitals and defray the cost of their treatment. And further, until the law is altered whereby a patient can decline to be removed to a Poor Law infirmary after he has been certified as suitable, and it has been found that he has no means to get adequate treatment at home, so long will a certain number of cases lack that medical relief which they require, and continue to seek help and get partial assistance from the charitably disposed. This is a fruitful source of diverting money into wrong channels, and leads to the overlapping of charity.

Extent and prevention of overlapping by medical charities.

12. In Glasgow the provision of free medical relief has been organised on a basis which bears a direct relation to the needs and requirements of the population, and there has always been an earnest attempt made by the managers of the general hospitals to prevent the overlapping of medical charities. Take, for example, the Western Infirmary. If you refer to the Annual Report, of which I enclose a copy, on page 27 you will find a table giving the number of indoor and outdoor patients treated, both in the hospital and in the outdoor dispensary, during the past thirty-two years. (*See App. CLXIX.*)

I would direct special attention to the following points:—

13. No department has been established either in the hospital or in the out-patient department of the Western Infirmary which would overlap any existing charity in the district doing the same work. Take, for example, midwifery; from 1878 until 1886 this department was represented in the out-patient list, but the Glasgow Maternity Hospital established a west-end branch, and there is no further need of the Western Infirmary authorities continuing this department and so it has been allowed to lapse. For nine years skin patients were treated in the out-patient department; but it was found that the same patients could be equally well treated in the skin dispensary in Elmbank Street, and this department was discontinued. You will observe that there is no department for eye diseases, and when the managers built and equipped their new dispensary building two years ago, they made no provision for the treatment of ophthalmic cases, as there is already an eye infirmary in the western portion of the city. When the new out-patient buildings in connection with the Western Infirmary were opened in January 1905, special reference was made to this, and the following note appeared in the *Hospital*:—

Extent and prevention of overlapping by medical charities.

"These omissions are deliberate, and they reveal a better method of providing for the hospital needs of the population in Glasgow than at present prevails in London." The same policy has been adopted by the Royal Infirmary. In the plans for the New Royal Infirmary no provision is made for the indoor treatment of eye affections, as some years ago the Royal Infirmary authorities took over the Ophthalmic Institution, which is regarded as the eye department of the Royal Infirmary.

Adequacy of medical assistance to poor.

14. I do not think it may be said that in Glasgow the health of the community suffers to any great extent owing to the insufficiency in amount, or quality, of the medical assistance available for the poor. What is wanted is more co-operation between the official and voluntary organisations. By the official I mean the medical organisations under the Health Authorities and the Poor Law Authorities; by voluntary, I refer to general hospitals, special hospitals, and dispensaries.

Need of greater co-operation between various existing medical agencies.

15. It occasionally happens in a city like Glasgow that, through private benevolence, people come to be partially assisted who ought to be taken charge of by existing charitable agencies or by the Poor Law Authorities. What is wanted is more co-operation between the various existing agencies in order that the charitably disposed would be able to refer all cases who applied to them personally, or by begging letters, to the proper quarter, and feel assured that no deserving case would be overlooked. Parents who shirk their responsibilities and fail to provide for their children when they are sick, could then be more readily dealt with. If the Parochial Authorities of the district would take full advantage of the general hospitals and pay for the treatment of their acute cases in the general hospitals, and accept the chronic cases who are no longer suitable for a general hospital without stamping them as paupers, much more could be accomplished, and the advantage to the patient, as well as to the student of medicine, would be very great. The student would have the advantage of seeing the chronic case for a time before the patients were transferred, and the variety of acute cases coming under observation would be increased.

Parochial authorities to deal with chronic cases.

16. If it is found practicable and to the advantage of the community for the Health Authorities to take charge of all cases of infectious disease, irrespective of class, which occur within their area of administration, why should the Parochial Authorities not deal with cases of chronic disease unsuitable for a general hospital without stamping the patients as paupers? Take, for example, the case of consumption (phthisis). In Glasgow at present there is only Bellefield Sanatorium at Lanark, with thirty beds, where a male patient can be sent, unless the patient is practically destitute and seeks admission to one of the parochial hospitals. The result is that patients frequently do not seek relief until the disease is too far advanced to be benefited by sanatorium treatment. If the Parochial Authorities and Public Health Authorities could co-operate and provide suitable hospital treatment for such cases, and by means of their combined organisations keep in touch with the patients after they have left the hospital, many cases would be reached at a time when the disease could be arrested or cured, and others who relapse after leaving hospital could be prevented from spreading the disease in their homes. Bellefield Sanatorium is supported by voluntary subscriptions, and patients and their relatives are encouraged to pay what they can for their treatment; the ladies have formed an After-care Committee to follow up the patients after they have been dismissed, but it is quite evident that only a small proportion of the cases of phthisis in the city can be dealt with in this way. A large number of cases are too far advanced before they apply for admission to hospital; they struggle on, seeking advice at the various dispensaries in the city, rather than go into an institution as long as they are able to do any work. In this way, no doubt, disease is spread, and many suffer who might be relieved, and, as a result, the health of the community is bound to be affected, owing to the want of proper organisation and co-operation between existing agencies.

Need of co-operation of Poor Law and Sanitary Authority for treatment of phthisis.

17. If the prevention and treatment of phthisis is to be adequately dealt with in the city, the Health Authorities and the Poor Law Authorities of the district must co-operate. But in order to accomplish this successfully the area supervised by these authorities should be the same. Where this is not the case, the questions of prevention and treatment are at once dissociated, as cases in the earlier stages might receive treatment from the Health Authorities and afterwards relapse, and come to be dealt with by the Poor Law Authorities only when they are practically destitute.

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18. When the two organisations do not work together a considerable period might elapse when the patient is under no direct supervision, and during that time they may be spreading the disease broadcast. If the same area be supervised by these two authorities the prevention and treatment of the disease would go hand-in-hand, and be more easily accomplished and supervised. The patients who constitute the real danger to the community at present are those who have families or aged parents depending on them who decline to go to a parochial hospital early enough for treatment to be effective, and who cannot afford to give up work, as others are depending on them for their existence. If the Health Authorities in such a case would provide hospital treatment for the patient, and the Parochial Authorities cared for the members of the family who are unable to provide for themselves, then the individual suffering from the disease could be isolated and prevented from spreading the disease, and the other members would be fed and cared for, and in this way saved from contracting the disease. This might be found to be the most effective way of stamping out phthisis, and in the end would prove the most economical to the community. It is too much to expect the Poor Law Authorities to provide hospital treatment for all cases of phthisis, and in addition to take charge of all the dependants. If the Health Authorities dealt with the treatment, the patient need not be stamped as a pauper; the Poor Law Authorities could grant outdoor assistance to the dependants, and in this way an incalculable benefit would be conferred on the sufferer and the community at large.

Provision for outdoor medical treatment of poor, and classes assisted.

19. The provision for the outdoor treatment for the poor of the city by means of medical dispensaries supported by voluntary subscription is probably sufficient at present to meet all the requirements, provided relief is only granted to suitable cases. Patients in receipt of parochial relief should be attended by the parochial medical officers, and get their drugs from the parish dispensary. Those who are in a position to pay for a private medical attendant should do so, and not be treated in a charitable institution. My experience of dispensary work, extending over a period of twenty years, leads me to the following conclusions:—In the out-patient dispensary of a general hospital, where all applicants for advice are treated alike, the abuse of charity is reduced to a minimum. A very few applicants no doubt seek relief who might be considered suitable for the Poor Law medical department, and occasionally cases are sent by medical men for consultation who appear to the critical observer, unfamiliar with all the circumstances of the applicant, to be unsuitable for treatment in a dispensary, but I am convinced that where all patients are treated alike and careful supervision is exercised, the vast majority of the cases seeking advice and treatment are quite suitable and belong to the class of unskilled labourers, or are the wives and children of workmen who are temporarily out of employment. In Glasgow the tendency of medical practitioners in the industrial districts of the city is to send their patients for consultation to the hospital dispensaries in cases of difficulty. As a great many tradesmen belong to some sick benefit society, it is necessary for them to seek advice from their society doctor when they are unfit for work through accident or illness before they can get their sick benefit allowance; and in cases where a consultation is of advantage to the patient, the society doctor frequently sends them to the hospital dispensary as out-patients. A large number of women and children who are in need of medical treatment go to the out-patient departments when the breadwinner is out of work, but a large proportion of these applicants come from the labouring class, who are only earning from 18s. to 22s. per week. Such cases seek advice at the out-patient departments not from unwillingness to pay an outside medical practitioner, but from inability to do so; no doubt a few have the idea that if they go to a hospital they will see a professor and get the best of advice, and this may induce a few others to go to a hospital dispensary for treatment who might be able to pay the usual doctor's fee; but when a record is kept of every applicant, when they are compelled to wait their turn among the other patients to see the doctor, and when their case is demonstrated to the students, they seldom return. Any abuse which may exist is, in my opinion, practically confined to the special hospitals or special departments of general hospitals, and arises from the fact that working people are quite unable to pay the usual consultant's fee, and it would be only by making too great a sacrifice themselves, or getting someone to pay the fee for them, that they could get the treatment they require outside a hospital dispensary. If it were more widely known that junior members of the medical profession who are practising as specialists are prepared to charge a moderate fee, a few cases would not come to hospital at all, as their own medical attendants could recommend them to seek such a specialist's advice, and give them the assurance that the fee charged will be within their reach; this would relieve the special hospitals and the special departments of general hospitals of a certain proportion of their cases, and leave more room for those who are quite unfit to pay for the special advice which they require.

20. In support of the statement I have made regarding the class of patients seeking advice at the hospital dispensaries of the city, I quote the following details, which give a fair idea of the class of patients receiving gratuitous medical relief in these institutions:—

In November of last year, from one district of the city alone, the following children were treated in one of the hospital dispensaries:—

List of children treated at a hospital dispensary in one month.

Age of Patient.		Wages of Parent.	Occupation of Parent.	Number of Family.
Yrs.	Mths.			
2	8	20s.	Labourer	4
3		...	...	3
8		24s.	"	1
4		30s.	Mason	5
7		19s.	Labourer	1
5		out of work	Smith	5
3		"	Labourer	3
7		"	"	1
4		20s.	Carter	6
7		22s.	Labourer	4
7		20s.	"	7
12		...	...	1
10		18s.	Labourer	5
2		30s.	Fitter	4
1	6	19s.	Labourer	2
7		20s.	"	7
5		18s.	"	4
7		30s.	Spirit salesman	9
1	5	18s.	Porter	4
	5	30s.	Policeman	5
3		34s.	Carter	2
	(7 wks.)	30s.	Fitter	4
10		...	...	...
2	5	18s.	Labourer	1
	1	18s.	"	6
1	9	out of work	Smith	3
2	8	27s.	Engineer	1
5		20s.	Labourer	5
	8	23s.	Carpenter	4
1		20s.	Labourer	7
1	6	...	...	...
	8	20s.	Labourer	4
1		18s.	"	5
	7	20s.	Glazier	2
3		25s.	Labourer	4
6		25s.	"	4
	2	21s.	"	5
2		22s.	Carter	4
	4	15s.	Labourer	4
7		20s.	"	5
2	6	22s.	"	1
1		17s.	"	9
6		out of work	"	5
7		30s.	Engineer	7
10		30s.	"	7
1	11	30s.	Painter	2
	5	16s.	Porter	4
4		20s.	Barman	2
2		out of work	Mason	2
1	6	20s.	Railwayman	2
7		20s.	Labourer	7
2		out of work	"	3
5		28s.	"	4
7		20s.	"	6
5	6	16s. 10d.	"	3
9		28s.	"	5
	7	out of work	"	1
1	6	20s.	"	1
3		18s.	"	3
5		20s.	"	3
3		18s.	"	5
1	8	out of work	"	4
	(7 wks.)	22s.	Hammerman	5
9		...	...	3
1	8	18s.	Labourer	2
5		20s.	"	5
1	6	18s.	"	4

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Impossibility of a central authority for medical aid

Need of co-operation of medical charities.

Proposal to discourage itineracy of patients.

21. The agencies at present in operation for the medical assistance of the poor could not be satisfactorily worked under one central authority, but great benefit would result if it could be arranged that all these agencies would co-operate more directly.

22. I would suggest that no new medical charity should be started in the city without a conference being held between representatives from the Board of Management of the existing charities and delegates from the different Medical Societies.

23. I would further suggest that no patient should be admitted to a hospital or dispensary who had previously been under treatment in another hospital or dispensary in the city for the same disease.

59989. (*Chairman.*) From the fact that the boundaries of the Poor Law authorities and of the public health department are not the same, in a number of cases delay is promoted in dealing with patients?—Yes.

59990. You also point out that where an hospital is in the poorhouse the fact that it is so associated is in your opinion a deterrent to people applying to go into it?—That is my experience.

59991. There is no general overlapping, in your judgment, but what you would suggest is that there should be more co-operation between the health authorities and the Poor Law authorities on the one hand, being the official organisations, and also between the voluntary associations, in which you include the general hospitals, the special hospitals, and the dispensaries?—Yes, we would get more efficiency and more economy also.

59992. To sum up your suggestions, you do not think that the agencies at present in operation for the medical assistance of the poor could be worked under one central body?—I do not think they could.

59993. You are president of the North-Western Division of the Glasgow Branch of the British Medical Association?—Yes.

Proposal of British Medical Association.

59994. Your suggestions, if adopted, might improve the present systems or agencies for administering medical relief to the poor, but they would still continue to be worked on the same principles. Are you aware that the British Medical Association put before us rather an elaborate scheme for dealing with the poor?—Yes; it was before us, and I know about it.

59995. Have you considered that scheme?—Yes, I went over it, but I do not approve of it altogether.

59996. I think your paper speaks for itself?—I made it as brief as possible.

59997. The British Medical Association pointed out to us that at present free medical relief is given by the Poor Law outdoor medical officers, free relief is given by the dispensaries when free, and free medical relief is given in the out-patient departments; they gave us to understand that this great amount of free relief was unsatisfactory in two ways—it was perfunctory from the medical point of view, and in the second place it deprived a good many medical practitioners of practice that they might otherwise have obtained. Do you agree with that?—No, because the patients who come to our outdoor department are very often sent by a medical man in the neighbourhood. That is to say, patients that I might consider unsuitable at first sight are really sent by the men who are supposed to be making the complaint.

59998. Why are they sent?—There may be a man out of work, he may be quite a respectable man and yet will require another opinion, and his doctor will send him to the hospital for an opinion, and he sends him to the outdoor department because he is not requiring indoor relief. I do not think the hospitals in Scotland are open to the same objection as they are in London. We do not have patients coming in carriages and that sort of thing.

59999. Can you tell me roughly what number of out-patients the Western Infirmary deals with in the year?—We have 1,500 consultations in the week.

60000. That is about 75,000 a year?—Yes.

60001. Then the British Medical Association went on to deal with the medical treatment in hospitals, and they seemed to disapprove of the large number of persons who, in their judgment, got treatment in general infirmaries unsupported by the rates who were able to pay for or to contribute in some degree to the relief so given?—My experience does not bear that out. The patients who come to the general hospitals for special treatment come because they require that special treatment. It is a treatment that they could not get in their own house, and they cannot afford to pay for it in a private nursing home. Take the wife of a tradesman who requires a serious abdominal operation; she cannot have it done at home, and she cannot pay to have it done in a private home, and consequently she comes to the general hospital.

Proposal of British Medical Association.

60002. One unfortunate feature of the present system is, supposing a patient comes into your hospital and becomes a chronic case, and you propose to send it on to the Poor Law hospital, then that patient becomes a pauper by the transfer?—That is the difficulty, and it is a very serious difficulty. I cannot get them transferred. They are occupying accommodation that is required for more urgent cases, and they pass out and really become supported by private charity. I think the difficulty is the link between the Poor Law hospital and the general hospital. I have often cases quite suitable for the parochial hospital and the authorities are willing to take the patient, but the patient says he won't go.

Transference of patients from voluntary hospitals to poor Law Infirmaries.

60003. You would take the more acute cases and transfer the more chronic cases?—Yes, that would be helpful. We might take the acute cases for which there is no provision in Poor Law hospitals as a rule—we take them and have them treated in the general hospital. There is no distinction between a pauper and another man when he is a sick man.

Class of case for Poor Law and voluntary hospitals respectively.

60004. Are there many medical clubs or provident institutions in Glasgow?—Quite a number.

60005. The majority of the working classes get their ordinary medical relief through that medium?—Yes, as a rule they do, but that does not cover the families. Very often it is only the man himself that comes under that medical relief.

60006. That varies according to the club or the institution?—Yes.

60007. The idea that was rather adumbrated to us was that the out-patient treatment in general hospitals should be stopped, that the Poor Law should cease to give outdoor free medical relief; that the medical clubs and provident institutions should be organised and developed, and that all persons below a certain income should be expected to join; that all medical practitioners in the immediate neighbourhood should be on the list, and anyone who belonged to these provident institutions should have the option of selecting what medical man he chose; and in the case of those who were unable to pay the fee, or who had not joined a provident medical club, they were not on that account to be refused medical relief, but the parish ought to pay for it and endeavour to recover it from them. We were told that a scheme of that kind would meet with the favour of the medical profession generally, and would stop a further development of free medical relief. That is a scheme that you do not agree with?—I do not follow it out. I do not think it is workable.

Need of supervision for applicants to voluntary hospitals.

60008. That is the British Medical Association's scheme. You do not go in with it altogether?—No. I think where there is proper supervision of the applicants the danger does not exist. In our outdoor department we take certain details, and find out if the people that are applying are really suitable, and not making use of the charity which they have no right to take. As to the in-patient department, the system in Scotland is somewhat different from what it is in England. As medical superintendent, I do not insist on the line. I make certain first of all that the man is a suitable person from a medical point of view and requires hospital treatment. If he has no line when he comes in, I see that he gets a line, because that is one way in which we can insure that a proper class of patient is admitted.

Contributions to voluntary hospitals by working men.

60009. Have you power from your official position to get lines when you want them?—The working class support the hospitals so generously that if a man is employed in some work there is no difficulty in getting a line for him. The workmen all pay so much in the way of a contribution to the hospital.

60010. Are any of the hospitals supported by levies from big industrial concerns?—They get assistance in that way. The men all join together and send in a contribution.

60011. Are these associations managed by the men?—Yes; it is all voluntary.

60012. But there is a moral compulsion, so that all the employees contribute?—Yes, they all do it. It has become quite popular among the working class.

60013. That does not give a right as regards the members of the family?—There is no right about it. There is no

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privilege, but the system is that they are supposed to subscribe so much and get so many lines. But that is not the entry to the hospital. The first question is, do they require medical treatment, and then are they suitable?

60014. What advantage do they get by subscribing?—They imagine they get an advantage. They get it in this sense, that they help to support a charity from which they may receive assistance; but a man who subscribes does not get any privilege over the man who does not subscribe. If an urgent case came in, a man with a line would not be taken before that urgent case.

60015. But other things being equal, the man with the line would get the preference?—Yes, it is a distinct advantage. Were it not for this support, the charity could not exist.

60016. I suppose it is very seldom that one of these men coming in with a line is refused admission?—They often have to wait. We have nearly 500 waiting to-day, and probably the bulk of them have lines.

60017. Admitting that there are anomalies in the present system, you prefer to go on with it rather than change the thing in the wholesale manner I suggested?—I do not think it would work in the manner suggested, and I may say that the division with which I am concerned did not agree with it in every detail.

60018. Are there very many dispensaries in Glasgow?—There are not very many; there are one or two.

60019. You think that one authority ought to deal with the treatment of phthisis?—Yes.

60020. One of the difficulties in dealing with these cases from the Poor Law point of view is the length of time of the treatment?—Yes.

60021. You, I understand, would make the health authority provide the hospital treatment, and the Poor Law would have to maintain the dependants?—Yes, if they required it.

60022. The health authority sometimes maintains the dependants of those who are in hospital through infectious diseases?—Not that I am aware of. I think they put them into houses until the infectious period is over, but they do not pretend to take care of them beyond that.

60023. Not even in a case of scarlet fever?—No, they get no help from the municipality. They keep them in reception houses until the incubation period is over, but not after that.

60024. You would not think it possible to harness together the health authorities, whose work is preventive, and the medical authorities, whose work is curative?—I do not think so.

60025. May I ask what was in your mind as regards your last suggestion in paragraph 23, where you say that no patient should be admitted to an hospital or dispensary who had previously been under treatment in another hospital or dispensary for the same disease?—It was just to emphasise the relation between the Poor Law hospitals and the general hospitals. I think if they were drawn more closely together, if they knew what had been done in the general hospital, and we knew what treatment they had had in the Poor Law hospital, it would prevent them running from the one to the other. There is no doubt there are chronic cases going from one hospital to another, but they are very few in number.

60026. Was your idea that a person suffering from an intermittent disease was not to be admitted into the hospital if he had been previously treated for that disease?—Partly, but it does not exist to a very great extent. In our out-patient department they go from one out-patient department to another, but there are only a few of them. If there was a register kept——?

60027. If there was a register kept it would prevent the abuse that exists?—Yes, the very slight abuse that exists.

60028. The abuse exists from there being no register?—Yes.

60029. (*Mr Patten-MacDougall.*) You state the reluctance that many of the patients in the infirmary have to go to the Poor Law hospitals. Is that due entirely to this, that they dislike the brand of pauperism that that entails, or is it due to this, that the appliances and the equipment in the infirmaries are better than in the Poor Law institutions?—I think it is due entirely to the first, the stamping of them as paupers.

60030. And not at all to the second?—I do not know that they are conscious of the difference, because in Glasgow, as far as the Poor Law buildings are concerned, they are excellent.

60031. And the equipment and appliances also?—Yes, for general work, but I do not think that is the case as regards special work.

60032. There is not so much to choose accordingly between the infirmary and the Poor Law hospital on that ground?—No, not so far as the buildings are concerned.

60033. And that does not affect the reluctance of these people to go there?—That is so. In Govan, where our people have to go, the hospital is in the poorhouse grounds.

60034. Do you find that there is a greater reluctance for the people to go in the case of Govan than in the case of Glasgow, the institutions in Glasgow being separate from the poorhouse proper?—Undoubtedly.

60035. Is that appreciable?—Quite. In Glasgow the administration is different; the hospitals are under a medical superintendent, a medical man, while in Govan the whole thing comes under the governor, who is a layman.

60036. And that fact affects the question?—Yes.

60037. Is it a question of discipline at all?—No doubt that will help too, but the patients are not conscious of that till they go in. They have a distinct objection to going to what is called the poorhouse, and they have it in their power to say that they won't go.

Need of compulsory notification of phthisis.

60038. You would bring phthisis under the provisions of the Public Health Act?—Yes.

60039. In order to effect that it would be necessary to have some modification of the stringent provisions of the Public Health Act as regards the treatment of infectious disease. For instance, there is a penalty on the exposure of the infected person. Now that would have to be modified in connection with phthisis?—Yes, we have no means of dealing with the person after he is notified.

60040. A person suffering from scarlet fever is not allowed to go into a public conveyance. That would have to be modified in connection with phthisis before you could hand over the treatment of phthisis to the public health authorities?—Yes, it would require to be modified to that extent. The principle of compulsory notification was adopted in Glasgow, but has not been put into operation yet. We have no means of dealing with the people after they are notified.

60041. (*Dr Downes.*) Has that notification led to people losing their employment?—No, I do not think people have got so alarmed in Glasgow, and I think the reason is that we have had voluntary notification for some years. I have notified for years, and the people have gradually got accustomed to it, and now they do not know the difference between the voluntary and the compulsory notification.

60042. It has caused no scare in Glasgow?—No.

Comparative effects of out-patient treatment in Scottish and London hospitals.

60043. You expressed the opinion that there was less abuse of the out-patient departments in Scotland than in London. Have you formed any views as to the possible causes of that?—I think it is owing to our general administration. Any patient who comes to the hospital and is a suitable patient gets everything free. In some London hospitals they charge 3d. for medicines and 3d. for dressings. Now I think they should get free treatment, otherwise the patient looks upon it as part payment, and he demands it. I think that lessens the abuse in Scotland. Besides, in the outdoor department we do not have coffee-stalls, and so on; the people simply come for medical treatment and go away again. As far as my own personal administration is concerned, I make certain that every patient is seen in turn; no privilege is given to any patient unless it be a question of acute illness, and then the porter knows to get a medical officer at once. For the ordinary treatment, there is no special privilege given to any patient.

60044. I think you mentioned that in the discharge of your own duties you exercised some supervision over the outdoor department?—Yes.

60045. Is the office of medical superintendent a customary one?—Not in London. There is only the one, Guy's.

60046. That is the only case?—Yes.

60047. I believe you have medical superintendents in the Scotch hospitals?—They have all superintendents.

60048. There is a medical superintendent at the Royal Infirmary, Glasgow?—Yes, and Aberdeen and Dundee, and Inverness, I think.

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60049. So it is a general custom in Scotland?—Yes.

60050. It is also the case that the expenditure per bed in the Scottish hospitals is considerably less than in the London hospitals?—Yes, I think it is £60 or £80 in the one case, and £120 in the other.

60051. You mentioned the fact that unsuitable cases were occasionally sent to you by medical men?—No, I did not mean unsuitable cases. I meant to say that if anyone came and saw the people in the waiting-hall he would say that there was a man well dressed, and I would point out that he had been sent to me by a medical man, and that it was quite a suitable case when I had inquired into his circumstances.

60052. It might appear to be unsuitable to a superficial observer, but on inquiry you found that it was a suitable case?—Yes.

60053. In regard to the tendency of hospitals at the present day, is there not a tendency to specialise more and more?—Yes.

60054. New methods are growing up and establishing themselves, and will continue to grow?—Yes.

60055. Should you be in favour of the State setting up specialised hospitals parallel with the voluntary systems of hospitals?—No, I would not be in favour of that. I think the healthy competition and rivalry which exist lead to progress. The expenditure of money is quite justified. With a stereotyped system, I do not think there would be the same encouragement to progress as we have now.

Treatment of paupers in special hospitals.

60056. Would you be in favour of an arrangement whereby cases coming under the Poor Law requiring special treatment could be sent to the special voluntary hospitals and paid for by the proper authorities as a matter of ordinary course?—Yes; I think it would be a distinct advantage in both cases.

60057. Rather than that the State authorities should set up those hospitals for themselves?—Yes; it would be better to have an interchange, because there might be a person requiring special treatment who would be cured in a few weeks in a special hospital and be no longer chargeable to the rates.

60058. You wish to see facilities for transferring cases from the general hospital to some suitable hospital main tained by the State or voluntarily, for that class?—Yes.

60059. Are you in favour of allowing patients to pay?—No.

Paying wards in voluntary hospitals.

60060. What is your objection to that?—So far as Glasgow is concerned, there are private homes of different grades, some of them more or less expensive and others cheaper. We are building just now a training home for nurses, with wards, where a patient will get all he requires for 30s. a week.

60061. Glasgow is rather well off for cheap provision of medical assistance for those of moderate means?—Yes, fairly well.

60062. Is there room for more?—Yes.

60063. Do you know the London hospital arrangements, or the provision for the sick at all?—Yes, I know them fairly well.

60064. Do you think we have such a provision as you have spoken of?—It is associated with the general hospitals. In Guy's they have the Bright Ward, where patients pay £3, 3s. a week. I believe in those people being out of a hospital and being in a home.

60065. With that modification you would be in favour of a provision for paying patients?—Yes, I think so; I think it would be a very good thing.

60066. You have given us a table showing the kind of cases which are treated at one of the hospital dispensaries. Are those consecutive cases?—Yes. That table was not made by myself.

60067. (*Chairman.*) You stated that you did not approve of the proposals which you understood the British Medical Association laid before us. Does that express your own personal view or the view of the association of which you are president?—It is really a matter that the members of the profession in Scotland do not take a very deep interest in. The meeting was a small one, and I was in the chair, and they agreed generally with the views that I put forward. I would not like to place too much stress on it.

60068. But, so far as you know, the association takes your view?—I do not know that they do, because there are so few hospital administrators or those who know the facts and take an interest in the question.

Paying wards in voluntary hospitals. Medical students in Poor Law an voluntary hospitals.

60069. (*Mr Phelps.*) What connection do you have between the hospitals in Glasgow and the University?—The hospital to which I belong is the teaching school of the University. We are just alongside. The hospital was built when the University was built. Previous to that the University was at the east end, and the Royal Infirmary was alongside it. The building of the University at the west end was really the beginning of the Western Infirmary.

60070. It was really built largely for a medical school?—Yes.

60071. Are you in favour of allowing medical students access to Poor Law hospitals?—The question of distance is a very serious one for the medical students. I would prefer some system such as I suggest: if a chronic case comes into the Western Infirmary it would be shown to the students, and kept so long as was necessary for them to get a knowledge of the disease, and then it would be transferred to one of the Poor Law hospitals. In the same way, if there was any specially interesting case in the Poor Law hospital, they should send it to the infirmary, and pay for it while it is there.

60072. You would make the hospital practically a department of the University?—As our constitution stands at present we must give facilities for two surgeons and two physicians.

60073. Would it improve the administration of Poor Law hospitals if they were allowed to be used for medical schools?—That would entail having a visiting staff. The whole organisation would have to be changed.

60074. There would be difficulties in that way?—Yes.

60075. It has been suggested more than once?—I think it could be more economically and more efficiently met by an interchange between the two.

60076. Supposing these practical difficulties could be solved, do you see any objection to the Poor Law hospitals being so used?—None at all. It would mean a good deal of extra expense for the Poor Law authorities, because you would have to equip it as a teaching school. Your whole apparatus would be affected; you would require to duplicate it.

60077. (*Dr Downes.*) Keeping the constitution of the Poor Law hospitals much as it is, would you favour the employment of young graduates as resident clinical assistants?—Yes.

60078. That would give those men who wished to get the experience an opportunity of getting it?—Yes. My view is that it should be a post-graduate school for the student. There are three or four men in the lunatic asylums now; they go there the last year, and get their season ticket paid to attend their classes and give their services there. Now, they might have the same thing in the Poor Law hospitals. The experience gained by the young graduates would be invaluable.

60079. It is only in the later stages of the student's career that he would require to go to that class in the hospital?—Quite.

60080. (*Mr Loch.*) Is there very much competition in Glasgow among medical practitioners?—I think it is fairly well stocked with the profession, like other towns.

Question of paying patients in voluntary hospitals.

60081. Does that not result in their having to take some steps on the lines of the British Medical Association; that is to say, some step which would make lucrative to some extent a practice which is now done free by institutions?—I have every sympathy with the practitioner, and I do all I can to prevent abuse. In the special departments of the hospital people come simply because they want special advice, advice which cannot be got except at a very large fee, much larger than they can afford to pay.

60082. Are you in favour of the idea that there should be payment according to means?—I do not approve of payment in hospital at all; I do not approve of part payment.

60083. But what I want to know is this: would you be in favour of a system of payment according to means, so that, for instance, those whom you refer to, who are going naturally to the hospital because they are not able to pay, should have accommodation provided for them according to their means?—No, I do not think that would work very well in Scotland.

60084. You do not think there is room for an intermediary institution between the voluntary hospital and

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paying a private practitioner?—We have it in this form, we have a private room for a patient who can pay £2, 2s. or £3, 3s. a week, and then we have wards where they pay 20s. or 30s., and then we have the hospital. This intermediate place might be associated with the hospital, but it must be in a different wing and everything quite separate.

60085. You think that practically that problem is met in Glasgow?—Yes, I think it is fairly well met.

60086. In saying that hospitals should be voluntary, you do not think it would be desirable to have a system of payment regulated by the division of the Medical Association, as was suggested in that scheme?—It would not be possible, because as a matter of fact the patients do give payment now where they subscribe voluntarily to the hospital every year.

Contributions of workmen to voluntary hospitals.

60087. A man only gives a few pence?—Yes, they each give a penny a week in a work, and where there are 3,000 or 4,000 men, it amounts to a good deal.

60088. In that way they have made their claim on the hospital?—There is a tendency to that, but I do not think we are conscious of it yet.

60089. It has not arrived yet?—It is coming, perhaps, but it is not very acute.

60090. You do not think it is well to reconsider the position of the hospital before it comes?—No; I think if we are to make any change we ought to make them clearly understand that what they are giving just now is in no way adequate to help the hospital, and if they are to pay they will have to pay the whole thing.

60091. Are the friendly societies at all strong with you in Glasgow?—Yes.

Co-operation of friendly societies and voluntary hospitals.

60092. Do you accept members for consultation cases?—They just come in as our ordinary out-patients; it makes no difference. They are often sent for advice by the medical officer of these societies.

60093. Do you find that the out-patient department is becoming more and more a consultation centre?—Yes, I think so. There is a distinct tendency in that direction.

60094. If you made a division between voluntary hospitals and the Poor Law, would your basis be that acute cases should go to the voluntary hospital and chronic cases to the Poor Law hospital?—Broadly, that is so.

60095. That would make the working basis for organisation?—Yes, it would be more efficient, and certainly more economical in both cases.

Deterrence of Poor Law medical relief.

60096. If you accepted that, would you combine hospitals and Poor Law institutions by some sort of agreement?—I think the difficulty is more felt in the way of getting cases into the Poor Law hospitals than in the other direction. What I occasionally find is that a patient is left with me with no friend and no one to claim him; he is perhaps a chronic paralytic, and if he is asked to go to the poorhouse, he won't go. If the law were such that this man who had no one to help him could be compelled by us to go, provided he got suitable treatment, then the difficulty would be overcome. If the hospital were not administered with the poorhouse, then they would go voluntarily as a rule.

60097. You trust really to a growth of opinion and a practical change in the Poor Law which would make the Poor Law hospital to all intents and purposes a hospital pure and simple. That is to say, no stigma would attach to the Poor Law institution, and the hospital there would meet your own proposals?—Yes, if it was to take in the chronic cases. It would require to be graded—there would be the incurables and so on; but the cases in which there was any hope of cure should be located in a hospital situated quite away from the poorhouse.

60098. You would alter the status of the medical Poor Law institution so as to bring it into line with voluntary charity on this division of labour?—We have that in the parish of Glasgow, but unfortunately we have to send our cases to the parish of Govan, as we are in that parish. We cannot get the privileges of the City Parish of Glasgow where the hospitals are situated away from the poorhouse.

60099. (*The Bishop of Ross.*) You are a director of Bellefield Sanatorium for Consumptives?—Yes.

Sanatoria treatment of phthisis.

60100. How long has that institution been open?—About three years.

60101. What is the average period of treatment?—About three months.

60102. And there are thirty beds?—Yes, and we are increasing these to sixty.

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Sanatoria treatment of phthisis.

60103. Are you satisfied with the results?—No, I am rather disappointed. We do not get the cases early enough to benefit the patients. On going over the cases that have been in I find that many of them are dead now. Taking it all over, however, it has done very excellent work, and it is not due to the institution or to the treatment that there is a failure; it is due to the class of case that comes to the institution.

60104. It has been said that people have been frequently disappointed in sanatoria. Have you heard that stated?—I have heard various theories. I can only judge from the figures I have myself, and I can account for them by the class of case that we have had. Our statistics would have been very different if we had got the cases at early stages.

60105. You would rely on sanatoria treatment?—I would not spend too much money in building the sanatoria.

60106. You would rely on preventive measures to prevent the disease rather than the cure of it?—I rely on neither, because they both go together. We must have prevention as well as cure.

60107. The cure in sanatorium cases is rather expensive?—Yes, very.

60108. It is much more expensive than in the infirmary?—Yes.

60109. Do you think there should be a large extension of the sanatoria?—No, I do not think so.

60110. (*Mr Booth.*) With regard to treating phthisis from the point of view of public health, you were referred to the question of the fear of loss of employment, and you gave your answer from one point of view, that is, the fear of infection in employment?—Yes.

Compulsory notification of phthisis.

60111. There is another point of view, and that is, that the patient himself, if it is an early case, may fear to be ordered into some institution which would prevent his earning money and maintaining his family. That is a difficulty with regard to compulsory treatment?—That is the difficulty in regard to compulsory treatment.

60112. At present you say you have the compulsory notification, but you have not the institution?—That is so. The principle has been adopted but not put into operation.

60113. And so you have not reached that difficulty?—No.

60114. If you had the institutions and the compulsion, would you think that the families would be supported by the Poor Law, or how would you think they should be supported?—If the public health authorities undertake the responsibility, and if the family require financial assistance, then the Poor Law ought to step in. Very often they could do well for themselves if the public health authorities treated the patient.

60115. They would welcome the assistance of his treatment?—Yes.

60116. On the other hand it might be said: "It is very 'hard that we should be obliged to do this when we do not 'wish to do it"?—My experience is that they are getting fairly well educated to see that it is a personal benefit.

60117. You think it is growing?—Yes, it is growing gradually.

60118. In co-operation with the various institutions for the relief of the sick, you would differentiate according to the character of the case and its treatment?—Yes, I think if one body takes up a case they ought to deal with it. I had a woman quite recently assisted in different ways,—she got 3s. from the parish, she got 1s. from some charitable society, and she made 2s. by knitting. Out of that she had to pay her rent of 2s. 4d. a week. Now, I think if the Poor Law authorities deal with a case of that sort they should deal with it adequately, and not leave it partly to charity and partly to Poor Law.

Poor Law medical relief to be non-deterrent.

60119. That was not what I was driving at. What I was wanting was, whether a sick person should be treated in one institution or another you would make dependent on the nature of his disease?—I judge of it purely from the medical aspect.

60120. That would be free?—Yes.

60121. No payment?—No payment.

60122. You desire, on the whole, to pass the chronic cases on to the Poor Law establishment and the more acute cases to be left to the voluntary infirmary?—That is how it would ultimately work out.

60123. You suggested the need of an intermediate institution between the two, and you said it might be a special wing of the Poor Law?—I am afraid I did not make myself

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clear. I suggested that there were certain chronic cases, such as age, which would never be out of the poorhouse, and there would be no difficulty through their being associated with paupers, but there might be a chronic case which ought to be in a hospital outwith the bounds of the poorhouse.

60124. So that there would be no feeling of pauperism?—That is so; they would not be associated with paupers.

60125. You want some intermediate institution to complete your system?—That was the idea.

60126. That naturally would be in urban conditions. In the country you could not have so many institutions?—That is so. It is not so necessary there, because it is really those people who take advantage of the general hospital. An acute case that occurs is sent to me, and we take them in if they pay £5, 5s. for each case, and very often the acute case in the country gets the benefit which the acute case in the town may not get.

60127. Might it also be arranged perhaps that in the country Poor Law hospitals there were buildings so far separated or detached as to be considered as something different from the Poor Law?—The question of cost comes in. There are so few in the country that require to go into the Poor Law hospital that the buildings are very small and the accommodation is very limited. I think outdoor relief is more given in the country.

60128. Would the cases that are suitable in towns for this intermediate institution, that is not to have the taint of Poor Law about it, be able to pay what it costs?—No, they would pay nothing.

60129. So you look to these institutions being endowed and supported by charitable effort?—I am afraid I do not understand the question.

60130. I mean if you have a patient in the voluntary infirmary, whose case is no longer acute, and who is occupying a bed that you want for a more important case, he does not choose to become a pauper, and you want him to go to an hospital of a different kind?—Yes, but supported by the Poor Law authorities.

60131. But under conditions that he would not object to?—That is so.

60132. That was the intermediate institution I was thinking of. But you would have it paid for out of the rates?—Yes, and carried on under the Poor Law authorities.

60133. But under regulations which would not stamp the patient as a pauper?—Yes.

60134. With regard to the British Medical Association's system, what I mainly took from it as of interest was this advocating of a systematic contract system for the medical attendance on the class of people who could not afford to pay full medical fees, but who could afford to pay a contract price which was, in itself, sufficient to pay for their medical treatment. Have you any knowledge of that?—It really does not apply to Scotland. The practice in Scotland is so different from that in England that really most of what is referred to by the British Medical Association does not apply to Scotland.

Inapplicability of British Medical Association's Scheme to Scotland.

60135. Take the ordinary working classes that are above the pauper class that can hardly pay full medical fees: how do they get their medical assistance?—From the friendly societies. If the children require medical relief, then they go to one of the hospitals or public dispensaries. These are free.

60136. And supported by voluntary contributions?—Yes.

60137. So the man gets the assistance from the friendly society, and the family from the dispensary?—Yes.

60138. The friendly society is a contract system?—Yes, for the individual member himself.

60139. And the other is not?—No.

60140. The provident dispensary is quite a charity?—Yes.

60141. Do the independent working class object to that form of charity?—No, I do not know that they do.

60142. I suppose those charities refuse those with above a certain standard of earning?—Yes; but the abuse is very small so far as my knowledge goes.

60143. It really settles itself?—Yes.

60144. It is easy to go into the question of position in life when the poor are joining a provident society or friendly society, but is it not very much more difficult, when they come to the hospital, to make the inquiries that are wanted?—I have simply to rely on what they tell me. It may not be quite accurate.

60145. You think it is good enough?—Yes, I think it serves the purpose.

Financial position of voluntary hospital.

60146. (*Chairman.*) I see you have largely increased your accommodation and the amount of gratuitous medical relief given by your infirmary, but there was a deficiency of £10,000 a year on the ordinary income last year?—Yes, there is nearly always a deficiency.

60147. And the hospital struggles on?—We just take the good year with the bad. You see, our legacies come in fairly well. We have to borrow from our extraordinary fund. It was only the ordinary income that was £10,000 short. We had only £11,000 in legacies last year.

60148. But you had to sell out stock?—Yes, last year. We have had to do that twice within recent years, but it is not the rule to do so.

60149. As a rule your assets do not diminish?—That is so.

Mr John M'C. Johnston, M.A., M.D.

Mr John M'C. Johnston, M.A., M.D., called and examined.

60150. (*Chairman.*) You are Medical Superintendent of the Eastern and Western District Hospitals, Glasgow?—Yes.

60151. You have been good enough to prepare a statement which we will take as your evidence-in-chief if you will hand it in?—Thank you.

(*The witness handed in the following statement.*)

1. My connection with the Poor Law Medical Service dates from December 1889, when I was apppointed Assistant Medical Officer to Merryflatts Poorhouse and Asylum, Govan. During the first year of my residence there I had experience of how the sick poor were treated in a hospital of 200 beds, supervised by two resident medical men, by a paid staff of two respectable women, and about twelve others from the ordinary wards of the poorhouse, doing duty as nurses. The asylum portion of the buildings, with a first-class license, had accommodation for 300 lunatics. The poorhouse proper contained between 400 and 500 ordinary inmates—infirms and children.

2. I left in May 1892 on being appointed Medical Officer to the City Poorhouse, Glasgow, an institution similarly organised and arranged, with a total licensed accommodation for over 1,700 inmates. There I witnessed the introduction of many improvements in the treatment of the sick; and in 1904, on the dissolution of the old poorhouse, I assumed the superintendence of the new Glasgow Parish District Hospitals, a position which I still hold.

3. These hospitals are designed for the reception of cases of acute disease, offering a combined licensed accommodation for 640 persons, including 50 beds for mental diseases, under the charge of the certifying physician in lunacy. Each hospital has two resident medical assistants, a combined nursing staff of 78, and no pauper labour is employed.

Local Agencies for the Relief of the Sick Poor.

Sanitary Authority and Town Council.

Treatment of infectious diseases by Sanitary Authority.

4. Under municipal auspices falls the treatment of infectious diseases; and my relations with the Sanitary Medical staff convince me that the acts of this department at least are commensurate with their professions. I have been informed by the Medical Officer of Health that he could compel the parish to attend to its own cases of fever, but this right is never enforced, and notification is at once followed by removal to one of the fever hospitals.

The Poor Law.

Poor Law statistics.

5. Medical relief is either outdoor or indoor. On the outdoor roll of Glasgow parish, on 15th November 1906, the number of persons in receipt of relief was 7,807. (See

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inspector of poor's report.) The outdoor poor are attended to by twenty-one medical officers, and there are one central and four district dispensaries.

6. On the indoor roll, at the same date, the number was 5,815, comprising 4,162 ordinary and 1,653 lunatic poor. Of the former, 2,285 were in hospital and 1,877 in the ordinary wards of the poorhouse. The total licensed accommodation for the indoor poor is 6,886, divided into 4,936 billets for general and 1,950 for lunatic poor. The institutions under the control of the Parish Council are Woodielee Asylum (1,160 beds), Gartloch Asylum (790 beds), Barnhill Poorhouse (2,542 beds), Stobhill Hospital (1,754 beds), Eastern District Hospital (380 beds), and Western District Hospital (260 beds).

Allocation of various classes of paupers.

7. The scheme of classification is as follows:—Barnhill Poorhouse includes (1) the turn-out class—*i.e.* those who are able to work; (2) infirm and aged persons; (3) about 130 hospital cases. The infirm and hospital cases are chiefly those whose past records are not without blemish; and in the hospital, skin and venereal diseases form a fair proportion.

8. In Stobhill are housed all the children not boarded out; cases of chronic disease; infirm persons with a satisfactory past history; and the bulk of the phthisis cases.

9. In the District Hospitals are contained all those suffering from acute or temporary illness, and maternity cases. But cases of sudden breakdown of all kinds are admitted, to be afterwards relegated to the other institutions, as the case demands.

Voluntary Effort.

Medical aid by charity.

10. Glasgow is well supplied with voluntary hospitals. You will observe that the larger institutions of this type are styled infirmaries in Scotland, and not hospitals, as in England. The principal Infirmaries are the Western, Royal, and Victoria, followed by a numerous list of smaller institutions.

Lack of medical clubs.

11. Medical clubs, as organised and conducted in England, are practically unknown in Glasgow.

Classes assisted by above Agencies, and Causes of seeking Assistance.

Classes assisted by various medical agencies.

12. Of late years many of the well-to-do classes prefer to enter the fever hospitals rather than expose their relatives to the danger of infection. But this in nowise interferes with the admission of Poor Law patients. The same cannot be said of the infirmaries, where the applications are much in excess of the accommodation. The subscriber's line, save in cases of emergency, or those of special medical and particularly of surgical interest, is required before an application is sustained, and the period of residence has to be limited in the majority of instances to six weeks. Further, about two-thirds of the admissions to the larger infirmaries are surgical cases, although in private practice the proportion of surgical to medical cases is not more than one to twenty. Twenty years ago the medical student had ample opportunities of studying the lesions of pulmonary tuberculosis in the infirmary wards; now these cases, in view of the present-day (to my mind exaggerated) recognition of their infectivity, are not allowed beyond the dispensary department. It is not the pauper who can command the influence of the large subscriber, hence his presence in the wards is pretty much accidental; and indeed, in the Western Infirmary, an applicant known to be on the poor roll is, *ipso facto*, rejected. Many of the patients are of the well-to-do working classes, as most of the public works are on the list of subscribers, while some are in a superior station of life. Treatment in these institutions is free to all patients.

13. How do these matters affect the Poor Law hospitals? A person admitted to the latter becomes a pauper; but if he has any money above five shillings in his possession, it is appropriated by the parish authorities towards his maintenance; besides, if his relatives in the direct line are able to pay, they are by law compelled to disburse. Here medical cases constitute more than two-thirds of the admissions, and of surgical cases not one in ten can be classed as acute. Occasionally one comes across patients who have been seeking admission for months to the infirmaries, but in vain, though armed with the subscriber's line; and others who, having passed the limit of six weeks therein, are transferred to the parish hospital.

14. With the exception of two small sanatoria,—one the property of the Corporation, the other founded by the late Mr Quarrier,—all phthisis cases requiring hospital treatment have to fall back on the Poor Law. Stobhill Hospital has not sufficient space for the whole of this class. On 15th February there were 231 cases of phthisis in Stobhill and 71 in the District Hospitals. It is a hardship that a person suffering from this disease must either give satisfactory evidence that he is destitute, and so gain admission to a pauper hospital, or he must remain at home and become a source of danger to the health of his household.

Insufficient provision for phthisical cases.

Overlapping between Agencies for the Relief of the Sick Poor.

Itineracy of patients.

15. There is no overlapping between the Poor Law hospitals and the voluntary charities. Indeed, the parish institutions are a very suitable dumping ground for the superfluous, incurable, or undesirable inmates of the infirmaries. Between the charities themselves there is a good deal of overlapping, as the peregrinations of patients from one to another show. But, since this is the concern of the subscribers, each directorate should make it its business to rectify it. I fail to see how any outside authority could interfere.

Lack of provision for class above paupers.

16. So far does the work of the parish and that of the charities not overlap that there is a considerable section of the sick poor unprovided for by both. I refer to those whose household is in receipt of a living wage, and who are therefore refused relief by the parish; who have not been able to secure the coveted subscriber's line, and are consequently refused by the infirmary. To give an example:—A man at present earning 28s. per week has a child requiring operation for glandular tuberculosis. He cannot procure a line for an infirmary, and the parish have refused to entertain his application. Three years ago, when the Glasgow parish hospitals were built, it was expected by the promoters that they would be taken advantage of by a better class than broken-down vagrants. Can this be expected under the present absurd restrictions of the law?

The possible Unification of Hospital Administration.

Need of free medical relief with a national rate therefor.

17. It seems to me unjust that any sick or infirm person should be catalogued as a pauper unless it can be clearly proved that his sickness or infirmity is the direct result of his evil ways. Even an able-bodied man, if willing to work, should not be punished by privation of his civic rights, because he cannot find employment. In fever hospitals there is no class distinction recognised. None pay, yet none are paupers. Voluntary hospitals were originally founded for the relief of the very poor, but now the pauper is ousted from their precincts. Why, then, should Poor Law hospitals attach indiscriminately a stigma to their occupants? The advantages of hospital over home treatment are now so generally recognised—indeed, for serious cases of a surgical kind home treatment is out of the question—that, in the interest of the public health, all sick persons should have equal opportunities for treatment afforded them.

18. Since payment is not asked for in the infirmaries or in fever hospitals, why should it be required in Poor Law hospitals? Is it reasonable that, whereas the victim of typhus fever, a tumour, or appendicitis is taken possession of by free-from-payment institutions, the poor wretch with phthisis, chronic rheumatism, heart disease, or ulcers is made a pauper, with the added injury that he or his relatives have to contribute to his maintenance?

19. Should not local authorities be compelled to furnish sufficient and efficient hospital accommodation for all the sick of the district? A national rate would have to be levied for the purpose, so as to abolish the inconveniences of the law of settlement. Voluntary hospitals and nursing homes for the wealthier classes might still exist and flourish, as do private schools, but in time many of them would willingly seek annexation when pressed by financial burdens.

60152. (*Chairman.*) Where are the Glasgow Parish District Hospitals of which you are superintendent?—There are two, viz., the Eastern and the Western. The Eastern is in Duke Street, and the Western is in Possil Road.

60153. They are both under the Poor Law?—Yes.

60154. And they are separate and detached buildings?—Yes.

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60155. Previous to being superintendent, were you outdoor medical officer?—I have always been indoor.

60156. The institution of which you are superintendent stands by itself; it is not connected with any Poor Law institution?—No, it is an hospital *per se*, but of course it is under the Parish Council.

Need of free medical relief with a national rate therefor.

60157. But it is not materially connected with the poorhouse?—No.

60158. Do you think that that makes any difference in the minds of the poor?—Yes, to a certain extent.

Deterrence of Poor Law medical relief.

60159. Do you think there is a reluctance in the earlier stages of illness to apply for Poor Law assistance?—Undoubtedly there is, for if the applicant can pay, he is compelled to pay, and as long as the patient can get into one of the voluntary hospitals he prefers to go there, because he gets his treatment for nothing.

60160. Is it your practice to try and recover from a patient who gets relief?—Yes, certainly.

60161. A great many of those who ultimately are forced to go to the Poor Law would try and get relief through a general hospital?—Yes.

60162. And they would not go to the Poor Law so long as they got that?—That is so.

60163. So practically you get much the same class as goes to the general hospital, perhaps a little lower down?—Yes, they are a little lower down.

Poor Law provision for phthisical cases.

60164. Have you any phthisical cases?—Yes; on 15th February of this year we had seventy-one cases between the two institutions.

60165. Do you take them in at all stages, or do you only deal with these cases at certain stages?—We take them at all stages. These district hospitals are supposed to be for acute diseases only, and chronic cases are supposed to be passed on to Stobhill. We have several chalets for treating phthisical cases at Stobhill at an earlier stage, and the cases at the earlier stage are supposed to be sent there.

60166. Has the result been satisfactory, or have you not got them in time?—I think we have the same experience with regard to phthisical cases as everywhere else. It is an uncertain disease, and, no matter how you treat it, the results of the individual cases are very uncertain in our climate.

60167. I thought if you got a case in time you could generally cure it?—That is not so in my opinion. There are cases that are doomed from the start. I have seen a good deal of phthisis in my time, and I have formed that opinion of it.

60168. Do you reject the hereditary principle?—It is pretty much a playing with words to talk of the disease being hereditary or non-hereditary. The tendency may be inherited, but certainly not the bacillus.

60169. It is due very often to environment?—Yes, and to a constitutional predisposition.

60170. So in that case it is hereditary?—There is a hereditary predisposition.

Class not touched by Poor Law or charity.

60171. Coming to the medical relief of the poor, you are of opinion that there are a considerable number of the poor who are not provided for by the Poor Law or charities?—Yes, I believe that is so.

60172. That is a class that does not belong to any benefit society or to any provident society?—The lower working classes with some rudiments of independence in their character.

60173. I think it is your idea that the municipality or the nation should establish hospitals, and that there should not be the distinction that there is now?—Yes, that is the only solution I see of the whole difficulty. Voluntary hospitals being free, and the so-called pauper hospital being a paying hospital, is absurd.

60174. You have come across cases that have been transferred?—Yes, often.

60175. Those will be cases that are likely to be chronic?—Yes, but I had an experience of the contrary last week. A man brought in his wife suffering from heart disease. He had been waiting for some months with a subscriber's line to get her into the Royal Infirmary, but he could not get in, as neither the Royal Infirmary or the Western can take in anything like the number of applicants received. This woman was dying, and the man had to pay 7s. a week for her in my hospital. He said he could not afford to pay it, and he took her out and dispatched her to the Royal Infirmary, where she had treatment for nothing.

Class not touched by Poor Law or charity.

60176. She came in the first instance to you?—Yes, because she could not get into the Royal Infirmary.

60177. Is the chargeability of the patient vigorously enforced?—Yes. It is the business of the inspector to see that he gets his pound of flesh.

Recovery of medical relief.

60178. There must be a certain number of operations and certain courses of treatment which are quite outside the capability of a workman in receipt of an ordinary wage?—Yes, of course.

60179. Is there no relaxation made in those cases?—Yes. Of course in the parish hospitals the maximum rate he would be charged would be the maintenance rate per week over the whole of the patients, and that comes to about 15s. per week.

60180. Is that ever charged?—Yes. That is the maximum. We have a certain class of cases just now for whom one of the charities of Glasgow is paying 15s. a week.

60181. Then the present system in your experience works very inequitably?—Yes, I think it is very unjust.

Gratuitous medical relief with wage limit.

60182. Would you suggest that there should be some general fund which should provide hospital accommodation? I assume you would try and bring it in so as to try and have one more or less homogeneous system, and you would try to get voluntary institutions to come into it. Would you give gratuitous relief?—Yes, to sick persons.

60183. Below a certain income?—Yes.

60184. What about outdoor medical relief,—would you make that gratuitous or not?—It is just a question of degree. I have not gone quite into the question, but I don't see why it should not be free just as well as the indoor relief. It is only a question of degree.

60185. The indoor relief might be made free on the plea you have put forward that the general hospitals are free. Assuming you made outdoor relief free, would you not be face to face with this difficulty that you would have to appoint practically a whole-time medical officer?—Yes, that follows.

60186. And there would be a considerable increase to the rate. You would have the ratepayer against your proposal, and also your own profession?—Yes, it would put an end to medicine as a business.

Effect of out-patient treatment on private practitioners.

60187. The other would not very likely affect the medical profession?—No. Of course the medical profession has been destroying itself all along by its various measures of prophylactic treatment and hospital treatment. Generally the practitioners are becoming far too numerous now, and their incomes are decreasing year by year. That is due to so much voluntary treatment.

60188. Would you go so far as to say that the general practitioner's income in Glasgow is going back?—There is no doubt about it.

60189. Do they complain of the out-patient relief?—Yes, they do. There was a meeting not so long ago at which there was a proposal to open a new dispensary in the western district of Glasgow, and there was a very strenuous and sturdy opposition offered by the medical practitioners of the district.

60190. I suppose that that dispensary would be free?—Yes.

60191. I gather that you are of opinion that as there is a considerable section of the poor who now find great difficulty in getting hospital relief, the health of the people to some degree does suffer under the present system?—I have no doubt of that.

Surgical and medical cases treated by Poor Law.

60192. And the increase of hospital accommodation would tend to remedy that?—Yes. For example, there is an idea in the minds of the people that a Poor Law hospital has only chronic cases treated in it. Now, that is quite a mistake as far as we are concerned. It is true that we do not have very many cases on the surgical side. I have about 200 operations per annum between the two hospitals. As regards the medical side, however, I have had as many as 200 cases of acute pneumonia per annum, and, as you know, there is no disease more acute and more fatal that we have to deal with. On one occasion I had 270 cases in six months.

60193. They come in rushes, I suppose?—Yes.

60194. Have you got lying-in wards?—Yes.

60195. Are the nurses recognised by the school of midwifery?—Yes, we are registered under the Central Midwifes Board of England. I think we are the only hospital in Scotland that is so registered.

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60196. You contemplate the possibility of a wholesale system of outdoor free medical relief being established?—Yes, as a theory it will gradually develop.

60197. Supposing your idea was given effect to, of making the treatment inside the public hospitals free, would you keep the public hospitals under the Poor Law?—No, I think there should be a line drawn in the Poor Law. Since the old Act of 1845 in Scotland, the question of relief under the Poor Law has divided itself into two very distinct heads, viz., the relief of the able-bodied with their dependants, and the relief of the sick. Now I would say that there should be a separate administration,—perhaps it might be managed by the Parish Council as a whole, by a local body as a whole; but there should be a separate administration altogether, and these two should be disassociated. A person who is sick should no longer be a pauper at all, and the patients of Poor Law hospitals should not be pauperised or classed as paupers.

60198. As regards many cases that come up, it is very difficult to draw the line, such as between sickness and senility, and sickness and destitution?—Undoubtedly.

60199. The line is so very fine?—Yes.

60200. And you are trying as far as you can to disassociate the treatment of medical sick from the treatment of other people who apply to the Poor Law?—Yes.

60201. Have you any opinion as to whether outdoor relief as associated with Poor Law is a deterrent?—No, I have no actual experience to enable me to hazard an opinion on that point, but I know that a person with any self-respect would never dream of calling in the parish doctor, unless he was utterly destitute. He would rather call in a general practitioner, and fail to pay him.

60202. Have you ever thought the matter out sufficiently, so as to be able to give an opinion as to what should be done with infectious diseases? Would you keep that a separate department as it is already?—I don't see why the Local Government Board with an hospital board in each town should not manage the thing. I think the municipality have no special interest in it,—I mean to say, the town council has no special interest in it.

60203. Except that they are the health authority?—That is so.

60204. In the infectious hospitals everybody is treated free?—Yes, and there is no question of pauperism there.

60205. You have had a lot of experience of Poor Law administration?—Yes, since 1890.

60206. Your disposition would be in regard to any changes that were made, that you would disassociate so far as you can medical relief from the ordinary Poor Law?—Yes.

60207. (*Mr Booth.*) With regard to the infectious hospitals under the health authority, there the subject is complicated by being closely connected with sanitation and questions of that kind?—Yes, that is so.

60208. That is a question that has spread itself so curiously that I think that the treatment of infectious diseases can hardly be handed over to the Poor Law authorities, unless you make them the sanitary authority?—I wish to take away treatment from the Poor Law authority altogether.

60209. Then you would have a complete organisation for health?—Yes.

60210. With regard to the paupers who become sick, comparing them with the sick people who become paupers, are the paupers who become sick to pass from one authority to another according to the state of their health?—Yes.

60211. You face these difficulties?—Yes, you must do that.

60212. The difficulties are greater with regard to home treatment than with regard to institutional treatment?—Very much so.

60213. But you think, for completeness sake, you would go the whole hog?—Yes, I don't see any place where you can rest on the way.

ocedure applicant Poor Law dical relief.

60214. (*The Bishop of Ross.*) What is the mode of entry for patients to your Duke Street Hospital?—They have to apply for relief to the inspector of poor, and he sends one of his assistants to see them. If they apply personally, their statements are taken at the office; but if they don't apply personally, then the assistant inspector is sent to the house, and he inquires into their circumstances, their past history, their record, as it is called, and their settlement. If he finds that in these particulars the case is suitable, he then gives them a line to the district medical officer, and that medical officer calls and fills up a medical certificate. On the strength of this certificate, with a written order from the inspector, the case is admitted.

60215. Part of the procedure is that the applicant must be destitute?—Not exactly destitute, but the wage-earning power must be insufficient to support the person.

Procedure of applicant for Poor Law medical relief.

60216. How does it happen then, that afterwards some of those who are in are paying as much as 15s. a week?—That is done by the friends. In the direct line the friends are liable for the relief, and they have to pay the charge according to their ability.

60217. It does not mean that the party did not require charitable medical relief? If the stigma of pauperism were to be removed by law from those that get medical relief, leaving other things as they are, would you think that an advance?—Yes, it is only humanitarianism.

60218. That can be done without changing the system in any way?—Yes.

Effect of free medical relief on practitioners.

60219. You said that the incomes of the medical practitioners in Glasgow had decreased, and were decreasing. Has the number of medical men increased in proportion to the population, or has the number increased more rapidly than the population?—My opinion is that it has increased more rapidly.

60220. Of course the increase of medical men would help to cut down their incomes?—Yes, to a certain extent.

60221. It is one of the causes?—Yes, it is a contributing cause.

60222. And then the amount of free medical relief is another contributing cause?—Yes.

60223. (*Mr Loch.*) Don't you think it comes to this, that following the lines of argument that you used in answering the Chairman and Mr Booth, you would practically put upon the general taxation of the country the keeping up of a profession which in the market could not keep itself?—Not exactly. It keeps itself very well, but I think it is a pity that the medical profession should be a business at all. It would be just as absurd to see the clergy competing; it would be just as absurd if one member of the clergy were to be competing against another as to who could draw the biggest congregation, and thus get the biggest salary. The cases are quite parallel.

60224. In the case of the clergy, the remuneration comes from endowments and from contributions given by the congregation, I presume?—I don't mean to say that they should be paid equally. That would be ridiculous. But I mean to say this, that if you make a public service of it, then you pay a man according to his position in that service, and it is to his advantage to keep the people in as healthy a position as possible. He does not pray to have patients; he prays for the day when he will have none.

60225. Do you not think that the end you have in view would be equally attained on some such plan as has been suggested by the British Medical Association?—That is a step in the same direction.

60226. Is it not rather a step in the contrary direction, because that would throw the whole of the maintenance of the profession upon those who receive relief from them by any form of insurance, or friendly society, or provident dispensary, and also by charging those who receive medical relief according to the ability of the patients who pay?—It is the same principle, because in neither case is the individual paying for his individual illness. It is a question of clubbing together in a community,—in one case a large community and in the other a small community, but in both cases a community paying a fee.

60227. In the case of a person who could pay half a fee to the practitioner outside and who might be in a hospital, then it would be desirable that he should pay that amount in the individual case? If a person were in a hospital and could pay something towards what would be the fee normally required, but not the whole of it, it would be desired that that person should pay what he could according to his means?—You could not compel that so long as you had voluntary charities priding themselves on being able to keep up an institution which could afford to treat all these patients free. In the face of it it is absurd to talk of charging people according to their means. It is done in our place as it is, and of course they prefer to go to the Western Infirmary or the Royal Infirmary, where there is no charge made at all.

60228. Does not the very case you have quoted show that an injustice is done to the profession, if in the one instance the man is compelled to pay what he could under the Poor

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Effect of free medical relief on practitioners.

Law and in the other instance he gets it free?—I was not thinking of the profession at all; I was rather thinking of the patients.

60229. Does not this ultimately come to be a financial question?—It comes to be that ultimately.

60230. Would the difference not be this, that, so far as remuneration came, on the plan you have suggested, by way of salary to the medical officer, he would get it from rates and taxes, while in the other case he would get it by such direct contributions as might come from individuals or groups of individuals?—Yes, it is only a question of degree.

60231. In the latter case a division of the British Medical Association would fix the terms of the contract as far as possible?—Yes, it is really a sort of trades unionism.

60232. Would you be prepared with your own views to accept the latter instead of the former as an intermediate arrangement?—Yes. I think my arrangement is a thing that could not come for 200 years, and I would not expect to see it, but I think it is the ideal which we should aim at.

Question of malingering.

60233. The evidence that Dr Wallace is to give is to the effect that once people get accustomed to having medicine they get medicine dependent, as it were?—There are a certain number of cases of that kind.

60234. You think these rare?—I think a medical man should be able to diagnose these cases and send them home.

60235. You don't think the indirect result of free medicine relief on the lines you suggest would be a kind of pauperism which would affect the whole character?—No. I don't think it would tell any more than free education amongst the people in the way of making them desperate to have their children educated or more anxious to have them educated than they used to be. I don't think that the pills and potions dispensed by a medical man are such that many people would take to them because they got them free.

60236. You don't think there is general malingering?—There is always that if there is any money to be got out of it.

60237. You don't think, as has been found in Germany and in connection with companies, that that would make itself felt too?—These cases are easily detected. It is only occasionally that there is a case where one is unable to detect it.

60238. The main question that you raise can be met by having a number of co-operative institutions connected with medical relief, each trying to bring about unity of administration?—Yes, but I fail to see how it could be brought about.

Dissociation of medical relief from Poor Law.

60239. Could it not be done by a statutory arrangement by which the Poor Law hospital was separated from the Poor Law side, and you could bring it into fixed co-operation with voluntary charities and all other institutions?—That is what I suggest, of course.

60240. Is it not possible to do that without taking up the further measures that you propose?—Yes.

60241. And that would meet the case?—Yes, to a certain extent.

60242. (*Mr Phelps.*) Have you any experience of provident dispensaries in Glasgow?—No.

60243. Are there any such?—There are not many except those connected with the large infirmaries.

60244. Those don't take in the family?—No, they are just for outdoor patients.

Medical extras.

60245. How do you deal with those cases in the Poor Law in which the primary need is nourishment?—The large proportion of our cases require nourishment as much as anything else.

60246. Have you power to order milk, for instance, for the children?—I don't deal with the healthy people at all. I am not connected with the ordinary poorhouse.

60247. But if you come across a patient who wants nourishment more than anything else, have you *carte blanche*?—Yes.

60248. Does that pauperise the person receiving it?—Undoubtedly. Of course, I am referring only to indoor relief.

60249. I beg your pardon, I was referring to outdoor relief?—I have nothing to do with that at all.

60250. (*Mrs Bosanquet.*) I saw your hospital at Duke Street the other day. Can you tell me what was the cost of it?—Yes; the cost of the buildings was £87,367, 19s. 10d., and the cost of the site was £11,710. The total cost was thus almost £100,000.

Cost and expenditure of Poor Law hospital.

60251. Do you know what that works out per bed?—There are 380 beds, so that it works out at about £260.

60252. (*Dr Downes.*) Does that include the whole of the capital cost and the site?—Yes.

60253. And furnishing and equipment?—Yes, it is the full capital account.

60254. What space do you allow per bed?—With 380 beds we allow 1000 feet. Although we are licensed for 380 beds, we really only have 309 beds. We allow about 1100 feet per bed in reality.

60255. But if full up to the license your cubic space would be 1000 feet per bed?—Yes.

60256. Do you make your own electric light?—No, it is supplied by the Corporation.

60257. Do you have a laundry?—Yes; we do all our own laundry work in the institutions.

60258. What power do you have?—Steam.

60259. And how do you heat the place?—With radiators, at low pressure.

60260. What is your cost per occupied bed?—About 15s. per week. I think it was 14s. 6d. last year.

60261. That is including the establishment charges?—Yes.

60262. You tell us you had previous experience of the Poor Law provision for the sick?—Yes.

60263. That is some years ago?—Yes.

60264. Was it satisfactory?—No, the buildings were very old, and the appliances were very defective.

60265. You had two respectable women as nurses?—Yes.

60266. Trained nurses were unknown?—Yes, at that time.

60267. Contrasting your experience then with your experience now, I suppose you would say that there has been considerable improvement?—It is a different thing altogether. You cannot compare them at all. In these days the hospital consisted of the sick wards of a poorhouse. Now it is an hospital.

Treatment of pauper lunatics.

60268. You spoke of having 50 beds for mental diseases as part of your accommodation, under the charge of a certified physician in lunacy?—Yes.

60269. Was it part of the original constitution of your hospital to have these mental beds?—Yes.

60270. Are they for certified cases?—No. The idea has been extended. They used to be what we call observation wards—that is to say, only cases that could not be certified and which it was necessary to observe were kept in these wards, but now the Local Government Board, with the approval of the Lunacy Board, have licensed these wards for cases really of temporary insanity—insanity which is acute, and from which speedy recovery will be expected.

60271. In these cases the certificate is suspended?—Yes, for a period of six weeks.

60272. What happens at the end of the six weeks? Can you keep a person any longer?—No, not without a special application form being sent to the Local Government Board.

60273. Have you power to detain for the six weeks?—There is really a power of detention.

60274. If a man demanded his discharge, could you detain him by force?—That has not been decided yet.

60275. But could you detain him by the law?—I think we would come under the ordinary Poor Law, and we would be bound to discharge him, as we have no legal power of detention.

60276. Anybody who tried to prevent that man from going might be liable to a charge of assault?—Yes.

60277. Do you think there should be power of detention?—Yes, in these wards. The other day I had a patient who insisted on getting out. He was not sane, and I told him that if he insisted on going, then the only alternative for me was to certify him as a lunatic.

60278. But that might be awkward?—Yes.

60279. Who is the certifying physician in lunacy?—Dr Carswell. He is visiting physician to that part, and he

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does all the certifying of lunatics for the parish. It is he who sends these cases into the mental wards, and he has charge of them while there. He is actually visiting physician in these wards.

60280. By whom is he appointed?—By the Parish Council.

60281. Acting as Poor Law authority or Lunacy authority?—As Poor Law authority.

60282. Does he have any other asylum to look after?—No.

60283. Is he an expert in lunacy?—Yes.

60284. Is he paid by salary?—Yes.

60285. Does he get any fee for certifying lunatics?—No, his salary includes all that.

60286. Would the cases that come there be cases of people of all grades of society, or must they be Poor Law cases?—They must come under the Poor Law, and make application in the usual way.

60287. They are paupers?—Yes.

60288. Is there any corresponding provision for people who are not paupers, provision in observation wards?—No, there is no such thing in Glasgow.

60289. Do you consider it desirable to extend the principle?—Undoubtedly.

60290. Are your fifty beds sufficient for your purpose?—Quite.

60291. Are they generally full?—They are always fairly well occupied.

60292. Can you classify in those fifty beds?—Not very well, but we can do it to a certain extent. We have two side-rooms and one ward where noisy cases can be put.

60293. You take men as well as women?—Yes.

60294. What number of attendants do you require?—We have a staff of about nine or ten constantly there for the forty or fifty patients.

60295. Have you any statistics of the proportion that you have discharged without certifying?—Yes, I have Dr Carswell's report here for the period from 15th November 1905 and 15th May 1906. During that time 290 cases were admitted, and there were 30 remaining, being a total of 320 for the six months. Of these 132 were discharged as cured, 40 were relieved, 78 were sent to asylums, 27 died, and 2 were boarded out.

60296. Were these chiefly alcoholic cases?—Not chiefly Under *delirium tremens* we have 65 cases out of the 290 admissions.

60297. In a number of the cases mentioned in Dr Carswell's report, what is stated is rather the symptom and not the cause?—That is so.

60298. Is Dr Carswell coming to give evidence?—I don't know if he will be able, as he had an unfortunate accident some time ago. I am looking after his cases just now. They embrace all kinds of mental diseases.

60299. You would rather see a little more provision for classification?—Yes, generally more efficiently carried out.

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60300. You have heard about the proposal to establish a maternity ward at Stobhill?—Yes.

60301. What class of cases would go there?—It would mean just taking some from the district hospitals, and sending them to Stobhill

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60302. Would they be sent before labour commences?—Yes.

60303. They would have to be kept there for some little time?—Yes.

Provision for maternity cases.

60304. With regard to your scheme, you told us that it might take 200 years before it was accomplished. Can you suggest any practical instalment for the beginning?—I think we should begin, as I say, by taking away the stigma of pauperism from the cases that are certified as sick and requiring hospital treatment. These people should not be asked to pay while they are not being asked to pay in general hospitals.

60305. (*Mr Patten-MacDougall.*) You think that the system of observation wards might still be extended under proper supervision?—Yes.

Certification and training of Poor Law nurses.

60306. There is one change with which you have been largely identified, viz., a system of examination of nurses which has been introduced. That will tend to a much better class of nurses?—Yes. Under the Act about 1880, when trained nursing was first spoken of, nurses had to be trained for two years in a general hospital before they were put on the Local Government Board Register, the conditions being that the hospital must be a training school for nurses, and there must be a resident medical officer in the place. To begin with, there was more scarcity in the applications, and many of these nurses were trained in out-of-the-way places. Some of them had been trained only in fever hospitals, and they had not a general training. At that time the class of applicants was decidedly inferior to what obtained in general hospitals. I myself did what I could, and I have done so since 1892, to try and raise the status by insisting, in the first place, on having a preliminary examination in general education for every nurse who entered, and refusing to bring her name before the Local Government Board until she had passed examinations in nursing, and satisfied me that she was efficient at the end of two years. Further, I developed it in such a way that in 1894 I got the period of training extended to three years. I not only gave them an examination at the end of two years in nursing, to enable them to become registered, but at the end of the three years there was another examination, and then they got an hospital certificate. The Local Government Board saw that this system was on the right lines, and in various hospitals it was in various stages of development; there was no homogeneity. The Local Government Board suggested that the examinations hitherto conducted by the medical officers in their separate hospitals should be conducted by themselves, and the certificates in any poorhouse hospital would then be of equal value. That has been done, and the first examination was carried out last month, with satisfaction, I think, to all concerned.

60307. It has been received by the nursing profession with great approval?—Yes.

60308. And you think it must tend to a very much improved class of nurses?—Yes, it must tend to an improved service in nursing in the Poor Law institutions all over Scotland.

60309. (*Chairman.*) Do you deal with venereal cases?—No, I don't. I used to deal with them in the old poorhouse. They are sent to Barnhill.

Scarcity of venereal cases in Glasgow Poor Law hospitals.

60310. What do you think about having powers of detention in these cases?—Yes, if it was worth while, but it is so trifling in Glasgow that it is not worth attaching importance to. There are very few really bad venereal cases in the Glasgow Poor Law Hospitals.

Dr J. V. Wallace, called and examined.

Dr J. V. Wallace.

60311. (*Chairman.*) You are one of the District Medical Officers for the Govan Combination Parish?—Yes.

60312. You have been kind enough to prepare a statement which we will take in as your evidence-in-chief?—Thank you.

(*The witness handed in the following statement.*)

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Qualifications of witness.

1. I am a L.R.C.S. and L.M. Edinburgh, and have been thirty years in practice in Govanhill district of Glasgow. I was Medical Officer of Health for the Burgh of Govanhill before it was annexed to or became part of Glasgow.

I have been for twenty-two years one of the District Medical Officers for Govan Combination Parish.

My district is wide and populous. My duties are to examine parochial patients at my surgery, fill up medical certificates, visit and prescribe for those who are unable to call, and examine and certify cases of lunacy.

About 4,000 parochial patients pass through my hands on an average every year.

I do private as well as parish work.

I reside in my district, and have also a surgery or consulting-rooms in the district, where both private and parish patients call to see me.

I keep open from 9 a.m. till 8 p.m., and have an assistant to wait upon the patients and dispense when required.

What the Sanitary Authorities, Town Council, etc., are doing.

Functions of Sanitary Authority.

2. The operations of the Sanitary Authorities are not confined to the poor, but are general, and embrace all classes.

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Functions of Sanitary Authority.

They consist mostly of preventive measures for the suppression of disease of all kinds, more especially disease of an infectious nature.

3. The very poor and the working classes are specially benefited by the work done by the sanitary staff. Nuisances of various kinds in proximity to dwelling-houses in congested or other districts, considered dangerous to health, are looked into and removed. Very poor persons, not receiving parochial relief, living in insanitary dwellings and surroundings, and in themselves depraved and filthy in habits, are visited by a staff of women appointed by the Town Council, and taught and encouraged to keep their houses clean. The Sanitary Authorities also bury, when necessary, the dead body of a person who has been found destitute or living alone, and in an insanitary and neglected condition. Infectious diseases, with the exception of measles, whooping-cough, and phthisis, are notifiable, and removed to hospital, except in cases where the people are well-to-do, and have every facility for home treatment. The better class in many cases take advantage of municipal hospitals. The removal of cases of infectious disease is a great boon to the poor and the working classes, as it was formerly a hardship and expense and a danger to neighbours for infectious diseases to be treated at home. Many cases of measles and whooping-cough also are removed to hospital, which is a great relief and freedom from expense to poor and respectable families.

Need to recognise phthisis as an infectious disease.

4. The Sanitary Authorities have not as yet grappled in a satisfactory manner with consumption. The disease is not notifiable, and there is no hospital available for such cases. The Bellfield Sanatorium is inadequate for the number of cases, and it is not intended for the very poor, as paupers are not accepted unless payment is guaranteed. Indeed, it is not for paupers in any case. The Sanitary Authorities have got to recognise and acknowledge that consumption, if it is to be thoroughly stamped out, must be put on the same footing as other infectious diseases, such as smallpox, and typhus or enteric fever, and sanatoria provided for the reception and treatment of such cases. I do not think compulsory notification is desirable, as I am of opinion that any person, when informed by the medical attendant that he or she is threatened with consumption, would be only too glad to go to a sanatorium provided by the Town Council and conducted on approved ways. In the incipient stages of the disease many lives might be saved by a sanatorium of this kind. Advanced and incurable cases, as they are the most deadly centres of infection to the family and the community, should have a retreat or sanatorium also, where they could be persuaded—compelled if need be—to retire to husband out life's taper at the close.

5. I have seen many hopeless cases of consumption living in family, often a large and young family, with very limited space, and more limited means, and a more depressing condition of social life it would be hard to meet. There is absolutely no provision for such cases except the poorhouse hospital, and there is so much prejudice and aversion to this institution, that the friends and patient prefer that he should die at home.

Treatment of phthisis by public health authority and maintenance of patient's dependants.

6. An important point, in my opinion, in connection with this disease is, that all cases should come under the care and provided treatment, hospital at least, of the Town Council. Parish Councils should be entirely absolved from the upkeep and treatment of consumptives. The families, if poor and in want, may be supported by the Parish Council, but the consumptive member should be removed, and his care and curative treatment fall upon the Town Council. Compulsory removal should hold good in certain cases. Consumption being considered an infectious disease, the care and treatment of all classes of the community, rich and poor, should be on the same footing.

What the Poor Law are Doing.

7. Govan Combination parish is an extensive parish, and embraces all the South Side of Glasgow, including Govan, also the Partick and Hillhead districts of north-west portion of Glasgow. There are seven district medical officers for the outdoor poor, each of whom has a large and populous district.

8. Hawkhead Asylum is connected with the parish, where all cases of lunacy occurring in the various districts are sent. There is also a poorhouse and hospital at Merryflats.

Attitude of poor towards medical relief by Poor Law.

9. My duties consist in treating the outdoor poor in my district. Those who are able come to my surgery, are examined, and receive a prescription for medicine, which is dispensed at a dispensary belonging to the parish by a qualified dispenser. The medicine is of the best quality, and there is no restriction in prescribing as to quality or quantity. The patients take full advantage of this, and many continue to take medicine longer than is necessary. The difficulty is to get them to stop. The quantity of cod-liver oil emulsion, chemical food, and other kinds of expensive medicine they consume is considerable. If they are refused or dropped off on the plea that they do not require it, or that it will do them no good, they threaten and complain. The difference between my private and parochial patients is, that the former will not take enough, and the latter take too much.

10. I am of opinion that much of the medicine the paupers receive is sold or destroyed, or used for other purposes.

Medical extras.

11. I have also the privilege of giving patients arrowroot, bovril, or an order for a pound of beef, and of prescribing brandy, whisky, etc. to old and debilitated subjects, but, I may add, this is done as seldom as possible. Many of the paupers, it will be seen, are better off for medical attendance, etc. than the working classes, who are unable to run up a doctor's bill and pay for so much medicine, etc.

Type of person receiving out-door medical relief.

12. The results of outdoor parochial practice are not satisfactory. The material is not good to work upon. The physical condition of the majority is, as a rule, below par. The *old* and *middle-aged* are debilitated by an irregular and often dissipated life, by want of proper food and clothing, and by living in poor and unhealthy houses in squalid and congested districts. Not a few of the patients are old and chronic cases, and have been treated by other doctors, and at free dispensaries, hospitals, etc., and yet they pertinaciously hold on to the parish doctor, and continue to badger him and take his medicine. Some of them grumble and are dissatisfied if he does not cure them, or refuses to supply them, and will even threaten to complain to the inspector or a member of the Parish Council. But, on the whole, the poor pauper bears his miseries very patiently, even cheerfully, and is grateful for small mercies.

Nursing of out-door poor.

13. Those patients who are suffering from injuries or long-standing ulcers or other disorders which require daily dressing have, in addition to the attendance of the doctor, the advantage of being visited daily or three times a week by a district trained nurse, who may dress the sore, make the bed, sponge or wash the patient, etc. This is a great advantage in many cases, and not only hastens the recovery, but is a good clinical lesson to the person.

Insufficient provision for phthisical poor and need of betterment.

14. The conditions of the consumptive, however, are not satisfactory, as I have mentioned before. The cases of this disease are advanced and incurable, as a rule, in parish practice. Hospitals and sanatoria are shut against them. The ward of the poorhouse hospital is open to them, but there is an aversion to go there; and as there is no compulsion, they remain at home. Where the husband is the victim, the wife and children have to bear the disagreeable strain of the cough and expectorating, the danger of infection, and the daily depression for months of seeing a member of the family slowly but surely approaching death. A case of smallpox or enteric fever would be removed at once and the house disinfected, but the consumptive is allowed to remain in his squalid surroundings, to fight it out to the bitter end, a danger to himself and all around him.

15. Proper provison should be made for consumptives, and the Town Council should be responsible for their care and treatment. Parish Councils should be entirely exempt from responsibility in all kinds of infectious diseases; besides, they have no proper provision or accommodation for treatment of such cases.

Voluntary Effort, Hospitals, Charities, etc.

Voluntary hospitals and class of patients admitted.

16. There are three general hospitals in Glasgow, viz. the Royal, the Western, and Victoria Infirmary, where diseases of all kinds, medical and surgical, are treated. Each hospital has a dispensary for the treatment of outdoor patients. The hospitals are always full, and many have to wait a week or two before they can be admitted. Urgent cases and accidents are admitted at once. The hospitals are supported by legacies, annual and life subscribers, voluntary contributions, etc. Those who receive treatment are chiefly the respectable working classes, but many of the very poor, and even a few who are receiving parish relief, are admitted into these hospitals.

Doubtful benefits of free dispensaries and abuse thereof.

17. The dispensaries are largely taken advantage of, but unfortunately many able to pay receive advice and medicine for nothing. A more exclusive system is urgently needed here. So many patients attend these places, and the time is so limited for the examination of each, that we question if much real benefit is received by them. Then

the poor patients travel a distance and wait for hours before they are attended to, which no doubt helps to destroy any little benefit they may receive. We do not consider such methods of dispensing medical relief to the poor much of a gain to them. They are mostly a push-off, and the result is that many of the patients go from one dispensary to another until they have been round them all, and, alas! are pretty much where they were at the beginning, if not worse. Of course many of the cases are chronic and hopelessly incurable.

18. The treatment inside the hospitals is all that could be desired.

19. There is a Maternity Hospital, a Samaritan Hospital, an Ophthalmic Hospital, an Ear and Throat Hospital, a Lock Hospital for indoor and outdoor patients, all free, admission by a subscriber's line. There are also several district dispensaries throughout the city. All these are for the benefit of persons who are poor and are unable to pay. Then there are the Medical Societies, such as the Foresters, Free Gardeners, etc.

General Observations.

20. I am not aware that there is any overlapping or jarring in the efforts of the Sanitary Authority, the Poor Law, and Voluntary Effort in rendering medical assistance to the Poor. There is perhaps no distinct or definite co-operation, but incidentally in many respects they assist and relieve each other. This may be more of necessity than otherwise. A little latent jealousy can be observed occasionally, and a disposition to regard the parish poor on not quite the same footing as the ordinary poor. Many persons who are receiving aliment from the parish obtain medical assistance from the other dispensaries, both public and private. As a rule, no investigation is made, and no questions are asked. On the other hand, families who are not on the parish, on account of the husband being out of work, apply for and receive medical relief from the Parish Council, and the relief they receive includes articles of diet, etc., and even articles of clothing, not given at the public dispensaries. The medical relief from the Sanitary consists chiefly in removing cases of infectious disease to the municipal hospitals. There are no dispensaries that I am aware of provided by the Town Council.

21. I do not think any systematic co-operation could be carried out between the three agencies above mentioned. They are quite distinct from each other, and work on entirely different lines, and have little or no connection with one another.

22. I am not quite certain that the present method of medically assisting the poor is all that could be desired. There are many abuses connected with the whole system. The money expended far exceeds the good accomplished. Many take advantage of free medical relief who are quite able to pay. This leads to expense and overcrowding, so that the really poor and deserving do not get the time and attention which they require. The crowd of patients at dispensaries is often so great that the doctor cannot, with the time at his command, quite fully investigate and diagnose each case, so that his duties tend to become haphazard and routine. A bottle of medicine in itself is not of much value unless it is accompanied with proper instruction and advice, such as the patient can comprehend and assimilate. There is no time for this. Then the time of the doctor is not wholly devoted to such work, and he may be pushed to get it done as quickly as possible, so as to overtake his private patients. His remuneration for such services is either nothing at all, or insufficient for time and professional skill devoted to it.

23. I am of opinion that events are tending in the direction of handing over to one authority or agency the whole work and duty of medical assistance to the poor. The number of medical charities is increasing rapidly. Medical assistance is following in the wake of free education, free feeding, etc. There is a feeling in many people that instead of having to pay for medical assistance when sick and unable to work, sympathy and help ought rather to be given. A doctor's bill is paid with great reluctance, and frequently not at all.

24. In very many cases, when the income is small, and sickness occurs in a family, fatal delay takes place in sending for medical skill. Every home effort, with the assistance of a powder, etc. from the chemist, is first tried, and the doctor is called in to witness the end and grant a certificate. This is very common. Suffering would be lessened and many deaths prevented if medical assistance could be obtained without any thought of expense. The income of many working-people, especially where there is a family, is not sufficient to meet the expense of sickness.

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Argument in favour of free medical assistance.

25. It is expedient, in my opinion, that free medical assistance should be extended where the income is less than a certain sum. To be of any benefit, this would necessarily include a large portion of the working classes who are not at present receiving any medical assistance, but who are carrying out home treatment and getting a visit now and then from a private medical man. The expense of such a proceeding might be met by putting a little on the rates, or by voluntary contributions, or both combined.

One authority for administering free medical aid.

26. It would be difficult, and perhaps undesirable, to discourage or do away with voluntary and charitable efforts to medically assist the poor; but these organisations at present do not reach a class which are very much in need of it. A system under one authority would be more satisfactory and efficient. This authority might be the Parish Council, or a special Board connected with and responsible to the whole Parish Council.

27. There would then be a Lunacy Board, a Medical Assistance Board, and the general Parish Council. The parish could be divided into districts, and one or more medical officers for each, to devote all his time to the work, instead of part of it as at present. Medical assistance on such lines should rigidly exclude all who are able to pay. The system should be of such a nature as to prevent the idea of parish relief.

Effect of free medical aid on practitioners.

28. I do not think ordinary medical men would suffer much, if any, provided that only those whose income was insufficient to pay for medical assistance received it.

60313. (*Chairman.*) Your statement covers a great deal of ground and gives us very much the information that we want. Your experience is exclusively in connection with the outdoor medical relief of the poor?—Yes.

60314. You do private practice as well as parish work?—Yes.

60315. Do you have a surgery and consulting room?—Yes.

Outdoor medical relief and extras.

60316. Who provides that?—I do.

60317. Do you have two—one for Poor Law work and one for your private practice?—No, just the one.

60318. Do your private patients object to that?—Yes, I think it is hurtful to my private practice.

60319. May I ask what remuneration you get from the Parish Council?—£100 a year.

60320. The medicine that you give is provided by the Poor Law authorities?—Yes.

60321. You have power to give medical comforts?—Yes.

60322. Are these accepted as a matter of course, or do they go to the inspector of poor?—I simply give an order. Suppose I am prescribing meat, then I write out an order and the patient takes it to the butcher. He does not go to the inspector of poor.

60323. You have practically a free hand?—Yes.

60324. Your experience is that the Poor Law patients whom you have to treat are very poor material, and there is considerable difficulty from their state of debility and the conditions in which they live to restore them to health?—Yes.

Outdoor nursing of poor.

60325. You have also got a district nurse. Does she work in connection with you?—There is a district association, and when we want a nurse we write for one.

60326. That is independent of the Poor Law?—Yes; I believe the Parish Council contributes towards that institution.

Abuse of free dispensaries.

60327. Your experience as regards dispensaries is that a good many people utilise them who ought not to do so?—That is so.

60328. The dispensaries are mostly free?—Yes.

60329. There is a very large system of outdoor relief in connection with some of the charitable infirmaries?—There is a dispensary connected with each of the infirmaries for the benefit of out-patients.

60330. Your comment would apply to the patients who go for outdoor relief to the infirmaries just the same as to those who go for relief to the dispensaries?—Yes.

Proposed administration of free medical aid.

60331. You are not altogether satisfied with the present system of medically assisting the poor. There are many abuses, and you have come to the conclusion that the

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Proposed administration of free medical aid.

money expended far exceeds the good accomplished?—Yes.

60332. Criticism is easy; the difficulty is to put a better system in its place. Your idea rather is, that following the preceding witness, you should disassociate the medical relief from the Poor Law?—I think it could be extended somewhat.

60333. You speak of a Medical Assistance Board. That would be a branch of the general Parish Council?—Yes, and that board should be extended to those who are not exactly paupers but who are not in a condition to be able to pay for medical assistance.

60334. Of course, if you make your assistance free it necessarily follows that your medical assistants must be whole-time officers?—Yes.

60335. You would rigidly exclude all those who are able to pay?—Yes.

60336. The practical objection to such a scheme as that is that there would be a large increase on the rates, which would not please the ratepayers, and the profession would be opposed to it?—I think there would be an increase on the rates; but still I don't think the profession would object to it if it was rigidly adhered to, that medical relief would only be extended to those who were unable to pay. The medical profession, as a rule, do a great deal towards that class of people without payment as it is.

60337. Your idea really would be just like the French system; you would have a free list in each district, and the free list should be rather above the level of those who now get poor relief, but you would exclude everybody above that?—Yes.

60338. You would try to bring the hospitals of the Poor Law and the infirmaries in line?—I don't know that that could be done exactly. As one knows, hospitals are at present supported by voluntary contributions.

60339. Quite so. What I meant was that they would work together, and if possible the voluntary hospitals should agree to work under certain conditions?—Yes, the hospitals at the present time are quite willing to take in urgent cases whether they are paupers or not.

Attitude of voluntary hospitals to pauper cases.

60340. I suppose the outdoor medical treatment is all free too?—Yes. Of course, infirmaries object to pauper cases, because there is such a demand on the hospitals from outside that class of people, and they cannot admit them. Then they say that we have an hospital of our own: why not send our own patients to our own hospital? They object, as a rule, to pauper cases.

60341. How do your patients get admitted? Do they get an order from the inspector of the poor?—Yes; they first apply to the Parish Council, and they get a medical certificate to be filled up. I certify whether they are able to work, and what is the nature of their complaint. This is taken back to the Parish Council, and then they get an order.

60342. You examine everybody who applies in a certain district?—Yes.

60343. If the person who comes to you is in such a condition as to require medical treatment, you give it to him—Yes.

60344. You either send him with a certificate stating his condition or you treat him?—Yes, he either goes into the hospital, or he is treated outside; and if he is to remain outside as an outdoor pauper, he receives medical treatment outside.

60345. He would go to the inspector of poor and ask for medical treatment?—Yes.

Extent of deterrence of Poor Law medical relief.

60346. Do you think the fact of having to go to the inspector deters him from going for medical treatment?—In some cases it does. There is a supposed stigma attached to the parish to which some people still hold. In other cases they do not think of any stigma; they look upon it as if they had a right to apply for medical assistance or medical relief without any stigma being attached to it at all; but still there are a number of people who hold that there is a certain amount of stigma attached to parish relief.

60347. I was thinking of those who had applied for medical relief. Do you consider that the fact of having to go to the Poor Law to get medical relief is a deterrent to them?—I think so. There are so few that do it simply for medical relief.

60348. Would you say that this reluctance to obtain medical relief through the Poor Law at all prejudicially affects the health of the community?—It does in the sense that it prevents a good many applying for it that might have it if they did apply. The idea of applying to the parish for medical relief deters a good many from applying for it, and on that ground I believe their health suffers simply for want of medical relief.

Extent of deterrence of Poor Law medical relief.

60349. They come later on when they are seriously ill?—In many cases they call in a medical man and get his opinion, but they cannot afford to run up a bill, and still they would not condescend to go to the Parish Council for medical relief. I believe that is the case in regard to a number of people.

60350. Have you any personal relations with the health officer?—No.

Need of more adequate provision for phthisical cases.

60351. You are not quite satisfied with the arrangements for treating phthisis?—No, I am not satisfied, especially in connection with the treatment of cases that are kept at home, advanced cases living in small houses where there are families. I see a great many cases of that kind, and I think it is a very deplorable state of matters, and ought to be rectified as soon as possible.

60352. What would be your remedy? I understand you would make the health authority responsible for the treatment of the patient?—Yes.

60353. You would put on the Parish Council the burden of maintaining the family if necessary?—Yes.

60354. Would you want to have more compulsory powers for dealing with those cases?—No, not if there was a proper hospital established. I think the cases of that kind would be very glad to get into our hospital, but they cannot get in. They are quite willing to go, but they have not the opportunity or the means of getting in. There is Bellefield Sanatorium, but it is full. There are a great many who would like to get into it, but they cannot get in because they cannot pay. I believe if there was a proper sanatorium established altogether separate from the parish, cases of that kind would be only too glad to take advantage of it.

60355. It is a serious charge that is incurred in connection with those cases because the treatment takes so long?—Yes, I quite comprehend that; but still I think if cases were taken just at the beginning there would be a diminution of consumption in a very few years, and that charge would become less year by year, until the disease possibly might be exterminated.

Proposal for sanitary authority to treat phthisis.

60356. Do you put this charge on the health authority because you look upon phthisis as an infectious disease?—I put it on the same footing as any other infectious diseases and cases to be looked after and treated by the municipal authorities. It is universally recognised as a most infectious disease.

60357. Whilst there are difficulties in the existing system of medical relief of the poor, one point which is most important and which should be taken up is the more effective treatment of phthisis?—Yes.

Extent of abuse of medical extras.

60358. (*Mr Patten-MacDougall.*) Have you in your experience found that there is much abuse where you give medical comforts to outdoor patients? Where you order bovril or beef, do you find that the bovril or beef is taken by others than those for whom it was intended?—I cannot say that that is the case, but I think there is abuse in regard to the medicine.

60359. In what way?—I do not mean to say that they sell the medicine or give it away, but a great many of them have the idea that unless they are getting medicine now and then they will lose their connection with the parish. They come for a bottle of medicine and keep it up as long as they possibly can just to keep connected with the parish. It is difficult to get people to understand that the medicine won't do them any good; they will insist upon having a bottle of medicine. At the same time, however, I would not like to say that there are very many cases of abuse either of medical comforts or of medicine.

60360. Or of stimulants?—That is so. I administer stimulants very sparingly and judiciously; only to very old people who are very much debilitated.

Provident effort in Glasgow.

60361. (*Dr Downes.*) Are there any provident dispensaries in Glasgow?—There are some connected with missions, I understand, but I am not very conversant with how these dispensaries are supported. I think there are some connected with churches.

60362. Are they self-supporting?—Yes.

60363. (*Chairman.*) In the sense of receiving subscriptions or of receiving payments from members?—They are supported by subscribers.

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Provident effort in Glasgow.

60364. (*Dr Downes.*) Do you know any dispensary that is self-supporting by its members alone?—No.

60365. Or do you know of any medical club that is self-supporting by its members?—There may be, but I am not aware of any.

60366. You have lived and practised for many years in Glasgow?—Yes.

Charitable institutions.

60367. (*Mr Booth.*) There are charitable institutions?—There are several dispensaries connected with the infirmaries. There are three infirmaries in Glasgow—the Western, the Royal, and the Victoria, and each of these has a dispensary connected with it. Then there are one or two others established throughout the city.

60368. (*Dr Downes.*) What provision for insurance exists in Glasgow?—There are several societies such as the Prudential and others of that kind.

60369. But I mean insurance against sickness?—I do not know about that.

Medical relief through friendly societies.

60370. (*Mr Booth.*) You spoke of friendly societies?—They are not insurance societies. They appoint a medical officer to attend to the members of their society free. Of course they pay so much to the medical officer to attend to these members. That is altogether independent of provident societies. It is simply a trades union society with a medical department connected with it.

60371. (*Dr Downes.*) Are they largely availed of?—Yes.

60372. And are they flourishing in Glasgow?—I believe some of them are, but they are not worked for the purpose of medical relief. The medical relief is only incidental.

60373. It is part of their idea?—Yes. The principal idea is to support the member, to give him so much aliment when he is laid up through sickness, and to supply medical relief at the same time.

Effect on private practitioners of free medical aid.

60374. Would you say that the average income of the profession is tending to decrease?—Yes.

60375. And is the cost of treatment tending to increase—the cost of drugs, and so on?—Of course the cost of living is much greater.

60376. But the cost of treating the patient?—There is a considerable difference.

60377. And the cost of living to a medical man has gone up?—Yes.

Extent and origin of stigma of pauperism.

60378. You have spoken of the stigma attached to parish relief. Can you say what that arises from?—It is an old idea in Scotland, the stigma attached to a pauper. I don't see why it should exist at all.

60379. What does it rest on?—It is difficult to say, unless it is simply because a person is poor.

60380. Does the same stigma attach to a person who accepts charities?—I don't think there should be any stigma if he is not able through sickness or honest poverty.

60381. You find it difficult to analyse?—Yes.

60382. (*Mr Loch.*) Does not that stigma go very far back in Scotland?—Yes.

60383. Is it not this, that those who can get along rather expect an equal standard from those who apply for relief?—Yes. I think possibly the stigma had its origin in this way, that the paupers at one time were considered people who were able-bodied and would not work, and wanted to live off others. I think paupers were looked upon in that light to begin with, and possibly the stigma had its origin in that way. I know it is a very old-established stigma. Then there is another point among Scottish people, and that is to look down upon people who are existing on charity.

Medical assistance for class above paupers.

60384. The sum total of what you suggest here is that, I suppose, some medical relieving centre for the town on the basis of associated action of all the charities is almost inevitable?—I think it would be a great advantage to a certain class of people if that were established in Glasgow. There are a great many people who are not able to pay for medical relief who might come under that arrangement and be benefited by it.

60385. Would you leave your institutions separate on that plan?—That is a matter which, although I have put it down in my statement, it would be rather difficult to come to any definite opinion about as to how it should be carried out; but the idea, if carried out, would be beneficial to a very large class of people who are comparatively poor and not able to pay for proper medical assistance. That is the class of people between the pauper and those who are better off. There is a very large class of people of that kind, and such a reform would include those people and be the means of benefitting them. At the present time they get an odd bottle of medicine, but that is not sufficient.

60386. In fact, the present system is wasteful, because it is ineffective?—It is defective, but I would not say that it was wasteful.

60387. I understood you to say it was?—I say that it is wasteful in the sense that a great many people who are able to pay for medical assistance take advantage of the free dispensaries and free hospitals.

60388. According to your new system, these people would pay?—Yes; it would exclude that class of people altogether; they would require to pay an ordinary medical man.

60389. (*Mr Booth.*) You could draw a line comparatively easy between those who could afford to pay and those who could not afford to pay?—I think there would be some difficulty in doing that. It would require very strict and thorough investigation, and an expensive investigation in many cases.

60390. Do you examine all the pauper applicants in your district, and certify?—Yes.

60391. They are not all needing treatment, although they may not be able-bodied and suffering in some way or other?—That is so.

60392. You treat those that do require treatment?—Yes.

ONE HUNDRED AND FOURTH DAY.

Monday, 10*th June* 1907.

AT THE CALEDONIAN RAILWAY STATION HOTEL, EDINBURGH.

PRESENT:

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I., etc., etc., etc. (*Chairman*).
Mr F. H. BENTHAM.
Dr A. H. DOWNES.
The Rev. T. GAGE GARDINER.
Mr LANSBURY.
Mr C. S. LOCH.
Mr J. PATTEN-MACDOUGALL, C.B.
The Rev. L. R. PHELPS.
Professor WILLIAM SMART.
Mrs BERNARD BOSANQUET.
Miss OCTAVIA HILL.
Mr FRANCIS CHANDLER.
The Right Rev. the LORD BISHOP OF ROSS.
Mr R. H. A. G. DUFF (*Secretary*).
Mr J. JEFFREY (*Assistant Secretary*).

Mr James Anderson.

Mr JAMES ANDERSON, called and examined.

60393. (*Chairman.*) You are a member of the Rutherglen Parish Council, chairman of the Finance Committee of the Council, a member of the Lanark County Council, etc., etc.?—Yes.

60394. You have been kind enough to supply us with your paper. We will take that as your evidence-in-chief?—Very well.

(*The witness handed in the following statement.*)

Qualifications of witness.

1. I am a Director and General Manager of the Farme Coal Co., Ltd., a J.P. for the county of Lanark, County Councillor for the Rutherglen and Carmunnock Division of Lanarkshire, was a member of the Rutherglen School Board from the passing of the 1872 Education Act until the election of 1896, when I resigned, and have been a member of the Parochial Board and Parish Council since 1868.

2. Apart from my private business, my main attention has been given to the administration of the Poor Laws. My first connection with these was in 1868, when, along with two other members now deceased, I was requested to investigate certain alleged irregularities of the then inspector. The result of that investigation led to the resignation of the inspector. I was then elected to the Committee of Management as a ratepayers' representative, and which I continued to be until the passing of the Parish Council Act of 1894. I was appointed Chairman of the Board in 1873, and held that office for twenty-one years. Since 1894 I have been Chairman of the Finance Committee, and was Chairman of the Landward Committee until two years ago, when I resigned it. During my chairmanship of the Parochial Board, the Board of Supervision paid us the compliment of saying in one of their reports that the business of the parish appeared to be very sensibly managed.

3. I have given a pretty close attention to the administration of these Acts, as I believe that a humane but consistent administration of even the present laws could be made a means of greatly improving the material and moral welfare of the community. I cannot help having formed opinions of my own, and I am glad of this opportunity of expressing them.

THE SOCIAL AND INDUSTRIAL CONDITIONS IN RUTHERGLEN PARISH.

Social and industrial conditions in Rutherglen.

4. Population by police census, November 1906 = 24,811.

5. The parish of Rutherglen may be deemed an industrial one, but of late years the population has been supplemented by a considerable influx of people having their business in Glasgow and living here. Fortunately the residents are not dependent upon any one industry, and so have escaped many depressions which other localities have been visited with. At one time it was largely dependent on coal-mining, but as the coal-fields became exhausted, many of the miners migrated to newer mineral fields. For several years that had a marked effect on the number of claims made by other parishes, but of later years these claims are about normal. Probably not more than 700 persons are now employed in the mines in this parish, about 350 by ourselves, but many still reside here while working outwith the parish, the cheap railway and tramway fares giving special facilities for doing so, allowing other members of their families to get work in the public works around. The other industries are varied, and most of them well paid. There is one very large steel-work, one very large paper-mill and one smaller one, a very large chemical work, two large tube factories, a large bolt and rivet factory, a large wire-rope work and two hemp roperies, a pottery, a large chair-factory, two cotton-mills, and several other important industries. There is thus good employment to be had in the parish itself, while many go to work in Glasgow, many as far as the sewing-machine factories at Kilbowie, having direct and rapid communication, with cheap fares, by the Caledonian Railway. For many years there was only a gradual increase in the population, but since the opening of the above-mentioned railway, and, later on, the introduction of the Glasgow Corporation cars, a rapid and continuous increase has taken place. Along with this desirable increase there has been a considerable influx of undesirables, who, being squeezed out of the Glasgow parishes, come here. Their first appearance before the Parish Council is generally a claim for exemption from rates, leading later on to a claim for relief. These cases are often troublesome.

THE METHOD OF ADMINISTERING RELIEF IN RUTHERGLEN PARISH.

Need of discriminate but adequate relief.

6. I cannot say that there have been any peculiarities of administration. An attempt was made after the receipt of the first Equivalent Grant to earmark this in favour of deserving widows with large dependent families. It proved abortive, chiefly because, while every member of committee agreed with the principle, they differed as to who was deserving and who was undeserving. During my chairmanship my policy was—be careful as to who was admitted on the roll, but when admitted, be as generous as possible, *i.e.* make the allowance adequate. The result was, that while our allowances were the most liberal, our percentage of pauperism and the amount of our rating was lower than the average of either Scotland or of Lanarkshire. See following comparative statement for 1893.

	Ratio of Pauperism.	Allowance per ann.	Rate per £.	Management Charges.
Scotland, .	1 in 43·8	£11 10 7½	9d	15$\frac{1}{10}$ per cent.
Lanarkshire,	1 in 46·8	11 17 7	9¼d	14$\frac{7}{10}$ „
Rutherglen,	1 in 51·1	13 0 0	8½d	12$\frac{5}{10}$ „

THE RESPECTIVE MERITS OF INDOOR AND OUTDOOR RELIEF.

Need of stricter attention to recommendations of Local Government Board.

7. Much good would result from a stricter attention to the recommendations of the Local Government Board in regard to the granting only of indoor relief to certain classes. The idea that to grant an outdoor allowance to such is cheaper is a fallacy Better it certainly is not.

Mr James Anderson.

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The Classes of Persons applying for Relief.

ses applying or relief.

8. I do not know that ours differ much from the ordinary run of applicants: certainly there is rarely any difficulty in dealing with the ordinary deserving poor, as it is known at once what to do with them. Those causing difficulties are—(1) Deserted wives with families. (2) Mothers of illegitimate children, many of them with more than one child. (3) Drunkards, or rather drinkers—not necessarily of their own allowance. (4) The outs-and-ins. (5) Latterly, but not to a large extent, persons in receipt of payments under the Workmen's Compensation Act. (6) Dissolute and immoral persons.

The Causes of Pauperism.

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9. The chief causes are—(1) The death or illness of the wage-earner: as a rule, these cases are hopeful, many widows doing exceedingly well, in this respect the death of a mother being a greater calamity than that of a father. (2) Desertions: these, if judiciously dealt with, could be greatly lessened. (3) Poor physique and degeneracy, often accompanied by weak mental and moral power. (4) Immorality and its consequences. (5) Drunkenness, with loss of will-power and of health. (6) Hopelessness of outlook, depression, then drink, and then breakdown. (7) Environment and inheritance: brought up under relief, they do not try to free themselves. (8) Thriftlessness, not necessarily accompanied by vice or drinking, but from facilities of spending, temptations of cheap excursions, want of encouragements to lay past, greed of relatives where money has been saved or obtained, such as compensation for accident or from subscriptions—easy come, easy go. (9) Lunacy: as this is a medical question, I do not touch it, except to say that we have several cases of domestic breakdown of wives, *i.e.* an unsympathetic husband, not cruel or harsh, and wife loses heart.

The Class of Persons seeking Election as Parish Councillors.

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10. Our present Council may be taken as a concrete example, but I believe it is much superior to many. The landward committee consists of 2 managing directors, 1 lawyer, 1 clerk, 1 wholesale clothier, 1 retired colliery agent, and 1 mill tenter. The burgh members are, 1 clergyman, 1 master builder, 1 master joiner, 1 master slater, 1 teacher, 1 spirit merchant, 1 tailor, 1 foreman shipbuilder, 1 tube worker, 1 insurance agent, 1 steel worker, 1 colliery checkweigher, the last 4 being elected on Socialist principles. Strong attempts have been made to elect a Socialist to the landward committee, but these failed.

The Expediency and Probable Effect of giving Able-bodied Persons a Claim to Parochial Relief.

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11. To give able-bodied persons a right to relief would be most inexpedient. Sooner or later, all outs-of-work, whether by their own fault or not, and persons on strike, would become applicants. The motive to seek work would be greatly weakened.

The Suitability of the existing Areas for the Purpose of administering Relief.

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12. In my opinion, existing areas are far too small for efficient and independent administration,—see paragraph 13 (*b*).

Reforms suggested by Experience.

13. The following reforms which I would suggest apply to Scotland only, as my experience does not embrace English practice:—

posal for authority financing ef.

(*a*) All expenditure of public funds in relief of destitution, incapacity, poverty, amelioration of the condition of the poor, pauper lunacy, feeding of children, old age pensions, or other like causes, should be in the hands of *one authority, and of one alone.*

(i.) Public funds to include all mortifications, legacies for above-named purposes, etc., but not church-door collections nor private charitable funds. My own feeling is that all funds, of whatever kind, should be administered by the one authority, but probably public opinion is not ripe enough for that.

(ii.) Any expenditure by more than one authority will inevitably lead to competition, evasions, and overlapping, as it does at present.

Extension of existing Poor Law areas.

(*b*) The powers of the authority should be widened, and the size of existing areas be extended.

(i.) The authority should be independent of any other except the Local Government Board, subject to control of Parliament. Their duty should be the care of the poor, with the distinct view of improving their condition. County and Town Councils have their hands full enough with their own duties, which are the good government of their areas. Some qualification may be necessary for being a member, their duty being quite different from that of any other rating authority: ordinary rates are spent for the good of the whole community. Relief or amelioration of poverty is different: the class paying little or nothing receives the whole.

(ii.) Local relief to be administered by local committees, subject to regulations imposed by the central authority and under its control. All aggrieved applicants to have an appeal to the central authority, and in case of dissatisfaction, to the Local Government Board, whose decision to be final, the present appeal to the Sheriff to be dispensed with.

Note.—The central authority may be elected either direct or by selection out of the local committees, no pawnbroker nor spirit dealer, nor anyone having relatives receiving relief, nor persons who have not paid their rates *between elections*, to be eligible for election on local committees. I suggest that the present committees are too large.

(iii.) The areas should be large enough to contain as nearly as possible all classes and conditions of people, but not too large to prevent efficient inquiry and careful administration. I could not approve of the whole of Scotland being one area, as that would surely lead to indiscriminate relief and extravagance. The difficulty of extreme high rates in certain areas could be met by a small rate, as a first charge on all areas, to be used in partially equalising these. From the Local Government Report for 1901—the latest I have got—out of 876 parishes, only 74 have a rate of 2s. per £ and over. These 74 parishes raise amongst them £50,836 of assessment. A little over one halfpenny per £ on the remaining 802 parishes would raise a sum of £50,000 available for this purpose. (*See App. CLXX.*)

Amendment of rating and Valuation Act.

(*c*) The power of raising all the required funds should be vested in the same authority, and for this purpose—

(i.) Section 37 of the present Act be repealed, and let whatever sum appears on the Valuation Roll be the sum for taxation; and (1) that exemptions from rating be abolished, *i.e.* all Government property and ecclesiastical buildings, etc.; and (2) no exemption from paying the rate imposed, except on the ground of inability to pay.

(ii.) That all grants in aid should cease.

(*d*) That authorities not having poorhouses of their own, but contributing to the maintenance of lunatics, have direct representation on lunacy boards, because—

(i.) The authority is directly responsible to the relatives of such, and therefore should have some say as to their proper care.

(ii.) The relieving authority pays the whole cost of maintenance, and it is an old proverb in Scotland that "he who pays the piper has a right to call the tune."

(iii.) Competent judges have expressed a wish that the care of lunatics should be a Government duty. I cannot agree with this view, as in my opinion it would lead to increased expense, lessened control, a diminished cured rate, and an estrangement from relatives and friends.

Increased powers for dealing with vagrants and deserters.

(*e*) That the authority have more effective and enlarged powers of dealing with vagrants, homeless, outs-and-ins, habitually drunken and dissolute applicants, and deserting husbands and parents.

(i.) The extension of burgh police powers to counties for dealing with vagrants and homeless persons and those found begging.

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Increased powers for dealing with vagrants and deserters.

(ii.) That power be granted to detain in poorhouse for a reasonable time all those who go out and in without reasonable cause.

(iii.) That all children be removed from poorhouse and boarded out as soon as possible.

(iv.) That power be given to remove to a poorhouse sick poor without relations or no one to attend to them.

(v.) That only indoor relief be given to mothers of more than one illegitimate child, habitual drinkers, immoral and dissolute applicants.

(vi.) That a certificate from an inspector of poor that a wife or children have become chargeable be a sufficient warrant for the police to apprehend the deserting husband or parent.

(*f*) That the present claim for relief, viz. destitution and inability to work, remain unaltered.

(*g*) That the audit should apply to all expenditure, and that it should be uniform.

All payments made contrary to instructions to be liable to surcharge.

(*h*) That the enlarged areas should be the areas for settlement.

This, at once, would get quit of by far the larger number of disputed settlements.

(*i*) The right of appeal against removals from Ireland and England be restored.

Note.—Where an English or Irish union complains against a removal from Scotland, no removal to take place if the complaining union repays the relieving parish all disbursements. No claim or removal to be made if there has been an absence of, say, five years.

60395. (*Chairman.*) I should like to supplement your paper with questions on points that require any elucidation. I suppose we may take it that Rutherglen is rather a poor part of Glasgow?—No, I would not say that. Rutherglen is not a part of Glasgow. The valuation of Rutherglen is £135,000.

60396. I thought in paragraph 5 you stated that there had been a considerable influx of undesirables who were squeezed out of the Glasgow parishes and came to you?—Yes, that is so. The operation of that is that we find that when any new tenement is put up in the neighbourhood of Rutherglen, we generally get an influx of poor people who may have been squeezed out on account of non-payment of rent and other causes.

60397. I assume they come into your neighbourhood because rents are cheaper?—They are not much cheaper than in Glasgow. It is simply just a transfer. I suppose there will be the same thing in Glasgow, so far as non-rent-payers are concerned. With us it is supplemented by applicants who have applied to the Glasgow parishes and they have got nothing, and then they come to Rutherglen.

60398. To try their luck with you?—Yes.

Procedure of applicant for relief.

60399. Will you tell us the procedure that you adopt in hearing applicants? I suppose the applicant applies to the inspector of poor?—Yes, that is the first step.

60400. Then the inspector deals with the case according to his discretion, and then it comes up before a committee?—Yes.

60401. How often does the committee sit?—On the first Tuesday of each month.

60402. It is a committee of the council?—It is the whole council.

60403. How many members do you have?—Eighteen.

60404. Practically it comes to this, the council review more or less the decisions at which the inspector of poor has arrived?—Yes, in every case.

60405. How does that work? As a rule are the inspector's decisions accepted?—Not always, and not often enough in my opinion.

60406. That is the final tribunal?—Yes.

60407. It would rather occur to one that if cases were heard before the whole council there might sometimes be a tendency to canvas a little in advance?—We find that, unfortunately. As a rule the bulk of the applications will come in within a week of the monthly meetings and we find that a good many of these have already canvassed the members.

System of appeal.

60408. The system that prevails in the two neighbouring parishes is a committee and then an appeal committee?—We have never found that necessary.

60409. That system seems to be a good workable one. What is your view of it?—The only thing I can say is that I would not like to be a member of the appeal committee.

60410. But you are practically one of the appeal committee?—Yes, but in this case it is an appeal to the whole council. If it was to an appeal committee, then its members would very likely be marked.

60411. But if you have only one appeal to the whole council, there may be canvassing?—There will be canvassing in any case. If the members of the appeal court were beyond the influence of the ratepayers there might be something to be said for it. I am speaking from painful experience in connection with the School Board. For many years I was convener of the compulsory attendance committee, and I found that to do your duty faithfully was to incur a certain amount of odium.

60412. I am afraid that is not confined to School Board work?—I am afraid not.

Need of adequate but discriminate relief.

60413. You state that your policy (and I understand it is the policy still adopted by the Board) was to be careful as to whom you admitted, but to make the allowance adequate?—Yes, that was always my policy.

60414. You don't think that that policy has resulted in running up pauperism as compared with neighbouring parishes or the rest of Scotland?—It enabled us to compare very favourably, but, unfortunately, that policy has been departed from.

60415. That is to say that although the relief is an adequate one, the scrutiny is not so thorough?—We find a very great tendency this way: an applicant comes, and the reasoning is something like this: "Oh! poor body; 'she would be the better of something to pay her rent." "Poor body; he has been unfortunate," or something of that kind, and they are not very careful to discriminate the causes.

60416. Has the change of policy been attributable at all to the alteration in the methods of election?—It was very marked at first. After the present Act came into operation I had to call attention to it at an annual meeting of the Board. I am glad to say that the members now have got more experience, and they are gradually getting into the lines that we had worked on formerly. There has been very little change in the *personnel* of the committee since the Local Government Act came into operation, but I am bound to say that there is a very great improvement in the views of the members.

Relative cost of in and out door relief.

60417. In paragraph 7 you say that the idea that the granting of outdoor allowance is cheaper than indoor relief is a fallacy. Would you please amplify that?—I wish to do so by referring to the report that I made at the annual meeting I have just referred to. In speaking of other matters, I stated that one very peculiar feature, and perhaps an unexpected one to myself, was brought out clearly. During the past years it had been pretty broadly hinted that the pauperism was kept down by frequent offer of the poorhouse, while the very reverse was shown to be the case. The amount paid in 1896 for board in the poorhouse was £150 more than in 1893, and in addition £91 more in 1897, while the number in the house at the end of each of these years was nine in 1893, sixteen in 1896, and twenty-one in 1897: being an increase of seven and twelve respectively; but I did not go further than to say that little reflection would be needed to explain the seeming anomaly. The explanation was that prior to 1894 it was known that the offer of the poorhouse was in earnest and that they would get nothing else. After that there was a good deal of this: that the pauper was advised to go and test whether the committee was in earnest or not. They thought that by going into the poorhouse they might be taken out in a few weeks or months and allowed an outdoor allowance.

60418. You are opposed to giving able-bodied persons the right to relief?—Yes, decidedly.

60419. Are you in favour of the continuance of the distress committees?—I have had no experience of them in connection with the parochial board, but I have come

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Effect of distress committee on unemployment.

into contact with them in connection with our employees. If it is of interest to the Commission I could relate my experience.

60420. As an employer?—Yes.

60421. I think it would be of interest?—In 1905 there was a very strong expression of opinion in Glasgow as to the unemployed. Two days after the committee was formed—if I recollect aright, it was on a Friday—it was a pretty stormy time, and I had some contractors doing work for me in causewaying. The work was finished, but I needed a jobber to make a lot of repairs, and I employed one of the contractor's workmen, for which I was paying him 4s. 8d. per day. On the Monday morning he did not turn out, and there were also four of the pit-head labourers that did not turn out. On inquiry I found that they had all gone to make application to the unemployed fund. They got employment there. On the Wednesday two of the pit-head labourers came back to their work. These were paid at the rate of 3s. 8d. a shift. The causewayer and another labourer did not come back for at least two months, the causewayer being the last to come. At least three months after the return of the last man I got a schedule from the unemployed committee asking me to give particulars of the wages that these men were earning. If there had been an application made in time these men would, no doubt, not have been put on the unemployed fund.

60422. That is to say, they deliberately gave up their work?—Yes, the five of them, and they went to the unemployed fund and got on to that fund.

60423. At a smaller wage?—1s. a day.

60424. One shilling a day less?—1s. a day altogether, or 1s. 6d.

60425. What made them give up the better employment?—They thought they would be easier worked, I suppose. Away back about 1882 or 1883—I am not quite sure of the year—there was a time of real distress, because there was a very large number of unemployed, both in Glasgow and in our neighbourhood. We in Rutherglen got up an unemployed fund—I was a member of the committee—and we applied for subscriptions to various parties round about, and received a good deal of money. My firm were contributors. I had a dirt-bing to remove, and I said to the relief committee that in place of sending the men down to break stones, or do some such unprofitable work, I would let them have the removal of that bing, and allow the master of works of Rutherglen and two other gentlemen to fix the price per cubic yard to pay for the removal of the material. They accepted that offer, and they sent down a whole army of the unemployed. It was quite evident that it was injudiciously worked. I supplied the tools and material, and all the rest of the plant required. They worked for about a fortnight, but they ran through their money so rapidly that at the end of a fortnight or three weeks they were withdrawn. It was necessary that I should have the work done, and I called together the unemployed who were there, and I said to some of them who appeared to be very sensible men that they saw for themselves that the method pursued was ridiculous, but if they would break themselves up into companies of perhaps fifteen men each and gave me an offer, I would let them have the work, because I wanted it done. The men were being employed on the unemployed fund at the rate of 1s. a day. I got the contract done at fully 33 per cent. less than what I had been paying, and the men who worked earned about 3s. 4d. a day.

60426. You would say that there was genuine unemployment and the people were genuine workmen?—Yes, at that time; but the methods of administering the fund were vicious, because they could not be profitably employed.

60427. You have no recent experience of the distress committees?—Yes, two years ago, when these five men left me.

Suitability of existing areas

60428. You make some very important suggestions, and I should like to take you through the more vital of them. In your opinion the areas as they now exist are too small for efficient and independent administration?—Yes.

60429. I would like to take you on that subject. Whilst you are in favour of a large area, you think that the whole of Scotland would be considerably too big?—Yes.

Suitability of existing areas.

60430. Putting a concrete case, would you say from your judgment that you could combine Glasgow, Govan, and Rutherglen?—The City of Glasgow is a county. My notion was more county areas. We have a method of administration there, and at present the machinery is there. I am afraid that if Rutherglen was joined to the like of Glasgow and Govan we would be practically overwhelmed; there would be no Rutherglen representation at all. In the county government you have something like local representation in this way—that there the members are elected from all the different parts of the county, and there is not the same room for persons of the same line of thought being elected; you get a better average.

60431. I see. Assuming that the county was the area, would you have a special election?—That is a point I have considered also. My definite opinion is that it would never do to depend upon the county council. The candidate should be elected distinctly as representing the Poor Law. The county council's work is at present done by committees, and there is not a very judicious selection of the committees. For instance, if a vacancy occurs the person who takes the vacant place is generally just thrown into the same office, and that applies to the committee work as well. Even at the two or three general elections that I have been at the committees have practically just continued, so that there would be the danger of the square man being put in the round hole. I would like to give an instance in connection with that. Some years ago I was a member of a deputation to Lord Balfour in connection with the representation of parochial boards on lunacy boards. We got a very patient hearing, and Lord Balfour stated that in his opinion our views were right, but he did not like to go the length of issuing regulations when it could be avoided, and he suggested that the Parish Council representative on the county council might be nominated on to the Lunacy Board. When I became a member of the county council I mentioned that, but I was not elected, and I have not been elected yet.

60432. Assuming that you had the county as the area and you had one authority for all that area, I suppose you would give them control over all the institutions and poorhouses connected with the Poor Law in the county?—Yes, I think that everything connected with the amelioration of the poor should be entrusted to them.

60433. How about the relief committees?—I hesitate to say whether the election, in the first place, should be the election of local representatives, and from these representatives to the central board, or whether it should be just the county election and let them nominate members something in the same way as is at present done with lighting and scavenging districts. There the county councillor for the division is *ex officio* chairman of the committee, and to him is generally joined the representatives of the Parish Councils, allowing the Parish Council to elect one or two members.

60434. To carry out your idea, would you have one county rate for all Poor Law purposes, or would you make the locality bear the outdoor relief?—Yes. In speaking about counties I am not tied down to counties. I say that the area should have representatives of all classes of the community, rich and poor, so that it could be evenly divided, and I think that that committee should then administer the relief in their own area; but to meet the difficulty in poor parishes, such as the Shetlands and the Hebrides, the first charge should be a sort of equalising rate. I went into that in some detail, and I have made a statement with regard to 1901. At that time I had not the Blue Book for 1904, but I have now got it, and I find the results are practically the same. In 1901 there were seventy-four parishes having a poor rate of over 2s. in the £, while there were seventy-seven in 1904. The money that these parishes raised by assessment was a little over £50,000. The average for 1901 was 3s. 7½d., while for 1904 it was 3s. 4¾d. An equalising rate of ½d. in all the parishes in Scotland would raise a similar sum which could be applied to the reduction of the rates in these poor parishes.

Assessment and rating.

60435. Your idea is as follows: you would have a larger area, possibly a county area, there would be an

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authority who would have complete control over all Poor Law expenditure, there would be local committees who would receive applications for outdoor relief, and then you would have an equalising rate which would, I suppose, go to defray the cost of poorhouse and institutions?—My idea was an equalising rate to equalise the rates between these poor parishes and comparatively well-to-do parishes. Take the county of Lanark, for instance: there should be a uniform rate over the county.

60436. But take a poor place, say Inverness-shire,—because you would include in that the Islands?—Yes.

60437. What would you do there? how would your proposal work there?—I would apply that equalising rate, the halfpenny in the £ that I proposed, and it would be administered possibly by the Local Government Board, or some authority superior to the county boards.

60438. Would that rate be levied over the whole of Scotland?—Yes, that is my idea.

60439. That is rather like what there is in London, where there is an equalising rate for certain purposes, distributed for certain purposes all over London?—I did not know about that. It is following the lines of what we call the sustentation fund in connection with a certain church in Scotland.

60440. That is your idea for getting over some of the difficulties of the Western Highlands and Islands?—Yes. It would never do to allow them to remain in the state they are in at present, because it must be a grievous burden in many places.

One authority for relief of poor.

60441. In 13 (*a*) of your paper, you would have everything connected with the amelioration of the really poor put into the hands of one authority?—Yes, and also the unemployed.

60442. What would be in the hands of this one authority?—Everything connected with the administration of the relief of the poor, the amelioration of the poor. I would even go the length of old-age pensions, and I think that that would not be a heavy burden if it was wisely done.

60443. Are there any duties now discharged other than those of the unemployed which are now discharged by the burgh councils, which you would transfer to this authority?—There would be the lunacy.

60444. You would take lunacy?—Yes, I think so.

60445. Medical relief and public health?—Medical relief is in the hands of the parochial boards at present.

60446. And the public health?—That is administered by the county council. I think that might be left to the county council, because there are other considerations there than the mere relief of the poor. There is the question of administration, and drainage, and water supplies, and so on.

Extent of charity in Rutherglen Parish.

60447. You would include in the definition of public funds all mortifications, legacies for above-named purposes, etc., but not church-door collections. I suppose the sums are not large?—They are surprisingly large. I have tried to arrive at what is being done in Rutherglen, and I find that last year there was £270 distributed by the churches, and clothing besides. Then each of the churches has a Dorcas Society. Taking the public charities, they had mortified money bringing in £16 a year to which the corporation adds a similar £16. There is another trust administered and it distributes £27. The trust makes it imperative that that is to be spent on oatmeal, and to be given to the deserving poor, more particularly to widows with young families. There is a charity concert got up, which produced £60 last year. Then there was a supper for the poor which produced £30, so that there was actually £149 distributed from those sources. Then there is £60 a year distributed by the School Board in the way of bursaries; of course that may be held not to be relief of the poor at all. I had no means of getting at what was subscribed in the public works. Every now and again a subscription is got up for the relief of some person who has been sick or who has been left a widow. I find that our own colliery raised £50 in that way last year. If we were to apply the same scale to the other public works there must have been a very large sum of money subscribed. I have no hesitation in saying that there is over £750 a year administered in Rutherglen from these sources.

60448. That is in the parish of Rutherglen alone?—Yes.

60449. In addition to the Act of Parliament reorganising the Poor Law authorities, you would want a special Act to deal with these charities?—My idea was something like this: I am connected with a good many of those charities, and I find that the same applicants are coming to each of the charities. In addition to that, the collieries, when they were all flourishing, generally gave a contribution of so many hundred tons of coal each New Year. The collieries are nearly all extinguished now, except ours. For the last eighty years we have given 60 tons of coal every New Year. I am glad to find that the coal merchants, who are now supplying the place of the collieries, are gradually doing the same, so that last year there was about 150 tons of coal distributed among the poor as well as the sums I have mentioned.

60450. It has been suggested to us in the evidence that we have heard that it might be possible to deal with those charities in a somewhat different way from what you suggest, that there should be a statutory committee, associated with every relief committee, which would represent the organised charities?—I would have no objection to that.

60451. That would go a considerable way to meet the criticisms that you have been making as regards the distribution?—Yes. My only object is to prevent overlapping. The very fact that it can overlap demoralises, because I know case after case where a respectable person, perfectly able to support himself, will say: "My neighbour is getting so much; why should not I 'get it too?"

Deterrence of Poor Law relief.

60452. In (*b*) (1) you say that the authority should be independent of any other except the Local Government Board?—Yes.

60453. Has anyone control over the Poor Law except the Local Government Board?—I do not think so. The feeling at present in connection with it is something like this: that to apply to the Parish Council is pauperising them. They will take relief from any other source, and go away with the idea that they are not pauperised.

System of appeal.

60454. You do not propose to do away with the appeal that there is to the sheriff?—Yes, I think so. My idea was that there should be an appeal to the central committee from the local committee administering in the first place, and from that to the Local Government Board, and that it should go no further. We find that the appeal to the sheriff is more a name than anything else, because the sheriff invariably ordains interim relief to be given. If we grant relief we are then subject to an appeal to the Local Government Board, and in 99 per cent. of the cases the Local Government Board upholds our decision.

60455. You would appeal to the Local Government Board as regards refusal?—Yes, but in place of the sheriff I would appeal to the county authority—we may call it the county authority in the meantime.

60456. Passing on to 13 (*c*), we understand about the first section: it refers to exemptions?—Yes.

Abolition of grants in aid.

60457. Then we come to the second section, where you say that all grants in aid should cease. What is your view about grants in aid?—I think they have led, if not to extravagance, at least to less careful discrimination. That does not apply only to parochial matters, but I think it applies all through. The experience certainly in connection with schools appeared to me to be calamitous, because I know instances of cases over and over again in which the expenditure was simply to get the grant in aid. And so it is with lunacy, where we are paid one-half of the cost up to one-half of the 8s. Undoubtedly there is a greater tendency now to admit to the asylum on the ground that we will get a half of this expenditure back from the Government, and people have got into the notion that what Government gives nobody is paying. Then there is another thing that to my mind has been very bad. Quite properly, Government, when they grant any money, must see that it is properly administered, and the first effect of that is, that a whole

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army of inspectors and officials is created. They all do their duty very faithfully and well, but still they are non-producers. I have the idea that whoever spends the money should have to raise it, and that will make them look at both sides of a shilling before it is spent.

60458. You would abolish all grants in aid?—Yes, I would abolish them all. I know it is a strong statement to make.

60459. But there are a good many others holding your view that they lead to extravagance?—That is so.

60460. And not to a reduction of the rates?—That is so.

Cure of lunatics.

60461. In 13 (*d*) you think that the authorities, who contribute to the maintenance of lunatics, ought to be represented on the Lunacy Boards?—Yes.

60462. Although you are yourself inclined to the view that lunacy should be made a national charge?—No, I am opposed to that. In connection with that, I should like to say that there have come under my notice cases of so-called cures of lunatics who are sent home. I am exceedingly anxious that both the poor in the poorhouse and the lunatics should be carefully and humanely dealt with, but there is no need to spend 1s. where 6d. will do. Certainly, in my opinion, in some of the lunacy things there has been extravagance, and the effect is that the poor people, when they are discharged as cured, and are sent back to a hovel or a very poor house, break down immediately. It has unfitted them for going home.

60463. (*Mr Loch.*) That is to say, the institution should not be in its nature very different from the home that they occupy?—That is so. It should be better, but not very much different. I would contrast them with some of the convalescent homes that you will find all over the country; how nicely the people are kept there without any of the extravagance. More than that, it rather puts the working people out.

Control of grants and deserters.

60464. (*Chairman.*) You pass on to certain recommendations which a great many witnesses have also made, and I do not think I need put any special questions to you. These recommendations relate to a more effective control over the ins-and-outs and bad characters, an extension of police powers to vagrants, and also the power to detain ins-and-outs in a poorhouse?—Yes.

60465. You have a good deal of trouble with them?—Yes; there is scarcely a meeting but we have a notice that such and such a person has been discharged, and then we get them back in a week.

Boarded-out children.

60466. You would remove all children from the poorhouse, and board them out. You are well satisfied with the boarding-out system?—Yes, it is very much preferable to keeping them in the poorhouse. It not only applies to poorhouse children, but to any children brought together. You find that it is always the bad that makes the good worse, and that the good child has not much influence.

60467. That is your experience?—Yes. I have been paying attention to that among the school children, and I have no hesitation in saying that the conduct of the children out of doors is worse than it was thirty years ago. The reason for that is that previously the teacher with a small school had every child under his observation, and if a child misbehaved he drew the parents' attention to it. But now they are in a factory, and while they are under the control of the teacher their behaviour is very good, but the teacher wants to get his work done as easily as possible (like other people), and he passes them on, and there is no supervision at all in the way of morals.

Need of uniformity of Poor Law Audit.

60468. I think the other recommendations rather speak for themselves. In paragraph (*g*) you say that the audit should apply to all expenditure, and that it should be uniform?—Yes. I think I would place considerable stress on that for this reason: over and over again in our relief committees we have applicants seeking parochial relief, when we find that there is a family income of £2 or 50s., and even more. When we tell the committee that they are not really proper objects of relief, and that it is against the instructions or the spirit of the instructions of the Local Government Board, they simply say to you, what do they care for the Local Government Board—that they are the judges. I think that wherever a committee exceeds its powers in that way, it should be called to account at once.

Need of uniformity of Poor Law Audit.

60469. Who would you make liable to surcharge—the whole council, or merely those who sanctioned the expenditure?—Unfortunately, I am chairman of the finance committee, and I suppose it would fall on me first, but I would risk that. If you knew it was to be a surcharge, then you would say no, and that would be an end of it.

60470. You would not abolish settlement, but you would make the enlarged areas the area of settlement?—Yes.

Classification of paupers.

60471. I should like to put one or two questions on this scheme of yours. If you had such a scheme, it would enable you to classify much more thoroughly than you can now?—Yes, I should like to see that very much. You mean classifying the recipients?

60472. Yes. What is your theory? It seems to me that the original idea of the poorhouse in Scotland was that it should be a place of relief for the sick and the infirm, but it was not originally contemplated that it should also be a test-house. Is that your view?—I believe it was to check unnecessary applications. For instance, we have found many a case where, when the poorhouse was offered, there was an end of the application, and the applicant got on perfectly well. It is not a case of between the poorhouse and starvation, because no one would send anyone to a poorhouse that was in danger of that.

60473. You would be able to grade, and you would be able to concentrate the really vicious and dissolute and put them under more severe treatment?—My whole mind is imbued with this idea, that all the good things of late have been going to the undeserving. We should not put a premium on either profligacy or thriftlessness.

60474. The benefit of the appeal on behalf of the suffering which affects humane people goes not so much to these persons for whom it is meant as to the undeserving?—Yes.

60475. That is from their being grouped with the others?—Yes. When local taxation grants were first given, I moved that the whole of that money should be ear-marked in favour of widows with young children. That motion was carried unanimously, but it broke down in practice simply because it was found that if A. B. to-night had got an extra grant because of her family, we would find a claim from C. D. next day, who was altogether undeserving.

Proposal to enlarge existing Poor Law areas and effect on type of councillors.

60476. Coming back to the question of area, in a purely agricultural county your scheme would not present very great difficulties; but supposing you have an agricultural county with a burgh in it?—Well, I think the burgh would help it.

60477. Would you bring the burgh into the county?—Yes, everything within the area of the district.

60478. Take Dundee, for instance. Dundee is in Forfarshire?—Yes.

60479. You would not bring Dundee into the county of Forfarshire?—There might be exceptions with the very large cities.

60480. Would you put a limit on by way of population?—Yes.

60481. Take a concrete case. Would you put Inverness into Inverness-shire?—I don't know the population well enough to speak to that. My idea was that you should have an area containing just an average population.

60482. Do you think you would be able to get a good class of persons to serve on a county poor council?—I really do think so if it was made a position that would carry some weight with it. At present the best men don't apply, as they don't care to go through the mud and be canvassed and blackguarded if they do their duty fairly well. Then there ought to be some sort of qualification for the higher board at any rate. I was looking at that matter in connection with our own parish. I find that in our own parish about 600 owners pay 10s. in the £ as owners, and as occupiers they pay over 7s., so that these 600 ratepayers pay 17s., while the other 4500 pay the remaining 3s. Not only so, but these 4500 get everything back, their own and the contributions of the others,

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so the administration of relief is on a somewhat different footing from mere representation on the ratepaying. If the offices of the higher board were made such as they would be worth while for educated and thinking people to go into, so that they could be induced to be elected, then it would lead to a great deal of good.

Proposal to enlarge existing Poor Law areas and effect on type of councillors.

60483. When you say the offices of the higher board, you mean the county board?—Yes.

60484. If you had an area of the kind described, you must have a fresh authority; the county council could not undertake this work?—No. I am a county councillor, and I know I have far too much to do.

60485. Do you agree that the Poor Law work differs from other county or local work?—Yes, it is entirely different.

60486. It is judicial work, and you have to give great time and patience to it?—Yes.

60487. There is nothing analogous to it in the ordinary local work?—No, it is quite different. What has the maintenance of the highways to do with the relief of the poor? what has the drainage system to do with the relief of the poor?

60488. (*The Bishop of Ross.*) Having set up a central board, you propose that the relief should be given by the local committees?—Yes.

Proposed administration by central body.

60489. Some of the central body would serve on those local committees?—Yes.

60490. Would the local committee be composed exclusively of county members, or would it consist of, say, a few county members with outsiders co-opted in?—You could make an election for the county members in the first place, or you could make the local committees first, and select from the local committees. There are two ways of doing it. I want to get some touch between the central committee and the local representatives. If their decision had to be reviewed by an almost neutral and unbiassed committee, it would make them very careful in discriminating between the proper and the improper.

60491. You don't propose that all the members of the local committees should serve on the central body?—No.

60492. If that were done, then the central body would be too large?—Yes; I suggest that the local committees, as it is, are too large.

60493. Then we have the county board for the relief of distress, and also the county council for the same area. Do you think that the same class of men would be elected to the Poor Law Board as would be elected to the county council; or is it your opinion that a lower class of men would be elected to the Poor Law Board, and would a higher class be elected to the county council?—Probably the same class of men would be elected, but the advantage of a body like that is that no large number of the men are selected from any one particular area; they are very widely spread areas, and through expression of their views you have pretty nearly an average. Besides, they are not open to the local canvassing, which is the danger to the present local committees, who can be got at and are got at.

Ladies as Parish councillors.

60494. Would you regard ladies as suitable persons to be elected on the County Poor Law Board?—I have no objection to ladies—I take my wife's advice,—but I would not like to see them on the Board.

60495. Would you think that they were more suitable for your Poor Law Board than for the county council?—There are questions that come up that I should not like to discuss with ladies.

60496. That is questions with reference to poor relief?—Yes.

60497. But at the same time, can they not be much more useful in regard to poor relief where it is a question of treating the children and the sick and looking after the homes of the destitute? Is that not woman's province particularly?—I am certain that in certain things the ladies would lead to great economy.

60498. The making of roads and bridges and drains does not come so much in the province of ladies?—I don't object to ladies, but, as a matter of principle, I would rather see them at home.

Abuse of charities.

60499. You propose to bring charities together to prevent overlapping. That would be very desirable. But this thought has occurred to me: you mentioned a charity where somebody had left an endowment that contributes £27 a year, and that money has to be expended in procuring oatmeal, especially for widows with large families?—That is so.

60500. It is quite clear that in the mind of the testator that purpose was a very important purpose?—Yes. I know it was, because he was a very particular friend of my own.

60501. And if I may say so, he had a hobby on that point?—Not exactly. He was a medical man. It was suggested in a conversation between him and me. I had been telling him of an interview that I had had with a very large provision merchant in Rutherglen, where we were speaking of this question, and he told me that he was selling more sugar than oatmeal.

60502. (*Mr Patten-MacDougall.*) What is the name of that charity?—Dr Scott's Trust. I am sorry to say that the terms of the trust are partly evaded, because I think persons in receipt of parochial relief were eliminated, and there is no discrimination now.

60503. (*The Bishop of Ross.*) If he as a donor or testator thought that the money might have been applied to quite a different purpose, might there not be a danger that he would not have left the money for charitable purposes at all?—There might.

60504. Would there be any danger of this drying up the sources of those charities if testators felt that the charities would not be applied to the particular purpose they were interested in?—I think that is likely, but I don't think that would be an undesirable thing. If relief was adequate these would not be needed.

Abolition of grants in aid.

60505. The abolition of the grants in aid is rather a wide question?—Yes.

60506. If you abolish them in Scotland you will have to abolish them in England and Ireland also?—Yes, it is a matter of public policy that I have thought of too.

60507. Take the so-called whisky money, a good deal of which goes in grants in aid. Would you simply reduce the duty and leave it in the pockets of brewers and distillers, or would you apply it in some other way?—That does not follow. Of course it is a big question.

Question of equalising or subsidising rates of poor districts.

60508. It is a very big question, and we had better not pursue it further. With regard to the halfpenny that you propose to raise for the purpose of equalising or subsidising the poorer districts, is it your idea that the total amount of money received would go to pay the excess of rates beyond, say 2s.?—Yes, but I only give the halfpenny as an illustration of how it could be done.

60509. And you don't pin yourself to the 2s.?—No.

60510. But you take some figure say, 2s., or 1s. 6d., as the maximum rate that any parish ought to pay?—Yes.

60511. And any excess you think would be paid out of this national rate?—Yes. There would be some board that would consider the several cases.

60512. (*Mr Loch.*) But then your national rate would have at least to be equivalent to the sums now payable in grants from the Government?—Yes, of course it would.

60513. It would have to be that with a plus?—Yes.

60514. Otherwise it would be no gain?—That is so.

60515. Your idea is to throw all those above 2s. upon the national rate as you have explained to the Commission. Do you think it is possible that you might have extravagance by reason of the 2s. not sufficing, and then a habit growing up of treating the national rate as a general source of income?—No doubt that would be one of the effects, and that is the reason I fixed on 2s. as my basis. There is no doubt that the same objection that I have to grants in aid applies to that, but with a limitation, inasmuch that through the administration by a central board, it would be minimised as much as possible. Of course there is no human system perfect.

60516. If you are to put so much strength into the county committee that you propose, will it not be necessary that that will be a comparatively automatic body

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Question of localising or subsidising rates of poor districts.

subject to the Local Government Board?—Yes, if you could manage that.

60517. But is it not so, otherwise there is really no control?—Yes, that is one of the reasons why I say that the Local Government Board should have the power to audit all expenditure, just to watch that.

60518. I want to work from that to another point. Do you think there can be any system of control by estimate on the part of the Local Government Board, so that the rate should be considered, not only locally, but in reference to the necessities of the district?—That could be provided for in the regulations. I take the like of the Islands in particular. If a hurricane is coming on and swamping a boat or two, there is great distress created and expense put on the rates, and I think they have some claim on the nation.

Type of councillors for county committee and their duties.

60519. Do you think that a better class of people would go on to your county committee than on the local Parish Council?—I would hope so.

60520. Would you propose to co-opt members on it who would not like to stand for election, but who would be suitable for the Board for various reasons?—I would have no objection to that. That is to say, that the Local Government Board might nominate some person.

60521. Yes, or the county itself?—Yes.

60522. You don't think that would turn on political lines?—There is always the risk of that, but you have to face that as it is just now. There is nothing political in telling whether a person is to get 5s. or 6s. a week.

60523. If you had this system of a county centre, what would you propose to do? Would you transfer in any way the control of the medical work of the area?—Not to affect the medical officer of the county, but merely the medical work in connection with the relief of the poor. It would control the average amount paid by local boards and things like that.

60524. They would not control the local officer of the Parish Council?—The officer of the Parish Council would be subject to the regulations of the central board.

60525. But his duties would otherwise remain as at present?—Yes.

60526. Take the question of the nursing of outdoor sick poor. Would that be a county question or a local question?—It might, or it might not. It could be done in either way.

60527. I wanted just to see how your body would form?—There would be no difficulty in that.

60528. Would you put into their hands the supervision of boarded-out children?—Yes. I would say that the central board ought to have cognisance of anything connected with the relief of the poor.

60529. Then casual sick houses; is that a question you would take up in your central board?—That is a part of the administration of the Poor Law at present.

60530. But would you treat that as a local matter?—Yes, always subject to the regulations.

60531. Is it your general impression that the casual sick houses are too few in the county?—No, I don't think so. My attention has never been called to them, and I have never heard any complaint about them.

60532. Do you think that the administration of the parochial lodging-houses would come under your hands?—Everything in connection with the poor should come.

Common lodging houses and their effect on desertion.

60533. So the local committee would admit to these institutions and the county board would control them?—Yes. I must say that my opinion is that the fewer of those lodging-houses the better. I know cases where these lodging-houses have been a nuisance to the neighbourhood.

60534. That is common lodging-houses?—Yes. I know that in the counties where parochial lodging-houses have been introduced they have been a nuisance. The influence of the model lodging-houses in Glasgow has been very bad as regards desertion. My firm employs a considerable number of unskilled labourers for pit work, and it is hideous to see the wives running to the model lodging-houses to get hold of their husbands. It is very common if the wife and husband differ, the wife knows perfectly well where to find her husband, and still she applies for relief as a deserted wife, although her husband is just round the corner.

60535. And does she get the relief?—In some cases she does; and that is why I say that deserted wives should only get the offer of indoor relief.

60536. Why should they apply to the Poor Law at all with the view of getting their husbands punished, or the maintenance from the husband if he deserts? Why should it not be a matter of reference at the first hand to the magistrate?—But they won't do it.

60537. Is it legal to do it?—I don't know, but I think it must be legal. No doubt my wife would have a claim against me if I were running away from her.

60538. Does it not come to this, that the maintenance being at issue, there is a reason for the wife going to the Poor Law, and the man thinking that he can desert without the wife suffering?—He does so.

60539. As long as the husband has that view and there is maintenance, will you stop desertion?—What I suggest is that we should have power to apprehend a man of that kind wherever application for relief is made.

60540. Apart from the maintenance?—Yes.

60541. And you think that the Parish Councils are the right persons to do that?—Yes, I think so; if they are qualified to administer relief, they are qualified to consider that.

60542. Do you think, in the bulk of the cases of this kind that come before you, the husband is either punished or produces the maintenance, or do the greater number of them get off scot-free?—By far the greater number of them get off. I am certain I am stating the fact when I say that it is very rare indeed that we can catch the husband.

60543. That points to some reason for amending the law or the practice?—Yes.

60544. With regard to illegitimate children, do you find that you get the fathers punished after the wife has come to the Poor Law?—Very rarely indeed. You cannot get evidence.

Unmarried mothers.

60545. Have you any suggestions to make in regard to that?—I say in my statement that only indoor relief should be given to the mothers of more than one illegitimate child. I can mention the case of an in-and-out, a woman who got into our poorhouse, and when she was out she was going about the country with a piper. She comes into the poorhouse for confinement, and then goes out again, and then she comes back again.

60546. You think your suggestion as to indoor relief would suffice to meet that difficulty?—Yes, I think where it has been fairly well administered it has had a good effect on the reduction of illegitimacy. I have not looked into the Board of Supervision returns so closely as I did at one time, but they looked into that very closely, and it had very marked effect.

60547. You don't think it ought to be a police question?—Yes, but then they won't do it.

60548. Why should the police not do it?—Make it a police offence; but who is to initiate it?

60549. Suppose the law is altered so that someone initiates it?—That is what we suggest.

60550. In all these cases it is necessary that in the first instance the persons should apply to you for relief?—Yes.

60551. Whereas the offence in itself has nothing to do necessarily with relief?—But for the offence, relief would not be needed.

Church door charities in Rutherglen.

60552. With regard to church collections in Rutherglen, the sum seems very small as returned here. From the church collections in Rutherglen you expend £20 on relief of poor, and £144 on other purposes?—That is the Parish Church only. I am not a member of that church, and I don't care to criticise. The rest of the £144 is not spent on relief of the poor.

60553. Have you any views about this church collection scheme as it now stands?—In what way?

60554. Do you think that it should be extended? I thought from what you said you were aiming at something like a general church collection support, or a charity support for a department of the work rather outside the present

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Church door charities in Rutherglen.

Poor Law?—No; what I was aiming at was that in the administration of these charities they should be under some check to prevent them overlapping. For instance, I don't know so much about the Parish Church, but in my own church, the old United Presbyterian Church, we make a collection at every communion, and that is distributed among what we consider the deserving poor, but not to any persons in receipt of relief. The object is rather to keep them from being in the position of requiring relief.

60555. The Church authority need never go to a Poor Law recipient?—They need not. If the Parish Council is doing its duty the relief granted ought to be such that it should prevent their needing to get anything more. In my opinion, the duty of the Church should be to prevent them sinking into that position.

Need of co-operation between charity and Poor Law.

60556. It would be further necessary that each church reported to every other church, so that there was no overlapping?—Not exactly, because the members of each church are pretty definitely known. I know every individual member in my own congregation, and I have no doubt that the ministers of the different congregations know their own members. The money is administered by the minister and the kirk session.

60557. Is there not a large number outside the churches?—Unfortunately there is a very large number.

60558. And a large number of those that get relief are outside the churches?—A good many.

60559. Do not the churches give relief to those in addition to their own members?—Yes, and that is the very class that are the most clamant.

60560. Should you not have a registration of all those receiving relief out of that class, so as to prevent overlapping?—The suggestion made was that there should be some communication between the Parochial Board and the churches as to these.

60561. That seems to be good so far as it goes, but it won't show what the churches are doing outside their own body if the cases are not the same as those dealt with by the Poor Law?—As a rule, the churches have been in the habit of publishing their annual reports. We don't publish the names of the recipients, but we give the amounts, and it is from the report of the Established Church that I got these figures.

60562. But what I am afraid of is, that even though you proposed a registration, unless the churches would give the registration practically of their own members, or of those at least outside their membership, whom they were helping, we should not get any further?—There is a difficulty in connection with that. I speak of my own church, because I am session clerk, and I know the names of everyone individually. Some of the other churches will do the same, but then others say that all outside of those belong to us—that is the class we cannot get at, and that is the class that should be looked after by the Parochial Board.

60563. That is where the difficulty arises?—There would be no difficulty, because the churches could make application to the inspector, and they would at once get to know all the persons receiving relief.

60564. Do you think that the poorhouses are suitable places for all kinds of cases, or is the classification insufficient, so that it rather harms the character of those admitted than otherwise?—I don't know the structural details of many poorhouses. I don't see that there would be any difficulty in any I do know in the way of making proper provision for classification.

Unemployed and distress committees.

60565. (*Professor Smart.*) These unemployed experiences to which you referred were before the town distress committee was formed?—Yes.

60566. You are aware that in the distress committee very strict investigations are made as to the circumstances of every applicant?—I am aware of the very opposite, because I know that there have been applications made by our own workmen, and no applications have ever come to me. I get far more inquiries from the Charity Organisation Society than I get from the distress committee.

60567. The rule is to make application at once to the last employer?—That was the rule.

Unemployed and distress committees.

60568. And all the cases I have seen in Glasgow have adhered to that rule?—I cannot contradict that, but I am afraid it is not the case.

60569. Do you refer to the distress committee in Glasgow?—Yes, that class of our workers comes mostly from Glasgow.

60570. Workers throwing up their place one day and applying to the distress committee the next day is impossible in Glasgow?—I cannot tell. I would not like to say so, but I know that that took place.

60571. Such a thing would be found out at once?—This man was working with them for a few months.

60572. But that was before the distress committee was formed?—But it was the same committee, I think.

60573. It was two years ago?—Yes; but I think the membership of the committee is still pretty much the same. Of course, I would not like to make a strong statement on that, because I do not know; but that is my impression.

60574. I suppose you would agree that it is better that there should be a permanent distress committee than that there should be these intermittent attempts to find work?—My suggestion would meet that, because if it was known that this council—call it any name you like—was found to be a committee to which all cases of distress ought to apply, then the object would be met.

Social and industrial conditions of Rutherglen.

60575. You allude to the electric cars running from Glasgow to Rutherglen. Have you found that they have any effect on the housing in Rutherglen—have they led to overcrowding and the forming of slums?—No, the old houses of Rutherglen are pretty well let, and there is very little of what you would term slum property. The old houses have nearly all disappeared, and the houses are now practically all new. Another thing that has led to these people coming from Glasgow has been the cessation of the coal workings. When they were working minerals they could not put up houses, but now there is perfect freedom to build, and they are building now in spite of the general slackness.

60576. You think that your municipal regulations in Rutherglen are strict enough to prevent the manufacture of slums?—Yes.

60577. The number of unlet houses in Glasgow suggests that the population is going to the suburbs?—Yes.

60578. That means that if similar strict regulations are not taken as regards building you will have a similar slum area round Glasgow?—Yes; but I have nothing but praise for the Rutherglen Corporation in that respect.

Pawnbrokers, spirit-dealers and others, to be exempt from locally administering Poor Law relief.

60579. In the note to paragraph 13 (*b*) you make a proposal which, I think, is put before us for the first time: that pawnbrokers and spirit dealers should not sit on the local bodies?—Yes, I have very distinct opinions on that.

60580. Do you think that that is a practical proposal?—Perfectly.

60581. Do you think you would be supported by any body of public opinion?—Yes.

60582. In regard to both pawnbrokers and spirit dealers?—Yes; I may say that I am not a teetotaller.

60583. You think that public opinion is ripe for that?—Yes, in connection with the relief of the poor.

60584. This is the first time the proposal has been put before us?—I think, if you will consider it, you will see that it is quite good.

60585. I shall certainly consider it. It would be rather a drastic proposal; it will mean disfranchising a particular trade?—Not more drastic than as regards anyone having relatives receiving relief.

60586. Yes, it would be a particular trade?—Yes, but that particular trade has more to do with the making of these people than anything else. There is another thing that I have thought about, and that is as regards persons who have not paid their rates between the elections. We find when we have meetings to consider the exemptions, certain members take a note of those who are exempted or are claiming exemption, and they contrive to get their poor rates paid. The poor rates

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are paid when the other rates are left unpaid, for the very purpose of keeping them on the parliamentary voters roll, and the municipal as well. When there is a chance of a general election coming on, we find that we can collect our arrears much better. Now, I am certain that if it was made obligatory that all persons were to be clear of their arrears it would cut off a great many of the undesirables of whom neither political party is the better. It is not a question of politics at all.

60587. You would also exclude anyone having relatives in receipt of relief?—Yes.

60588. You mean the sons and daughters?—Yes.

60589. You would not go beyond that?—No, I don't think so. I think I would leave uncles and cousins alone, but certainly I would apply that to sons and daughters, and fathers and mothers.

60590. That would not entail any hardship?—No, I don't think so.

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60591. (*Mr Chandler.*) In paragraph 8 there is one point I should like to be clear upon. You describe a number of classes which give you considerable difficulty when applying for relief, amongst which you mention persons in receipt of payments under the Workmen's Compensation Act?—Yes, I am glad you have mentioned that.

60592. You don't mean injured persons who are in receipt of the maximum amount, which would be 50 per cent. of their ordinary wages?—Yes.

60593. You mean that class?—Yes.

60594. Do they apply for relief?—Yes.

60595. And did you grant it?—It was twice granted under protest by myself. I know that applications have been made.

60596. So a person in receipt of half of his ordinary wages is granted relief?—Yes. Application has been made on the ground that his compensation was not adequate.

60597. (*Mr Patten-MacDougall.*) Are there many cases of that kind?—I should not like to say that there are. I know that there were two granted in spite of my protest. I entered my dissent. There have been applications in several cases.

60598. Your Parish Council consists of nineteen members?—Yes, eighteen or nineteen.

60599. And you say that the personnel is satisfactory?—I think it is superior to that of most committees I know of.

60600. At any rate, in the present condition of things, the election every three years has worked well in Rutherglen?—It has worked well enough, but I don't think it is an ideal method. It would be better if one-third or one-half were to retire each year.

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60601. Supposing one-third of the council retired each year, do you think it would lead to better administration?—Yes, it would lead to continuity of policy at any rate. I have been long connected with parochial work, and under the old system of annual election I have seen very many changes. I must say that every board that came in, came in with the intention of being good to the poor; but in the course of a very few months' experience they very much modified their opinions as to how far that could be done. I think if we could maintain continuity of policy we would get into general lines.

60602. Would you propose that change for all parish councils or only for burghal parishes of sufficient size, or have you sufficient experience to lead you to have any opinion on that?—I am thinking of my own Parish Council.

60603. And bodies of larger size?—Yes.

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60604. You suggest that the appeal to the sheriff should be dispensed with?—Yes.

60605. You told the chairman about that. Is that at all because you have not got a sheriff sitting in Rutherglen?—He sits in Glasgow, which is in the immediate neighbourhood.

60606. Have you many appeals to Glasgow?—Not a great many.

60607. Is that because the sheriff is not sitting in Rutherglen?—No. An applicant may have been refused by the inspector and the local committee, and he will make an appeal to the sheriff. In every case of that kind the sheriff just naturally grants interim relief.

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System of appeal to sheriff and its abolition.

60608. Why do you object to that appeal?—Because I think the Local Government Board is far better.

60609. Is there not this consideration: that an applicant refused relief may take the case to Glasgow and go to the sheriff court at once, and the sheriff may deal with it within a few hours?—Yes; but where anyone appeals from our decision we continue the relief until the result of the appeal.

60610. Your practice is that where you are informed that an appeal is to be taken to the sheriff you continue to give relief?—Yes.

60611. Until the case is disposed of?—No, the sheriff orders interim relief, and we put them on the roll at a certain sum, and then let them take an appeal to the Local Government Board.

60612. You think that the appeal to the sheriff should be done away?—Yes.

60613. And the Local Government Board should be substituted in place of the sheriff?—Yes.

60614. Do you not think it is an objection to that proposal that the Local Government Board are in Edinburgh, and could not deal with a case of that kind so quickly as the sheriff does?—They would have an appeal to the central committee in the first place.

Uniformity of audit.

60615. Do I understand that when you say that the audit shall apply to all expenditure and shall be uniform, you mean that the auditor shall review decisions of your relief committees?—Yes.

60616. Do you think it is practicable that he shall take into consideration the circumstances of each applicant and say whether the relief given by the Parish Council is adequate or not?—No; but if he saw that relief had been granted against the regulations of the central board, then that should be disallowed.

60617. Would that not necessitate a very full inquiry into each individual case?—No; because it would very soon work in this way, that if a member of the board saw what he thought to be a breach of the regulations he could dissent, and these dissents could be considered.

60618. Do you think that public opinion would support you in that?—I don't know whether it would or not, but I think it is right all the same.

Inspection by Local Government Board.

60619. The general superintendents of the Local Government Board visit each parish very frequently as you know?—Yes.

60620. And it is their duty to look over the proceedings of the Parish Council for the preceding term?—Yes.

60621. They themselves examine the amount of relief that has been given and they go into such questions, and it is their duty to report to the Local Government Board?—Yes.

60622. Do you not think that that is a better system than any suggestion that the auditor should do this?—Yes, but I have known cases in which the direct instruction of the general superintendent has been gone against. The practice of the Board is to direct attention to certain cases. Now I have known the instructions of the Board come down and the members of the relief committee tell us not to bother our heads about the Local Government Board.

60623. You think they would pay more attention to the auditor?—Yes, if they had to pay.

60624. The effect of that would be that they would be surcharged for the amount of relief that is given beyond what is proper?—Yes.

60625. Do you think that would work?—Yes, it would act as a check.

60626. You have had very considerable experience of the settlement question in Rutherglen?—Yes, but the litigation you refer to was not in my time.

Question of settlement.

60627. Can you tell me what has been the cost to Rutherglen parish of cases of settlement during the last

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six or eight years?—No, but it has been very considerable.

60628. You are aware that one case went to the House of Lords?—Yes, I think they were justified in that.

60629. Do you know what the cost of that case was?—No, but that is just a type of case in which local boards are almost concussed by the large city boards. There is no doubt that Glasgow tried to bully us there.

60630. You are of opinion that settlement questions should be brought before the Local Government Board for arbitration?—No; I must say that I think that where there are any questions of law of any kind we are better to depend upon the courts of the country. Taking it all over, the expenditure in law over Scotland has not been very large. The law expenses include conveyances and every sort of lawyer's charge, as you know—it has not all been spent on litigation. If the Local Government Board had to start a department of that kind, they could not do the work any cheaper than the law courts. My experience of arbitration outside the parochial board altogether has not been very favourable. I would rather go to court and get a decision there than go to an arbiter.

Question of Settlement.

Mr D. M'Naught, called and examined.

Mr D. M'Naught.

60631. (*Chairman.*) You are Chairman of Cuninghame Combination Poorhouse, and a member of Kilmaurs Parish Council?—Yes.

60632. You have been kind enough to prepare a statement, which we shall take in as your evidence?—Thank you.

(*The witness submitted the following statement.*)

1. I was acting Inspector of Poor in this parish during the year 1866 and part of 1867. I was a member of the old Parochial Board from 1867 to the date of its abolition. I have been a member of the Parish Council since the passing of the Act. I have been chairman of the Cuninghame Combination Poorhouse for the last eleven years.

2. In the northern or Kilmaurs division of the parish, the industries are Factory boot and shoemaking, hosiery, and to some extent, employment in the railway workshops at Kilmarnock, 2½ miles distant. In the southern or Crosshouse division, the industry is mining almost exclusively. The population is a working-class one, with the usual proportion of farmers and agricultural servants.

Home for aged deserving men.

3. The method of administering relief is essentially the same as in other parts of Scotland. The parish is one of the units of the Cuninghame Combination. Perhaps one peculiarity is that a *local poorhouse* of small dimensions has been in operation for the last seven or eight years. A fever hospital, built by order of the defunct Board of Supervision, passed to the care of the County Council by provision of the Local Government Act (1889), but that body, having discovered it to be a kind of "white elephant," handed it back to the Parish Council, at a nominal price, about seven or eight years ago. Since then it has been utilised as a "Home" for our more deserving aged male paupers in receipt of outdoor relief, but with no one to take proper care of them. A female caretaker is in charge, whose remuneration is free quarters in the building and a small sum per week, which varies according to the number of infirm cases on hand. The inmates are allowed their liberty, and our outdoor relief is supplemented by what the relatives may feel inclined to do in the way of assistance. At present we have three inmates in the "Home," and we have never had more than six. No females have yet been admitted. Part of the "Home" is let, the rent being applied to the upkeep of the building.

Indoor relief as "test."

4. Outdoor relief, in my opinion, is preferable in all cases of "honest poverty," both on economic and general grounds. Indoor relief is a necessity as a corrective to bogus and undeserving applications.

Class of Poor Law applicants.

5. The persons applying for relief are of the artisan and labouring classes.

Causes of pauperism.

6. Pauperism is caused by age and infirmity; death of the breadwinner; wife desertion; disease and accidents (the latter not so much in evidence of late years); dissolute and improvident habits.

Personnel of Parish Council.

7. The first Parish Council here was composed of one clergyman, one parochial schoolmaster, one boot and shoe manufacturer, one grocer and grain merchant, one weaver, one ex-pupil teacher, four miners, and one railway signalman. The present Council consists of one farmer, one parochial schoolmaster, one commercial traveller, one boot factor, one railway employee, two co-operative store officials, and four miners or ex-miners.

Effect of relief to able-bodied.

8. The question as to the expediency and probable effect of giving able-bodied persons a claim to parochial relief, as I take it, raises the problem of the unemployed. "Able-bodied persons" ought *not* to have a "claim to parochial relief" for many reasons. It would tend to render *permanent* what is essentially *transient* or *periodic*, to encourage laziness and loafing, and to pauperise "the man of independent mind." A *special* local rate would, in my opinion, have similar effects. The causes of unemployment should be sedulously sought for, and any relief granted should be, as far as possible, from imperial sources.

Suitability of existing Poor Law areas.

9. My experience has been practically confined to rural localities. The parochial area is, in my opinion, quite large enough for efficient *administration*. As a *taxation* area, it may, in individual cases, bear inequitably on the ratepayer, but that is more or less true of all local taxation.

10. With regard to reforms in the law suggested by experience, I beg to submit the following:—

(*a*) The law of settlement absorbs so much of the time and resources of Parish Councils that it might with advantage be simplified on equitable lines.

Abuse of poorhouses

(*b*) Poorhouses seem to have drifted from their first intention. The "wastrels" who find asylum there during their slack season *on medical certification* should be more thoroughly looked after, and dealt with more after the methods which obtain in the English workhouses.

60633. (*Chairman.*) You have had an exceptional experience of the administration of the Poor Law, because you were for some time an inspector of poor; you have been a member of the parochial board, and you are now chairman of the Cuninghame Combination Poorhouse, and also a member of the Kilmaurs Parish Council?—Yes.

60634. What is the size of Kilmaurs parish?—The population of the parish will be about 3,600 or 3,700. The population of the village of Kilmaurs is about 1,500.

60635. How large is the area of the combination?—It comprehends the most of Cuninghame, the north division of Ayrshire, with the exception of Largs, which joined us to a certain extent, but not altogether. There are eighteen parishes in the combination.

Procedure of applicants for relief.

60636. Will you be good enough to describe to me the method of giving relief in, say, the parish of Kilmaurs? I assume that applications are made to the inspector, and he calls in the medical officer to his assistance, and gives interim relief, and then it comes up for review to the council. Is the review by the whole council?—Yes, every month at our monthly meetings.

60637. How does the system work? Are the decisions of the inspector generally approved of?—Yes. We have general rough rules for him to go by. If a widow applies, then he knows the scale of relief, and he grants that usually. All the new applications come up at the meeting of the council after the other business has been disposed of.

60638. You have been a member of this Parish Council for some time?—Yes, since the Act came into operation.

Political influence on elections of councillors.

60639. Are the elections fought on party lines?—No. There was an attempt made to do that at the first election, but I hold a very strong opinion that no imperial politics ought to interfere, and we challenged the party that wished to run on these lines, and defeated them. There has been nothing of that kind since.

60640. May I assume that relief has been more or less administered on much the same principles and lines for many years past?—Yes, on the old lines of the parochial board.

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Political influence on elections of councillors.

60641. What is your old scale?—3s. for an old man or an old woman. In the case of a widow able to work, we give her 1s. to 1s. 6d. for each child. We judge each case on its own merits.

60642. You have got a local poorhouse to which you send more deserving cases, persons either unable to look after themselves or persons that you would be reluctant to send to the ordinary poorhouse?—Yes.

60643. Does that work well?—Yes, exceedingly well.

Cost of inmates of "Home."

60644. What is the difference in cost per week?—I got the inspector to give me the exact figures. The cost comes out at 5s. 6d. per week each. That includes everything—feu-duty, insurance, rates, coals, bedding, clothing, white-washing, cleaning, painting, alteration, and new water supply. The cost would have been less if we had not had one individual in this house, a poor man not a lunatic, but fatuous, a man that we had had in the asylum and brought back, and we give him 6s. 6d. The other man is a blind man, who was out in the South African War and lost his sight, and we give him 4s. a week. There is another man belonging to the village to whom we give 3s. a week. These are the only inmates we have just now.

60645. That includes everything?—Yes.

60646. Is the building your own?—Yes.

60647. How does that contrast with the charge made, assuming you sent them to the Cuninghame Combination Poorhouse?—About 6d. less. The cost in the Cuninghame Combination Poorhouse is about 6s. a week. Of course the lunatics cost more.

60648. Would that include any charge for interest on capital outlay?—It includes everything.

Average cost of inmates of poorhouse.

60649. 6s. is only the cost of maintenance?—No; the maintenance is 3s. 5½d., or something like that. I find from the auditor's report that the maintenance in the general poorhouse is 3s. 5½d., in the hospital it is 5s. 2½d., and in the asylum it is 4s. 11d. per inmate per week. Each parish when it joins becomes the possessor of so many billets, and upon that our management charges are made. The auditor states that the average cost per billet, after deducting grant-in-aid, etc., in terms of the agreement, has been 27s. 8½d. per quarter, and after deducting management, including Largs and Cawdor, it is 27s. 2d. per quarter. I have a return here from the clerk giving the average weekly cost per head of the ordinary inmates, and it is as follows:—

	s.	d.
Maintenance,	4	0½
Management,	0	8¼
House accommodation,	0	8¾
Medical relief,	0	4¼
Total,	5	9¾

The average weekly cost for education is ½d. That works out to £15, 2s. 3d. per annum for each pauper. The cost for the pauper lunatics is £21, 5s. 9d. per annum.

60650. It would seem to me that your scale of expenditure varies as follows:—the cheapest is the outdoor relief, then comes the limited number of persons in this house, and then the poorhouse?—Yes.

"Home" for poor men.

60651. This little house has worked well?—Yes. Without boasting, I may say that it was my idea. It was erected under the late Board of Supervision as a fever hospital, and it was never of any practical use. When the County Council was created, somehow or other it had to go over compulsorily to them. They had no use for it and they had to pay the feu-duty and upkeep. They brought it before the Parish Council and offered to sell it back again, but we said we would not buy what we had erected ourselves. They said that we must purchase it, and they put on a nominal sum, £70, which we consented to pay if they gave us it in the form of a deduction of a sanitary rate. So really we got it back, and it has worked exceedingly well. I am in favour of outdoor relief wherever practicable, and I would only send to the poorhouse when compelled. You see an old man or an old woman brought up in the village, and I think it is cruelty to send them to the poorhouse; but when there is no one left to take charge of them, that is the difficulty. Now this has solved the problem. We have a woman in that house who is at present getting outdoor relief herself, and it works very well. They are their own masters, and they get walking about the village and enjoying themselves in a kind of way, and their relatives assist them.

"Home" for poor men.

60652. Is not this scheme one which if they have any furniture or anything of that kind, it can be moved in?—Yes. We had one case of that. I think they sell their furniture before going there, but we had a very decent old weaver who took in his furniture and lived there for many years quite happily.

60653. Has it been in contemplation to increase this form of accommodation?—No. We have never admitted any females. We have had as many as six men in it, and I think that is quite enough for a rural district like Kilmaurs. We have never found that we require more accommodation than that.

Relief to able-bodied.

60654. You are opposed to giving to able-bodied a claim to relief on the ground that it would render permanent what in your judgment should be evanescent?—Yes. I think it is outside the Poor Law altogether.

60655. And a special local rate would have similar effects?—Yes.

60656. You mean a rate independent of the Poor Law?—Yes. Supposing there was a special rate, a decent tradesman might labour all his life and still be called a pauper. It does not matter whether it is a special rate or not, he would be pointed at as existing on the rates. I think it should come from the imperial resources, so that there should be no taint on a decent man.

Settlement.

60657. Going on to your suggestions, you would like to get rid, as far as you can, of the disputes arising out of the law of settlement, but you would not abolish it altogether?—No, I do not think so. It would still come in even although you had extended areas. The most of our time is taken up with the inspector reading his particulars, and it sometimes comes to be a question of days. Then we sometimes go to the sheriff, and it is very unsatisfactory all through. I think a department should be opened in the Local Government Board. We have legal members there already, and their opinion is as valuable as that of any sheriff. Their decisions should be final. I do not think we would better ourselves by going to the Court of Session. The decisions are usually given by the sheriffs in the counties. Now, the legal officers of the Local Government Board are surely quite equal to sheriffs.

Difficulty of dealing with vagrants.

60658. Passing on to the function of the poorhouse, you think that the wastrels and others of that class who get in on a medical certificate, ought to be more thoroughly looked after?—Yes.

60659. I suppose what you would wish would be, if practicable, to have a better classification?—That would not cure it. What I mean to say here is, that when your wastrel comes into the poorhouse, he comes in with a medical certificate, and we cannot keep him out. He comes to the gate and he is bound to be admitted. In a great many cases, when he once gets in he drops out of count altogether. The parish that is liable bothers its head no more with him, and, as a rule, neither the governor nor the medical officer bothers his head. Sometimes a man coming in with a very slight ailment—he may have been lying outside for a night—stays in for months.

60660. Does not the medical officer examine him periodically?—He ought to do so, but where there is a visiting medical officer you cannot expect him to give a great deal of his time. Our man gets £100 a year, but at first he got £60 or £70. Now he cannot afford the time that is necessary to do our work. He has to go over 100 inmates in the hospital, he has 90 lunatics to look after, and then he has the aged and infirm in the ordinary wards.

Combination of offices of governor and medical officer of poorhouse.

60661. How large are you?—We are licensed for 479 and 99 pauper lunatics.

60662. You have no resident medical officer?—No. I may state that our governor died recently, and we are going in now for a medical superintendent, joining the two offices of governor and medical officer both on the grounds of efficiency and humanity.

Suitability of existing areas.

60663. You think that the parochial area is large enough for efficient administration. I assume you mean

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the administration of relief and dealing with applicants?—Yes. It is imperative that every case should be known; we should know everything about it. I think whatever change takes place you should recommend that that unit stand as it is at present, because it is exceedingly well done.

60664. Might it not be possible to continue the unit for purposes of hearing applications, and combine it or include it in a large area for other institutions?—Yes. I think the county council gives us a hint there. You have the medical officer of health for the whole county, and then there are subordinates under him for each of the districts. I think it would be possible to have one responsible man, and under him the parish clerks or inspectors of poor. That would unite and combine the whole into one.

Equalisation of poor rate.

60665. Speaking generally, you have not much fault to find with the system of Poor Law administration in Scotland?—No, except that it is hard that one parish may have a rate of 1s., and across the border you may have another parish with a poor rate of 4d. Something should be done to equalise that.

Question of disfranchisement of Poor Law recipients.

60666. Do you want to add anything to your statement?—Yes. When I replied to the circular that I received, I thought it my duty to give short categorical answers to the questions, but there are one or two things that have occurred to me. I am asked to appear here on behalf of the directors of the Cuninghame Poorhouse. We had a meeting, and I was asked to bring certain things before you. The first thing is the parliamentary disfranchisement of men who have either not paid their rates or have been in receipt of parochial relief. There are some very hard cases that emerge there, and I think something ought to be done. Take the case of a decent working man who is disabled for a month or two and compelled to apply to us for relief: it is very hard that he should lose his vote in consequence.

60667. He only loses it for the year. He can rehabilitate himself?—Yes, but the election may happen in that year, and I think it is very hard on an intelligent working man. He may have a small family, and when he is laid down with sickness he has no resources. You may say that he ought to be a member of a society, but in a great many cases he is not.

60668. Does he lose his vote for Parliament if he receives medical relief?—Is that not excluded? I think medical relief is excluded, and I don't think he is disqualified. Why should he be disqualified; why should he lose his vote if we give him a few pounds? I think that could be obviated very easily. I don't want to see Parish Councils made the arena of party politics. In making up the roll each inspector is bound to give a return to the assessor of those who have not paid their rates or who have been in receipt of parochial relief. In doing so, he could except any case which, in the opinion of his Parish Council, ought not to be struck off the register. Where the charge is for aliment, then disfranchisement follows, but where it is for temporary disablement or sickness I should say that it ought not to follow.

60669. You would like the Parish Council to have power to discriminate?—Yes, but not to debate the question. The names all come before the sheriff, and the political agents can debate the question if there is any debate required, and that lifts it out of the arena of the Parish Council. I don't think there would be many applications, but I know it is a grievance among working men, and I have sympathy with it.

Insufficient medical certification of tramps.

60670. Then what is your next point?—Settlement. But I think that is disposed of. Then I think the medical certificate for the poorhouse ought to be more carefully filled up. You see, a tramp breaks down in any part of the country, and he goes to the medical officer, and the officer suspects that his (the officer's) parish won't be liable; and to get rid of him, he just certifies him to the nearest poorhouse, and away he goes. The medical officer ought to be compelled to state the disease, and the probable duration of it, so that there would be periodic reports on the man. That is to say, this man might be none the worse of two weeks in the poorhouse, and then the medical officer would report to the parish liable. That is to keep him from dropping out.

Insufficient medical certification of tramps.

60671. Does it often happen that the medical officer who gives the certificate is the medical officer of the poorhouse?—Very seldom.

60672. Putting it the other way, it does happen that the medical officer of the poorhouse does not always agree with the certificate of the outside doctor?—He is never asked. That is the strange thing.

60673. But after he has got inside he is asked?—I have never cross-examined our medical officer on that point.

60674. I thought it was on the certificate of the indoor medical officer that the classification of the poorhouse was done?—That may be so. He may laugh at the certificate and say, "It is not phthisis that is wrong with you, it is 'bronchitis; you go into ward so-and-so." He has that power. Sometimes a wastrel or an out-and-in is sent in when he really ought not to be sent in at all.

60675. To put it plainly, what you would say is that the pressure is rather upon the officer outside to take a lenient view of the case, and that is not properly subject to revision?—That is so. It would be too drastic to give our medical officer in the poorhouse the power to reject, but I should say that the indoor medical officer ought to have power to communicate with the parish that is liable if he thinks it is a spurious case, and ask them to send down their medical officer, and let him certify. Why should the medical officers of other parishes be able to certify? I can give a case that happened not long ago. A wastrel, an out-and-in, well known in Kilmarnock, applied to the Parish Council there. He went to the medical officer, and the medical officer said, "Go away, 'there is nothing wrong with you." He then went to Kilwinning by train, and the medical officer there certified him as a proper subject for the poorhouse. On the afternoon of the very day that entry was refused by the parish liable, that man was admitted into the same poorhouse, on the certificate of another medical officer whose parish had no pecuniary interest in him whatsoever.

Need of resident Poorhouse medical officers.

60676. (*Mr Patten-MacDougall.*) Is there not a duty on the part of the poorhouse medical officer to report on all those cases when they come inside, and to review them from time to time when they are there, so that the purpose you have in view would be met by the medical officer of the poorhouse, because, if he reported that the case was able-bodied, then that would be communicated to the parish of chargeability?—Yes, that is in the rules and regulations of the Local Government Board, but in practice they are not carried out. It is an impossibility, the medical man going over the cases so hurriedly. I have a strong opinion that the visiting medical officer ought to be abolished, and there ought to be a resident medical officer in all poorhouses of a certain size.

Maintenance and chargeability.

Then there is another thing, and that is the maintenance of paupers by their direct heirs. Very often we find an old man or woman applying to us for relief. When we send our inspector to such a case, he discovers that the old man has, say, three sons and some daughters. We make inquiries, and we find that the oldest son is receiving perhaps 26s. or 27s. a week, the second son is receiving 23s. or 24s. a week, and the third son £1 a week. Looking into the circumstances of these three, we find that the oldest son has five or six of a family, and he cannot do anything for his father; the second son may have four or five of a family, and the third son one of a family. Now, are two or three houses to be made miserable because this old man or woman has applied to us? To bring it to a point: Lately we had a man that died in Kilmaurs, leaving a widow and a daughter and two illegitimate grandchildren. That is to say, there were four mouths to feed, and there was only one man working. The case belonged to Maybole, and we considered it a right case for relief, and relief was granted. We charged Maybole, and they said that it was not a case for relief at all. The case was tried in the Sheriff Court, and the sheriff gave this decision: that where there is an income of £1 coming in in the week you are not justified in giving relief at all. There are many decisions of that kind on record. There ought to be some sort of guiding principle for Parish Councils to go by when such cases emerge, and they are continually emerging. A man applies in Kilmaurs, and he has a son in Airdrie. We follow up that son only to find that he cannot do anything.

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intenance l charge- ility.

60677. (*Chairman.*) In this case, where the income was £1, how many were there in the family?—The widow and the daughter, and the two little girls, and then the son, but he was not very steady, and although he made 27s. a week, he did not give the money to his mother. When you push a man of that kind, he turns and says, "I will keep my mother, but you cannot force me to keep 'my brothers and sisters." Some Parish Councils are very keen to push the direct heirs when a case becomes chargeable to them. I think some sort of rule or suggestion should be made to the Parish Councils to guide them in cases of that kind. Again and again I have seen young men driven from their father's house because they were pushed to support their parents. It may be said that there is no feeling of independence there. Why, the mere passing of the Poor Law does away with the independence. The working-man looks upon the Parish Council now as a benefit society. "My father and mother 'paid into it, and now we can draw out of it." That is the idea that has got abroad.

60678. But you don't want to encourage that idea?—No, but I don't see how you can say nay to it altogether. It is a pity, but I blame the fact of Poor Law legislation for it. It has done away with a natural feeling,—at least it has tended that way.

ed of dical super- endent for orhouses.

I come now to the poorhouse. I have a very strong opinion that a medical superintendent should be placed at the head of all poorhouses. It may be that that would be an impossibility in the poorhouses in the Highlands and Islands, but great stress should be put on the medical superintendent, because the Scottish poorhouse is essentially a hospital.

60679. You would have a medical officer where the beds in the poorhouse are over a certain number?—Yes, very often the governor and the matron are man and wife. Now that is the worst possible arrangement in a poorhouse. In the case of our late governor, his wife was the matron. They have the economics of the establishment very much at their own command, because all the quarterly orders and the yearly contracts are fixed at their suggestion, and things get into a sort of rut; there is a tendency for the orders to get stereotyped. Then I have very strong opinions upon wastrels. They ought not to have the power to demand admission into a poorhouse on the same level as honest poverty. They come into the poorhouse, and the very first thing they do is to go to the diet sheet, and then they talk about their rights. I would treat all cases of genuine poverty as sympathetically as possible. These wastrels are increasing, and our poorhouse seems to be a favourite.

gregation of strels and grants.

60680. Are you on the high road at all?—Yes, we are between Glasgow and Ayr, and we are also on the road down to Ardrossan and other ports.

60681. So you have a considerable number passing?—Yes. We have a considerable number of wastrels and ins-and-outs. We should have some powers analogous to the English workhouse for the benefit of these wastrels alone. I would have a separate part of our poorhouse for them, if it is to go on on the old system, whether it is a labour colony or what you like to call it. I would not give these wastrels the power to mix with the ordinary inmates.

60682. You would have a sort of casual ward?—A separate ward.

60683. The assumption in Scotland is that the police generally deal with these cases?—Well, they find their way to us in scores. The police can take them up for begging, but they are always cute enough to escape that. They sometimes come with loathsome diseases and go into the hospital.

60684. (*Mr Patten-MacDougall.*) I suppose many of them come at night to the combination poorhouse?—They come at all hours.

60685. (*Professor Smart.*) What is the use of a labour colony to a wastrel who is certified as suffering from a disease?—Why should these men be in the poorhouse at all? The Board of Supervision for many years impressed upon the old parochial boards to apply the poorhouse test because the statistics of pauperism were going up. The fear of the appeal to the sheriff contributes still to the filling of poorhouses. That appeal to the sheriff ought to be put on a different footing. I think that if two medical men certify that the case is not a case for relief, that ought to put an end to it, and there should be no further appeal. There is no use troubling the Local Government Board with cases like that. If the medical officer says that a certain man is not entitled to relief and the man contests that, then let the Parish Council send another medical man, and the double testimony should bar all appeal to the sheriff. I think that is the simplest way of getting at it.

Need of medical superintendent for poorhouses.

60686. (*Mr Patten-MacDougall.*) You are proposing now in Cuninghame Combination Poorhouse to have a governor who shall have a medical qualification?—Yes.

60687. Why does that course recommend itself to you?—First of all, when the wife is the matron, the governor is a supernumerary. The wife does all the practical work. The governor goes into his office, and there is a clerk there that does all the clerical work. I cannot see what work there is for the governor; he has little to do, and he does it very well.

60688. You have no resident medical officer?—No. We have Dr Auld in Kilwinning, about a mile and a half away. He is now an old man, and we usually get his assistant or his daughter, who is also a doctor. I don't wish to find any fault; he does his work perhaps as well as other medical officers throughout Scotland; but it cannot be well done in the circumstances.

60689. But what commends to you the alteration as regards all poorhouses? In the first place you would have a medical man there who would superintend the hospital part of the poorhouse, and he would also fill the place of the governor for discipline purposes?—Yes. I think an institution of this size ought to have an educated man at its head. The ranks from which governors are drawn are those of policemen and warders, and so on. There is no effort made to better the men when they come in. I think if we had the right and proper man, he would not only attend to the inmates' physical wants, but he would do something in the way of trying to benefit these wastrels by giving them advice or trying to raise them, and he would do the same with the ordinary inmates.

60690. Do you think that would to a certain extent meet the objection that some people have to going to the poorhouse?—I think so.

60691. You think that would be met by your having a medical man at the head of the establishment?—I don't know if that would make them more willing to go, but if you kept the wastrels in a separate part of the poorhouse, the decent poor would not consider it such a disgrace to go there.

60692. I think you have met with some opposition as regards getting this medical superintendent?—Yes, opposition of a kind, but there is no principle involved.

Home for deserving aged male paupers.

60693. (*Miss Hill.*) In this home for deserving aged male paupers, do I gather that you give them a certain allowance in the shape of money, and they do their own shopping?—Yes, we have a woman in charge that cooks for them, but they are very deft at that themselves; their relations being in the village, they will get their breakfast here to-day, and there to-morrow. They are not likely to starve.

60694. It is like outdoor relief, except that you have a lodging to offer them, and there is a certain amount of supervision?—Yes, the caretaker reports if anything goes wrong. We have a committee, and if anything happens, if a man takes too much drink, then it is reported to us, and he is hauled up and spoken to.

60695. You have never found more than six suitable for that home?—I did not say six suitable; I said we did not find it necessary to have more accommodation than for six.

60696. Do you mean you have some in the poorhouse that you would be able to put there?—Yes.

60697. But you don't propose any extension of this?—There must be a limit to these almshouses, or you would saddle every little parish with a poorhouse of its own. Of course our parish medical officer goes there always, but if it were to extend beyond a certain size, I would be advocating poorhouses in every parish.

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60698. How many does it accommodate?—We have accommodation for ten.

Preferential treatment for friendly society men.

60699. Do you think that a man who has not subscribed to any friendly society, or made any provision for illness at all, should be entitled to his Parliamentary vote?—Every case must be judged upon its merits. If it is merely a case of temporary sickness or disablement, I have no hesitation in saying that he ought to have his parliamentary vote.

60700. Is not every man liable to temporary disablement?—Yes, but there is a difference between a man in one class of society and a man in another class of society.

60701. A very small payment to a friendly society keeps him right?—Yes; it is a duty on every one to belong to such a society. I think we should only look at the poverty. When you begin to look at the causes of the poverty, then I think there would be no relief at all.

Class of applicants for Poor Law relief.

60702. (*Professor Smart.*) You say that persons applying for relief belong to the artisan class as well as to the labouring class. Do you find many artisans applying to you for relief?—Occasionally we have an engineer or a joiner, but it is very seldom that they apply to us.

60703. Do you mean to exclude agricultural labourers?—No, we have a fair number of them. There is nothing more pitiable than an old agricultural servant who has wrought at the plough-tail all his life. He has had to depend on his muscles, and when he is done he comes to us.

60704. I think your combination area covers the town of Kilmarnock?—Yes.

60705. That is a big place?—Yes.

60706. What is the population?—It is about 40,000 just now.

60707. It is a large industrial centre?—Yes.

60708. So your experience covers a manufacturing centre as well as a rural population?—Applicants in Kilmarnock will go to the Kilmarnock Parish Council. A good many railwaymen have their houses in Kilmaurs.

60709. But when they are sent to the poorhouse they come to you?—Yes.

60710. In face of that double experience, you still say that there is no need to admit the claim of able-bodied persons?—I say so distinctly.

Relief of unemployed.

60711. You think there is no need for any change?—I think it is a question distinct and separate from the Poor Law. I don't see how the question of the unemployed can be dealt with at all by the Parish Councils.

60712. You grant that that question may be a new one to be dealt with by another body?—Yes, and it ought to be.

60713. Do you think that anything in the circumstances has made the unemployed a new problem?—We always pass through periods of depression, and there are conflicting opinions as to whether the pressure of the unemployed problem is any greater than it has been formerly. The emigration to Canada is proceeding at a very great rate, and it may be that the question ought to be looked into.

60714. You want a permanent body to look after the unemployed question apart altogether from the Poor Law?—Yes.

60715. (*Mr Loch.*) To what does your experience amount in regard to the unemployed? Have you been chairman of a distress committee?—No.

60716. Have you had any dealings with a distress committee?—No.

60717. You said you would support these distress committees, or that the relief that was necessary should come from imperial taxation?—Yes.

60718. Have you thought that out?—I must say that I have not given a great deal of thought to it, but my feeling with regard to a local rate, such as the poor rate, is that it pauperises the men. That is my objection to all local rates for the unemployed.

60719. Has poor relief in your district increased within the last ten years?—No.

Relief of unemployed.

60720. Have the numbers in receipt of relief increased?—Not materially.

Extent and effect of friendly societies.

60721. Have the friendly societies grown stronger in the last ten years?—Yes. In Kilmaurs we have the Free Gardeners, the Rechabites, and the Shepherds—three strong societies.

60722. Are they growing stronger?—They are not getting any less. I am sometimes chairman at their social meetings, and I can say that their meetings are very largely attended. I lose no opportunity of impressing on them the duty that devolves on the working men to become members of these societies.

60723. Do you think that friendly societies prevent many men applying to the Poor Law?—Yes. Of course they do sometimes apply. The small sums granted by a friendly society, even during the first period of a man's illness, are not sufficient to keep the families. It is very seldom, however, that we have an application if the man can at all manage himself, but if he does apply to us we consider his case, and we do not consider it a bar if he is getting anything from his society.

60724. As a matter of fact, if a man saves at all and joins a friendly society he does not generally come to you?—No, he belongs to what I would call the respectable class, but sometimes he joins and then lapses.

Liability of relatives.

60725. You have heard the question of the relations, the falling back on relations in the case of poor relief being given. Do you not think that the general line is already sufficiently clear that those who are liable must be in such a position as to have a superfluity after providing for the maintenance of themselves and their families? And then there is the question whether a man with 21s. a week and two children is liable. Would that not sufficiently meet the case as it stands?—To cause him to contribute if he had above 21s.?

60726. Yes?—No, I don't think so. The Wages Arrestment Act gives me a line to go by. If a man gets into debt with his grocer or butcher, then the grocer or butcher gets a decree in court against him, but he cannot arrest anything when the wages are £1 or under. I take that to mean that £1 is a man's subsistence wage. If he makes 21s. then the grocer can seize the 1s.

60727. If it was 21s., then according to this the relation would be liable, but if it is less than 21s. he would not be liable?—You say over 21s.?

60728. Yes?—Every case must be judged as it emerges, because if a man has a large family and has not been getting full work for a series of years, he is not able to do anything.

60729. But here the suggestion is that the children are two in number and the wage is 21s.?—A married man with two of a family and 21s. of a wage is not able to afford anything.

60730. The suggestion is that it is a doubtful line, but presumably above that the responsibility would lie with the son?—Yes, if it goes over that we would judge each case on its own merits.

Settlement.

60731. Have you ever made out your account in regard to settlement and seen whether at the end of the year, after payments and receipts, you have got back enough to justify the expenditure of trouble and thought?—I never went into the figures, but I would say that as it at present stands, if the ordinary rural parish would take all that falls to it, and the town parishes take ours, then it is as broad as it is long. Of course it might be very hard on a place like Glasgow, and that was why I said that there should be a department of the Local Government Board.

60732. You have never worked out the matter as regards Glasgow?—No.

Relief to widows with children.

60733. (*Mr Gardiner.*) Will you tell me what is your scale of relief for widows with children?—So far as my memory serves me, if the widow is able-bodied and able to work she gets nothing for herself, but she gets about 1s. 6d. for each child. If she is weak and physically not in a very good condition, we might make the allowance 2s. for each child. That is to say, if she had three children she would be getting 6s. a week?—We don't usually give 2s.—I think we usually give 1s. 6d.

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60734. Take a case with five children. You had a circular from the Local Government Board recommending that sufficient relief should be given?—I did not see that circular.

mbination offices of vernor and dical officer poorhouse.

60735. (*The Bishop of Ross.*) You propose that the same officer should discharge the duties of governor and of medical officer?—Yes.

60736. Of course he will be a whole-time officer?—Yes.

60737. And resident?—Yes.

60738. At what salary?—I made out that under the old arrangement we paid altogether £350 in the way of rations and salary, and then the visiting medical officer cost us £100, making £450. I got the Board to consent to advertise, at a salary of £300 in cash, for a medical superintendent, with no rations. Rations is a vicious system. We are offering £300, a free house, vegetables, coal and light, making it very nearly £380 or £400 for a start. But that is only for a beginning. I am very glad to report that we have drawn a class of applicants that is very encouraging. We have no fewer than fifty-six applicants for the place, one being from a lieutenant-colonel in the army, and others being from two or three army doctors, and from some young men in Glasgow who are willing to give up their private practice. I think it would be a career for the medical profession.

60739. You were not quite satisfied with the administration of the poorhouse by the late governor?—I would take no exception to that except that things are apt to get into a rut, and where the wife is matron the governor is rather a supernumerary.

60740. Do you expect better administrative results from the medical man?—Yes, or I would never have taken up the idea. We expect better results, more especially from the wastrels, and it is there that I expect to save money. The medical officer is there every day and all day, and these men will always be before him. According to the regulations of the Local Government Board there is bound to be a parade, but I would not go that length. I would have a sympathetic man going about them and speaking to them. There would be a saving of money and a sort of missionary work. There is nothing done for them in the poorhouse at all. I would impress on this medical superintendent the duty of giving advice to the men and showing them the folly of the life they were leading.

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Combination of offices of governor and medical officer of poorhouse.

60741. Do you think that his education has fitted him for that work?—A doctor is usually an all-round educated man, something like the clergy.

60742. But the education is otherwise?—Yes, I know; it is in the medical line, but I bargain for getting the right sort of man.

60743. You discuss several of the industries in Kilmaurs and Kilmarnock. Would you think a medical man suitable to put at the head of these industries?—No. That puts it in a very extreme way. I am a schoolmaster, but I think that on a stress I could go into the pulpit and give you a sermon.

60744. It is not a question of preaching sermons; it is a question of managing or looking after supplies, and so on, looking after the clothing and the repairs and the house, and managing those?—I see your drift.

60745. Does the education of a medical man fit him for that work, or does it unfit him?—Does the education of the governor, as we know him, fit him for any of these things? I say no.

60746. If the governor is a business man, yes. You are on the look-out for a business man?—Yes. If I were perfectly certain of getting a clever all-round business man, I would not have gone in for this medical superintendent idea at all; but I knew the class of candidate we would get if we advertised for a governor.

60747. Are you aware that the superintendents of the lunatic asylums have not been giving satisfaction, and there is a movement to put business men at the head of the asylums and leave the medical men to look after their own work?—Yes. But are these superintendents under a competent house committee? We would soon keep a man up to the mark if he began to play fast and loose with us.

Miss E. S. Haldane, LL.D., Cloan, Auchterarder, called and examined.

Miss E. S. Haldane, LL.D.

60748. (*Chairman.*) You have been good enough to send us a paper stating your views. We will take that as your evidence-in-chief and I will supplement it with a few questions?—Thank you.

(*The witness handed in the following statement.*)

1. I am in no way officially connected with the administration of the Poor Law, but I have taken an interest in its work in a country district, and have regularly visited a small country poorhouse for twenty-five years. I am also a Manager of the Edinburgh Royal Infirmary, and a member of the School Board of my parish.

Poor Law.

Need for evision of lirectory in oorhouses.

2. I am strongly of opinion that the rules and regulations for the management of poorhouses should be re-written in conformity with the recommendations of the departmental committee on Poor Law Medical Relief, before which I gave evidence in 1902. The regulations as to discipline, management, and diet are completely antiquated, as is shown by the committee's report. On the matter of diet, I sent in a paper which was printed as an appendix to the report. This paper was mainly drawn up by my brother, Dr J. S. Haldane, F.R.S., Lecturer on Physiology in the University of Oxford, and it showed the inadequacy of the present scale of diet as compared with, *e.g.*, the Scottish prison diet, or with Atwater's standards of diet. Since that report was sent in, I am glad to say that the dietary of 1850, the lowest of those permissible, has been condemned by the Local Government Board, but that now in use is not sufficient, and I consider that expert advice should be taken in framing a new one. A report from an independent medical expert on the condition of Scottish poorhouses, the relation of indoor to outdoor medical relief, the position of the medical officers, etc., might be very useful.

Classification in poorhouses.

3. One of the main desiderata in Scottish poorhouse management is, of course, due classification. At present the lowest type of tramp or woman of bad character is associated with respectable persons who for no fault of their own have had to take refuge in the house. Classification of individuals under present conditions is impossible; but if the smaller poorhouses could be divided into (1) hospitals for the sick under a medical superintendent rather than a "governor," (2) refuges for the infirm, (3) something of a much more drastic kind for the loafer and wastrel, it would seem to me much better, especially as some of our isolated poorhouses have at present very few inmates. There are at present eight poorhouses, having an average of seventy-six beds, and only twenty inmates each. The upkeep of such institutions naturally entails great waste. The treatment required by these different classes is entirely different, and the places they inhabit should have different names.

4. The house committees of combination poorhouses meet very seldom; and as the members are very scattered, attendance seems difficult and interest not great. As far as I know, the members are not in touch with the matrons, nor have they the benefit of consulting with the officers of the Local Government Board, who might give valuable assistance. I believe there are no associations such as exist in England, whereby Parish Councillors and members of house committees may meet together and discuss the problems that come before them. I have visited a poorhouse regularly for twenty-five years, and, probably owing to the scattered nature of the managing body, do not remember meeting a member of house committee excepting on social occasions.

Pauper nurses for poorhouse inmates.

5. A serious blot in the management of Scottish poorhouses is that pauper nursing is still permissible. I can testify to the very grievous results proceeding therefrom, and have given evidence on the subject. I am glad to say that the number of poorhouses nursed *entirely* by paupers is

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diminishing. It is now twenty-seven. But the Local Government Board have, I believe, no power to prohibit the system, as it has been prohibited in England and Ireland, else I believe this would have been done. In addition to this, the regulations as to the proportion of sick to a recognised nurse having a grant from headquarters is too large. A nurse is allowed to have twenty patients (as against one for three patients in a general hospital), and under certain conditions one nurse suffices for thirty sick. In small poorhouses with one nurse there is naturally no night nursing at all. The long winter nights—for lights may be extinguished at eight p.m.—must be terribly trying, especially for the dying, who at best only have a pauper attendant. On the other hand, an admirable curriculum for the training of Poor Law nurses has just been drawn up by the Local Government Board, and the superintendent nurse (where there are at least three) holds a much better position than does the corresponding nurse in England. The Local Government Board Register of Nurses is also an excellent institution. It is really the small poorhouses that suffer most in regard to nursing, and differentiation of institutions would meet many of the difficulties that now occur.

Pauper nurses for poorhouse inmates.

Pauper children.

6. It also appears to me that we have too many children in our poorhouses. A child cannot be in a poorhouse, even for a short time, without being contaminated, as all who have to do with poorhouses are aware. There is now an average of over 1,800 children in Scottish poorhouses. The Scottish system of boarding out appears to be a good one where properly administered, and it should be insisted on when the alternative is living in a poorhouse.

Need of detention for unmarried mothers.

7. One very sad element in country poorhouses is the number of young women—usually farm-servants or out-workers—who come in repeatedly for childbirth. Some of these are somewhat weak-minded or morally irresponsible, and for them some power of detention should surely be granted. As regards the others, the matter is much more difficult. Those who come in for the first time might be kept apart from the more depraved inmates, and, if possible, handed over to some voluntary agency. But where the woman has reappeared several times and shows no regard for her offspring, deserting them when possible, as is unfortunately not unseldom the case, it might be better for the community, and even cheaper in the end, that she should be forcibly detained and made to work while her children are boarded out.

Women as Poor Law officials.

8. As regards the administration of Poor Law relief, the areas in Scotland are sometimes small—perhaps too small to allow of very thoughtful administration as regards the treatment of cases, or the appointment of a sufficiently well-paid and capable set of relief officers. The consideration would seem to the looker-on to be, what is the cheapest way of dealing with the case at the moment, rather than what is the best for the community; I cannot help thinking that some of this work might be done better by trained women officials. Certainly the law should be amended to allow of women being more easily elected members of Parish Councils. At present they require to be ratepayers, which shuts out most of those who might otherwise be candidates. Besides this, the house committees of combination poorhouses should undoubtedly have a proportion of lady members, whether elected or co-opted.

Comparison of in and out-door relief.

9. I do not think the outdoor system of relief common to Scotland (with poorhouses as opposed to workhouses) is necessarily a bad one in itself. But the out-relief requires to be most carefully administered. Children, *e.g.*, should not be left with parents or a parent who is not bringing them up to be a credit to the State that supports them; but where respectable widows with families are given relief, that relief should be adequate to enable the woman to fulfil her functions as a mother, while the starting in life of the children should be carefully supervised. To introduce an absolute system of "test" for cases which might be treated outside the poorhouse with better social effect, would be to alter the whole idea of Scottish poor-relief. It is unfortunately the case that the able-bodied do nowadays find their way into our poorhouses; but when this is so, the relief, if given at all, should be preventive or reformative. Our poorhouses are, of course, not punitive, they were not intended to be more than a refuge for the feeble and infirm; and they are not reformative, as some of them might be were the power of detention for a certain term accorded. Nothing is done to elevate the character, or even radically improve the manners and appearance of the inmates.

10. As regards outdoor medical relief, this should surely take the form of not alone restoring the individual to health at the time, but also, if possible, of giving him some knowledge of how to combat disease and lead a healthier life. The importance of proper environment for this end should be inculcated. The idea of friendly help and wise advice seems to have been at the basis of our system of relief, and I cannot see that this system might not be re-infused with life by calling on those who are more than ready to help to assist in working for the community under proper direction. Health visitors or the like could be found even in country parishes, if their work were duly recognised by the authorities. This would help to unify our methods of charitable relief—voluntary and Poor Law—which is one of the most pressing necessities of the time.

Need of medical outdoor relief to be educative.

A case could be much more efficiently dealt with when its whole circumstances were taken into account, those already assisting being consulted; and if it were watched, even when relief was withdrawn; and with certain classes of illness (such as tuberculosis in all its forms when dealt with at home) the assistance rendered might be invaluable.

Co-operation of Poor Law and voluntary hospitals.

11. As to acute cases of illness, it seems as though more might be done in co-operation with voluntary hospitals. At present it often appears to be a matter of chance whether a patient obtains admission into a voluntary hospital or takes refuge in a Poor Law institution. By the latter step he loses in position and is called upon, if possible, to contribute to his maintenance as well, even though he may have been for many years a ratepayer. In this there seems some strange inconsistency. Certain diseases, again, are taken over by the Public Health Authorities when of an infectious nature. To these phthisis should certainly be added (this is in some measure done in the Edinburgh Fever Hospital) because the treatment usually accorded by the Poor Law is wholly inadequate, and the patient is tempted to remain in his home, a source of danger to others, rather than face the poorhouse, while voluntary hospitals are not open to him.

Women's Registered Friendly Societies.

Women as members of friendly societies.

12. I was for four years honorary secretary of a women's friendly society started in Edinburgh in 1890. In 1894 this society was merged into the Ancient Order of Foresters, which by that time had opened its portals to women.

13. The three great orders (Manchester Unity of Oddfellows, Foresters, and Rechabites) are now open to women. The first, the largest order (with 874,000 adult members), had 5,993 female members belonging to branches, in addition to which there are female societies in connection with the order with a membership of 4,082. The increase for the past year has been 461. The next greatest order, the Ancient Order of Foresters (743,000 adult members), has 9,178 female members in courts of their own, while, under a regulation allowing of mixed courts, passed in 1899, there are 754 female members belonging to these courts. The Foresters added last year six mixed courts, while there was a decrease of nine female courts. The Rechabites, a much smaller order, with 235,079 adult members, has 15,625 female members. There is a small order of females only, consisting of about 1,300 members, and the Order of Shepherds has about 1,000 women members.

14. Besides these orders, there were in 1899 three hundred and twenty-five female friendly societies (not orders) registered, having 42,208 members. Friendly societies managed from a centre, like the National Deposit Friendly Society, probably account for most of these. Even if the total membership of women be estimated at about 90,000, it would be a mere fraction of the millions of male friendly society members.

Provision for maternity cases.

15. The court of Foresters to which I belong in Edinburgh has 75 members, who show great interest in the management, which they carry on themselves. But I do not think the movement has made the progress that was expected of it, and the reason is to be found in the special difficulties that are encountered in regard to women. At least 80 per cent. of our members who marry withdraw on marriage, and it seems as if the healthiest members were apt to drop out. It is clear, too, that sickness rates must be higher than those for male courts (independently of payment for confinement benefits) while wages are lower. In the court to which I belong sick payment had to be raised about 33 per cent. Of course, with accumulating experience, payments for sick benefit will soon be accurately determined, though this is difficult with respect to married members. Some societies give confinement benefits, for which there is special payment at rather a high rate, but otherwise sick benefit is not given for a certain time before and after child-birth. One difficulty with all married members, who are not wage-earning, is to

determine when they are really sick, *i.e.*, they are apt to do some simple household work while drawing sick allowance; this is difficult to prevent.

Subscriptions and benefits.

16. The majority of the members of my court are engaged in printing works, etc. They subscribe for the most part for 4s. or 8s. a week sick benefit, also for doctor and medicine. Very few subscribe for annuities, nor does it seem likely that working-women should be able to do this adequately. There are societies which make it compulsory, and no doubt this is the right arrangement, since sick benefit ought to cease at sixty-five. But the expense is too great for those who earn small wages, especially as women, being longer-lived, have to pay at a higher rate than do men.

Effect of free medical relief on women's friendly societies.

17. The difficulties with regard to female friendly society membership are thus very great, but it is clear that a determined effort is being made to conquer them, and that some progress is being made, even if it is slow. I do not think that State pensions or free medical relief would seriously harm the friendly society movement so far as women are concerned.

60749. (*Chairman.*) You lay great importance on the Local Goverment Board accepting the recommendations of the Departmental Committee on Poor Law Medical Relief of 1902?—Yes, I lay very great importance indeed on these recommendations being given effect to. They are excellent recommendations.

60750. You agree generally with them?—Yes.

Classification in poorhouses.

60751. You are strongly of opinion that the classification in Scottish poorhouses requires enlargement?—Yes, classification, rather, is required.

60752. You generally would divide the inmates of poorhouses into the sick, the infirm, and then something much more drastic for the loafer and the ne'er-do-well?—Yes.

60753. Of course the enlargement of area would place in the hands of each authority more institutions, and would facilitate such classification as you want?—Yes, undoubtedly it would.

60754. Have you ever considered that point at all, the enlargement of an area?—Do you mean the area for the whole indoor administration? I do not know if I understand.

60755. Take first a larger combination of parishes for common purposes?—I do not think that would meet my point, unless the poorhouses were divided themselves.

60756. That is not quite what I mean. If you got your area sufficiently big you would find that you had three or four houses, each of which might be devoted to one specific purpose?—Yes, I see your point. Something of that kind might be done. At present we have too many poorhouses in Scotland.

60757. You know a good deal about the sick and the infirm. Assuming there was some system in force of the kind I have described, would the friends and relatives of the sick and infirm feel it a great hardship if they had to go some little distance to see their relatives?—I think the conditions have changed very much now. In former days there were very numerous poorhouses built with the idea that friends should be able to visit, but now the means of communication are very much better, and I do not think that that difficulty would be a very great one.

60758. You would be prepared to face that difficulty if you could get the classification?—Yes.

Nursing in poorhouses.

60759. Passing on to nursing, you allude to the fact that in a certain number, although a limited number, of poorhouses the nursing is entirely by the paupers, and you come to the conclusion that the Local Government Board ought to have more power?—Undoubtedly; it ought to have power to prohibit pauper nursing altogether, as it has in England and Ireland.

60760. You would like to give the Local Government Board in Scotland the same powers as the Board have in England as to issuing orders which are mandatory?—Yes. Of course I do not know about the legal aspect of the question, but it practically amounts to that.

60761. You have a strong opinion about children, that they ought not to be detained in the poorhouses?—Yes, I have a very strong opinion on that.

60762. You are pretty well satisfied with the system of boarding-out?—Yes; so far as I know, the boarding-out of children has been satisfactory.

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Boarding out of pauper children.

60763. In paragraph 7, where you speak of certain classes of young women and others, weak-minded and so on, you think it is essential that there should be some power of detention?—Yes, I certainly think so. It is a very difficult question naturally, but I think something of that kind ought to be done.

60764. Have you had any experience of the weak-minded; have you worked amongst them?—Yes.

Unmarried mothers.

60765. We are told that if they are detained, and suitable employment is found for them, they apparently are quite contented. Do you agree with that?—Yes, I think so. Of course this is a very peculiar class; this is not exactly the ordinary weak-minded girls.

60766. I was taking the first part of your paragraph. Some of these are weak-minded?—Yes.

60767. And as regards them you would have no doubt?—No.

60768. The other is a more difficult question?—Yes, a much more difficult question. One comes across some very difficult questions in the country as regards those in the latter part of the paragraph.

60769. What you would really like would be to try and have established—although you are not quite certain of the exact shape it should take—something more curative for these women?—Yes, or even when it cannot be curative, some power of detention; but of course curative if possible.

Women as Poor Law officials.

60770. Passing to the next paragraph, you think that trained women might be utilised in the discharge of certain official duties. Was your idea as regards the administrative work—that is, the Parish Councils—or did you think they might be employed more in workhouses?—In what respect in workhouses? Because they are employed there already.

60771. I cannot help thinking some of this work might be done by women?—That refers to the outdoor poor.

60772. You think there might be more done by them?—Yes, particularly with the visiting; and I think that undoubtedly a great deal could be done as regards the sick cases.

60773. There should be some participation in the work of the inspector of poor?—Yes, some of that work, especially with the widows and the sick.

60774. And the children?—Yes, naturally, I meant widows with children, and the sick and infirm.

60775. Whilst you are in favour of the outdoor system, you think that on the whole it requires very close working?—Yes, it undoubtedly requires very careful administration.

60776. And you attach importance to relief being made adequate, so that the woman should be able to fulfil her functions as a mother?—Yes.

Relief to widows with children.

60777. That is a very difficult question, is it not, as to whether you should encourage the woman to do nothing, and on the other hand you should not press her so much that she should, by working and going out, neglect her duties as a mother?—That is a difficult question; but I think it is certain that she ought to attend to her duties as a mother. The children should be brought up as well as they can be.

60778. As regards a widow, you would be disposed to lay down the principle that where she was in receipt of outdoor relief, her first duty should be towards her children?—Yes.

60779. And not towards trying to earn a livelihood?—Certainly not.

60780. You have no doubt about that?—I have no doubt about that.

60781. Is there much factory work among women in Scotland?—Yes, a great deal.

60782. Do they like it? It is sometimes alleged that people who take to factory life like the excitement there, and prefer it to domestic service?—Yes, undoubtedly they often do.

60783. I have heard of married women preferring it

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too?—Yes, that is very often the case, and it has not a good effect on the married women.

Need of health visitors.

60784. Then you think that health visitors might be more utilised in the way of giving advice and help?—Yes, I think they might be very much utilised even in the country. Of course that is being done a good deal in large towns in England—not so much in Scotland,—but I think it might also be beneficial if that work were extended to country parishes.

60785. Has that movement developed much of recent years in Scotland?—No, not as yet. There is a certain amount of it in Glasgow, I think.

60786. Has it developed in the towns?—It has not developed so far as I know.

60787. There are naturally difficulties in the rural districts in the way of distance?—Yes, but I think it is quite capable of development, especially as the nurse system is increasing so much.

Co-operation between voluntary and Poor Law hospitals.

60788. Passing on to hospitals, you would like to secure more co-operation between the voluntary hospitals and the Poor Law hospitals?—Yes. At present the position of affairs is somewhat anomalous.

60789. The patient may be of superior social grade to those who seek relief from the Poor Law, and he gets medical relief free in the voluntary hospitals, whereas the case in the Poor Law hospital is made to contribute if he can?—Yes.

60790. Of course on paper that appears to be a very serious objection. Do you think it is such an objection in practice? Are there many persons who are pressed for payment when they go to a Poor Law hospital?—I don't know what the facts are. I know that some do pay, but I don't know enough about the administration to say how far it is done.

60791. Do you think the fact that medical relief is associated with the Poor Law at all acts as a deterrent on respectable people applying for relief?—Undoubtedly, in certain cases. Of course phthisis is a case in point.

Deterrence of Poor Law medical relief.

60792. Phthisis is rather exceptional, and we shall perhaps deal with it afterwards. Putting it on one side, would you say that in ordinary cases of sickness the fact that relief was to be obtained from the Poor Law was a deterrent on people asking for it?—Yes. You are speaking of indoor relief?

60793. No, outdoor medical relief?—Yes, I think so. Certainly indoor relief is a deterrent.

60794. Have you ever thought out any sort of scheme as to how you could bring the general hospitals and the Poor Law hospitals at all together?—I have thought of it a great deal, but all the systems seem to have great difficulties.

60795. You are a manager of the Edinburgh Royal Infirmary?—Yes.

60796. I assume you would be reluctant on behalf of that or similar institutions to see them brought under State management?—Yes, it would seem a pity in many ways to do so.

Municipalisation of voluntary hospitals.

60797. Assuming that it was thought desirable to associate hospitals of this character with some public fund, do you think it would be impossible to frame conditions under which they could get assistance and yet at the same time maintain their autonomy?—Do you mean assistance from the Poor Law in respect of cases?

60798. It is only very vague,—I was thinking of grants, say, from municipal rates. I meant that the voluntary hospitals should get assistance—assuming that they would comply with certain conditions—either from the municipal rates or a grant from Government?—I expect that they would want representation on the governing boards.

60799. I don't know that that necessarily follows?—You don't think so?

60800. Not if the institutions complied with conditions laid down?—But I don't think I quite understand the point. Would that be in order to prevent the extension of the Poor Law hospital system, or what would be the object of that?

60801. Take the out-patient department. There are a great many people who think that that is mischievous?—Yes, and I think very often it is. I think the dispensary system is not very good. (I am not talking of a great hospital like ours in Edinburgh.) In these dispensaries the patients get very scant attention sometimes, and they may get a bottle with some harmless contents just to please them. I don't think the result of that sort of system is likely to be very satisfactory.

Effect of out-patients on medical profession.

60802. Then there is the objection that the profession feel?—Yes, that is another point. The profession feel great objection to the under-cutting.

60803. The sort of idea I had was that one of the conditions should be that the hospitals should stop that out-patient treatment?—That would not be possible in a great hospital, because the patients have to continue treatment. I don't see how it would work in a great hospital.

Method of admission to voluntary hospitals.

60804. Assuming it was stopped, then the hospitals would still be open as before to persons who wanted treatment inside, and they would get that treatment on a letter from their medical attendant?—We have no letters in Scotland.

60805. Do you not have lines of admission?—Very rarely.

60806. How is it done?—The doctors decide the cases entirely on their merits.

60807. Take the Royal Infirmary, is there always a doctor there to decide?—Certainly.

60808. Assuming a number of cases come in, would you make a selection?—You mean if there were not sufficient beds for all?

60809. Yes?—The doctors would select those that they thought most deserving of treatment.

60810. And they do that by examining the people who come in?—Yes. The subscribers have no advantage whatsoever.

60811. What is the process by which a person gets treatment in the hospital?—He would go to the outdoor department and see the physician or surgeon there, and ask his opinion. If the doctor said that it was a case for being treated indoor, then he would send the applicant to the particular ward that he had to go to.

60812. Patients come with letters from their medical men?—Yes, if they come from the country, then they would come with a letter from their doctor.

60813. But if the patient was attended by a medical practitioner in Edinburgh, and their doctor thought it was a case for the infirmary, then they would come in in that way?—Yes. Probably in Edinburgh the doctor would himself communicate with the infirmary if he thought it was a suitable case.

60814. Are there many self-supporting medical provident institutions of workmen in Scotland?—I cannot tell you about that, as I don't know.

60815. There are a certain number of dispensaries?—Yes.

60816. And they are as a rule free?—I really cannot say, because I do not know sufficient about the subject.

Women as members of friendly societies.

60817. Coming to women's friendly societies, you give some interesting particulars in your statement. Have these societies developed a good deal lately?—Not very quickly.

60818. But it is quite a modern growth?—Yes.

60819. Are they on the upward grade?—Yes, but they are not growing very quickly.

60820. Marriage seems to be the most damaging factor that you have got to deal with?—Yes, I think so, in many ways.

60821. Do many married women stay on after they are married?—No, about 80 per cent. of the members who marry withdraw on their marriage.

60822. Do none stop on?—Some do.

60823. Why do these others leave?—They are not earning anything after their marriage.

60824. It is not because they marry persons who belong to some society which entitles them and their dependants to medical relief?—If they marry a friendly society member that may come in, but I do not think that that is always the reason.

Women as members of friendly societies.

60825. Has your society been long enough in operation to make payment to old women because they are sick?—In the Court to which I belong sick pay ceases at sixty-five, and we cannot get our members to take pensions after sixty-five as we intended. By that time nothing will happen unless the State comes in.

60826. After sixty-five seems to be the period when they most want help?—Yes, but it is difficult to have sick relief after sixty-five, because it is difficult to tell when they are on and off sick benefit.

60827. After sixty-five it is apt to become permanent?—Yes. Our view was to pay sick relief up to sixty-five, and after that to give pensions, but unfortunately they would not subscribe for that,—I do not think their wages are high enough to do it.

60828. They would have to contribute before they were sixty-five?—Our idea was that they should begin to contribute when quite young for a benefit to come into operation when they reached the age of sixty-five, but very few took advantage of that.

60829. I thought you had started your Society with the idea that in the course of time old-age pensions would be in existence. You are not very hopeful about the development of female friendly societies?—I think it is going on, but there are some difficulties which must somehow or other be got over.

60830. Do husbands ever pay their wives' contributions to the benefit society?—A wife probably has no income, except her husband's, when she is married. A certain number continue to contribute, so it is probably the husband that pays.

60831. Really marriage is the great obstacle?—Yes, it is the great obstacle in the way of friendly societies for women.

Classification in poorhouses.

60832. *(The Bishop of Ross.)* You desire very much to have a better classification of poorhouses?—Yes.

60833. In the larger houses the classification might possibly be made within the house itself?—My view is that the houses ought to be separate. It is not sufficient to divide the people in the house.

60834. There can be little doubt that that should be done in regard to smaller houses, but you think that even the larger houses should be separate?—Yes.

60835. Referring to the classification that you suggest in paragraph 3, there was a Viceregal Commission on the Poor Laws in Ireland?—Yes, I have read their report.

60836. The report was very much on the same lines as you suggest in paragraph 3?—Yes, but I think it goes a good deal further than I have ventured to go.

Unmarried mothers.

60837. Referring to your paragraph 7, do you think you might set aside some one of the poorhouses you have referred to in paragraph 3 to enable you to deal with those young women?—Yes, I think so. The Irish report contemplated something much more extensive than what I think is quite feasible.

60838. There has been some little experience in Ireland in that way already. After the children reached a certain age the mothers were taken aside and put under kindly influence and put through a period of reform?—Was it done voluntarily?

60839. Yes, and it has been rather successful?—It is an admirable thing.

60840. After the child has reached a certain age the mother is sent into a house of this sort, and is, of course, made to work there, and after some time a situation is provided for her. Would you think that something of that sort might be done to have two or three poorhouses in Scotland for these women?—Something of that kind might be done.

Women as Irish councillors.

60841. Referring to paragraph 8, do you think women might be used not only for the boards, but they might possibly get a little more responsibility within the institutions themselves?—Which women?

60842. You suggest naturally and properly that ladies should be elected on the various boards?—Yes; but the point was rather that women who are not ratepayers are not eligible for being parish councillors. If I wished to stand I would not be eligible, and the majority of the women that one thinks of as possible are not eligible. That does not apply to the membership of school boards, and I do not see why it should apply to parish councillors.

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Women as parish councillors.

60843. Passing over that point and coming within the institution itself, take the matron in the poorhouse and other women in other departments in the various institutions, do you think that so far as the domestic work is concerned, the food, the clothing, and so on, you might throw more of these duties on the women officials and relieve the men officials of that particular work?—I think that might be quite possible, but that is applicable to the very large poorhouses. I am specially interested in the smaller poorhouses, the country poorhouses, and I do not know much about the organisation of the larger ones.

60844. It seems to me that would be particularly a woman's sphere, and they would be much keener on these points than men can possibly be?—Quite.

Inspection of poorhouses.

60845. *(Mr Loch.)* Do you think that the combination poorhouses are sufficiently visited by the committees in charge of them?—No, I do not think so.

60846. Do you find that they are constantly visited by the inspectors attached to the Local Government Board?—They are visited occasionally, but I think if the inspectors could meet with the house committees and talk to them more it might be better. I think it is done occasionally.

Lack of co-operation of charity and Poor Law.

60847. Speaking of a visit paid some time ago to one of these combination poorhouses, it occurred to me that they had very little touch with the outside world in regard to the treatment of the individual cases?—That has certainly been my experience. They do not know about the charitable organisations that might take up the cases.

60848. Nor did I find that any of the churches were in touch with them?—No, they are not.

60849. Are the services performed by persons attached to the various religious bodies?—There is a chaplain who is appointed.

60850. And have you always found him doing the work?—In my experience he has either done the work or he has provided a substitute.

60851. There is some one responsible for the services?—There is usually some one there on the Sundays, but I could not say if always.

Nursing in poorhouses.

60852. Take the case of a place that will hold about eighty. What do you say about the nursing you would find there?—There might be no nursing at all under the law,—it would be quite legal that there should be no trained nursing at all. As a matter of fact, trained nursing is increasing, but pauper nursing is still legal.

60853. Have you found that the matron was practically the nurse?—She is supposed to be, but she has so many other duties that her time is fully taken up without nursing.

60854. I suppose Dr Downes will ask you about the dietary, but I should like to ask you if you are satisfied that the change has followed the report of 1902, which the report itself indicates?—There have been no changes except that the 1850 diet has been abolished.

60855. So the positive work in regard to dietaries has still to be done?—Yes.

60856. In regard to two points in your statement, I should like to ask you whether you think that the poorhouse can really be made reformative in any sense?—I think it might to a certain extent be done. You mean with things standing as they are?

60857. Yes, roughly as they are?—And the same class of people that you have at present?

Extent to which poorhouse can be reformative.

60858. Yes?—I think a good deal might be done that way. I think they might be taught habits of tidiness and cleanliness that they are not taught at present. At present you will find them coming into sick wards in their working clothes. I think they might be provided with some sort of working dress or overalls, and be instructed in many details of that kind.

60859. You touch the point in your statement when you say that nothing is done to radically improve the manners and appearance of the inmates. Sometimes one

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is apt to think that the time for improvement is past?—Yes. You mean old men?

60860. Yes?—But you get some of the other sort too. I have known many cases of men who have been in the poorhouse who were quite respectable men, and had gone in through no serious fault of their own.

Extent to which poorhouse can be reformative.

60861. The class that I thought wanted it most was the girls who had got into the house?—Yes. You mean that they might be improved?

60862. Yes?—Certainly a great deal might be done there.

Need of health visitors.

60863. In paragraph 10 you say that the idea of friendly help and wise advice seems to have been at the basis of our system of relief, and you cannot see that this system might not be infused with life by calling on those who are more than ready to help to assist in working for the community under proper direction. Granted that there are health visitors now, is it not possible to form some kind of associative centre by which that would be done for the individual cases which to a large extent would be preventative?—Yes, I think a great deal could be done in that way, preventing rather than just applying curative means, sometimes when it is too late.

60864. How could one best fix that idea on to the machinery? Would the idea be to have it as a separate visiting organisation, outside the Poor Law, as it now stands?—I think it might be a voluntary organisation, but it would have to be recognised by the Public Health authority or the Poor Law authority, or else it would not be efficient. If it was recognised, I do not think you would have any difficulty in getting men and women to do that kind of public work. It is work that appeals specially to women, and, if recognised, I think they would do it *con amore.*

60865. If you had a centre of this kind recognised, it would play into the hands of the outdoor relief from the Parish Council?—Yes, as things are at present. Unless it came under the Public Health department, it would be in connection with the Parish Council, but I feel, so far as sickness is concerned, it ought rather to be under the medical officer of health.

60866. Could it be of a double form, so that the cases should be dealt with as they need in both ways?—I think it might perhaps be done in that form. That did not occur to me.

60867. Your Public Health authorities work fairly well with the Poor Law authorities here?—Yes, I think so. I was also thinking that the information these associations get would be extremely useful to the medical officer of the county.

60868. You would be in favour of one centre for all the information?—Yes, so that all the reports would go to this one centre, and the head medical officer for the county would have all this material ready to hand, so to speak. I think it would assist him very much.

60869. And would it be feasible in a comparatively small town?—Yes, I think so.

60870. Would the churches be likely to join?—I think so. I think the nurses would join and the church workers; it would have to be done very carefully, but I think the voluntary associations would take it up.

60871. And they would yield to certain rules and principles?—Yes, naturally.

Co-operation of voluntary hospitals and Poor Law.

60872. I should like to ask you whether you think that the hospitals might be brought with the Poor Law infirmaries into some sort of reorganisation on the basis of a common board and giving a status to the voluntary charities, but not giving them grants or interfering with them?—Yes. I think giving them grants would be difficult unless you gave representation.

60873. Suppose it was not a question of giving them grants, but having a fairly representative hospital body for the town, which would be in touch both with the Poor Law hospital and the voluntary institutions, do you think they could not be brought into closer touch in that way?—They might be, perhaps. You mean all the hospitals—Public Health hospitals and Poor Law hospitals? There are three sets at present.

60874. Yes, so that there would be some sort of co-operative action between them?—Yes, I think that could be done.

Co-operation of voluntary hospital and Poor Law.

60875. At present they hardly know one another?—Yes, and it is very anomalous, no doubt. In some ways people would prefer going to a Poor Law hospital, because where they are well organised, as they are in Glasgow, you do not have students, and there is thus a certain advantage in going there. But the whole position is so anomalous, and there is so much overlapping, that it is a matter that must be very carefully considered.

60876. In your opinion this reorganisation clearly lies before us as the next step to take in regard to medical relief. It is the most important thing to undertake?—Yes, I think it is most important to see what should be done.

60877. Have you in Edinburgh any relation between the hospitals and charitable bodies, so that the charitable bodies work in close connection with the hospitals?—We have no almoners.

Dietary in poorhouses.

60878. (*Mr Lansbury.*) With regard to the dietary, it is not only a question of the nourishment value of the dietary?—No.

60879. You think there should be more variety?—Yes.

60880. I just have seen dinner being served up in one workhouse. Everybody is supposed to be capable of taking a certain kind of broth. Is there not a good deal of waste?—It is being varied now. Then you must remember that broth is a staple food in Scotland. It might seem more odd in England than in Scotland.

60881. First there was broth and then there was mince, and they got a bowl of each. I do not think everybody would take that, although they were Scotch people?—It is a very good dinner.

60882. Probably it is, but I wondered if 150 people could all take the same thing?—Of course, you could vary it indefinitely. I think common sense is teaching the governors and officials.

60883. If you split up all the various classes as you suggest, would it not be possible to split up the food?—Certainly.

60884. You are thinking of the nourishment value and I am thinking of what people like?—Certainly, I think there would be great differences if you divided the poorhouses into different classes.

Unmarried mothers.

60885. Taking your paragraph 9, how long would you propose to keep a woman in. Would you detain her permanently?—No. That is a very difficult question. Each case would have to be considered by itself. I think the problem is a very difficult one, because it is interfering with the liberty of the subject, but at the same time the results are so disastrous that I cannot see any other way.

60886. I suppose we might detain the men too where reason was known?—Yes, I think so.

Relief to widows with children.

60887. Are you in favour of giving the mothers who bring up their children quite the same payment as you would give to a woman with whom children were boarded out, supposing the mother to be a respectable widow?—I think she should be paid the same allowance for food and clothing.

60888. That is in order that she might bring up her children properly?—Yes.

60889. You do not think that injures the mother in any way?—No, but I think she should be looked after, to see that she really performs her duty. That is my point. If the State undertake to pay for the bringing up of her children, they should see that it is properly done. They should see that she does not get drunk or anything of that kind.

60890. If she did, you would take her away?—Yes.

60891. The point all the time is to preserve the family life and keep them away from the contamination of knowing that they are paupers?—Yes, one would be glad to do that. Certainly a poorhouse is a most pernicious place for children.

60892. Would you be in favour of the children whose health required them to stay in the poorhouse being apart from the Poor Law altogether? I mean to say,

Transference of pauper children to education authority.

instead of the Poor Law being the authority to give the relief, would you favour the educational authority doing it?—Yes, if it could be done; if it could be kept separate it would be very much better that the educational authority should undertake that work.

60893. There should not be any difficulty in regard to respectable mothers?—No.

60894. And there should not be much difficulty either if you boarded out?—No. I think the more you separate children from the Poor Law the better.

Dissociation of medical relief from Poor Law stigma.

60895. I make out from your paragraph 11 that you are in favour of an ordinary decent person who is sick not being treated as a pauper?—Yes. I think it is rather anomalous that he should be so treated if he happens to get into hospital. If he goes into a voluntary infirmary he has every luxury, and he has no stigma attached to him at all, whereas if he goes into a poorhouse hospital he has this stigma resting upon him.

60896. It is better that he or she should pick up well and quickly?—Yes.

60897. They should be encouraged to come forward and get well?—Yes, you want them to recover as soon as possible and not to become paupers, and that is one reason why I should like to keep the hospitals quite separate from the poorhouse. If possible, they might be under the Public Health authority—I do not know about that—but they should be kept separate as much as possible.

Deterrence of Poor Law relief in phthisical cases.

60898. In regard to phthisis, we heard this morning from a doctor that the mass of the people who come to the Poor Law for relief come when it is too late?—Yes.

60899. They struggle on?—Yes. They dislike going into the poorhouse, and they put off till it is too late. That is a very serious matter.

60900. What ought to be done is to make it easy for them to go before they are so bad?—Yes, I think that is a very important matter, with phthisis particularly. I also think that the dispensary treatment of phthisis is often unsatisfactory.

Married women as members of friendly societies.

60901. There is one other matter with regard to the women's friendly societies. Of course, unhappily a working woman when she gets married has generally nothing, and I suppose the reason that she and her husband don't both belong to a friendly society is that the wages don't run to it in a good many cases?—Yes, that is so, but it is not always the case.

60902. But very often it is the case; there are so many things to provide for when people get married?—Yes, but I think the joining of a society ought to be encouraged, because it is so very useful to have something, especially at the time of child-birth.

60903. If a woman started paying in when she was young, how much would she get when she was sixty-five?—I think you will find in most societies that 1s. a month at eighteen would bring about 4s. or 5s. a week at sixty-five.

Boarded-out children.

60904. (*Mr Gardiner.*) Referring to paragraph 6, have you had any experience of boarding out?—Not personally, but I have known boarded-out children.

60905. Do you think there is as much inspection as there should be?—That is a very difficult question. You mean in Scotland?

60906. Yes?—I have not known of any abuses, but I have heard of some.

60907. But you have never known of any?—No, not personally. If there are any, I think they could be obviated by a rigid investigation of foster parents.

60908. Would you like to see a ladies' committee such as they have in England?—Yes, or done in some other way—through the teachers, and so on. A certain amount is done in that way.

60909. You would develop the responsibility of the teacher as far as possible?—Yes. He should be informed that the child is boarded out, and he might have supervision over the child.

60910. Referring to paragraph 8, what you want is residential qualification, as is the case in England?—Yes.

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Boarded-out children.

60911. (*Professor Smart.*) In paragraph 6 you say that the boarding-out system should be insisted on when the alternative is living in a poorhouse. Are you there thinking of any other alternative?—Yes, they are sometimes got into homes and paid for by the parish.

60912. What kind of homes?—Homes for girls or boys. I have known some cases like that.

60913. Do you prefer that?—I have known it turn out very satisfactorily, but it all depends on the home.

60914. You would not prefer that to boarding out?—Not as a rule. I think the boarding out is the best plan for the parish to adopt. Where the child is a difficult child to deal with, it is perhaps better that the home system should be adopted.

Dietary in poorhouses.

60915. (*Mr Bentham.*) With regard to diet, you make a comparison between the prison diet and the poorhouse diet, and you think that the prison diet is better than the poorhouse diet?—Yes.

60916. Is there not a reason for that, in this sense, that the punishment in the prison is loss of liberty, while in the poorhouse persons are not compulsorily deprived of their liberty. It is said the only thing that society owes to the poor is a bare subsistence, and does not the poorhouse diet give all that?—It comes up to subsistence, but that was not my idea of what the State owed to the individual. I thought that the State should restore him to be a useful member of society, if possible.

60917. If the diet is sufficient for subsistence, they could not do more in the way of restoring?—Yes; a man might surely get thinner and thinner and still continue to live.

60918. But then he would not be getting a sufficient diet?—It would be sufficient to preserve him in life; but the point is that he has not sufficient diet to restore his efficiency.

60919. Then you think that the diet in the poorhouse is insufficient from a food value point of view?—Yes.

60920. Have you seen the diet that has been in operation in the Leith Poorhouse with the additions made on the recommendation of the Local Government Board?—No.

60921. Therefore you are speaking of some diet that we are not familiar with?—I am speaking of the diet laid down in the old rules; but my point is that these should be entirely revised as recommended by the Departmental Committee. I think the diet is improving in Scotland.

Classification of paupers.

60922. As regards classification, if I understand paragraph 3 correctly, you desire to see separate institutions for separate classes of inmates?—Yes.

60923. But still all under the Poor Law?—That is another question. While they are under the Poor Law I should certainly like to have separate institutions for the different classes, but of course the alternative would be to take the sick away from the Poor Law.

60924. That is rather another question?—Yes.

60925. Was it your intention, in paragraph 3, merely to suggest classification under the Poor Law?—Yes.

60926. And you suggest that the classification should be in separate institutions instead of in one institution?—Yes.

60927. You don't agree with the new provision at Stobhill in Glasgow, where all the classes are practically put on one site?—No. I would prefer a separate institution, because I think the conditions are so different.

60928. As to which authority is to manage it is really another question?—Yes.

60929. On which you are not prepared to give an opinion?—I am only prepared to state my views.

Nursing in poorhouse hospitals.

60930. In regard to nursing in institutions, there is rather a difference, is there not, between voluntary hospitals, where the cases are mostly acute, and poorhouse hospitals, where the cases are mostly chronic?—Yes.

60931. You make a comparison between the number of patients per nurse?—Yes, but I naturally don't propose to have them on the same basis, although really

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those chronic cases require a great deal of attention to avoid bed-sores, and so on.

60932. Voluntary hospitals don't keep chronic cases; they get rid of them as quickly as they can?—Yes.

Nursing in poorhouse hospitals.

60933. You agree that no child should ever enter a poorhouse?—I should be only too glad to see that.

Treatment of pauper children.

60934. Could that not be very easily arranged by the provision of a hired house to receive the children and keep them until such time as they are boarded out, or sent away?—Yes.

60935. There are no such homes in Scotland?—Not that I know of.

60936. Even in the newer poorhouses provision is made for the children in the poorhouse?—That is so. It is not what it ought to be.

60937. With regard to boarded-out children, I think, in answer to a question, you rather agreed that a like sum should be paid for children maintained by their mother in receipt of Poor Law relief as is paid to the guardians of boarded-out children. Is there not something paid in the latter case for attention—does not the guardian really receive something for the attention given?—I am not quite sure I was right if I said that. I simply meant that the children should be sufficiently paid for.

60938. You think that sufficient aliment should be given to the children to enable the mother to bring them up properly?—Yes.

Effect of state aid to voluntary subscriptions.

60939. You would not like to see the voluntary hospital system die out altogether?—No, personally I should not. I think they have great powers of initiative, which the State hospitals could not have.

60940. If hospitals were provided by the State apart from Poor Law, would there be any necessity for people to subscribe to the voluntary hospitals?—I think they would still subscribe.

60941. What necessity would there be for subscriptions if the State were providing fully equipped hospitals?—They are doing it just now. Apparently in other countries you can have the two running side by side. I may say that we have been inquiring about it.

60942. You are referring to Germany?—And to America.

60943. They have no Poor Law institutions there similar to ours; theirs is a system that has grown up under very different conditions?—But they have practically the same thing, State-supported and voluntary both.

60944. Do you think that the same system might do here?—Yes, I think so. I should be sorry to see voluntary hospitals going out. We have excellent State hospitals now, and apparently the voluntary hospitals have not suffered very seriously from them.

60945. (*Mrs Bosanquet.*) I notice you said that one advantage of the Poor Law hospital was that the students had no admission there. You would not approve of turning Poor Law hospitals into medical schools?—I think it is a pity that all that material should be wasted, so far as students are concerned, but at present it is the case that Poor Law hospitals have that advantage from the patients' point of view, namely, the advantage that there are no students.

60946. And it is a great advantage to some patients?—I used to think it was a great advantage, but, after talking to the patients, I don't know whether they all quite agree.

60947. Do you think it would be possible to protect those patients who do object to it?—Yes, I think something might be done if they did object.

Local administration.

60948. (*Miss Hill.*) In paragraph 4 you say that the house committees of combination poorhouses meet very seldom, and as the members are very scattered attendance seems difficult and interest not great. I suppose the more these small scattered poorhouses were allocated to special classes, the more it would be the fact that it would be difficult for the members to attend and take an interest, as they would be further off still, would they not? The larger the area the more the people are separated?—Yes, but I think that the governing body should be local.

Local administration.

60949. You think it should be local?—Take a combination like ours; we have some highland parishes and some lowland parishes. There is not an enormous distance between them as the crow flies, but some of them are very inconveniently placed, and the consequence is that there are only quarterly meetings of the committee, and these are not attended by nearly all the delegates. The system is therefore very unsatisfactory. I think it would be better to delegate the management to a committee that was reasonably near.

60950. Could that be done although the locality served was a large one?—I think, so far as the house committee goes, it should be done. There are certain questions which could be decided on at annual meetings.

60951. But you would have the more detailed supervision from a committee living in the immediate neighbourhood?—Yes, I think so.

Inspection of boarded-out children.

60952. You are aware of the very marked difference of the inspection of boarded-out children in England and Scotland?—Yes.

60953. In England we require to have a committee of ladies in the neighbourhood wherever children are boarded out?—Yes, so I understand.

60954. Do you think that is an advantage or a disadvantage?—I quite think there ought not to be too much interference.

60955. You would rather be in favour of the system of less inspection, which prevails in Scotland, than the very minute inspection we have in England?—Yes; I think a certain amount of inspection is desirable, because occasionally there are abuses. I have heard of abuses, and I believe they do exist.

60956. You would rather risk a certain amount of that and develop a sense of responsibility and independence on the part of the foster-parents?—Yes. I should be sorry if that were interfered with in any way.

60957. So on the whole you are in favour of the Scottish system?—Yes. I think something might be done, but I don't think that anything very drastic is required.

60958. You want something in the way of appointing a lady inspector?—Not an inspector, but I want more co-operation with teachers and so on. There is a voluntary society taking up this question just now—the Scottish Girls' Friendly Society. They are taking up the inspection of boarded-out girls as part of their work, and I understand they are very anxious to get into touch with them.

60959. And to get official recognition?—I don't know if they would ask for that, but I think they ask for the names of the children. I have only been told about this scheme lately. It is a little different from the English society.

60960. Coming to paragraph 7, have you anything analogous to our Workhouse Girls' Aid Society?—No. I think that would be of great assistance.

Co-operation of charity and Poor Law.

60961. It would be very much wanted?—I think it is a pity in Scotland that our poorhouses seem so very much separated from all voluntary organisations. So much more could be done if the governors and matrons knew what to do.

60962. In fact, all the knowledge which is possessed by the various charitable agencies ought to be brought to bear on them?—Yes.

60963. In paragraph 8 you speak of the difficulty of ladies getting on to Parish Councils. You would be sorry to see the ratepaying qualification done away with, with the present tendency to extravagance?—I should like residence to be sufficient.

60964. You would abolish rating qualifications for everybody?—Yes, for everybody. In the case of the School Boards you have simply to live in the parish and you may be elected. I think it ought to be the same with the Parish Councils.

Abolition of rating qualification.

60965. You would abolish the rating qualification altogether?—Yes. Then you see the Poorhouse committees have members elected from the Parish Councils, so there is very little chance that a woman ever gets on to a combination poorhouse committee. The members of the committee are chosen from the Parish Councils.

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Addition of dating qualification.

60966. In paragraph 9 you say that our poorhouses are not reformative. Is that because there is very little occupation in them?—They get occupation, but not very interesting occupation. I think more might be done in that way.

60967. Have you anything analogous to our Brabazon Society?—Yes, and it is doing admirable work.

60968. Is it used?—Yes, it is used in some of the poorhouses, but it only applies to the infirm.

60969. You would feel the need of more occupation, if it were possible to devise it?—Yes.

60970. (*Dr Downes.*) With regard to dietary, your objection, I take it, is that it is inadequate?—So I am told.

Dietary in poorhouses.

60971. You are speaking of the dietaries from the point of view of physiological sufficiency?—Yes.

60972. Have you any other objections?—It varies in different poorhouses. There are various things which I think ought to be considered in respect of the dietary. I think things are improving, but there is still room for improvement.

60973. Are there any points you would like to mention specifically to us?—There are many details, such as using plenty of vegetables and not selling all the vegetables. Poorhouses have large gardens as a rule, and there is a temptation to sell the produce instead of using it. Now, it is very important that they should use as much green food as possible. Another thing is the cooking; sometimes they don't have a skilled cook, and things are not very well cooked. There are quite a number of small points like that, most of which were dealt with in the report of the Departmental Committee.

60974. Points of household management?—Yes.

60975. With regard to the varieties of dietaries, have you considered that the dietaries of the different districts should assimilate with the food of the people in those districts?—Yes, as much as possible.

60976. And would there be a considerable difference in the food of the people in different parts of Scotland?—In the towns and country there would be a little difference, but not very much.

60977. Would you have regard to these differences in the town and country?—Yes, I think so.

Administration of poorhouses.

60978. Then, in regard to the government of a poorhouse, do you have any cases where the matron is governor?—Not that I know of.

60979. Do you know whether that is possible under the Scottish regulations?—I cannot tell.

60980. You would like to see associations such as exist in England whereby parish councillors and officials could meet together?—Yes.

60981. Have you Poor Law conferences?—No, we have nothing of that kind.

60982. In England they are regulated and authorised by orders of the Local Government Board?—Yes. If we had these meetings then these points could be discussed, and officials would know what was going on.

60983. They give an occasion for interchange of opinion?—Yes.

Night nursing.

60984. You tell us that the nights are very trying when there is no light in the wards. Are the lights extinguished in the sick wards in Scotland?—I think so; at least that is my experience, but of course I am only speaking of the small poorhouses. The point is that it is very unsatisfactory to have no proper nursing at night.

60985. Would they have no night-lights?—I never heard of their being used.

60986. (*Mr Patten-MacDougall.*) You are not speaking for all poorhouses?—No, I am only speaking of those that I know about, and there are no night-lights there.

60987. (*Dr Downes.*) You tell us there are over 1,800 children in the Scottish poorhouses. Do you know the reason that leads to their retention in the poorhouses?—No, but I can imagine some of them.

60988. Sickness?—The Local Government Board discourages their being kept in poorhouses, and urges that they should be boarded out; but they are very often kept in too long.

60989. As I understand with regard to the sick, they might be fit for boarding out, but you cannot tell how many of those will be sick?—No, I cannot tell. It is not stated in the returns I have seen.

Transference of cases from voluntary hospitals to Poor Law.

60990. In your capacity as a manager of the Royal Infirmary of Edinburgh, are you aware of any difficulty in transferring chronic cases that can no longer be kept in your infirmary?—You mean transferring to the Poor Law?

60991. Yes, or elsewhere. Have you any difficulty in transferring them to the Poor Law. Have you found any objection in regard to receiving them?—I think they have got to take them. I never heard anything of the kind.

60992. Your patients come from all parts of Scotland?—Yes.

60993. And they would not necessarily have a settlement in Edinburgh?—No.

60994. Has there been any difficulty in regard to cases of that kind?—There may have been, but I have not heard of any.

60995. Is there any co-operation of which you are aware between the hospitals that deal with cases of phthisis and the health authorities with regard to the homes of those patients?—I believe there is, but I would prefer that you should ask someone that knows the details of the working of that system at present.

60996. You told us that there were excellent State hospitals, and that the voluntary hospitals had apparently not suffered. Are those State hospitals hospitals for infectious diseases?—Yes, and then there are excellent Poor Law hospitals in Glasgow.

Children in poorhouses and reasons for detention.

60997. (*Mr Patten-MacDougall.*) Is there a reluctance on the part of the Parish Councils to board out these children that you say stay too long in the poorhouse?—When I inquire about it, I am told that they cannot find foster-mothers.

60998. Is that because they don't search for them?—Yes, or that the payment is so very small that they cannot get the foster-mothers to take them. I don't think it is always gone about quite energetically enough.

60999. Mainly on the part of the Parish Councils or their officials?—That is what struck me.

Quality of Poor Law administration.

61000. Speaking of the Parish Councils in Perthshire, do you think, as a whole, they are doing their work well? I think there is very honest administration so far as that goes, but I don't think it is very intelligent, if you ask me.

61001. Is there that continuity that is required?—No. I think it would be better if one-third of the members retired every year; that would help to preserve the continuity.

61002. Is there much change in the personnel of the smaller Parish Councils in Perthshire?—They do change.

Tripartite election of parish councillors.

61003. You think if there was a retirement of one-third every year it would be better?—Yes.

61004. We have been told by many that that is desirable in the case of large burghal parishes. Are you of opinion that it would also be desirable in the case of rural parishes?—I think so, but my view is rather theoretical.

61005. The one thing you are very strong on is that there should be more medical inspection of poorhouses than there has been in the past?—Yes.

61006. You feel that that is a great want?—Yes.

61007. You have experienced that yourself?—Yes, very strongly.

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Mr Matthew Andrew Reynard, called and examined.

61008. (*Chairman.*) You are Inspector of Poor of the parish of Falkirk?—Yes.

61009. You have been kind enough to supply us with your statement. We shall put that in as your evidence-in-chief?—Thank you.

(*The witness submitted the following statement.*)

1. I am Inspector of Poor of the parish of Falkirk. I have held that appointment for one year. The whole of my business career has been spent in the administration of Poor Law in Scotland. For the three years prior to my entering on my present appointment I was Inspector of Poor of the parish of Houston, and before that I was an Assistant Inspector.

Topography, population and assessment of Falkirk parish.

2. Falkirk parish is situated in the eastern district of the county of Stirling. Its area is 19,882 acres, and it extends about 5 miles from north to south and 8 miles from east to west. It contains one burgh—Falkirk—and several villages. The population, according to the census of 1901, was 36,628, and the rent valuation for this year—1906–1907—is £200,000.

Social and industrial conditions.

3. The great majority of the inhabitants of the parish are engaged in industrial pursuits, those in the burgh being mostly employed in ironworks, at the manufacture of light castings, grates, etc. The inhabitants of the villages are mostly engaged in coal-mines and brickmaking. There are valuable farms in the parish. No single landowner is proprietor of any large portion of the parish, and several farms are owned by their occupiers.

4. During the past few years large numbers of men have been employed at the construction of new docks at Grangemouth, situated about half a mile beyond the parish boundary, and at railways which lead to these docks, and which pass through Falkirk parish. These railways are still under construction. Many men of a migratory class, engaged at these docks and railways, have resided in Falkirk, and parochial relief has been required by a proportion of them.

5. The iron trade has for some years been, and still is, in a depressed condition locally, and the demands for relief have consequently increased.

6. The situation of the town of Falkirk, and the demand for unskilled labour which normally exists there, bring to the town large numbers of men who obtain, as they probably only seek, intermittent employment as labourers, and others who live as tramps. The town contains several lodging-houses for the use of such men: these houses provide accommodation for about 1,000, and are usually well filled. Such men often apply for parochial relief or become chargeable to the parish through illness.

7. The parish contains no works which employ females in large numbers.

8. The normal average weekly wage for male labour is about thirty shillings; the demand for female labour is slight, and the normal average weekly wage for females is about seven shillings.

Procedure for obtaining Poor Law relief and qualification of applicants.

9. The administration of Poor Law in the parish is carried out in strict accordance with statute and the rules and instructions of the Local Government Board for Scotland. All applications for relief must be made at the office of the Parish Council in Falkirk. 1,350 such applications were made in 1906. The relief given is either (*a*) outdoor relief by way of grants to applicants who continue to reside out of the poorhouse, or (*b*) indoor relief or maintenance in the poorhouse.

10. Applicants for outdoor relief are, on the receipt of their applications, visited at their homes by the medical officer of the Council and by the inspector of poor or his assistant. Temporary relief is granted by the inspector when required. Applications are submitted at the next monthly meeting of the Parish Council, who decide whether outdoor relief is to be granted or refused, and if granted, its amount, or if indoor relief is to be offered.

11. Applicants for indoor relief, and applicants for outdoor relief to whom the Council are willing to give indoor relief, are examined by the medical officer, whose reports to the Council on their fitness or unfitness for self-maintenance form the sole criterion for granting or refusing indoor relief. Applicants for indoor relief are never given outdoor relief

Procedure for obtaining Poor Law relief and qualification of applicants.

12. Applicants for outdoor and indoor relief have a statutory right of appeal to the Sheriff (County Court Judge) in Falkirk, or to the Local Government Board for Scotland, in respect of refusal of relief or alleged inadequacy in the relief granted.

13. I would suggest the continuance of the methods of dealing with applications for relief above referred to. They have hitherto been found to work well in this parish, and statutory appeals against decisions of the Council are practically unknown.

Payment of out-relief.

14. A person in receipt of outdoor relief must, if physically able, draw the allowance personally at the Parish Council office for the first six months, if relief continues for so long. In cases of illness, the relief is paid to a known representative at the Parish Council office. All allowances are granted in money at a weekly rate, and are paid weekly for the first six months. The inspector of poor or his assistant visits each recipient of outdoor relief once a month for the first six months. After the lapse of six months from admission to relief, aliment is paid fortnightly at the Council office to the recipient personally, or to a representative, at the recipient's option, and the recipient is visited once a quarter. Should change of circumstances lead the inspector to think that relief should not be continued, the matter is reported by him at the first meeting of Council, who decide on the continuance or withholding of relief.

Employment of paupers.

15. All persons to whom indoor relief is granted are sent to the parish poorhouse, which is situated about a mile from the office of the inspector of poor. On arrival, they are bathed and sent to a probationary ward, or, if necessary, to a hospital ward. The medical officer visits the poorhouse once a day, or oftener if required. He thoroughly examines each person admitted, fixes which of the prescribed diets of the Local Government Board for Scotland is to apply to that person, and reports whether or not that person is fit to take part in the labour provided for inmates. Older men, able to work, are employed in preparing firewood. Younger men are employed in laying out, draining, and cultivating the grounds attached to the poorhouse. Females are employed in sewing, knitting, laundry work, and cleaning.

Dietary.

16. The classes of diet prescribed by the Local Government Board for Scotland are provided.

17. In order that indoor relief may not be continued longer than is necessary, all persons receiving such relief are examined by the medical officer and the inspector of poor quarterly at least, and those certified by the medical officer as able to maintain themselves are discharged from the poorhouse.

Provision for surgical operations for paupers.

18. The Parish Council is specially fortunate in having been able within the past year to enter into an agreement with the managers of the Falkirk Infirmary for the reception and treatment in that institution, at fixed and reasonable rates of payment, of all persons chargeable to the Council who require surgical treatment. The agreement has been acted upon. A similar agreement was within the past year made with the managers of the Falkirk Hospital for Infectious Diseases, but it has not yet been necessary to act on that agreement.

Treatment of phthisis.

19. When Falkirk poorhouse was erected three years ago a special phthisical ward was constructed, which affords the means of treating phthisical patients according to the most modern methods.

Boarding out of aged male paupers.

20. A successful experiment was made last year in boarding out during the summer with the farmers in the neighbourhood of Falkirk several old male inmates of the poorhouse chosen as the most deserving. The men greatly appreciated such a pleasant break in the monotony of their lives, and their healthy, open-air life, which they spent partly in light labour, which was purely optional on their part, combined possibly with a change in diet, helped to fortify them against the rigours of winter. I propose to continue the experiment.

Treatment of pauper children.

21. Orphan and deserted children chargeable to the Council are, when their health permits, permanently boarded out by the inspector of poor. When possible, they are sent to counties other than Stirling, as it is thought to be to their advantage that they should be removed from the scenes of what was possibly an unhappy childhood. The guardians of such children are carefully chosen as being likely to attend to their educational and moral training. Arrangements are made for the attendance

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of all such children at public schools. The addresses of such children are made known by the inspector only to the members of a small committee of the Council specially charged with the duty of visiting them. At present, of the 131 children chargeable to the parish, 90 are boarded out, and they reside in the counties of Stirling, Lanark, Dumbarton, Perth, and Midlothian. It is found that children so boarded out grow up with little of the taint of pauperism which continued residence in a poorhouse seems to entail, and that, after being fitted to maintain themselves, they rarely lapse into pauperism. The Council find it difficult, and in some cases impossible, to prevent relatives, of whose relationship they were in many instances formerly unaware, from taking the children away from the homes so provided for them by the Council on their passing the compulsory school age (14) and becoming potential wage-earners. The residence of the children with such relatives is seldom of advantage to them; their sole recommendation to such relatives seems to be their money-making capacity.

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22. A matter which causes anxious thought is the treatment of children who, from mental or bodily weakness, cannot be boarded out. With every wish to extend to such children the most favourable treatment possible, an inspector finds that their disablement debars them from the privileges of boarding out. A poorhouse is obviously not a good place for their upbringing, but the limited number of suitable institutions to which such children can be sent makes their retention in a poorhouse imperative in many cases. In the Smyllum Orphanage, Lanark, Roman Catholic children are treated with the utmost care, as are Protestant girls in the Stirling Girls' School. But the limited accommodation in these institutions and the lack of other institutions of a similar nature compel the Council to bring up in the poorhouse many children whom they would be glad to send to such institutions were they available.

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23. Another matter which requires serious consideration is that numbers of girls become chargeable to the Parish Council through their own immoral habits. The excess of the supply of female labour over the local demand causes keen competition for employment, and a girl who becomes known to be of loose morality finds extreme difficulty in obtaining or retaining employment, and usually persists in an immoral life until affected with venereal disease. Since 1st January 1907 seventeen girls between the ages of fourteen and twenty-five, suffering from venereal disease, have become chargeable to the parish, and have been sent to the poorhouse for treatment. The Council have sent some such girls to Salvation Army Homes at the expense of the rates, but only with indifferent success, the girls not being amenable to the discipline of the Homes, and leaving in some cases before being cured of disease.

lvantages of door over tdoor relief.

24. When relief has to be granted, I prefer that, except in the one case after mentioned, it should be by way of indoor relief. The advantages of indoor relief are, shortly, that the recipients are under the direct supervision and control of the Council and its servants; such of them as can work contribute to their maintenance by doing so; those who require medical attendance receive that attendance at the hands of the medical officer; the whole of the money spent on them goes directly to maintain them, and no opportunity is afforded them of devoting public money to other purposes, as is often done when outdoor relief is given; their cleanliness and comfort are assured; they are fed according to a diet thought by those in authority to be suitable; they are removed from the causes of their poverty, which might otherwise lead to their degradation; and they are prevented from being, as would too often be the case, a source of danger to others.

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25. In only one case do I favour the granting of outdoor relief, viz. to deserving widows with young children, and to wives of good character whose husbands are disabled through infirmity from supporting their wives and young children. In such cases it is probably desirable to maintain homes under the care of parents, and secure for the children the benefit of being brought up by and with parents whose upbringing of them may be to their advantage. The children in such cases do not require to know of parochial relief being given.

26. Many disadvantages attend the granting of outdoor relief in other cases. When the amount granted is small, it is not infrequently given on the ground that it is cheaper to allow such a sum than to maintain the recipient in a poorhouse. The results to the recipient and to the public do not receive due consideration.

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27. The granting of outdoor relief to aged persons who have families is not advisable. Such relief is often given to supplement contributions made by families who are quite able to maintain their parents without public assistance. When I came to Falkirk I found that public relief was given to widows who had sons possessing house property which yielded a considerable free income, and to others who had sons earning as much as £300 a year for one individual son.

Outrelief to aged persons.

28. Aged men and women living alone are not, in my opinion, proper objects of outdoor relief. Their frailty and their unwillingness or inability to keep themselves clean, which are frequent, make them a source of danger to the public health, and they have a less comfortable and healthy life than they would have in a poorhouse.

Deserted wives.

29. Deserted wives should not receive outdoor relief. The knowledge that such relief may be got tends to increase wife desertion. Many wives, relying on such relief, are more or less indifferent to desertion, and live on such terms with their husbands as induce desertion. Had such wives to reside in a poorhouse during desertion, I should look for an abatement of the evil. The allegations of desertion made to the Council are frequently untrue. On prosecuting husbands, I have more than once failed to obtain a conviction through a husband proving that, during the time of alleged desertion, he had sent his wife sufficient money for her maintenance, which fact she concealed from the Council.

Effect of outrelief on providence.

30. The granting of outdoor relief, except in the one case which I have mentioned, tends, in my opinion, to foster improvidence. The prospect of obtaining such relief on attaining a certain age or degree of infirmity leads many to see no reason for saving money for their maintenance in old age or sickness.

Tramps and vagrants.

31. Situated about midway between the east and west coasts of Scotland, and on the main high roads from north to south and from east to west, and being an industrial centre, Falkirk parish is a favourite resort of habitual tramps who, ostensibly on the outlook for work, wander over the country during the summer and endeavour to spend the winter in a poorhouse. Of the 1,350 applications for relief made in 1906, about 900 were by persons supposed to belong to that class.

Effect of operations of Workmen's Compensation Acts.

32. The coming into operation of the Workmen's Compensation Acts appears to have led employers to dispense, to a greater extent than was formerly the case, with the services of men partially disabled through advanced age or such infirmities as defective eyesight and deafness, and applications by men who allege such a cause of their unemployment are frequent.

Class of applicants for relief.

33. Applicants for relief are generally members of the unskilled labour class, their wives, widows, and children; our records show about 90 per cent. of the applications for relief made in this parish to be made by such persons.

Causes of pauperism.

34. In this parish the leading causes of pauperism are apparently intemperance, improvidence, early marriage, and heredity and environment.

35. Despite the fact that they earn good wages, many workers in this district live in lodging-houses at a cheap rate and spend the bulk of their earnings on drink. Unfortunately, many who are householders are also of intemperate habits, which in course of time cause the breaking up of their homes. Such men frequently break down and become unfit for their ordinary work at a comparatively early age, and after possibly working for some time at unskilled labour, degenerate into chronic poorhouse inmates or tramps.

36. Large numbers of these in receipt of a fair wage, averaging, as before mentioned, about 30s., make little provision for their maintenance in sickness or old age, and on their power to maintain themselves coming temporarily or permanently to an end, any resources which they have are soon exhausted and they have to ask for parochial relief.

37. Marriages are frequent between young persons who have made no proper provision for house-furnishing, sickness, or other matters calling for special expenditure, whose whole means are spent in a hand-to-mouth maintenance of themselves and their frequently large families, who live in a constant state of greater or less poverty, and whose resources are found wanting when any abnormal expenditure is necessary. Such a class contributes largely to the demand for parochial relief.

38. In Falkirk, when an application for relief is received, search is invariably made in the Council's records to ascertain if the parents or other relatives of the applicant have been chargeable to the parish. The frequency with which that is found to be the case—quite 50 per cent. of

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our applicants resident in the parish being found to be children of parents formerly chargeable — points to pauperism being to some extent attributable to hereditary influence, combined probably with the circumstances of the upbringing of the applicants in the knowledge that the parish contributed to their maintenance.

Personnel of Parish Council.

39. The Falkirk Parish Council consists of 25 members, 17 of whom are elected by the ratepayers of the burgh of Falkirk and 8 by the ratepayers of the country parts of the parish. Of the burgh members, 2 are shopkeepers, 2 are clerks, and the remainder are working-men. Of the country members, 3 are shopkeepers, 1 is a land steward, and the remainder of the working classes. There is little competition for the membership of the Council, and contested elections are rare. The constitution of the Council here is, I take it, practically the same as is found in other industrial parishes.

Relief to able-bodied.

40. My experience leads me to believe that it is unnecessary and inexpedient to give able-bodied persons claims to parochial relief. In times of industrial depression the necessity no doubt exists for aiding many able-bodied persons, but such help has hitherto been given by voluntary associations; and while such associations may, as I think they can, be expected to continue their work, I think parochial relief should not be granted. The taking of relief from a voluntary association does not seem to affect a recipient in the injurious way that the receipt of parochial relief does. The latter tends to destroy the self-respect and self-reliance of recipients, and to lead them to become more prone to renew applications for relief with less cause, and without making sufficiently serious attempts to maintain themselves independently of such relief. Were parochial relief available to able-bodied persons, that tendency would cause an increase in the number of applications and of chronic paupers. Another consequence of such an extension would be the necessity for an increased parochial staff to cope with increased applications, including more applications by able-bodied tramps, who frequently seek admission to poorhouses at a late hour. In this parish, which is within a day's walking journey of Edinburgh and Glasgow, an increased poor-rate would inevitably follow such an extension of relief.

Suitability of existing Poor Law areas.

41. So far as regards this parish, its area is quite suitable for the administration of Poor Law. All parts of it may be reached from the Council office in a short time. Its population and extent are not too great for the proper administration of Poor Law by the Council, nor are they, in my opinion, too small to justify the existence of a special Council for the parish. The circumstances of all local applicants for relief are known to some members of Council. A parish, as such, is not, in my opinion, a suitable area in every case. Many parishes are small and contain comparatively few inhabitants, and have a very small number of poor, and the provision of a Council and a special staff for a parish of that class seems a needless expense. I would advocate the combination of such parishes into larger areas, with central administrative offices and staffs, and, where the size of the area necessitated it, with local parish committees, by whom relief might be administered locally. Under such an arrangement it might be desirable that, to ensure an economical administration of relief on the part of local committees, the rate throughout the combination for relief of the poor should not be uniform, but part of the rate collected from each parish in the combination should be such as to meet the cost of maintenance of the poor sent from that parish.

Various remedies and suggestions.

42. I would suggest that in any amendment of the Poor Law for Scotland the following matters should be dealt with:—

(*a*) The provision of labour colonies, in which there should be compulsorily detained persons who become habitually chargeable to Parish Councils. This appeals to me as the best method of dealing with habitual tramps and others who spend large portions of their time in various poorhouses.

(*b*) The conferring on Parish Councils of power (1) to detain in poorhouse for specified periods—say, up to three months—persons admitted for the third time within one year, and (2) to send such persons to labour colonies if their applications are thereafter renewed. Much trouble is caused by persons who constantly alternate between residence in the poorhouse and out of it.

(*c*) The provision of more Homes for children alone, in which Parish Councils might bring up children chargeable to them, and unfitted for boarding out. Each such Home might serve a combination of counties or parishes.

(*d*) The conferring on Parish Councils of the sole control until the age of sixteen of children brought up by them.

(*e*) The conferring on Parish Councils of power to remove children from parents and guardians found by the Council to be improper guardians, and the conferring of a right on the Councils to recover from such persons a contribution towards the maintenance of the children.

(*f*) The extension of the provisions of section 5 of the Poor Law Loans and Relief (Scotland) Act, 1886, to all poorhouses, so that the settlement of a child born in a poorhouse of a boarded mother may be the parish from which the mother was sent.

(*g*) An increase in the maximum penalty for deserting husbands and fathers, and the imposition of a penalty on deserting mothers.

(*h*) The provision of institutions for girls and young women chargeable to Councils and known to be of immoral life. This class would not necessarily include the mother of one illegitimate child, but all guilty of prostitution.

(*i*) The creation of a department of the Local Government Board for Scotland to decide disputes as to settlement, and consequent liability.

(*j*) An extension of the time within which notice of relief may be given by one Council to another. At present the right of recovery emerges only on the giving of notice; and, to allow of necessary inquiries, notice is not infrequently given to every parish in Scotland.

Various remedies and suggestions.

61010. (*Chairman.*) I gather that you have an unusually large number of lodging-houses in Falkirk in proportion to the population?—Yes; we have an exceptional number of lodging-houses for the size of the population.

61011. And I also gather that a certain number of persons in receipt of wages up to 30s. a week live in these lodging-houses?—Yes, quite a number of tradesmen live in them who could quite well afford to have homes of their own.

Method of giving relief in Falkirk.

61012. In paragraph 10 you give a description of the visitation to which applicants are subject. I want to get clearly what is your method of giving relief in Falkirk. You are assisted by the medical officer in granting temporary relief?—Yes. The Parish Council meet once a month as a relief committee. In the meantime all applications are made to the inspector. I make a point of seeing myself every applicant in the office in the morning, and if I am not satisfied with the appearance of the applicant, either I or one of my assistants visit him throughout the day. If we should find the person to be in very destitute circumstances we immediately give relief. If not, then they come back next morning, and in the interval the medical officer has visited.

61013. Assuming that a man had a settlement in Falkirk, and was living in a lodging-house, would you go to the lodging-house?—In lodging-house cases we make it a rule that we do not give them anything but indoor relief.

61014. How many is your relief committee composed of?—The whole Board—25 members.

61015. There is only one decision?—My decision is only subject to one revisal.

61016. What has been the result since you have been there?—I have never had my decision overturned.

61017. If I may judge from your paper, you have rather stiffened the system up in Falkirk?—I followed an inspector who had been there since 1848. He was well up in years and quite cripple. After I came I had more up-to-date methods; I completely changed the system.

61018. What you have done has met with the support of the majority of your Board?—It has met with the support of my whole Board.

Combination of in- and outdoor medical officer.

61019. In paragraph 15 you say that the medical officer visits the poorhouse once a day, and oftener if required. Have you more than one medical officer?—We have only the one.

61020. Is he a whole-timer?—No, but he is almost a whole-timer. We pay him about £200 a year.

61021. He does all the outdoor work, and he also visits the poorhouse?—Yes.

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61022. Is it a large poorhouse?—The licensed accommodation is 326.

61023. Do you think that the medical inspector adequately discharges all that work?—We have never at any time had more than twenty-one sick patients in Falkirk Poorhouse. We have only found it necessary to have one trained nurse.

61024. Do any parishes contribute to the poorhouse?—We take in boarders. The poorhouse was essentially a parochial poorhouse, and the accommodation is in excess of what we actually require. We take in boarders from Grangemouth and Larbert parishes.

61025. In paragraph 18 you say that you entered into a contract with the managers of the Falkirk Hospital for infectious diseases. What class of illness did that refer to?—Erysipelas cases principally.

61026. Cases that they were not bound to deal with under the public health?—That is so.

61027. That is rather novel?—Yes. When I went there I found that the accommodation for erysipelas cases was provided in the same ward as was the accommodation for venereal diseases—they came in contact. I put the matter before the Board and I wanted a special ward built. Rather than that, they asked if I could not make an arrangement with the infectious diseases hospital. I wrote and arranged the matter. We pay them 5s. a week per patient, and we only pay for the time that the patients are actually within the hospital.

61028. Is that what they calculate to be the cost?—That is what it would cost us—it is not what it might cost them.

61029. You have not acted on that because it has not been necessary?—That is so.

61030. But the contract still holds good?—Yes.

61031. I think you boarded out some old men last summer?—Yes.

61032. What did you pay?—They were all able to do a little, especially at the hay harvest. I allowed them 3s. a week in addition to what they could work for.

61033. They were only men of good character?—Yes.

61034. How did they get into the poorhouse?—I think I had three out last year, but I propose to put out about twenty this year. The three that were out last year were agricultural labourers, and they had simply brought up large families and had not been able to save so that they might make provision for their old age.

61035. Are those cases that would ordinarily be given out-relief?—If any relative or friend had agreed to board them they would have got outdoor relief. The cases I intend to board out this summer are of the same kind.

61036. Do you find the boarding-out system to be on the whole satisfactory? I think you have experienced a trouble which I think is common to a good many parochial boards, namely, that the parents try to get hold of the children as soon as they become wage-earners?—That is a great trouble. Parents of whom we have heard nothing for twelve or fourteen years turn up when the children are likely to be potential wage-earners.

61037. You have some difficulty with the defective children because you have nowhere to send them?—That is so.

61038. What is wanted is some combination scheme?—Yes.

61039. Have you many of them just now?—I have about twelve in the poorhouse just now, children that I have really tried to board out, but they have been returned to me. They have either a physical or a mental defect which unfits them for being boarded out.

61040. Has this matter been discussed with other parochial boards with the view of having some combination?—I have never heard it discussed.

61041. Does the same difficulty exist in other Poor Law districts?—In Glasgow they have erected a children's home at Woodilee, and there they put their defective children.

61042. These defective children will be a long time with you?—Probably all their days, or until they show enough strength of mind to enable them to go out. Of course we have Larbert Institution quite close to us, but the children I am referring to are scarcely what one would call imbecile.

61043. They are not bad enough for Larbert?—No; but still they are bad enough to make it very difficult for them to be boarded out.

61044. (*Mr Patten-MacDougall.*) Larbert won't take cases that are not curable?—That is so.

61045. (*Chairman.*) You find that in Falkirk, owing to there being a keen demand for female labour, a girl of loose morality is apt to lose her employment?—Unfortunately we have too many of those girls for the size of the population.

61046. And they constantly come into the poorhouse suffering from lock-hospital diseases?—Yes.

61047. Would you keep those persons in until they were cured?—I would keep them in until they were positively cured. In the meantime we have no right to do so. They are in for a fortnight or three weeks, until the disagreeableness is over.

61048. Is there in Falkirk any association that deals with cases of girls who have illegitimate children?—The only thing is a branch of the Prisoners' Aid Society.

61049. They deal with those girls that have illegitimate children?—Yes.

61050. Have you girls constantly coming back with illegitimate children?—I have one girl just now with a child, which is the fifth generation of illegitimates, all born within Falkirk Poorhouse.

61051. Is she all right in her mind?—Yes.

61052. She is not feeble-minded?—Not a bit.

61053. Are there many illegitimate children whose mothers are not able to take care of themselves?—No, I don't find many of that kind. I should say that the percentage is not more than 2 per cent. at the most.

61054. Your evidence, I think, is in some ways a departure from what we have had, because with the exception of widows and children you favour indoor as against outdoor relief?—Yes, I do.

61055. Does your Council take that view too?—Yes, they take that view to a certain extent. Of course, I don't know that they go quite so far as I do. I think if we improved the board in the poorhouse we would really be acting for the benefit of the inmates themselves by sending them in.

61056. You want more classification?—I want classification, and an improved dietary. I want the poorhouse generally improved, and then we will have less compunction in sending people to the poorhouse, and they will be better dealt with indoors than they would be by outdoor relief.

61057. You want a larger area and more institutions, so that you could send the wastrel and so on and the in-and-out to a house where the discipline would be more severe?—Yes, that is exactly what I want.

61058. Are you able to subject persons who are practically able-bodied to a satisfactory test as regards labour in the poorhouse?—No, we are not, because unfortunately if they are sent in, and if we give them what they think too much work, then they walk away from Falkirk and go on to Stirling, which takes them about two hours. They get into the poorhouse there, and of course if the settlement is in Falkirk, Stirling claims against Falkirk. I order the removal back, and that takes two days. Then they are discharged, and they walk on to Perth. We cannot keep them.

61059. Would you like to have more power of detention over the ins-and-outs?—If we are to have a work test, we must have power to detain them.

61060. The two go together?—Yes.

61061. You have a great many tramps?—Yes.

61062. What do you do with those tramps? You have no casual ward?—We have no casual ward, but the poorhouse is so handy. If a tramp comes he is at once sent to the medical officer before we take any record, and in many cases—I would say in 25 per cent. of the cases—the tramps themselves read the certificate

Combination of in- and out-door medical officer.

Provision for infectious diseases.

Boarding out aged male paupers.

Difficulty of dealing with defective pauper children.

Difficulty of dealing with defective pauper children.

Effects of immorality of young girls.

Detention of unmarried mothers.

Need of greater classification of paupers.

Treatment of tramps and vagrants.

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which is given to them open, and if they see that they are certified able for work, they don't come back to the inspector. If they are certified as unable for work, then they come back and go into the poorhouse.

61063. What do the able-bodied do?—They walk straight on.

61064. Are you in favour of putting them under the police?—The police don't take action in the meantime.

61065. There was a Vagrancy Departmental Committee, and the proposal was to put the tramps under the police. Would you be in favour of that?—No, I think the Poor Law does well enough with them, but the difficulty is that we have no power to detain or punish them.

61066. What happens to an able-bodied tramp?—He is a tramp of his own accord and his own desire.

61067. Where does he sleep?—Behind any hay-stack, or in any barn.

61068. He comes into Falkirk, and he asks for a lodging, but that is refused because he is able-bodied. Now, what would he do, say, in bad weather in winter?—We have very few tramps in winter as compared with what we have in summer.

61069. Where do those go that are refused relief?—They usually find something to take them into a model lodging, and there are plenty of model lodgings in Falkirk. Their whole aim in applying to the inspector is to save the price of their bed. They have no desire to be in the poorhouse for more than one or two nights.

61070. Would you be in favour of labour colonies to which people found roaming about should be sent?—Yes; if we had a labour colony to which we could send persons who were evidently able to work, but unwilling to work, and if we could force them to work there, and what they would make were applied to their maintenance, it would be a good thing.

Relief to able-bodied.

61071. You are not in favour of giving able-bodied persons claims to parochial relief?—I have never found any necessity for it.

61072. You have had difficulty about the dependants of able-bodied who apply for relief?—Not very often. I may say that the only time I have found any difficulty was in the case of some tinkers—travelling tinsmiths. Their families are generally born outside beneath a little tent. The man may be able-bodied, and he and his wife may have three or four children. When such a woman is confined I think it right to give relief to her and the children, and I have no hesitation in taking them into the poorhouse.

61073. In such a case you get a medical certificate?—I neglect the man altogether, and I act as if he was not there.

61074. If the woman is not well you get a medical certificate?—The Poor Law says that you must treat the husband as the pauper.

61075. But you ignore him altogether?—I act as if it were a case of desertion.

61076. Is Falkirk very exceptionally situated as regards pauperism?—It is on the highway between a number of places.

61077. Employment seems to be fairly plentiful?—In the meantime it is rather depressed, but I hope that is only temporary. We have had a very successful period of years, but for the last two or three years the foundries have been working short time. Falkirk is on the main road from the north to the south, and on the main road from the east and west. It is just about a day's journey from Edinburgh to Falkirk walking, and also just about a day's journey from Glasgow to Falkirk, so we really get those coming from the east to the west and from the west to the east—they stay for a night on their road. A great many apply for a night's lodging and no more.

61078. Your difficulties in administering the Poor Law are very largely due to this extraneous infusion of persons from outside?—Yes; at the last relief committee I had eighty-one applications to deal with, and sixty-nine of those applications were from tramps.

Settlements.

61079. Do you have much difficulty about settlements?—Yes, I have a good deal of difficulty. I usually get about 250 and I send about 350 claims in the year. In saying that I have 350 I may add that I may have six claims for one man.

Settlements.

61080. Is the rate of pauperism high in Falkirk?—No, it is not so high as it was.

61081. What is it?—There were 615 paupers on 15th May. The census was taken just before the boom in Falkirk and it showed a population of 36,000, but we now calculate that it is about 50,000. The 615 includes lunatics.

Effect of lodging-houses on pauperism and settlement.

61082. It seems to me you have an abnormally large proportion of persons in lodging-houses who are getting decent wages?—Yes, even the foundry labourers in Falkirk, making about 24s. a week, stay in these lodging-houses.

61083. Is this lodging-house difficulty getting better or worse?—Worse; they are opening more lodging-houses every day. Three years ago we opened a new poorhouse. The old poorhouse was taken by a company who have made it into a lodging-house, and in that they have about 450 lodgers. The corporation of Falkirk erected and opened a new lodging-house about two years ago, and it holds about 600.

61084. These lodging-houses are one of the main causes of your difficulty?—There is no doubt about that.

61085. Have you many paupers who during the last few years have settled in Falkirk whose settlement is only about three years?—No, I cannot say that I have many of that class. The outdoor pauperism in Falkirk is not extraordinary.

61086. Then what makes it so high?—The lunacy is high and the poorhouse is high. I have 89 lunatics just now, and I have always about 250 inmates in the poorhouse. These don't all have a settlement in Falkirk, but we have to pay for them, because we cannot find a settlement for them elsewhere in Scotland.

61087. Why?—Probably because they have been born in England or Ireland, or born prior to the registration period, and where we cannot prove the birth.

61088. (*Mr Patten-MacDougall.*) And they have been migratory?—Yes.

61089. (*Chairman.*) It looks as if Falkirk were a sort of attraction?—In one day I have had forty-two applications from tramps.

61090. (*Mr Patten-MacDougall.*) Falkirk is the centre of a considerable manufacturing area?—Yes, it is really the only town of any size in that part of the country. Then it is quite near Grangemouth, where they get a little temporary labour, and it is also near Bo'ness. The people from there flock into Falkirk. There are no extensive lodging-houses in Bo'ness and Grangemouth; they have only accommodation for two or three dozen.

61091. Do the shipping population come up from Grangemouth?—Yes.

Detention for prostitutes.

61092. (*Chairman.*) You have made a number of recommendations. I won't take you through these, because they are very much in accord with other recommendations, and I think they tell their own story. H. is somewhat of a novelty. You would really have an institution in which you would lock up prostitutes?—Yes. In the meantime we have several girls in Falkirk that are known both to the police and to the Poor Law officials to be of that class.

61093. You would not lock them up for life?—Yes, I would, or until they could do no more harm. I would put them into an institution.

61094. Have you much trouble with this class of girl?—A good deal of the pauperism that we have in Falkirk is attributable to them.

61095. The class of men that goes to these lodging-houses would be apt to consort with that class of girls?—Yes.

61096. And the two would react, the one on the other?—Yes.

61097. (*Mr Patten-MacDougall.*) In paragraph 23, you say that the excess of the supply of female labour over the local demand causes keen competition for employment. If they cannot get employment in Falkirk, do

Detention for prostitutes.

they not go elsewhere to find it?—Unfortunately there is nowhere they can go.

61098. Will they take to agricultural work?—No; these girls are mostly employed either as domestic servants or in some of the works. They are employed in some of the foundries as black japanners, and immediately the employer finds that they are of loose morality he does not keep them, because they are an attraction for some of the men about the foundry. He does not want them there at all, and they find great difficulty in living.

61099. None of those with whom you have anything to do will take to farm labour or gardening work?—No.

61100. Why is that?—They have not been brought up to it in the first place, and they have no desire to follow that life. It is a very hard life; the work is hard, much harder than what they have been used to.

61101. Much harder than factory work?—Yes.

61102. (*Chairman.*) Is the physique of the working population pretty good?—Yes, on the whole it is.

61103. (*Mr Patten-MacDougall.*) And are the wages of the factory labourers better than what they get in agricultural work?—There is no doubt about that. Women employed as black japanners will make from 15s. to 20s.

61104. (*Mr Lansbury.*) What would they get in agricultural work?—From £12 to £20 a year.

61105. (*Mr Patten-MacDougall.*) That is as dairymaids?—Yes.

61106. They get board and lodging also?—Yes.

Hereditary as cause of pauperism.

61107. In paragraph 38 you say that pauperism is to some extent attributable to hereditary influence, and that 50 per cent. of your applicants resident in the parish have been found to be children of parents formerly chargeable. That is a very serious condition of things?—I don't know that Falkirk is peculiar in that respect. I think if you search the records of most parishes in Scotland you will find that to be the case.

61108. Are any of these children who have been boarded out and have come back and made application for relief?—Not to my knowledge; but from the records I found a good many—but nothing like 50 per cent.

Combination of parishes.

61109. Further on, you express the opinion that there ought to be more combinations of parishes for the purposes of administration, and that that would involve less expense. You think that such rural parishes might be combined?—Yes, quite well. Adjoining Falkirk we have Airth, Denny, Dunnipace, and Larbert, and the population of these four parishes does not come up to the population of the one parish of Falkirk.

61110. There is provision for that being done now?—Yes.

61111. What is the objection to that?—The Parish Councils themselves object to it. The Parish Councils must agree to combine before the Local Government Board can do anything in the matter.

61112. Are you of opinion that some provision such as that in 1889 Act, where the boundaries were revised and parishes were combined, would operate beneficially?—I have no doubt it would.

61113. Compulsory powers being given to some authority?—Yes, to the Local Government Board.

61114. And that would cheapen administration and make it more efficient?—Yes, the expense of administration is often almost as large as the cost of the poor.

61115. In settlement cases, which of course, if they are litigated, cost a great deal of expense, you are of opinion that the Local Government Board should have large powers to deal with them?—Yes.

61116. Would that extend to this, that inasmuch as the Local Government Board have the power to deal with questions which raise merely matters of law, you would extend that and let them deal with facts also?—Yes, and let them take evidence.

61117. You would make that applicable all round?—Yes, take it out of the law courts altogether. My main contention is that what suits me to-day may be the very thing I don't want to-morrow. A case I might fight to-day I might be as keen on the other side to-morrow, because there is no principle at stake. What we want is a defined line, and we will walk according to that line.

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Combination of parishes.

61118. At present your object is to save your parish expense?—Yes.

61119. And you find that decisions have been very fluctuating?—Yes.

Boarding out of aged paupers.

61120. (*Dr Downes.*) What wages were paid to the old men that were boarded out last year?—They got no wages, because they were not able to work the whole day. I made it a special agreement that they would not be pressed to work. If they wanted to work then they were allowed to work, but I paid the 3s. in name of board.

61121. Did they displace any local labour?—I could not say that.

61122. Can you say that they did not?—If they did, it must have been very slight.

61123. Was any complaint made?—No.

61124. Were the farmers members of the Parish Council?—No.

61125. Has any census of tramps been made in Falkirk by the police?—I get no note of it.

Number and treatment of tramps by Poor Law.

61126. Do you consider that the 900 would represent all the tramps that would pass through Falkirk in the time you mention?—It is very difficult to say who is a tramp and who is not a tramp, because a man may be a workman and simply passing through, but he may become destitute for one night and apply, and still not be a tramp.

61127. Are you aware that where a census has been taken it has been found that the proportion of tramps that apply to the Poor Law is only a fraction of the whole of the tramps?—I can quite believe that that is so.

61128. So only a few of the tramps come to the Poor Law?—There is no doubt about that.

61129. Do the police deal with any of the tramps in Falkirk now?—I have no knowledge of it. They don't bring them before the magistrates simply for vagrancy.

61130. If the Poor Law authorities dealt with the tramps, how would you prevent one Poor Law authority from passing these tramps on to the next?—That is sometimes said to be done in the meantime. Inspectors are apt to blame one another for that just now.

61131. How would you prevent it?—It would be a very difficult matter to prevent. I have not thought that out.

61132. (*Professor Smart.*) If a tramp comes to you late at night, you send him to the medical officer?—Yes.

61133. If the medical officer examines the man and finds that he is able-bodied, but at the same time says that the man is starving and he has no money, what does he do?—If the doctor says that he is starving and he has no money, then the man is not able-bodied. Weakness comes in there, debility brought about by his want of food.

61134. If the man has had a meal, but has still no means of getting a bed?—If the medical man certifies that the man is able to work and suffering from no disablement, then I give him a refusal at all hours of the night.

61135. The man comes back to you and says he has been refused, and you turn him off at the doorstep?—Yes.

61136. No matter what like the weather is?—Yes.

61137. Have you no parish shelter of any sort?—No.

61138. You would not give him money?—No.

61139. Nor would you pay for a bed?—No.

61140. Do other inspectors give anything?—I think some of them do, but that is not according to the law of Scotland.

61141. But the law is pretty often broken?—No doubt it is. But if we were to break the law once in Falkirk, then these men would tell one another so and they would

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come to us, and we would find that the most of our applications would happen in the early hours of the morning.

61142. What is impossible in Falkirk might be done in other country places?—Yes.

Results of settlement work.

61143. (*Mr Loch.*) How long time does the settlement work take with you, inquiries and so on?—About two hours or two hours and a half every day. Of course I have had three weeks on one case.

61144. But that would be a fair average?—Yes.

61145. It means a large hole in the day?—Yes.

61146. Don't you think it would be better to get rid of settlement and have your time for something else?—It would make very little difference, because in our yearly statements the Local Government Board ask us to state the amount we get from different parishes as interest, and to state the amount we pay to other parishes in Scotland, and to give the balance. My balance for a year's working was 14s.

61147. So you might as well have cried quits and had no trouble?—Yes.

Labour colonies for unemployed.

61148. Have you ever seen a labour colony?—No, but I know that there was such a thing, and it did not prove to be a great success.

61149. It is a difficult task to take the material that you refer to and brigade and control it?—No doubt. The governor would require to have great powers.

61150. Suppose that broke down as being a very difficult task, would you not be led to have practically prison discipline?—Yes, they would need to have that.

61151. And even so you are dealing with a large open area where it is difficult to protect the boundaries, whereas in a prison you are in an enclosure. Would that not be a difficulty?—Yes, but suppose we divided it up, one warder might well manage fifty.

61152. And make them work hard?—Yes, I think so.

61153. Have you ever had charge of works like that?—No, but I know that in our own poorhouse at Falkirk it is quite a common thing for the porter who takes charge of the outside staff to have charge of more than fifty working on the grounds.

61154. But those fifty that are working with you would hardly be the same as the determined and wandering tramps that you would like to lock up?—Scarcely, but there are some of that same class in the fifty.

61155. And sometimes the more troublesome of that class?—Yes.

Best authority for treating deserters.

61156. Would it meet your view if, in all those cases of wife desertion and neglect, and in the case of illegitimate children where the fathers try to get off, those became police cases, and were taken up by the fiscal, and there was no necessity for coming to you for maintenance at all?—I don't see that that would help.

61157. You now fail to get the delinquent party by reason of the delays as applying to the Poor Law?—Yes, but my own feeling is that we have almost as much facility as the police would have for finding these.

61158. What is your agency for finding them? Is it not through the police?—No, it is seldom through the police.

61159. How do you do it?—We make ordinary inquiries, but of course the police sometimes do help us.

61160. But it is practically of the nature of police work?—Yes, but we have no right to ask them to help us.

61161. I was rather putting the question before you as to whether it would not be desirable to give that to the police?—Of course there is this to be said, that so long as it remains in the inspector's hands the inspector of poor has the incentive to find his man for the sake of getting rid of the chargeability. Now, if you put it on to the police, there would be no incentive on the police to find the man.

Best authority for treating deserters.

61162. Not if there was notification, which was public, practically?—There would be the same incentive as there is to find any ordinary criminal, but the inspector has even a stronger incentive than that.

61163. Because of the chargeability?—Yes.

61164. The chargeability is only an incident, and it is not necessary to the question at issue, viz., the desertion?—That is so. Although the police did get the man he would only suffer two months imprisonment at the most.

61165. I was thinking of the question not from the point of view of the ultimate penalty, but more to prevent their getting off, which I think is the main issue?—Yes.

61166. Would you be in favour of suggesting detention with your present poorhouse accommodation and present circumstances?—If we had compulsory detention we would require to have more authority than we have in the way of punishment.

61167. If you are going to detain, as you would in the case of the ins-and-outs, really for negligence in carrying out the duties of life in some form, is it not better to say at once, this is a police matter, and let them go to the prison, or let them go to the labour colony, or wherever it may be?—Yes, but in many of these same cases it is not through criminal instinct or through any fault of their own. It is simply this, that their constitution has become debilitated, and they are no longer able to stand continuous work.

61168. Do you mean they are feeble-minded or of that type?—It is what the medical men call neurasthenia.

61169. You would keep them in the poorhouse so far as you could, and try to cure them?—Yes.

61170. You are taking the medical side of the question?—Yes.

61171. The authority that you ask for would be simply with that object and no other. You are not thinking of the man who is an incorrigible in-and-out?—No, I am not thinking so much of him. He is really a man whose offence ought to be criminal, a man who has no desire to do any better. Many of the ins-and-outs we have to deal with are men who are not capable of continued exercise.

61172. In fact a colony for that type might meet the difficulty for a time?—Yes.

61173. You said that in the case of children that were dealt with apart from the parents, you liked to put the children at a distance from the parents, so that, if possible, the link should be broken?—Yes.

Extension of age of control by Poor Law.

61174. Do you not think it would be better if the control over the child were handed, in some way, to the Poor Law authority, so that you need not have to play hide-and-seek with the parents, but should be able to hold the child in spite of the parents?—We can do that till they are fourteen.

61175. But is fourteen old enough?—No.

61176. Would it not be better to make it eighteen or twenty-one?—Yes, twenty-one.

61177. That difficulty, which is rather a troublesome one, might be met by a change of the law?—Yes, if we got control of the child till it came to twenty-one.

61178. You would place it out in service, and it would maintain itself, much as it would in present circumstances, where the parent does not come in. You would have such control as would prevent the parent from interfering?—It would need to be a radical change in the law. It would meet my difficulty.

Salary of inspector of poor.

61179. (*Chairman.*) May I ask you what is your salary?—£300 as inspector of the poor.

Mr David Gatherum, called and examined.

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61180. (*Chairman.*) You are Chief Constable of the Burgh of Kirkcaldy?—Yes.

61181. You have been kind enough to send us in a paper which we will put in as your examination-in-chief?—Very well.

(*The witness handed in the following statement.*)

1. I am 51 years of age, and have served in the Kirkcaldy Burgh Police Force for the last 24½ years, and have held the post of Chief Constable for 14½ years.

Topography of Kirkcaldy.

2. The town is a coast one on the main highway between Edinburgh and Dundee, and has an estimated population of 38,000. It is bounded on the east by the Burgh of Dysart, which has an estimated population of 3,700, giving a total of 41,700 in the two burghs.

Kirkcaldy is within easy access of Methil and Burntisland, both shipping ports.

Being situated as we thus are, we are much troubled with the vagrant or tramp class, who find Kirkcaldy a convenient halting-place between north and south, or *vice versa.*

Vagrancy statistics.

3. *Statistics.*—As taken from the Annual Report of H.M. Inspector of Constabulary for Scotland, for year ending 31st December 1905, the number of vagrants and migratory poor found in Scotland on the 25th June 1905 was 8,653. This includes 1,688 children under 14 years of age.

The average annual number for the previous 17 years was 8,432—the highest (9,062) in 1895, and the lowest (7,580) in 1900.

The number found at the summer census has invariably been higher than that taken in December, showing that vagrancy and begging are to some extent regulated by the seasons of the year.

The average annual number of such persons found in Kirkcaldy, at the June census, for the last 10 years, was 72. That is entirely confined to persons who are without employment of any kind.

4. *Persons dealt with by the Police.*—The number of persons dealt with by the police for year ending 31st December 1906 was 1,530, and of these 1,159 were convicted in the Police Court.

Of the latter number, 322 males and 263 females, total 585, or 50·47 per cent., had no fixed place of residence.

35 to 40 per cent. of the males belonged to the loafer or tramp class, 20 per cent. or thereby acted as hawkers or pedlars, about 15 per cent. may be termed casual labourers, and 25 per cent. steady workmen when it could be had.

Of the females about 90 per cent. had no visible means of subsistence, but lived chiefly on the proceeds of begging, stealing, and prostitution.

Of the 263 females, 75 fall under the classification of habitual offenders, and have from 2 to 30 convictions recorded against them in Kirkcaldy. Many of the others may have a similar number of convictions in other towns, being for the most part strangers here.

Lodging-house accommodation for vagrants.

5. *Lodging-house Accommodation.*—There are six registered common lodging-houses in the burgh, giving accommodation for 440 adult persons, and in addition there are two houses registered to be "let in lodgings," having accommodation for 33 lodgers, making a total of 473 beds available for lodgers.

During the year ending 31st December 1906, over 100,000 beds were occupied in the lodging-houses, giving an average nightly number of lodgers of about 280.

On the night of 10th March 1907, the number found in the lodging-houses was 310—that was an ordinary night.

Causes of vagrancy.

6. *Inducements.*—On finding this army of what may be termed undesirables, one naturally looks for a cause, or what inducement there may be to draw them to a particular locality.

In the case of Kirkcaldy, the following may be given, viz.:—

(*a*) The situation of the town.
(*b*) The supply of unskilled labour.
(*c*) The increasing population and prosperous trade, and
(*d*) The indiscriminate distribution of charity.

Unsatisfactory methods of combating vagrancy.

7. *Present Methods of Disposal.*—The present method of dealing with persons of the class referred to is most unsatisfactory, and has no remedial effect. A short term of imprisonment simply means a time of recuperation, at the expense of the country, to be again turned loose as a prey upon the community. This is borne out by the fact that on frequent occasions we have prisoners liberated from our legalised cells in the morning, after serving a sentence of five or seven days, and they are again arrested for a fresh offence committed during the day. This is most applicable in the case of females, and the offences are, as a rule, more or less directly due to over-indulgence in intoxicating liquor.

Vagrancy statistics.

8. *Statistics for Quarter ended 31st March* 1907.—During this period 102 males and 60 females belonging to the vagrant or floating population were arrested by the police. Of these 8 males and 9 females were twice arrested, 3 females three times, and 1 male and 1 female four times. 39·21 per cent. of the males had from 1 to 27 previous convictions recorded against them in this burgh, and of the females 73·33 per cent. had from 1 to 41 such convictions against them.

A very large proportion of the males were casual labourers, and in most cases fit for farm or other labouring work.

Of the 60 females, 6 were subjects for the poorhouse, the remainder fit for female labour, such as laundry work, sack-making, outdoor work, or rag-picking.

The offences committed by these women were directly due to over-indulgence in strong drink, as may be seen from the following:—

Charged with being drunk and incapable,	20
" " breach of peace,	14
" " using obscene language while drunk,	19
" " indecent behaviour,	4
" " being drunk in charge of a child,	2
" " disorderly conduct while drunk,	1
	60

Suggestions for dealing with vagrants and provision for their dependants.

9. With regard to reform, I beg to submit the following recommendations:—

(*a*) I am strongly of opinion that, were suitable institutions and farm colonies provided for the detention of such persons as are found from their mode of life, and from their repeated appearances in Courts of Justice, to be beyond the hope of reclaiming, it would have beneficial results.

(*b*) The farm colony system is, in my opinion, the most suitable for the detention of male persons, and Magdalene institutions for females. Those belonging to the male labouring class would, I consider, be easily taught to do farm-work, and thus give some return for their support.

(*c*) Judges should be empowered to commit offenders who, when arrested for any crime or offence, had no visible means of subsistence, or settled place of abode, and who had during the preceding twelve months been twice previously convicted of any crime or offence, to such institutions, for any period not less than two years, and not more than five years.

I consider a minimum of two years should be fixed, as many of such persons are habitual drunkards and would in many cases fall into their old habits if sooner discharged.

(*d*) The managers of such institutions should have power to discharge an inmate on license, when, from observations of his or her conduct, it was considered this could be carried out with safety.

(*e*) If any person so discharged lapsed or failed to discharge the duties attaining to free citizenship, they should be liable to be sent back without further trial. Trials, as a rule, are expensive, and are frequently attended with little result.

(*f*) There ought to be power given for the conveyance to, and compulsory detention in, poorhouses, of aged, weak, or feeble persons, who had no visible means of subsistence, and were not under the care of some suitable guardian. I give the following case as an example:—

On 24th and 25th instant, a man over 60 years of age, physically weak and unable to work, having no settled place of abode, feigned sickness in several districts of this burgh, to induce the giving of alms. He was examined by a medical man, and supplied with a note for admission to the poorhouse, but absolutely refused to go, and had to

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be arrested by the police for conducting himself as a vagrant, to prevent his unseemly exhibitions on the streets. This is by no means an isolated case of its kind.

(*g*) To make provision for outdoor relief being given to the wives and children of men committed to prison for assaulting their wives, or for offences under the Cruelty to Children Act, instead of sending them to a poorhouse, the respective Parish Councils to have the power to inquire into the conduct and circumstances of the dependants in each individual case.

Need of imperial tax for maintaining vagrants.

10. *Cost of maintaining Institutions.*—The cost of providing and maintaining such institutions as those referred to should be met by imperial taxation, as I consider it would be a hardship on the ratepayers of defined areas to be taxed for the upkeep of persons who had no connection with the particular area beyond the fact that they had been found or arrested therein. A local tax would also encourage the driving of such persons from one area into another, such as occurred with the German gipsies recently.

There could not be the same objection to a local tax for the maintenance of persons detained in a poorhouse, as in some cases the parochial authorities would be able to fix a parish of settlement.

Drastic measures needed for vagrant prostitutes.

11. *General Remarks.*—The subject of dealing with the vagrant class is, in my opinion, a most important one, and I consider the time has arrived when some drastic measure of reformation should be considered.

12. This is specially required in the case of female vagrants, a large proportion of whom are casual prostitutes, and a few of them pollute a whole community, which is borne out by what has come under my own observation, and also information through local chemists.

13. To instance a case: two females of the vagrant class lived in a common lodging-house in this burgh during the summer months of last year. They left the lodging-house in the early part of the day and plied their calling as prostitutes on the highway at a safe distance beyond the burgh boundary, returning to the house in the evenings.

14. The county police were powerless, having no bye-laws against such conduct, and being beyond the burgh boundary, the burgh police could not deal with them.

15. As already stated, 1,688 vagrant children under 14 years of age were found in Scotland in 1905, and these may be expected in course of time to swell the ranks of the criminal and vagrant classes.

16. Were statutory provision made for the detention of such persons as become pests to society, it would go far to reduce the number of children borne of vagrant parents, who cannot be expected to become useful and respectable members of society unless they are lifted out of their present surroundings.

17. The discipline in such institutions should be maintained by persuasion, and not by constraint or compulsion, as the official system of discipline has a tendency to harden and create a spirit of absolute indifference against improved conditions in the life of the individual.

Treatment by Poor Law and police authorities of tramps.

61182. (*Chairman.*) In your paper you deal mainly with the tramp question. I think your suggestions are quite clear, but, being accustomed to the casual ward system in England, I am rather puzzled as to how you would deal under your proposals with the tramp when he is on the move. A tramp comes into the town, and he is refused relief by the Poor Law authorities. What happens to him then? Does he go to the police if he has no money?—Yes, in a great many cases he does.

61183. And what do the police do?—He is sometimes sent to prison.

61184. That would be his last resource?—As a rule, where a tramp applies for relief and is refused, the police frequently find him begging or committing some other offence.

61185. The police do not have accommodation into which they can put the tramps?—No.

61186. Assuming the law was altered, would you propose to have any special accommodation into which you could put tramps for the night?—No. At present I frequently send tramps to the lodging-houses myself.

61187. You pay for them?—Yes.

61188. In certain cases, I suppose, the tramp gets lodging money from the Poor Law where there is no accommodation?—They frequently get lines to a lodging-house; they never get money.

Treatment by Poor Law and police authorities of tramps.

61189. Does not the giving of money encourage the tramping?—Yes, I should think it would.

61190. If you had some place in which a tramp could be housed for the night, but where the accommodation was of a rough character, would that not tend to discourage this class of person?—I don't think so.

Treatment for *bona fide* tramping workmen.

61191. There is another difficulty; you state that 25 per cent. of those who passed through the hands of the police were steady workmen, who, I assume, were in search of work?—Yes, men really willing to work.

61192. These persons who were willing to work and could not get work in the locality would have to go to some other locality?—Yes.

61193. Ought there not to be some system by which a person who is really in search of work should have a line or something with him to show that he is on that mission?—Yes, I would approve of such a system.

61194. Have you any suggestion to make on that point?—No.

61195. It seems to me if the law is stiffened as regards the tramp and vagrant, some sort of provision or caution must be taken so that the *bona fide* workman may be encouraged?—Yes.

61196. Supposing that was done, and he had a certificate or some document from some recognised authority, would you propose that he should get a lodging in the poorhouse, or would you think that the police should provide accommodation for him?—I think a lodging-house would be the place for him.

61197. In Germany they have special lodging-houses?—So I have heard.

61198. What is your idea about that?—I rather approve of that for people really willing to work.

61199. It would have to be an essential thing that there should be provision made?—Yes.

61200. If there were labour bureaus which had the authority of the municipality behind them, and they were not merely confined to the unemployed, they might be able to give the necessary certificate to a person who wanted work?—Yes.

61201. I assume you have heard the evidence of the preceding witness?—Yes, partly.

61202. I understand that Kirkcaldy, being on the highway, is very much pestered with tramps?—Yes.

61203. The proposals that you make are the outcome of your experience?—Yes.

61204. Has there been any conference between the chief constables on the subject?—No.

61205. Of course, they are acquainted with the report of the Departmental Committee on Vagrancy?—It was only the other day I heard about it.

Vagrant prostitutes.

61206. As regards the women, you say that a considerable proportion of them are prostitutes?—Yes.

61207. That is rather a characteristic of the female tramp?—Yes.

Extent to which common lodging-houses are utilised for tramps.

61208. (*Mr Loch.*) Do you criticise the common lodging-houses as unsatisfactory?—No; I don't see how we could get on without them.

61209. But even so, are they properly managed?—Yes, as a rule.

61210. Are they inspected by the police?—Yes, and also by the sanitary officers.

61211. Would you benefit if you had what might be called philanthropic lodging-houses introduced?—No, I don't approve of that sort of thing.

61212. Your purpose is served in a way rather different from our own in England, where we have casual wards; your purpose is served by utilising and recognising common lodging-houses?—Yes.

61213. The only thing you cannot do is to detain the wayfarer?—That is so.

61214. Do you want to detain him?—In many cases we would want to do so.

Need of powers to detain tramps for Poor Law authorities.

61215. What for?—There are some cases where the police wish to have them for a day or two so as to make inquiries regarding them.

61216. You would like to have control over them a little longer?—Yes.

61217. That is incident to justice, but not incident to their wayfaring?—That is so.

61218. Are you in favour of labour colonies?—Yes.

61219. Have you seen any of them at work?—No.

61220. You are rather in favour of the theory of the thing?—Yes.

61221. You say that judges should be empowered to commit offenders who, when arrested for any crime or offence, had no visible means of subsistence or settled place of abode, and who had during the preceding twelve months been twice previously convicted of any crime or offence, to such institutions for any period not less than two years and not more than five years. The proposal there is to send them to some colony. Is it not a criticism really of your own method of short sentences that lies at the basis of that suggestion?—I think that short sentences have been a failure so far as that class of people is concerned.

61222. And you are seeking about for something better than short sentences?—Yes.

61223. You do not want exactly to have fixed sentences, but a sentence sufficient for the purpose of dealing with a particular man?—Yes. I may say that when I wrote that suggestion I had the female section more in view.

61224. Would not the same hold good with regard to the men also?—Yes; but there are not so many of the males.

61225. What you want is a new form of prison reform?—Yes, to some extent.

61226. If your colony was a different sort of prison, practically it would meet your view?—Yes, if the prison discipline was removed from it.

61227. But if detention was ordained, the principle of detention would hold?—Yes.

61228. Your scheme, as I understand it, would be distinctive as compared with our English methods, because you would not alter the casual wards, but you would ask for a new form of prison discipline in connection with a new form of outdoor prison?—Yes.

61229. Do you think that the vagrancy in Scotland has increased largely?—I cannot say that it is increasing very much. I think it is remaining very much the same.

61230. But it seems to be irrepressible?—Yes.

61231. Do you find that the vagrant is younger than he used to be?—Yes, I believe so.

61232. But you could not prove that?—No.

61233. That is merely your impression?—Yes.

61234. And you think he is connected more or less with disturbance or misdirection in trade matters, manufactures, and so on?—To some extent.

61235. Do you think to a large extent it runs outside that and is a sin of the character, so to speak?—Yes, I think so.

61236. Therefore in that case one must not lay too much stress on the economic side, but look upon it more as a moral problem?—That is so.

Effect of heredity on tramps.

61237. (*Mr Lansbury.*) Is Kirkcaldy an industrial centre?—Yes.

61238. You have been there a long time?—Nearly twenty-five years.

61239. Is it not rather true that, with industry as it is now organised, employment is more intermittent or casual than it used to be in the old days when a man went to a shop and stayed on practically all his life?—Nowadays they get dismissed, and men have to tramp from one town to another just to find out where the work is?—Yes, there is certainly more changing.

61240. Would you care to say it was because they had got more of original sin in them than other people had that they took to the roads?—Yes, I think as a rule that is the cause of the increase.

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61241. They are really bad lots?—Yes, their upbringings and surroundings have a tendency just to lead them into a tramp life.

61242. Then we have to find out why their upbringings are as they are?—For instance, the year before last, there were 1,688 vagrant children in Scotland. Now as things are at present these children grow up as criminals or vagrants. They have no other chance. There has been a large increase in the number of vagrant children in the last fifteen or eighteen years.

61243. And therefore you would take those children right off?—Yes.

61244. For the fathers and mothers, the grown-up tramps, as I understand it, you don't exactly want a prison; you want a place where you can detain them?—Yes.

61245. I understand you to say in paragraph 17 that the discipline in such institutions should be maintained by persuasion and not by constraint or compulsion, as the official system of discipline has a tendency to harden and create a spirit of absolute indifference against improved conditions in the life of the individual. So you don't want anything in the nature of a penal system for these people?—No.

Best authority for dealing with tramps.

61246. You really want a new system, and the only thing you want like a prison is the power to detain them?—Yes.

61247. (*Mr Loch.*) But you would do this through the police?—Yes.

61248. (*Mr Lansbury.*) Would you do it necessarily through the police?—They could only be sent to that institution through the police. They would require to come before the court.

61249. Why should they, if there is an authority set up to establish these colonies, and the police simply hand the people over to them?—Of course that would entirely depend on what the charge was against the prisoner or against the individual.

61250. But if a person was a habitual vagrant and habitually becoming chargeable, and also taking his children about in a bad sort of way, if all these were made reasons why persons should be detained, there is no real need that the police should have the supervision of the institution to which they should be sent?—No.

61251. As it is, the police do not control the prisons?—That is so. I understood your question was, Would it be through the police that these people would be sent there?

61252. They might be sent in two or three different ways?—Yes.

61253. The Poor Law authority might do it?—Yes.

61254. The only point I want to make quite clear is that the institution to which the person is to be sent should not be a penal one?—Certainly not.

Conviction of tramps for drunkenness.

61255. (*Mr Chandler.*) In paragraph 4 you speak of 1,159 being convicted in the police court during 1906. What was the nature of their offence?—The majority were for breach of peace and drunkenness.

61256. Amongst the vagrant class?—Yes.

61257. That would include the 25 per cent. of steady workmen which the chairman asked you about?—Yes.

61258. Do you think that the system of refusing relief to these people, or of providing them with shelter, unless they are ill, has increased your work in that direction?—No, I do not think so.

Increase of tramp children.

61259. (*Dr Downes.*) I understood you to say that the number of tramp children was increasing?—Yes.

61260. Have you any views as to the cause of that increase?—No.

61261. Do you ever have to find accommodation in the police cells for tramps who have not committed an offence?—I never do that, but I frequently send them to lodging-houses.

61262. Are you aware that in some burghs they are put into police cells?—I am not aware of it.

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61263. If accommodation of a rough character were provided you do not think it would deter them; but suppose detention and work were added to that, would it deter the tramps?—It might to some extent.

61264. What does the tramp dislike most?—The great majority dislike hard work.

Increase of tramp children.

61265. (*Mr Patten-MacDougall.*) There is a census taken of vagrants and tramps twice a year?—Yes.

61266. You take it about this time of year?—Yes, it will be taken in about a fortnight.

61267. Do the statistics show that there is an increase?—Yes, the children are increasing.

Mr. Thomas Stewart.

Mr Thomas Stewart, called and examined.

61268. (*Chairman.*) You are Chairman of Dunfermline Parish Council, Chairman of Dunfermline Combination Poorhouse Committee, and a member of the Dunfermline Town Council?—Yes.

61269. You have been kind enough to send us a statement, which we will put in as your evidence-in-chief?—Very well.

(*The witness handed in the following statement.*)

1. I have been closely connected with Poor Law administration for over twenty years. I have been Chairman of Dunfermline Parish Council, estimated population 35,000, since January 1896; and Chairman of the Dunfermline Combination Poorhouse Committee since June 1896, population about 86,000. I have been a member of Dunfermline Town Council for seventeen years, and a Magistrate for about five years.

Industrial conditions of Dunfermline.

2. In the burghal part of the parish the staple industry is the manufacture of fine linen. Taking the factory workers, male and female, as a whole, there is no better class anywhere. All make good wages. The nature of their work has a refining influence, especially on the female worker, whose habits of living and style of dress are much superior to those of any other factory class I know. No female would go to work here without hat and jacket as part of her costume.

3. In the landward part the great majority of the population are engaged in mining and agriculture. In this neighbourhood and in Fifeshire generally the miners are, I consider, of a better class than in the west country. The agricultural workers are, speaking generally, of a shrewder and less rustic, though no thriftier, type than would be found in, say, Forfar, Kincardine, Aberdeen, and Banff shires.

Method of administration of Dunfermline Parish Council.

4. Dunfermline Parish Council have, in all matters pertaining to relief, steadily adhered, with but slight exceptions, to the rules and regulations of the Local Government Board. The principal exceptions have occurred in cases of wife desertion, and in these we have given outdoor relief only when we were absolutely satisfied that no blame attached to the wife. I have assiduously kept before my Council the rules and regulations of the Local Government Board, eschewing all experiments, and thereby, I believe, avoiding many mistakes.

Type of cases suitable for outdoor and indoor relief respectively.

Boarded-out children.

5. Outdoor relief should be given in all cases where the parties can be trusted to spend the money judiciously, and are able to keep themselves clean. The poorhouse should be offered to all who are intemperate, lazy, immoral, vicious, or who have no fixed place of abode. I strongly advocate the boarding out of pauper children. I consider at the end of twenty-two years Dunfermline parish has been wise in keeping to this system. The children become domesticated, and get merged usually in the rural population through being boarded in the country near a school where their education is looked after by the School Board, and their spiritual training directed by the church in the vicinity. Extremely few have fallen back on the parish for help, and these few have been unfortunate rather than blameworthy.

Classes on outdoor roll.

6. The 274 persons at present on the outdoor roll of Dunfermline parish are divided up as follows:—

53 young widows with 156 dependants.
91 old widows.
39 married men } with 94 dependants.
6 married women }
3 married women (deserted).
9 widowers.
7 bachelors.
44 spinsters.
2 deserted children.
8 orphan children.
12 separated children.
Total 274, with 250 dependants.

Causes of pauperism.

7. Intemperance and improvidence account for the presence of the majority in the poorhouse. During the last decade, aged, worn men have been more numerous in the poorhouse owing to employers being compelled to pay standard or trade union wages in all cases irrespective of the fitness of the individual to do a certain amount of work, consequently aged, respectable men find it harder to get employment, and are driven from point to point till found only fit for indoor treatment.

Excess of socialist councillors.

8. Of the members constituting the first Parish Council, a majority had socialistic views, and the socialism advocated by half of that majority was of a very pronounced type. The extreme party held that such an institution as a poorhouse was a national disgrace, and anticipating that the local institution would be shut in less than five years, objected to spend money on it for any purpose whatever. The house, however, has been lately enlarged, and the electors have not asked these extremists back. There are now no politics in this council, and the council is now composed of six shopkeepers, nine working men, one salesman, one commission agent, one manager, one retired from business, one teacher, and one lady—thoroughly representative of the community.

Present personnel of council.

Relief to able-bodied.

9. There are hardships experienced through the present state of the law in regard to able-bodied people, but I am clearly of opinion that infinitely worse results would ultimately follow were Parish Councils empowered to give money to able-bodied men and women. With many, if this grant could be got out of the rates, the help given would lessen their endeavour to find work, and would undoubtedly weaken the desire to save something when times were good against "the rainy day." Again, if a certain class of councillor were in a majority when it was lawful to give money to the able-bodied "unemployed," great harm would be done. The relief given must, if possible, be of such a kind as not to lessen the independence and self-reliance of the individual. I am of opinion that some publicly elected body ought to have power to start relief work in times of depression of trade for the unemployed, such works to be of a "public improvement" kind, when they could not be entirely remunerative, and the wages paid to be uniform throughout each administrative district for the kind of work, regulations for the guidance of such public bodies to be issued by the Local Government Board for Scotland.

Suitability of existing Poor Law areas.

10. Existing areas are in many instances not suitable for administering relief. Where possible, small parishes ought to be grouped, so that a trained inspector could be fully employed. Where this is not possible small parishes ought to be joined to neighbouring larger parishes for Poor Law administration purposes. No inspector ought to be directly or indirectly interested in any trade or profession in his district.

Exclusion of children from pay office.

Relief to widows with children.

11. The practice of children being allowed to call for their parents' relief money or clothing at the Parish Council office does not tend to make the child grow up with a proper aversion to pauperism. The Local Government Board ought to have power to issue regulations for paying relief. Parish Councils ought to have restricted powers to build or acquire house property where widows and families could be accommodated rent free, the house to be considered part of the pauper's relief, or for which a nominal rent would be paid. This would prevent the widow and children being forced for the sake of a low rent to go into slum localities where their surroundings are of such a kind that the children often acquire habits which ultimately make inferior citizens of them. If a tenement or a number of suitable cottages were owned by a Parish Council, there ought to be nothing of the reformatory in the management; but, although the family were poorer than when the breadwinner lived, they ought to have surroundings equal to those of a skilled artisan who could pay from £7 to £12 per annum for house rent. Not all families becoming chargeable to a Parish Council are fit to be housed in this way, because of polluting the hitherto well-brought-up family. The benefit to a parish and the country of being able to bring up virtuous men and women is inestimable. At present Parish Councils,

Relief to widows with children.

through their inability to keep a widow and family amidst respectable surroundings, are not able to maintain the standard of purity of life the children in many cases were brought to when both parents were alive.

12. I beg to submit the following suggestions :—

(*a*) The lunatics at present boarded out would be better in every particular in a well-regulated poorhouse, and the cost to the parish of settlement would be less.

(*b*) Tinkers and vagrants camping out should not be allowed to remain more than forty-eight hours in one parish, and such persons to be under obligation to carry route or registration tickets to be provided by the police.

(*c*) Labour colonies ought to be provided for county areas or groups of counties, to deal more especially with the "work-shy" type.

(*d*) The penalty for deserting a wife (without children) should be increased to that provided by the Prevention of Cruelty to Children Act for neglecting or abandoning children left with their mother, and all such offences should be transferred to the criminal authorities, and removed from the jurisdiction of the Parish Councils.

13. I have not given my views in regard to questions affecting the management of indoor poor, as I concur with the Governor of Dunfermline Combination Poorhouse, who is sending a report to the Royal Commission.

Industrial conditions in Dunfermline.

61270. (*Chairman.*) Many of the views which you put forward agree with those of preceding witnesses, and I propose only to take those points which seem fresh. The linen trade of Dunfermline seems to have a very good effect on those employed at it?—Yes.

61271. Is it a large industry?—Yes, it is the staple industry.

61272. What number of persons will it employ?—It employs the female population, which is greatly in excess of the male population owing to the kind of work.

61273. Is there any tendency for the husbands to live on their wives?—No, I could not say that.

61274. Do you have a large number of tramps?—We have just our *quota*. I do not think we are worse than other places of a similar size.

61275. Is the number of paupers high in Dunfermline?—No, I think we stand well in that respect. While the average in Scotland will be 21 to 23 per 1000, we are only 20.

61276. You are not only chairman of the Parish Council, but you are also chairman of the Dunfermline Combination Poorhouse Committee. In the combination you have a much larger population?—Yes.

61277. Does that combination system work without any friction?—It works perfectly well with us.

Combination offices of indoor and outdoor medical officer.

61278. I suppose you have a contract with the parishes that are outside?—Yes, if they want to come into the combination. We have taken in two parishes lately.

61279. What is the capacity of your poorhouse?—230 beds.

61280. I assume that you have no whole-time medical officer?—We have no whole-time medical officer.

61281. Your outdoor officer attends to the poorhouse?—Yes.

61282. What proportion of the 200 beds are set apart for the sick?—Nearly one-half. The population of our house has changed very much of late.

61283. Your practice is generally to give outdoor relief where people can be trusted to spend their money properly and to keep themselves clean?—Yes.

61284. You reserve the poorhouse for those who are infirm and of a different stamp?—Yes.

Boarding-out system.

61285. Has the boarding-out system worked well with you?—Yes; I think Dunfermline parish was about the first to take it up seriously. We find it a great improvement on keeping children in the poorhouse. Any that we do keep in the poorhouse are just those who may be left on our hands through their parents being sent to prison or being in the infirmary.

61286. Very few of these children have come back on the parish?—Yes, very few.

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Unemployed.

61287. Your impression is that owing to various causes, it is more difficult for the older men if out of employment to regain employment?—Yes; I think they have a difficulty in getting employment unless they belong to a union, and consequently they get knocked about, and when they become friendless the parish of their settlement has to see to their housing.

61288. Would you say that the age at which persons can get employment in recent years has rather gone down?—Yes.

61289. You have no doubt about that?—No.

Unanimity of parish councillors.

61290. Have you much division of opinion in your Parish Council as regards the methods of relief?—No. At the time of taking office in the first Parish Council there were different ideas, but they do not exist in Dunfermline Parish Council now. They are pretty much at one as to the methods.

61291. I see you have enlarged your house?—Yes.

61292. And the more extreme men have not been re-elected?—That is so.

61293. Is the relief committee the whole Council?—No, we have a committee of eleven to go into the matter in detail. They hold their meeting on the first Wednesday of each month. On the second Thursday the whole Council meets and adopts, or otherwise, the recommendation of the committee.

61294. Is that at all of the nature of a revision, or do they generally accept as a matter of course?—They generally accept. The parish is divided into seven wards, and we take care to have representation from each ward, so that we may know something about the party seeking relief.

System of appeal.

61295. Supposing the inspector was dissatisfied with the decision of the committee, would you consider it to be going beyond his office if he was to appeal to the Council?—No. I am *ex officio* a member of all committees, and if I was not present at the meeting he would come to me with his complaint, and if he was not satisfied with the decision of the committee I would advise him to acquaint the superintendent of the Local Government Board.

61296. But I was rather thinking of this: suppose he was dissatisfied with the decision of the committee, would he be considered to be doing something outside his office if he were to raise the case so that it should be considered by the whole Council?—No. As chairman I would give him every opportunity of stating his grievance to the Council.

61297. Has that ever been done?—Yes, but not by him. If I were not at the committee meeting, and if I got the circumstances and were not satisfied, then I would raise the whole question.

61298. Although he is a servant of the Council he still has that amount of independence?—I have made it a duty on him that he is to be able to state the law of relief, not only to the committee, but to any member of the Council that may ask it.

61299. But this is a question of acting independent of the law and his opinion being set on one side?—They may not take his opinion, but he is well up in the law of relief.

61300. (*Mr Patten-MacDougall.*) You go further, and suggest that even after the Parish Council have dealt with it, you would encourage him to make a representation to the general superintendent of the Local Government Board?—Yes, if it is a flagrant case and injustice is being done to the ratepayers or to the pauper, I would ask him to put the circumstances before the superintendent of the Local Government Board.

Question of relief to able-bodied.

61301. (*Chairman.*) You sum up the situation as regards the able-bodied in this way: that although there may be occasional hardship, you think that it is better that the law should remain as it is?—Yes, with the addition that relief works might be started.

61302. Who by?—Some publicly elected body should have the power to start relief works, as I have stated in paragraph 9. The wages paid should be uniform throughout each administrative district for the kind of work, and in case anything like confusion should occur, the Local Government Board should be empowered to

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Question of relief to able-bodied.

issue regulations to the body that has the carrying out of the relief works.

61303. Would you alter the law as regards the dependants of able-bodied persons? At present you are precluded from giving relief to them, although it is constantly done?—That is a delicate matter. If you relieved a parent of the responsibility of providing for his children you might just as well begin to give him relief while he was out of work. Breaking down the independence and the responsibility of the parent should, I think, be the last thing to be done.

61304. So you prefer to keep the law as it is?—Yes, with this, that every able-bodied willing person can get bread by working. It is a hardship to say that they have no work and no money, and cannot get either; but so long as they have relief works, I say that the responsibility of the parents ought to be such that it should not be curtailed.

Treatment of lunatics.

61305. Then with regard to the lunatics?—They are boarded out in homes that are licensed.

61306. You prefer to keep them in the poorhouse, but in separate wards?—Yes.

61307. Would you advocate that on general grounds as well as on the ground of economy?—Yes.

Parochial elections.

61308. (*Mr Patten-MacDougall.*) Have you any views about the election of parish councillors?—No. It would be more expensive, although there would be more continuity of policy, if there were yearly elections concurrently with the town council elections. That is the only thing I would suggest. I could imagine a difficulty in this, that the whole members of a Parish Council might be quite new, and that would certainly be against the interests of the parish.

61309. Have you had many contests in Dunfermline since 1894?—Yes, we have had good keen competition for seats.

61310. Has there been any difficulty in carrying on the election simultaneously with that of the town council?—No.

61311. Do the same numbers vote in both cases?—Practically.

61312. What proportion of the electorate will vote?—I do not think it will be over 50 per cent. I think at the first election I polled about 70 per cent., but I have only seen a stiff Parish Council contest where there was also a stiff contest for the town council.

61313. If there is a contest in both in the same ward, the voters will vote in both contests?—Yes. I believe while they would not vote for the municipal candidate they might vote for him because they might want to vote for the Parish Council, and *vice versâ*. I believe there is a bigger vote got on the average because of the elections taking place at the same time and in the same booth.

61314. More interest is taken?—Yes.

61315. And time is saved. It is better for the community to have elections on the one day instead of two days?—Yes.

Exclusion of children from pay office.

61316. In paragraph 11 you refer to the practice of children being allowed to call for their parents' relief money or clothing at the Parish Council office, and you say that that does not tend to make the child grow up with a proper aversion to pauperism. You add that the Local Government Board ought to have power to issue regulations for paying relief. Is that a great evil with you?—It is just what I say, that they do not have a proper aversion to pauperism when at such a date they are quite delighted to go down to get their dole. I think it would be to the benefit of the community that the children had nothing to do with this, although it might be more expensive to the parish at first.

61317. There are rules of the Local Government Board dealing with relief. I do not know that they say specifically that relief is not to be paid to the children, but if the Parish Council chose to make a rule of that sort, do you think there would be any difficulty in enforcing it?—No. We have spoken of it, but we have never been able to agree about the extra expense that would be incurred in delivering the relief at the recipient's residence.

Extent to which dependants of able-bodied are relieved.

61318. Have you ever had a case of this kind, of an able-bodied man coming to your Parish Council and saying he is in receipt of 20s., and his wife is suffering from consumption, that she cannot be attended properly in his house, and he says he cannot afford to give her the best medical treatment, and he asks for relief?—Yes, we have many applications of that sort.

61319. What do you do?—We send the doctor and pay for medicines, perhaps, if we are satisfied that his wife or his dependant is going to suffer through no fault of his.

61320. You make that an exception in the declining of relief to an able-bodied person?—Yes.

61321. That is in the cases of dependants suffering through sickness or illness?—Yes, it would be false economy to allow the person to be longer ill than what could possibly be avoided, because they would ultimately become chargeable.

61322. You make that an exception from the general rule?—Yes, and also deserted wives under certain conditions.

Treatment of lunatics.

61323. (*Dr Downes.*) You told us that your reason for wishing lunatics to be treated in the poorhouse instead of being boarded out was on the ground of economy, and also on general grounds. Will you kindly tell us a little more about the general grounds on which you would advocate this?—They would be under better supervision. There would be less likelihood of a lunatic becoming obstreperous and running away. Then they would also have the benefit of trained nurses should they turn sick; they would have the benefit of better cookery than what they can possibly get with 6s. a week in a private dwelling. These are things that appeal to me directly. A pauper lunatic that is boarded out does not get the same medical assistance that he would get in a poorhouse. Besides, they are not always of a kind that is able to say what is the matter with them at the time. I think the system of boarding out lunatics is somewhat dangerous.

61324. Have you visited any of them?—Yes.

61325. What condition have you found them in?—They are harmless and in a comatose state, and they take little interest in anything. They would be far more interested in a well-equipped house.

61326. Do you find them well treated?—Yes. We make periodical visitations, and then the nearest local doctor goes to see them.

61327. Have you had any cases of ill-treatment brought under your notice?—No.

61328. You make your suggestion just on these general grounds, and not on the ground of ill-treatment?—That is so.

61329. (*Miss Hill.*) They are a great deal happier boarded out?—Yes, than in an asylum.

61330. And many of them would not be able to be very much benefited by medical assistance?—It is like this, that although they are practically insane and harmless, still they take ordinary ailments, just as well as the mentally strong, but they do not have the same opportunities of getting trained nurse attendance.

Effect of Carnegie bequest on poor.

61331. (*Mrs Bosanquet.*) Do you think that Mr Carnegie's benefactions have helped the poor in any way?—No, nothing has been given to the poor except the privilege of attending cheap concerts, and the privilege of walking in Pittencrieff Glen.

61332. Mr Carnegie's idea was that it might raise up the people, and might make them more independent?—It has not yet had time. It would not be reasonable to look for any improvement in, at least, the first decade.

61333. How long has it been in operation?—About three years.

61334. And there has been practically no change?—There is no perceptible change.

61335. Can you tell us what the income is?—£25,000 a year.

61336. I understand they have some difficulty in devising ways of spending that money?—They have very

great difficulty in getting money to spend on what they want. It is want of money that is the matter.

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61337. (*Mr Phelps.*) You have nine working men on your Board?—Yes.

61338. At what time do you meet?—7.15 in the evening.

61339. Do they attend regularly?—Yes, very.

61340. And they take an active part in the business?—Yes.

61341. Do you think their presence on the Board has spread a knowledge of the work of the Board among working men?—Yes.

61342. And do you think it has reconciled people to what you would call a proper administration of the law?—It has given them a real interest in the class from which the poor come. The working man is a good member if he is well trained. We had a difficulty in the first Parish Council, but that has now disappeared.

61343. How long have these men been members of your Parish Council?—Some of these have been members since the Act came into force.

61344. You have found a change of opinion as time went on?—Yes; you get them reconciled to adopt something of the experience that the Local Government Board have gathered and put into shape for them in the form of instructions.

61345. Do you think they spread opinion in that direction?—Yes.

61346. You have public opinion behind you in administering the law?—It gets to this class in this way, that the working man is interrogated on certain points by the working men voters, and it gets spread in the community to that extent, and is most beneficial. We do not find that grumbling in Dumfermline that we did at the beginning.

61347. Do they lose their popularity among their constituents by their change of opinion?—No; the level-headed working man parish councillor in Dumfermline has gained a *prestige* in the community by being a parish councillor.

61348. Is his election ever opposed by people of socialistic opinions?—Not now, but working men having the same opinions may have a contest among themselves. There has been nothing of a class contest these last two elections; there has been nothing of this desire of the socialist to put out the employer of labour or anything of that sort.

61349. (*Mr Lansbury.*) The general labour member does not wish to give relief to immoral and bad people?—No. There is one thing that strikes me about the continuity of the Parish Council through their all going out at one time. I can quite well see that if the Dunfermline Parish Council just elected with a majority of working men who had never sat on a Parish Council before, the inspector would have great difficulties.

61350. He might have great difficulties from the other side too if any great change took place?—Yes.

61351. It would not necessarily be a change by having only workmen elected. If you had only capitalists or landlords elected it might be the same?—Yes, but the inclination on the part of the socialist and labour member is to help his own class.

61352. That is very natural?—Yes, but it is sometimes very dangerous.

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Working men and socialists as parish councillors.

61353. The point I want to get at is, do the labour and socialist members of your council, or have they at any time, wished to help the known vicious and immoral class?—I would not say immoral, but they certainly had a very hazy idea of the fitness of things; they were manufacturing pauperism by encouraging people to apply for relief.

61354. But that is not what I asked you. Did the labour and socialist members on your council at any time wish to give outdoor relief to known immoral and vicious people?—If you would put it without qualification I would say no, but if it was qualified I would say that in some cases they did.

61355. Where they knew that they were really bad people?—I would not say where they were absolutely bad, but where there was a tinge of immoral living it has been attempted.

61356. What you mean is where opinion was divided as to whether it was a bad case or not?—No, where it was admitted there was some bad, but not absolutely morally bad.

61357. The whole point I want to get at is whether as a set policy socialists and labour people wish to help immorality and viciousness?—I would not say that. We have no socialists on the council now.

61358. You do not wish to say bad of those who are gone?—No.

61359. Your council now has a number of labour men on it?—Yes.

61360. And I understand these are decent respectable people, who don't want to break the continuity of things, but want to go on on sensible lines?—Yes.

61361. And the lines are, of course, the lines that have always been gone on?—Practically.

61362. (*Mr Loch.*) Do you mean all the lines that have always been gone on?—Not all the lines, but I would say practically all. I do not think there is any member of the Parish Council in Dunfermline that would take any serious objection to the regulations issued by the Local Government Board any further than what I qualify in paragraph No. 4.

61363. Practically you yourself said that a great change had taken place with advantage in the constitution of the council?—Yes.

61364. That means that people have now come to recognise the reasonableness of the system that you were working at?—Yes.

61365. Was it ever said to you at election times that it was the view of the socialists that you should give outdoor relief to people of known bad habits and vicious character?—No.

Relief work for unemployed.

61366. Have you had the administration of relief works under your charge?—No, we have no practical experience.

61367. Might I suggest that the practical experience might alter your opinion?—I have had experience in this direction, that, as a member of the town council, I have advocated the starting of relief works every winter in the matter of quarrying and breaking stones.

61368. Your relief work was breaking stones?—Yes, in the quarry.

61369. It was not relief works in the sense of a large business undertaking, but breaking up stones with the view of meeting local wants?—Yes.

ONE HUNDRED AND FIFTH DAY.

Wednesday, 12th June 1907.

AT THE CALEDONIAN RAILWAY STATION HOTEL, EDINBURGH.

PRESENT:

The Right Hon. CHARLES BOOTH, F.R.S. (*Chairman*).
Mr F. H. BENTHAM.
Dr A. H. DOWNES.
The Rev. T. GAGE GARDINER.
Mr G. LANSBURY.
Mr C. S. LOCH.
Mr J. PATTEN-MACDOUGALL, C.B.
The Rev. L. R. PHELPS.
Professor WILLIAM SMART.
Mrs BERNARD BOSANQUET.
Mrs SYDNEY WEBB.
Miss OCTAVIA HILL.
Mr FRANCIS CHANDLER.
The Right Rev. the LORD BISHOP OF ROSS.
Mr R. H. A. G. DUFF (*Secretary*).
Mr J. JEFFREY (*Assistant Secretary*).

Mr James Kyd.

Mr JAMES KYD, called and examined.

61370. (*Mr Booth.*) You are Inspector of Poor in Edinburgh?—Yes.

61371. We will take the statement that you have sent in as your evidence-in-chief, and I don't think I shall require to supplement it very much?—Thank you.

(*The witness handed in the following statement.*)

Qualifications of witness.

1. I beg to state that my experience in Poor Law work has been gained as follows:—(1) Inspector of Poor, Collector of Parish Rates, Registrar of Births, etc., for the Parish of Kettle, Fifeshire (population 2,000), from January 1880 to December 1886; (2) Assistant Inspector, Dundee Combination Parish (population 165,000), from December 1886 to September 1893; (3) Inspector of Poor, Dundee Combination Parish, from September 1893 to March 1906; and (4) from March 1906, Inspector of Poor, City Parish of Edinburgh (population, census 1901, 317,459; but in 1902 the parish of Duddingston was annexed to the parish of Edinburgh, the population thereof being 11,203, making the total estimated population of Edinburgh parish at this date 328,662).

STATISTICS RELATING TO PARISH OF EDINBURGH.

2. The number of poor chargeable to the parish of Edinburgh at 15th May 1906 was as follows:—

Poor Law statistics and assessments.

	Males.	Females.	Total.	Dependants.
Ordinary poor (including children at board) . .	743	1,732	2,475	2,297
Indoor poor (poorhouses) .	594	498	1,092	133
Lunatic poor . . .	530	649	1,179	...

3. The receipts of the Parish Council for Poor Law purposes for the year ended 15th May 1906 was £94,635.

4. The expenditure of the Parish Council for Poor Law purposes was as follows:—

On outdoor poor	£30,003
On indoor poor	19,082
On lunatic poor	32,100
Other expenditure (including management)	9,758
	£90,943

5. The rate of assessment per £ for Poor Law purposes is as follows:—

On proprietors	$3\frac{27}{32}$d.
On occupiers	$4\frac{1}{16}$d.
Total	$7\frac{29}{32}$d.

6. The gross rental of the parish for the year to Whitsunday 1906 was £3,166,505. The assessable rental was £2,629,986.

INSTITUTIONS.

Poor Law statistics and assessments.

7. The City parish of Edinburgh has two poorhouses—one at Craiglockhart, about a mile from car; the other at Craigleith, also about a mile from the west end of the city. At these poorhouses accommodation is provided for the administration of indoor relief on the ordinary lines, with hospital accommodation and a system of trained sick-nursing. At Craiglockhart, provision has further been made for the treatment of phthisical cases, as afterwards referred to. The poorhouse at Craiglockhart accommodates 1,134 inmates, and the poorhouse at Craigleith accommodates 830 inmates.

THE SOCIAL AND INDUSTRIAL CONDITIONS OF THE PARISH.

Social and industrial conditions of Edinburgh.

8. The Edinburgh population consists to a very large extent of the professional class—legal, actuarial, medical, educational. It has a large residential population, *i.e.* people retired from active duty. It is not an industrial city to any large extent, but printing, bookbinding, and publishing establishments are numerous, affording employment to a large number of males and females. Likewise, there is within the city a large number of rubber works, employing a large number of hands of both sexes; and breweries, several engineering works, and railways employ a large number of males. Being a city with many historical associations and attractions, the influx of visitors is large, consequently shops and warehouses are numerous, affording employment to thousands of persons (male and female).

METHOD OF ADMINISTERING RELIEF.

9. The parish, which consists of the whole of the municipal burgh of Edinburgh, is for the purposes of Poor Law relief divided up into eight districts, with a sub-inspector for each district. This official attends to all applications for relief from persons residing in his district. He also visits all the outdoor poor on the roll residing in his district, and reports thereon to the relieving committee.

Number of Parish Councillors and method of administering relief.

10. The Parish Council consists of thirty-one members, all of whom are members of the relieving committee. The full committee meet when called for disposing of appeals (hereafter referred to) and any special business. For the purpose of considering and disposing of applications for relief, and for considering the circumstances of cases in receipt of relief, the relieving committee is divided up into four sectional committees. Each sectional committee meets weekly during eight months of the year, and fortnightly during the summer months. Each sectional committee hears the reports of two sub-inspectors on applications for relief and revisal. The inspector or his depute attends all meetings of the sectional committees and advises. Any member of the Council can appeal to the full relieving committee against the decision of a sectional committee. The inspector of poor, the applicant for relief, and the pauper on the roll can also appeal to the relieving committee against the finding of a sectional committee.

Mr James Kyd.

12 June 1907.

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11. Outdoor and indoor relief are administered on the ordinary lines. The Council board out as many children as possible, help such children to learn trades, and assist them until they become self-supporting. Many children are chargeable long after they have passed school age.

Number of boarded-out children . .	580
Number of apprentices at board . .	52

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12. A feeding scheme, whereby the children of paupers residing in Edinburgh, who apply for its benefits, are supplied with hot dinners daily (except Sunday), has now been instituted for some years, and is very successful. It is under the charge of a lady inspector, who reports to a committee monthly. The dinners to the children are supplied at restaurants near the several schools in the city. The outlay is not large—£60 per month or thereby; and the average number of children daily supplied is about 390. The class for whom this scheme is specially meant to apply is the children of widows who are employed at work all day, such as charring, etc., and who have little time to attend to the wants of their children.

led-out tives.

13. A number of invalids (22)—*i.e.* persons physically and mentally weak, but who cannot be certified insane—are boarded out in the country.

sion for isical ers.

14. Besides providing the usual hospital accommodation for the sick poor and trained sick-nursing, the parish has provided at its Craiglockhart poorhouse separate accommodation for about 120 phthisical cases, including special provision for the "sanatoria treatment" of suitable cases. The accommodation for phthisical cases is always fully occupied. Average number, 115 or thereby.

15. The foregoing represents the peculiarities or experiments in Poor Law administration at present in operation in Edinburgh.

Respective Merits of Indoor and Outdoor Relief.

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16. Outdoor relief, wisely and carefully administered, is the best mode of relieving the poor. It is the system which has obtained in Scotland from the earliest times, and, in the hands of prudent administrators, a system which can still be utilised with the greatest advantage in affording the needful sustenance to the legal poor in most of the parishes into which Scotland is divided.

17. In the large cities and urban centres the sifting-out of the deserving poor from the dissolute class is a matter of the greatest difficulty. As the dissolute are now a very numerous class, the expenses of administration are greatly increasing. As this class can best be dealt with by means of indoor relief, the necessity of providing accommodation for such cases is, in the larger parishes, growing greater year by year. Therefore it seems useless to speculate on the respective merits of the systems, both now being necessary for the proper administration of the Scottish Poor Law.

18. It may be said, however, that as the system of indoor relief in the larger cities is rapidly extending, the necessity for a proper classification of the recipients of indoor relief is a matter of the greatest urgency.

The Classes of Persons applying for Relief.

es apply- or relief.

19. Briefly stated, applicants belonging to the parish are, as a general rule, drawn from the wage-earning classes, although by no means confined to the lowest-paid classes. Many applicants are widows of respectable workmen who have been suddenly cut off without being able to make provision for their widows or families. A very large number of applicants hail from lodging-houses, etc. in the city. These are mostly the "wastrels" of the city, and tramps or vagrants travelling from place to place.

The Causes of Pauperism.

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20. The causes of pauperism are many and varied, and, amongst other causes, the following may be mentioned:—

(1) Old age.
(2) Prematurely aged, *i.e.* general weakness and debility consequent on years of incessant toil and small remuneration.
(3) Ill-health.
(4) Death of husband and father.
(5) Neglect of aged parents on the part of children.
(6) Dislocation of trades, whereby aged workmen fall out of employment.
(7) Dissolute lives and immorality.
(8) Improvident habits and thriftlessness.
(9) The great and increased struggle for existence in large cities.
(10) Drink, directly and indirectly.
(11) The reliance which is now placed on obtaining, when old, relief from the parish, either outdoor or indoor.
(12) The gradual disappearance of the objection to be the recipient of parochial relief.
(13) The failure of many to take advantage of the facilities afforded by friendly societies to provide for the day of ill-health.

Causes of pauperism.

The Class of Persons seeking Election as Parish Councillors.

Personnel of Parish Council.

21. In Edinburgh, representatives of all classes of the community have sought and obtained election as Parish Councillors, including a number of ladies.

The Expediency and probable Effect of giving Able-bodied Persons a Claim to Parochial Relief.

Question of relief to able-bodied.

22. I understand that in England every person who can prove that he or she is destitute is entitled to relief in some shape or form, and so is made secure against actual starvation whatever may have been the causes contributing to the person's destitution. In Scotland the able-bodied have always been excluded from the right to demand relief. This is considered to be the chief distinctive principle between the Poor Laws of the two countries, and, if I may venture an opinion, I think that to this day the majority of the people of Scotland would still adhere to the maintenance of this distinctive principle. In this connection, however, it is interesting to recall the fact that from the passing of the Poor Law Amendment (Scotland) Act in 1845 until the decision of the House of Lords in Isdale *v.* Jack, 31st March 1864, destitution was in some parishes recognised as sufficient to warrant assistance from the poor-rate, although the right to demand relief was never admitted. Such cases were considered to come under the category of "the occasional poor," referred to in section 68 of the Act of 1845. The then existing Board of Supervision for the relief of the poor in Scotland, backed by the opinion of eminent counsel of the day, favoured this view; but in or about the year 1859 this interpretation of the Act began to be questioned, and in a series of cases, culminating in the House of Lords' decision aforesaid, it was declared that by the law of Scotland a person must be both destitute and disabled before he can demand or procure assistance from the rates levied for the support of the poor. The Lord Chancellor, in deciding Isdale *v.* Jack, declared that the right to give and the right to receive relief were co-relative; if there was no right to demand relief, there was none to give relief. Lord Colonsay, who was President of the Court of Session when these test cases were being decided, admitted that it was the intention of the framers of the Act of 1845 (and he was the principal framer of the Act) to give the Poor Law authorities power to relieve cases of destitution.

Extent to which relief is now given to dependants of able-bodied.

23. I cannot speak as to the effects of the working of the said section 68 as it was interpreted prior to the House of Lords' decision; but, as a Poor Law administrator in large urban centres for twenty years, I can safely say that I have from time to time come across cases where the power to grant some little assistance would have been advantageous. It being so well known that the "destitute disabled" alone can appeal to the Poor Law, the cases of extreme urgency brought to the knowledge of an inspector of poor are not numerous; but still the fact remains that, rather than run any undue risk, an inspector of poor is occasionally forced to afford assistance. For instance, A. B., able-bodied, idle, with a wife and four children, wife in childbed, applies for relief. Although able-bodied, an inspector of poor is in such circumstances almost bound to give some relief until the man gets assistance from some other charitable source. Or it may be that one of his children is seriously ill, and he is unable to procure medical attendance for the child. In such a case an inspector of poor would ask the Poor Law medical officer to attend and prescribe, and if need be, give medicines. I have done so frequently, and no medical officer ever refused to attend such a case; on the contrary, my experience has been that the medical officer has, as a rule, continued to attend the case right through.

24. Another typical case might be illustrated. A man earning small wages, and burdened with the support of a

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Extent to which relief is now given to dependants of able-bodied.

wife and young family, applies to have his wife—a helpless invalid, suffering from some incurable malady—removed to the Poorhouse hospital. He is an able-bodied man, but from poverty is unable to provide for the suitable attendance, medical and otherwise, to his wife, and he has failed to get her admitted to any other hospital. Sympathising with the man's utter helplessness, and acting from a humane point of view, the Parish Council has relaxed the rigid interpretation of its powers under the Poor Law, and has admitted the sick wife to the parochial hospital.

25. I give these as typical of the cases I have come across in my experience.

26. While the able-bodied may have no right, and I think should have no right, to demand relief, I am of opinion that the Poor Law authorities should have power to grant relief in some shape in cases of extreme necessity. The able-bodied should have no right to demand relief, because the admission of such a right would undoubtedly be the means of unduly increasing the roll of poor; and although the honest workman out of employment would shrink from asking Poor Law relief, the undeserving, the dissolute, the "wastrels," and the "unemployable" would not scruple to live off the rates. The Parish Council have no facilities for giving relief in the shape of paid labour; therefore the obligation to deal with the unemployed should be left to County Councils and Town Councils in large cities, in accordance with the spirit of the Unemployed Workmen's Act of 1905.

The Suitability of existing Areas for the Purpose of administering Relief.

Suitability of existing areas.

27. The larger parishes in Scotland should remain as at present, but the Local Government Board should have power, on their own initiative, to combine smaller parishes for administrative purposes. The burden of maintaining the poor would thereby be more equally divided, and the administration placed in the hands of officials trained to Poor Law work. As Scotland has so long been accustomed to have the parish *quoad civilia* as the unit of administration for local affairs, such unit will not be got rid of without a prolonged struggle. Nevertheless, I am of opinion the Board should have such powers conferred upon them. The powers could be exercised gradually. For example, when the office of inspector of poor of a parish becomes vacant, the Board could consider whether the vacancy should be filled up by a fresh appointment, or whether the parish in which the vacancy has occurred should be combined with another or other adjoining parishes.

Reform in the Law or Practice.

Adequacy of existing Poor Law statutes.

28. I am of opinion that there should be no fundamental alteration of the existing law. Under and within the limits of the present Poor Law Statutes, Parish Councils have developed a system of relief of the poor, both outdoor and indoor, which leaves little room for fundamental changes. Amongst other things, the boarding-out of children—the granting of assistance to such children until they become self-supporting—the introduction of a scheme for the feeding of children of paupers—the development of the system of trained sick-nursing in poorhouses, and the provision for the proper treatment of phthisical cases, show what can be done at the present day, and bear eloquent testimony to the liberal and humane interpretation of their present powers on the part of many Parish Councils.

Suggested amendments of Poor Laws.

29. The Edinburgh Parish Council have forwarded a series of suggestions for the amendment of the Poor Law, with which amendments I am in entire sympathy, and may be held as concurring. I refrain from repeating them, but I respectfully direct attention to the following of the proposed amendments:—

(1) Children under the Poor Law.
(2) Adult poor.
(3) Institution of labour colonies, industrial homes, penal workhouses.
(4) Sick poor—adults.
(5) Extension of power of Local Government Board with regard to medical relief.
(6) Amendment of law of settlement.
(7) Care of epileptics and weak-minded.
(8) Recovery of advances from relatives. Simplification of process of recovery. Relief to be considered an alimentary debt. Sons-in-law should be made liable to contribute towards support of wife's parents.
(9) Removal of paupers from England.
(10) Superannuation of officials.
(11) Vaccination defaulters.
(12) Poor Law conferences.
(13) Treatment of phthisis and tuberculosis.

Suggested amendments of Poor Laws.

29A. I also think that, in any legislation for Scotland, power should be given to recover by some simple method advances made on behalf of lunatics who are in possession of limited funds.

30. I am also of opinion that the provisions of section 5 of the Poorhouse Loans and Relief (Scotland) Act of 1886 should be extended to include children born in poorhouses other than combination poorhouses, maternity hospitals, and lunatic asylums; also that no inmate of an institution maintained wholly or partly by public subscriptions should be held as acquiring a residential settlement while resident in such institution.

Assessments and valuations.

31. The question of the amendment of the Poor Law Act so far as relating to the levying of assessments and of the Valuation (Scotland) Act of 1854 is one of the most urgent questions now before Parish Councils. The complications which have arisen and are still rising under the 37th section of the Poor Law Act take up a great deal of the time of Parish Councils and their principal officials, to the detriment of the proper work of administration of the Poor Law.

32. The question of Scotland's share in the Medical Relief Grant and the Grant in aid of Pauper Lunatics is another matter of the greatest urgency, and requiring to be looked into and adjusted.

Industrial conditions of Edinburgh parish.

61372. (*Mr Booth.*) You say, with regard to the population of Edinburgh, that it is largely professional, and that Edinburgh is not an industrial city to any great extent, but nevertheless you name a considerable number of trades and employments of one kind or another, and I think they provide for a good deal of female employment, do they not?—They provide a considerable amount of employment for females.

61373. I notice you speak of printing, bookbinding, publishing, and rubber works, and so forth, so that there is a very considerable amount of female employment in addition to domestic service?—Yes.

61374. So of one sort or another there is a fair amount of female employment?—Yes.

61375. There are thirty-one members in your Parish Council. That is the maximum number according to the rule in Scotland?—Yes, according to the Local Government (Scotland) Act.

Number of Parish Councillors and method of administration.

61376. Do you find that number to be sufficient?—Yes, I think so.

61377. It is sufficient owing to the way in which the work is arranged?—Yes.

61378. Your relief committees are sectional committees, consisting, roughly speaking, of seven or eight members each?—Yes.

61379. Do the whole number attend each meeting, or is it just a certain number of them that attend?—The sectional committees are only open to the members of the sectional committee so far as voting is concerned.

61380. Yes, but what I meant is this—do you, as a matter of fact, usually get the full number to attend, or is the work done by a few of the seven or eight who are members of the committee?—Three-fourths would be a good attendance.

61381. They do attend?—Yes.

61382. Is it desirable to have as many members on these sectional committees as you have?—I find it works very well in Edinburgh. It works better that way than it was in my previous experience, where the whole thirty-one members of the council formed the relief committee.

61383. That was in Dundee?—Yes. Of course I have only been in Edinburgh for a little over thirteen months.

61384. I was comparing it with Glasgow, where only one member attends?—From my experience I prefer a small committee to a committee of one.

61385. You don't favour the idea of one, but you think the committee should be a small one?—Yes.

61386. One of your representatives sits with each com-

mittee to advise?—Each committee receives the report of two district inspectors. The inspector or his depute is sitting there to advise.

61387. In the first place the district inspector is there to give particulars of the cases, and, in addition to that, there is a representative of yourself sitting as an adviser?—Yes, but I invariably attend all the sectional meetings.

61388. You attend yourself?—Yes, but when I am out of the city on business a deputy takes my place.

61389. There are never two of the relief committees sitting at the same time?—No.

61390. So your own advice is available in every case?—Yes.

61391. That tends to uniformity of administration?—Yes.

61392. Do you find that your advice is accepted?—It is very seldom that I am overturned.

61393. You can appeal if necessary, I suppose?—Yes.

61394. You can appeal to the whole body?—Yes.

61395. Has that often happened?—Only once within the last twelve months.

61396. There may be an appeal of another kind, an appeal against the decision of a majority of the relief committee?—In my experience no member of the committee has ever appealed to the full council. The appeal I refer to was taken by myself, not as against the decision of the committee, but rather because I thought it advisable that the decision should be reviewed by the full committee, because it was a particular case; it was a case of taking an old person out of the house of her son, who had something like 15s. a week coming in.

61397. It was rather because it was a difficult case, which you thought ought to be decided by the full body?—Yes.

61398. Does the full committee sit regularly for the purpose, or is it just specially summoned?—It is only summoned.

61399. It does not often happen?—No; it has happened only once during the last twelve months.

61400. With regard to the respective merits of indoor and outdoor relief, you regard the outdoor as the best system if it is wisely administered?—Yes.

61401. But you consider the two systems are necessary side by side?—Yes, in large cities.

61402. But not everywhere?—In the rural districts the indoor poor are very small in number, and in many cases I think the poorhouse could be departed from. I don't consider the poorhouse to be absolutely necessary in some of the rural districts.

61403. But it provides a deterrent?—Yes, for a certain class; but for the sick in rural districts they could have an arrangement by putting them into a little house with someone to look after them. In a large city the two systems, however, must run side by side.

61404. When you have the large cities and indoor relief elaborated, then you should have proper classification?—Yes.

61405. That goes with the extension of the indoor system, but, again, that is not what is wanted in the country?—Not so much in rural districts, because the ins-and-outs are more of a city class than what you would call belonging to the country.

61406. How would you propose to deal with the ins-and-outs?—In the first place, we should have more powers of detention, and if a man becomes chargeable two or three times in one year, either in the parish to which he belongs or in any other parish, we should have the power to detain him for a considerable period in the poorhouse, and employ him on some useful form of labour, and try to instil into him the habits of work and of industry.

61407. When you say detain, would you fix when he went in how long he was to be detained?—Yes. That could be done by a regulation of the Local Government Board.

61408. It would not be decided from day to day, but it would be decided as one of the conditions of relief?—Yes.

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Ins-and-outs.

61409. This question about destitution and disablement does come to be complicated, because destitution leads to disablement and disablement leads to destitution. I think you recognise that?—Yes.

61410. But nevertheless you regard it on the whole as desirable that the Scottish principle of refusing relief to the so-called able-bodied, that is to say, to those who ought to be able to support themselves, is a wise part of the system?—Yes, I think I state in my paper the extent I would be prepared to go.

Suitability of existing areas.

61411. With regard to the area, you think it would be desirable that small areas should in some way be combined?—Yes, there are many parishes that could be combined for Poor Law and for other purposes, making the governing body feel that they had something to do, something better than just to look after the poor. There are many matters of local administration which I think could be put under the charge of one council or one board, and that would tend to bring up the qualification of the members and to give them a real interest in local government.

61412. You think that would get better men in consequence, and it would add interest to their work?—Yes.

61413. Would you hand over to them business of an altogether different character; would you give them other forms of local government?—You have a district committee just now looking after roads and public health, you have a School Board looking after education, and a Parish Council looking after the relief of the poor. I think within these areas the same body could manage the whole of the business.

61414. And you would unite the adjacent parishes in larger areas completely?—Yes, so far as practicable. I can recollect in my early days being inspector of a very small parish not very far off. I could have acted as inspector for four parishes all within a reasonable space as regards any residenter in the parish.

61415. (*Mr Patten-MacDougall.*) Was that your sole occupation at the time?—No, I was engaged in a law office in Cupar-Fife while I was inspector of that small parish, the reason being that the one parish was not sufficient to find employment or emoluments for a suitable man to fill the situation.

61416. (*Mr Booth.*) In these enlarged areas you would expect each area to be complete in itself as regards the institutions that were needed?—You mean for relief?

61417. Yes; for the treatment of the sick or whatever it might be of an institutional character?—Yes; they could all have rights to one institution within a reasonable distance, but I don't say that that should be within the area.

61418. That is to say, within the absolute combination of adjacent areas you would have some system by which they could board out—there might be only one institution for several of these different areas?—Yes; there might be one poorhouse in one county to which these areas would have a right of sending paupers.

61419. Would the original parishes be the electoral districts?—So far as they could be carved out and made suitable. Of course I recognise that the area of the county in some counties would be too large, and you would require perhaps two areas in the county, but a commission could easily sit and map out the country into Poor Law areas, the same as was done for the Local Government when they passed the Act of 1889.

61420. First of all, it is combining the small areas into larger ones, and then associating them together in certain ways for certain purposes?—Yes.

61421. I suppose you would decrease the number of parish councillors?—Yes. I don't see that you require eight or nine persons for each small parish. If, for example, four parishes were made into one area, then each parish might send three or four members, and in that way you would have continuity for each parish, and you would raise the status of the body.

61422. Each parish would probably have its own

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relief committee?—The relief committee would be guided perhaps by the representatives of the parish.

61423. You associate yourself in sympathy with the suggestions of the Edinburgh Parish Council?—Yes.

Need of power to detain ins-and-outs.

61424. (*The Bishop of Ross.*) With regard to the ins-and-outs, you would wish for more power of detention in the poorhouse?—Yes, or in whatever institutions might be started.

61425. You also think it would be well that there should be a definite regulation determining the time of detention when a pauper applied for relief? Would it be well that there should be some elasticity in the regulations, so that if during the period of detention the pauper showed himself inclined to work he might be dismissed earlier, and if he did not show any inclination to work you might keep him under treatment for a longer period?—That would be a matter for consideration by the governing body. They could review the case of that man or woman just as they would review the case of an ordinary pauper on the roll.

61426. Do you think that it would be desirable with regard to correction and amendment not to have a cast-iron rule that he must spend a certain time, as he does in prison?—If there was a regulation it would require to be carried out with great care. That would open the door to members being influenced on behalf of the paupers.

61427. Would you not admit that there must be a pretty clear line between punitive treatment and corrective treatment; and if you commit a man to the workhouse for a definite time does it not look like the prison treatment or punitive treatment, whereas, if you allow a little elasticity, it would look more like corrective treatment?—Yes, that is quite true. It all depends on the nature of the institution. There might be a place known as a penal workhouse where they might serve their full time, and they might be transferred from there to an industrial colony, and there there might be a regulation that the case could be considered at different periods.

61428. If you took a penal workhouse, don't you think it would be a mistake that that should be run exactly on the lines of the prison, where a man is condemned to a definite time which he has to put in, no matter what his conduct is? If you established a penal workhouse it would be with a view to the correction of the individual, I suppose?—Yes, that is so. Our greatest difficulty is with the class who are going out and in. They get relief, and we are bound to give it to them because they are certified by the doctor to be disabled from illnesses, some of them more or less trifling, but still they come within our category, and they are no sooner in the poorhouse than they are out again.

61429. You want to correct these and teach them habits of work and industry?—And you will never do that unless they know they are liable to be detained for a considerable period.

61430. But will you fix the period by a cast-iron rule?—I have never thought that out.

61431. (*Mr Booth.*) If there is detention it would be complicated a little with regard to the question of health. You have no doubt considered this, that a man might, during the period of fixed detention, become perfectly well, and he would be being detained although he was able-bodied. Have you considered that?—That is so; but there is not so much discharge from the poorhouses as able-bodied as one is led to believe. It is a very difficult matter for an inspector of poor to take on himself the responsibility of turning a man out on to the street from the poorhouse. I myself would not be prepared to do it unless I gave that man a money donation to start him in life again.

61432. (*Mr Bentham.*) Does the governor not have that power?—No, I always prefer the governor to send the man down to the office to be dealt with there if he becomes able-bodied. The governor is a servant of the poorhouse. He works under the poorhouse committee, and he is bound to provide the indoor relief, and see that it is carried out according to his instructions. But the question of whether a man is to get his relief continued is a matter for the council, and not for the governor or the poorhouse committee.

61433. (*Mr Patten MacDougall.*) And it is a matter for the doctor in the first instance?—Yes, it is all subject to medical inspection.

Combination of parishes.

61434. (*The Bishop of Ross.*) You favour the combination of a number of small parishes into a Poor Law Union?—Yes.

61435. And you suggest that each parish, after the union, should be treated as an electoral division belonging to the union?—Yes.

61436. Would you put a uniform rate over the whole union, or would you still keep up your parish rates?—I would have an equal rate over the whole union.

61437. Would you make any distinction between the rates for establishment charges and indoor relief on the one side and outdoor relief on the other side?—No, I would have one rate for the union.

61438. Would you apprehend any danger that the representatives of the parishes would be desirous to get a large number of people with outdoor relief in their own parish because the rate fell on the whole union?—No, I would not apprehend that, because, so far as I know from my experience, outdoor relief is at the present moment the leading relief of the poor.

61439. But at present when outdoor relief is given the particular parish has to pay the whole amount. Under this new arrangement the outdoor relief would be paid by the union. Suppose you combine ten parishes, then one-tenth would be paid by the particular parish. Would there not be a temptation on the part of the representatives of that parish to increase that outdoor relief, putting nine-tenths of the expense on the other parishes and one-tenth on themselves?—But would there not be outdoor poor belonging to every parish?

61440. Yes, and if one got, say, twenty persons with outdoor relief, then the representatives of another parish would say, "Well, there are twenty from that parish, 'and we are paying for them; there is no reason why 'we should not have our share of what is going"?—I don't apprehend any difficulty in that way.

Question of relief to able bodied.

61441. I would not say that there was the same difficulty with regard to establishment charges and indoor relief; there would not be any temptation there on the part of the representatives to send people into the poorhouse. You state that there is a strong public sentiment in Scotland for the maintenance of the law excluding able-bodied persons from relief?—Yes.

61442. Suppose there was a proposal to change that law, would there be a strong public clamour against the proposed change? In other words, looking at it as a matter of practical politics, would the change in the law be easily carried out?—I scarcely think so. I find in my experience that the parish councillors are far stronger on this point of maintaining the principle than the officials are.

61443. So it is not a matter of practical politics to do away with that principle?—I don't think so.

61444. At the same time, you would be desirous of having some little elasticity in the principle?—Yes.

61445. You would leave the principle to stand and try and get at some liberty to get round the principle?—I think the administrators of the Poor Law (I speak from an official point of view) are in a happier position than they were in the old times. The law says that you are not to give relief to the able-bodied, and the Local Government Board in a circular very wisely pointed out that no inspector should push that to the extreme, and if anything occurred everyone would have sympathy with the inspector, even although he was attempting to carry the law out. We are all sensible of that.

61446. So you think matters can remain just as they are?—I think they should be left pretty much as they are, provided we had this power that the parochial boards of the day thought they had until the Dundee case.

61447. Provided you were allowed to use the discretion that you are actually using, and provided no one comes down on you and makes you put the law strictly in force?—That is so.

Detention of ins-and-outs.

61448. (*Mr Loch.*) You think there should be such a thing as a penal workhouse for some of these ins-and-

tion of nd-outs.

outs?—Yes, and there should also be an industrial home, or whatever it may be called.

61449. There should really be two grades?—Yes, apart from the ordinary poorhouse.

61450. Do you think that the effect of the detention in a penal workhouse would be very different from the effect of a long prison sentence or a short one?—I think it would deter these men from going so frequently out and in of the poorhouse.

61451. The sentence would be a magisterial sentence to the penal workhouse?—No, the sentence would be by the Local Government Board. That is to say, the Parish Councils would say to this man, "If you go into the 'poorhouse we will detain you for such and such a period, 'but you have a right to appeal to the Local Government 'Board." I don't want any sentences by magistrates.

61452. Then it would be a question of transfer from the poorhouse to what you might call a penal workhouse, rather like what we call an able-bodied workhouse in England. Are you sure that would have the effect you want?—No one could be sure on the point, because we have had no experience.

61453. Is there enough experience to show that we are likely to solve the question in that way? Does the experience, such as it is, point in that way?—I don't think there is anyone in Scotland that can speak about experience on this point, because the poorhouses in Scotland have all been built on a definite plan—they were built to take in the sick and the infirm, and then certain classes were referred to them to be accommodated in the poorhouses; but a special provision for dealing with these cases was never thought out, that is to say, provision of workshops, separation, and other matters. In other words, we think there should be two institutions, call them what you will; there should be one for hospital cases, the infirm and the otherwise decent poor; and then the test cases, those that we think should be able to earn their own livelihood and who won't, and who have brought themselves there through their own fault, should be thoroughly tested in another place.

61454. You consider the test now given in the poorhouse to be quite insufficient?—Yes. In most of the poorhouses they have no land or anything of that sort to work on.

61455. The other class would want milder treatment, and that would be given in some kind of industrial colony?—Yes.

61456. What is your experience about that? Does Scottish experience, for instance at the Dumfries colony, suffice?—I don't know anything about it—I never saw it. I am speaking just from what I judge from my own experience.

61457. In these cases, too, it would be a question of transfer from the poorhouse without any regard to a magistrate?—I would have no magistrate in the matter.

61457A. Your detention would be for a long period?—In the penal one?

61458. Or in the industrial one?—Yes, subject to review, if you like.

61459. Do you see no difficulty in the Poor Law assuming the position of being able to detain for very long periods of six or eight months or a year?—No.

61460. You don't see any difficulty from the point of view of public opinion?—No. Public opinion has gone by as regards considering people of that sort.

61461. Would they accept that as a mere matter of administration without regard to a magistrate?—I suppose you mean the ordinary magistrate of the city or a justice of the peace?

61462. Yes, really a committal?—All committals, if they are to take the form of magisterial, should be by the sheriff of the county.

61463. Would you be prepared to bring him in in these matters?—Yes, allow the pauper to appeal either to the sheriff or to the Local Government Board. In short, I admit that the pauper should have right of appeal, but that appeal should not be to an unpaid magistrate.

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System of appeal.

61464. You think that the sheriff in the present administration in appeal cases is sufficient? In the case of refusals they can appeal to the sheriff. Do you think that that method is satisfactory as it stands and that it should be extended?—It is unsatisfactory as it stands in so far as the sheriff as a rule accepts the statements of the applicants, and gives an order to relieve them for a limited period without calling in the inspector of the poor. I have been thinking that matter over, and I heard it discussed yesterday. I look upon it in this way, that the sheriff ought to communicate with me; but then I must look further afield. This particular provision with regard to the appeal to the sheriff was framed by the Court of Session in an Act of Sederunt, and it was meant to apply to all Scotland. In most of the parishes the sheriff is not quite so adjacent as he is to me, and therefore days may elapse for that reason. While I say that I feel about the sheriff being so ready to hear their statements, my grievance is taken away if I take a broad view.

61465. That is to say, considering Scotland as a whole?—Yes; but where the inspector is within arm's length of the sheriff court the sheriff should not be so ready to grant these orders. The fact remains that when it is a matter of an Act of Sederunt it must be laid down to meet the wants of the country as a whole.

61466. (*Mr Patten-MacDougall.*) You want a new Act of Sederunt?—Yes; when a man is refused relief, then I give him his line, and I say, "You have been refused. 'This is the line I am bound to give you; you can take 'that to the sheriff." He goes and sees the sheriff clerk, who either takes the man before the sheriff, or explains the matter to the sheriff. I don't know exactly how it is done, but the sheriff issues an order to the inspector of the poor, which he is bound to send through the post, marked "Poor Law Intimation," and I am bound to obtemper that order, and I have to lodge answers why relief should be refused, but in the meantime I am ordained to grant relief. If I see cause to advise my council to lodge answers, then I think it is grossly unfair that a fee of 5s. is required to be paid to the sheriff clerk before these answers can be received. In a Poor Law matter there ought not to be any fees at all.

61467. Is that fee provided by the Act of Sederunt?—It is in the table of fees. I think that no expense should be incurred by either party until the sheriff has seen fit to appoint an agent to conduct the man's case.

61468. (*Mrs Webb.*) Is it open to the inspector to give any relief he chooses on the sheriff's order? Could he put the man on test?—Yes.

61469. He can give him any relief he chooses?—Yes; the sheriff has no power to ordain the kind of relief.

61470. (*Mr Loch.*) The sheriff only takes the refusals?—He can only ordain relief to be afforded, but he has no power as to the shape of the relief. The inspector may grant 6d., and say, "If you are not satisfied with that, 'you can appeal to the Local Government Board."

61471. (*Dr Downes.*) Does the sheriff ever obtain a second medical opinion?—He does. I have had a case in Edinburgh where the sheriff saw copies of the certificates from both the medical officers, but he preferred to go by a medical certificate that the man had obtained himself, and taken with him from some of the dispensaries.

61472. Who did the sheriff call in?—He did not call anyone in.

61473. How did he get the certificate?—The appellant got the third certificate himself, and took it to the sheriff.

61474. Has the sheriff power to obtain an independent medical opinion?—Yes.

61475. Have you known that power exercised?—No.

61476. If it were exercised, who would pay for the medical opinion?—I suppose the Exchequer, because it would not be the Parish Council. At that stage of the proceedings there should be no expense.

Detention of ins-and-outs.

61477. (*Mr Loch.*) What is the number of those in-and-out cases that would be affected by what we have been discussing?—I do not have a full list, but I have a list showing seventy-three.

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61478. Seventy-three out of how many cases?—1,300 indoor poor. The return that I have was made up for another purpose—to find the number that were often frequenters of another institution in the town—namely, the Calton Jail.

61479. Are many of these seventy-three persons people who have already been in gaol?—Yes, there are only twenty of them who have not been in prison.

61480. Then you are dealing in this class with almost the same as the criminal class?—Yes. They are mostly in for breach of the peace, and trifling offences; there may be some in for theft.

Deserters and their punishment.

61481. Has there been an increase in desertion cases in these last ten or twelve years?—You mean wife or child desertion?

61482. Yes?—I cannot speak for the parish of Edinburgh; but I may say that in my late parish there was an increase during my time of service. I am sorry to say that that increase often happened when the city was busiest. When a joiner or a mason or tradesman of any kind is sure of getting employment at any place he likes to go to, then you may look to be called upon to deal with desertions, because they are regardless of their situation then.

61483. Do you think that the law (and its administration) is strong enough with a view to sending these people either to prison or finding them?—The law just now?

61484. Yes?—No, it is not strong enough. A man that habitually deserts his wife and family should get penal servitude.

61485. Is there anything in the administration that allows them to get off? Is it too slow in following the desertion?—I don't understand.

61486. Do you find that people who should be prosecuted are away out of reach by the time you wish to catch them?—Yes, they are usually beyond reach before the party becomes chargeable. We cannot apply until the wife and family are chargeable.

61487. Would you wish to get someone else to intervene as a police matter?—I do not wish any power unless they are chargeable as far as the Parish Council are concerned.

61488. But if the police followed them up promptly as a criminal offence, they would do the work that you now do on the chargeability occurring?—Yes.

61489. Would that not meet your views?—My views are not so much the change as regards the chargeability as the length of period that the men would be sentenced for the fault.

61490. You want the sentence to be a long one?—Yes. In the larger parishes the officials are quite able to look after the desertion.

61491. Do you find that the staff of inspectors and assistant inspectors is large enough to do that?—Yes. We have an inspector who holds a commission from the Court and can go anywhere and apprehend. He has been in England several times and brought the man, but what is the use of bringing him here if he is only to get thirty days?

61492. Do you apprehend the father in cases of illegitimacy?—We never apprehend him unless he has signed the register as father of the child.

61493. So in most cases these men get off?—Yes.

61494. Do you think that any alteration should be made in that matter?—We have the same powers to deal with the father of an illegitimate child as we have to deal with the father of a legitimate child provided that the paternity is proved, but the Parish Council would never instruct the apprehension of a man unless that paternity had been proved. It would not pay the Parish Council to adopt what you would call affiliation procedure, because the Parish Council have no chance of producing witnesses, and they do not know anything about the affair, and if the case breaks down there is a heavy expense, perhaps £100 in one case.

61495. Have you any suggestions to make? Do you think the police might take these cases up more effectively?—That amounts to punishment of illegitimacy and making it criminal.

Deserters and their punishment.

61496. But it is a bad state of things that now prevails?—I do not know that it is any worse than it has been for years past. There is almost a rigid adherence to the relief given to women with illegitimate children, and they know that, and the proportion becoming chargeable to the parish is very small. Perhaps we should have some power of detention of these women if they become chargeable.

61497. Your solution would rather lie in that direction—that is to say, the offer of indoor relief and a long continuing relief?—Yes, provided she cannot produce decree of paternity or admission of paternity. Under the 80th section of the Poor Law Act we have power to punish fathers of illegitimate children, provided that we can prove to the sheriff that they are the fathers.

Detention of unmarried mothers.

61498. In regard to your idea of the detention of the mother, you agree that it should be reformative in its character?—Yes.

61499. And it should be a long detention?—Yes. That is an amendment desired by my Parish Council, and the arguments for it will be better given by the members themselves. I understand their idea is that if a woman knew when she went into the poorhouse with two or more illegitimate children she was liable to be detained there, or in some industrial place for a considerable period, that might have a tendency to decrease the number of illegitimate children, and also to make them sharper in getting the paternity declared by a proper decree of the court.

61500. Are you in favour of leaving the law of settlement as it is?—No, that law stands in need of some reform. To a certain extent it is very well developed, but still there are some very side issues left open. I think something should be done by codification to fix the settlement of children after they have reached puberty, and let us know how we stand. We do not know how to treat a child after it has reached the age of puberty; it is all a question of the circumstances. Different views are taken, and the time of the inspector in a large parish is very much taken up in dealing with such cases. We have the settlement of birth, and we have the derivative settlement well fixed, whereby the wife follows the husband, and the children follow their father. It is when the children arrive at puberty that some little difficulty crops up. Then I want it declared that no one living in a charitable institution should by such residence acquire settlement. There is a section in the Lunacy Act which declares that the settlement shall remain as at the date of admission. I think that something of the same kind should be declared with regard to the settlement of persons living in a charitable institution.

Settlement cases.

61501. You are not inclined to get rid of the law of settlement, or to reduce it to a qualification of a residence of a certain number of years solely?—No.

61502. Is your staff very much occupied with settlement cases? Do you have a settlement officer?—No, I do not have a settlement officer, because each inspector superintends what is known as his own suspense cases, and each inspector also deals with the claims from other parishes—that is to say, if the birth is in a certain street in Edinburgh, then we hand it to that inspector to get it proved. That is the way we have of working in Edinburgh. They prefer it that way, because it gives them an interest in their work. In some parishes that I know they have a special officer for that particular work.

61503. How many claims will you have in Edinburgh, on you and from you?—About 1,000 each way.

61504. Do you find, financially, it squares itself at the end of the year?—We get more repaid than what we pay. You can easily understand that in a parish such as Edinburgh, where there are so many institutions and infirmaries, they come in from all districts. We could not afford to abolish the law of settlement unless you made some provision about settlement remaining as at the date of admission. One-third of the lunatics at the Royal Infirmary are sent to us.

61505. Putting aside the lunatics, and giving effect to your view about institutions, would you have the law of

settlement stand very much as it is?—The law of settlement would not vary very much.

61506. If the lunatics were out of the question?—Yes, and the institutions.

61507. If your suggestions were adopted, and these two exceptions were made, it would be a small matter, the question of claims, and so on?—Yes, from a financial point of view.

61508. With regard to the responsibility of relatives, would you be in favour of brothers and sisters being brought in as chargeable?—No.

61509. Are you satisfied with the extent to which you have powers under decisions for making relatives chargeable?—You mean recourse against relatives?

61510. Yes?—No, I am not satisfied with the procedure just now or with the law as it stands.

61511. What suggestion have you to make?—My suggestion is that if a son is able to support his father or mother, and declines to do so, I should have power to bring him before the sheriff; the sheriff would give a decree that he is to pay so much per week, and I should be able to enforce that decree by imprisonment. Just now it is a matter of civil process; we have to recover advances by an action in court.

61512. You would make it criminal?—Yes, because just now if a father pursues his son in a court, and gets decree from the sheriff for 2s. 6d. a week, the father can enforce that decree against his son by imprisonment, but the law says that when the Parish Council gives relief to the father and tries to recover from the son, it is a question of a debt between the Parish Council and the son, and not a question of aliment.

61513. And that hampers you?—Yes. Then the sheriff has also power to grant decree against the son for aliment, no matter what his wages are. Just now we cannot recover anything unless the son's wages are over £1 a week. I argue that a man who fails to support his aged parents after the sheriff has given decree against him should be dealt with in the same way as you deal with a deserter or a man that declines to support his wife or family, and is dealt with under the 80th section of the Poor Law.

61514. Would you favour the suggestion that a person who has a legal claim on relatives might state a case before the sheriff without the intervention of the Poor Law at all for maintenance?—They have that power just now.

61515. Apart from any application to the Poor Law?—Yes.

61516. They have that power just now?—Yes; all that the aged parent has to do is to go to the sheriff clerk and say, "I want to go against my son or daughter 'for aliment." He is handed over to an agent for the poor. Of course these agents for the poor have nothing to do with the Poor Law.

61517. Then the agent for the poor takes the case up?—Yes, and he is bound to carry it through.

61518. Is that much resorted to?—Yes, very much.

61519. (*Mr Patten-MacDougall.*) As well as agents for the poor, there are also counsel for the poor?—Yes, that is in the Court of Session.

61520. (*Mr Loch.*) So, while the Poor Law is hampered in regard to the relations, there is a law outside the Poor Law which anyone can apply, and which is in no way hampered in regard to the prosecution of cases by relatives. You, on the one hand, as acting for the Poor Law, are hampered very much in regard to obtaining money from relatives. On the other hand, outside and apart from the Poor Law, there is a law easily available for people to enforce claims on persons who ought to maintain them under the common law?—Yes.

61521. (*Mr Bentham.*) Does the Parish Council ever refer people of that kind to the sheriff to get an order on their relatives, so that the Parish Council need not give relief?—We occasionally write out a letter for a poor person, and address it to the sheriff clerk.

61522. That is not in the case of persons who apply for relief?—No, they are persons who have come to us to pursue their family. I should like to say a word about the law of removal. We do not have much grievance against Ireland—we sympathise with them—but we certainly have a grievance against the richer country slipping in alongside of Ireland. I would refer to section 5 of the Poor Law (Scotland) Act of 1898:—

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"(1) Whenever any Parish Council shall have obtained in terms of the Poor Law Removal Act, 1862, 'a warrant for a removal from any parish in Scotland to 'England or Ireland of any English born or Irish born 'poor person, who has not acquired a settlement of residence in Scotland, and to whom the immediately 'preceding scheme does not apply, such poor person, if 'he or she being resident continuously in such parish for 'not less than one year before the date of the application 'for relief, if her deceased husband's residence, if 'necessary, being reckoned as a part of her residence in 'the case of a widow, may, within fourteen days after 'the intimation of the ground of such warrant, and of 'the right to appeal under this sub-section mentioned, 'appeal to the Local Government Board, which board 'shall without delay investigate the grounds of such 'appeal, and determine whether it is reasonable and 'proper that such poor person shall be so removed. The 'inspector of the poor of the parish whence poor person 'is proposed to be removed shall be bound to intimate to 'the poor person the granting of the warrant and the 'right of appeal; and no warrant in terms of the Poor 'Law Removal Act, 1862, shall be carried out until the 'expiry of the said fourteen days, so, if an appeal be 'taken, until it has been disposed of by the board.

'(2) In the case of a poor person, as in the preceding 'sub-section mentioned, the inspector shall also be bound 'to send by registered letter a notice to the clerk to the 'board of guardians of the union or parish in England or 'Ireland, named in the warrant of removal, that if they 'desire they may, within fourteen days of the receipt of 'such notice, appeal to the Local Government Board 'against the removal, and shall with such notice transmit 'a copy of the deposition taken before the sheriff granting the warrant; and if the board of guardians shall so 'appeal, the Local Government Board shall without 'delay investigate the grounds of such appeal, and determine whether it is reasonable and proper that such 'person shall be so removed. No warrant in terms of 'the Poor Law Removal Act, 1862, shall be carried out 'until this disposition by the board.

'(3) The board, when deciding as to whether in the 'whole circumstances of the case such removal is desirable and proper, shall have regard, *inter alia*, to—

'(*a*) The length and character of the resident 'in Scotland;

'(*b*) The causes why a settlement has not been 'acquired; or, if acquired, has not been resident; and

'(*c*) Any circumstances tending to show that 'the exercise of the power of removal would 'unduly injure interests of the poor person on 'account of the industrial employment of his 'children or otherwise.

'(4) If the board are of opinion that the removal 'should not be carried out, they shall so determine, and 'their order to that effect shall be binding on any Parish 'Council in Scotland.

'(5) If the board are of opinion that the removal is 'reasonable and proper, they shall dismiss the appeal, 'and thereupon the warrant for the removal of the poor 'person may be carried out.

"Provided also that if in consequence of determination 'of the board that the proposed removal of a poor person 'to England or Ireland is not reasonable and proper, 'such removal cannot be carried out, the board shall 'determine, after due inquiry which Parish Council or 'Parish Councils shall be liable for the expense of 'the maintenance of the poor person, and, if they 'think fit, in what proportion and under what 'conditions, and after what period, regard being 'had to the length and character of the poor 'persons resident in one or more parish; and the determination of the board shall be binding on any Parish 'Council in Scotland." My council suggest that the provisions of this Act should also be made to apply in Scotland.

61523. (*Mr Loch.*) Can you say what the effect of that is?—I can give a concrete case. On a Thursday, I

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think it was, an intimation came in that the Poor Law Union of Bradford intended to remove a man called William Barret to Edinburgh, where he had his last legal settlement according to the light they had in Bradford. This man was brought to the office at six o'clock on Saturday evening. There was one of the assistants in charge. I think I extended a courtesy to Bradford Union, and I think I arranged that the inspector should take over the case there, rather than have to run after the workhouse after his arrival. At all events, the man, when he arrived, did not want to go to the poorhouse. After a little conversation with him, my assistant discovered that the man's settlement in Scotland under the Scottish Poor Law was not in Edinburgh at all, but in the parish of Dundee. He gave relief to tide the man over, and asked him to come down on the Monday, but he did not turn up. Now, this man was removed from Bradford to Edinburgh, because in some past period he had resided for five years in Edinburgh. He had been so long away from Edinburgh that he had lost that settlement, and he had lived four years in Dundee very shortly before he became chargeable to Bradford. His Poor Law settlement was in Dundee. There is a section of the Poor Law Removal Act of 1862 which is in entire contradiction of the provisions of the 1898 Act. But that is not the main point that I wish to bring before the Commission. The removing officer in Bradford had applied to the magistrates there for the removal of a man that was born in Ireland to Scotland. Now, the essence by the Acts of England is that the party proposed to be removed must be a native of Scotland or Ireland or the Isle of Man.

61524. Irish born or Scottish born?—Yes. But behind that they fell back on what was a residential settlement under the Scottish Poor Law, but which was only open to that man provided he had applied in Scotland. That is what I hold.

61525. Your argument is that there is a preliminary guiding principle in the Act, viz., birth?—Yes.

61526. If the case is proven from the point of view of birth, then the rest of the clauses of the Act come into force. That is to say, if a person is Scottish born, then clauses 3 and 4 of the 1898 Act come into validity?—Yes.

61527. But otherwise not at all?—I want to protect Scottish parishes from having foreigners planted down upon them because they may happen to have resided in Scotland for a number of years.

61528. (*Mr Patten-MacDougall.*) The same right of appeal should be given in cases of removal to Scotland as is given in cases of removal from it?—Yes. That is one of these things that I have had in my mind for many a day. Perhaps I have been a little hard on the unpaid magistrate, but that is the sort of thing that happens.

61529. (*Mr Phelps.*) Your great difficulty is the want of longer notice?—I want notice of the removal; I also want the authority that grants the removal in England to be changed. In Scotland it is the sheriff that you must lead evidence before, but in England you can go before any justice of peace. I don't want to say anything harsh about them, but they are not accustomed to the leading of evidence as a judge of the court is.

61530. (*Mr Bentham.*) They get the order from the bench?—Yes; but the bench is not accustomed to the leading of evidence.

61531. (*Mr Loch.*) What idea have you as to the court in England that would correspond with the sheriff court in Scotland?—I don't know the courts in England, but I think that the judge giving the warrant for removal should be in the same position as the sheriff here.

61532. Is that not so as it now stands?—I don't know who grants the warrant.

61533. (*Mr Patten-MacDougall.*) I think there is another grievance that you experienced in Dundee?—Yes; that is the case of Robert Murray, with a number of names, who became chargeable as a lunatic in Dundee. After considerable sifting we discovered that he was Robert Murray, and that he was born in a certain street in Hull, which was in the Poor Law Union of Sculcoates. We got an order of removal and sent a notice to the union, and by return of post we got a decided refusal to have anything to do with the man because he was born in one of those parishes which had been divided up by the English Local Government Act, and by decision of the Queen's Bench it was decided that all birth settlements were obliterated—that this man had no birth settlement. I could not see the logic of that. This man was born in England, in Hull, which was in the Union of Sculcoates. I tried the Local Government Board, but I did not get very much encouragement. The man remained chargeable for two years, and the question was always cropping up. We got a fresh warrant and determined to remove that man. I sent the chief attendant of the asylum along with a smart assistant, with instructions that if they got that man within the gates of Sculcoates Workhouse they were to leave him there and we would take the risk. The workhouse there is apparently a big one—you have to pass three portals before you get into the inner circle. The first portal was open because some masons were putting on their coats to go away for the evening. The second portal was in charge of an inmate, and the porter was cleaning himself prior to going off duty for the evening. Our men got through there all right; but there was no admittance at the third portal, because the master of the workhouse was there and he declined to take the pauper. They laid down the warrant and said that that was the man, and they turned and walked away without looking round their shoulders.

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61534. That comes to this, that boundaries of a parish having been divided, the anomalous result is that a man is held not to be born anywhere?—Yes.

61535. And accordingly cases of that kind removed to England are not accepted?—That is so. We don't hold that doctrine in Scotland. The man was born somewhere, and the bit of ground on which the house was built is still in some union.

61536. (*Mr Lansbury.*) In regard to children, do you as a rule give relief to the mother if it is a decent case?—A widow?

Relief to widows with children.

61537. Yes, a widow with children?—Yes.

61538. Have you found any mischief arising from that at all?—In giving money?

51539. Yes?—What other form of relief would you give?

61540. Giving relief at all in allowing the mother to bring up her own children?—As a rule, that is a very successful mode of administering relief, but, like all other forms of relief, there are breakdowns.

61541. But if you have a respectable woman, do you as they do in Glasgow, give enough relief to enable her to stay at home and bring up her children?—We give pretty fair aliments, but we consider each case on its own merits, and I would not say that we have a scheme of that kind.

61542. You are in favour of this, that the mother should bring up the children wherever practicable and possible?—Yes. We are also in favour of the mother doing as much as she can to maintain herself and her family.

61543. Always providing that she is able to bring up the children properly?—I was country-born and bred, and I have seen them struggling to bring up their families. I don't see any reason at this day why that should be departed from.

61544. I understand; but the first thing you think of when you give relief is to help the children?—We help the mother to bring up the children.

61545. Yes, but you only give the money to enable the children to be cared for?—I don't recognise that at all.

61546. Would you give the mother money if she had no children?—Not if she was able-bodied.

61547. Then the reason the money is given is solely to bring up the children?—Yes. The mother is a pauper and the children are dependants, and we give the money to bring up the dependants.

61548. You give the money for the sake of the children?—I will admit that.

61549. There is not much to admit in that. I understand the money is given to the children wherever I have been. It may be different in Edinburgh?—What entitles

this mother to get relief is that she is burdened with children.

61550. The only point I wanted to get from you was that she would get sufficient to enable her, whether she worked or not, to bring up her children in the best possible manner, considering her circumstances and the conditions generally of her class? — We try to give them a fair aliment, but as for a universal system, so that when a widow becomes chargeable with, say, four children, we are to give so much so that she won't have to go out and work, that is not in force.

61551. But you give sufficient, whether she worked or not, to enable her to bring up the children. That is in force?—It is pretty well calculated so much per child, sometimes 1s. 6d. or 2s., and if the woman is entirely disabled, 2s. 6d. or 3s.

61552. Then what about these children who get meals every day?—These are the children of persons on the roll. That was primarily instituted to secure that children attending school, whose mothers were out charing or had some other employment the whole day, should get one square meal.

61553. That rather points to the fact that you were not giving quite enough?—I would not put it that way. That was a scheme that was started after the report of some commission that considered the physical well-being of the children (that being practically the topic), of which the chairman was the late Lord Mansfield. The Parish Council, without any particular case in front of them, thought that this would be a good scheme to assist children under the Poor Law.

61554. To supplement the amount you were giving? —Yes.

61555. Of course you would not supplement it if it was not necessary?—I am afraid I cannot look upon it in that light. There was a cry got up in Scotland about the feeding of children. The Parish Council's point of view was that to make sure that there would be no complaint as regards them as partly guardians of these children, they would give them something.

61556. But they did not do it without feeling that it was necessary?—I was not at the origin of the scheme, so I cannot enter into that.

61557. Are they getting it now?—Yes.

61558. Well, is it necessary now?—I could not say.

61559. I suppose someone will be able to tell us whether it is necessary or not?—I quite approve of the scheme.

61560. You think it is a good scheme?—Yes; but to tie me down as to whether it is absolutely necessary or not is a point I would not like to give an answer to. It is a scheme practically in force in Edinburgh. I don't know whether it is in force in other towns.

61561. And it is to supplement the relief you give in money?—I would not say that it is a supplement.

61562. It is an addition?—I think if you were to analyse the rates given to the poor you would find that the outdoor relief given in money to the mother does not quite average what is paid to the mother that is at home attending the children.

61563. It is a kind of relief in kind, is it not?—Yes. I understand it was started primarily to meet cases of children where the mother was out charing the whole day long. It has also been extended to cases where the parents are in ill-health and not in a condition to do much cooking. If they apply for it they are usually allowed to get on to the list.

61564. It is true to say that wherever practicable you relieve a person with children outside an institution rather than inside?—Yes.

61565. And you yourself and practically everyone in Scotland are in favour of that?—Yes.

61566. With regard to aged people, the rule there is to give outdoor relief?—Yes.

61567. That is where they are respectable and decent people?—Yes.

61568. In giving them outdoor relief do you take into account whether they belong to any friendly society?—We take into account, as a rule, all the sources of income.

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Outrelief to aged.

61569. That is not quite what I meant. Do you take into account whether they had wisely spent the money they earned in previous years and tried to make provision for their old age?—There is no dubiety about these cases being put on to the outdoor roll.

61570. But in Edinburgh do you make any inquiry as to whether a man or woman that is aged and is a respectable member of society, so far as they can be, has used their money previously earned in a decent way and did all they could to make provision for their old age?—That is one of the duties of the inspector.

61571. In fixing outdoor relief do you take that into account, and if the person has not made provision do you order them the house?—We have not anything serious against them although they have not perhaps wisely administered what they had in their day. We would not rigidly offer the poorhouse in that way.

61572. You judge them rather as they are than as they have been?—Yes.

61573. I understand you do not have any able-bodied people in your poorhouse?—We are not supposed to have any.

Question of relief to able-bodied.

61574. Does that mean that in addition to breaking the law with regard to a man who has got a sick wife or a sick child you also break the law by taking in able-bodied men and women?—We do not take any in.

61575. How do the able-bodied get in if you have any in?—They get in with a scratch certificate. We had one yesterday, "destitute and footsore."

61576. Do you ever have any "destitute and a cold"? —Yes, and rheumatism and catarrh. The certificates in some cases are very weak from a medical point of view.

61577. You are aware that in England relief is only given very temporarily to an able-bodied man outside the workhouse?—I always understood that relief to the able-bodied, to the men at all events, was wholly indoor.

61578. The point I want to get at is whether your strict law has not broken down in Scotland, and you have relief of the able-bodied whether you will or not—they get it somehow or other?—It has not broken down.

61579. They get round it, then?—We do not apply literally what I would say was the decision of the judge who described what was meant by able-bodied.

61580. Don't you think it is rather curious that we should sit here and be discussing with you the putting of sick people on to test? All those people you get into the poorhouse are supposed to be sick, and yet a great number of them are put on to test work?—Not sick in the ordinary sense.

61582. Sick enough to enable you to get round the law and treat them as not able-bodied?—Yes, and we test them in respect that they are suffering from no more than thousands of citizens are suffering from, and yet trying to maintain themselves.

61583. If you knew that, then you ought not to be relieving them. Are you not admitting that you have got a lot of people that you have no business to have in? —As explained before, they get in with a slight disablement, and you make the place as uncomfortable for them as possible, and that is why we test them, to try to bring them back to a spirit of independence.

Test work in poorhouses.

61584. What sort of test work do you have in your poorhouse?—We do not have much.

61585. What do you have?—Simply chopping sticks and making firewood. I believe there is a little stone-breaking at one of the poorhouses.

61586. And oakum-picking?—A little. At Craiglockhart Poorhouse they have a farm of about 100 acres. The test work for the females is scrubbing the floors of the hospital and the wards of the poorhouse. In Craigleith they have a test place, so that the test class never come in contact with the others. They are fed, housed, and employed there.

61587. The question was put to you about whether you wanted a place something like the able-bodied workhouse in England. The general occupation in such a workhouse seemed to me to be very much like what you do. I do not see the difference, and what I am trying to

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Test work in poorhouses.

find out is what is the difference between the treatment of the able-bodied in your poorhouses and the treatment of the able-bodied in the ordinary workhouses in England —stone-breaking, oakum-picking, wood-chopping, and generally these useless occupations. Have you any other proposal to make as to the kind of work you want these people put on to?—We want in these labour colonies to train them up to some occupation.

61588. You want an institution where there will be a variety of useful work to which these people are to be put?—Yes; in an industrial colony I would have many branches of work, so that a man might learn to do something, something that he might follow after he left the institution.

Treatment of vagrants.

61589. What about vagrants in Scotland, what we call the casuals in England? Have you got any of them here?—It is hardly possible in a large parish to classify a man as a vagrant. We do not know so much of their history as to term them vagrants. It is the rural inspectors who should be able to speak about vagrants.

61590. Do not the lodging-houses in places like Glasgow, Edinburgh, and Dundee do for the man that is tramping about what the casual wards do in England—I rather mean the homes and refuge and Salvation Army places?—Yes, to a certain extent, but there is no admission to a lodging-house unless he has 4d. to pay for his bed.

61591. But there are places where they get in for nothing?—There is a night refuge in Edinburgh.

61592. Where they get in for nothing?—Yes. Next door to the Parish Council offices in Dundee there is a refuge with twenty or thirty people inside every night.

61593. These men do not come to you?—No.

61594. So they do not do you any harm?—They know perfectly well that they cannot get in with us if they are able-bodied.

61595. The person you want into an industrial colony is an ordinary able-bodied man whom the doctor makes ill, or rather certifies as being unwell, but who, you say, is perfectly able to make his living?—That class is beginning to accumulate in all big centres. They are the products of different causes.

61596. You do not want the police to have anything to do with these?—The vagrants?

61597. Or those for whom you wish a colony?—I would have the police take charge of any men or women who could not properly account for themselves.

61598. Would you have the police take charge of the institution to which such persons ought to be sent?—No, but I would have the police authorities have the power to take charge of a vagrant and lodge him over-night, and then take him to the court and get him committed if he could not properly account for himself, committed to one of these labour colonies.

61599. But the point I want to get at is the management of the institution. You said you did not want it to be penal in the sense that a prison is penal?—No; it would be perhaps a county administration or some institution of the Government. I would make it that the Government, through some means or other, would provide the buildings, and the parishes sending their cases to be maintained there would pay for their cases as much as would keep up the maintenance of the inmates, and also help to redeem the cost of the building.

61600. You would prefer a national administration of these colonies, but that is not quite the point I want to ask you about. The point is, when you get a man or woman in there, is the treatment to be for the purpose of punishing him or for training him?—It is for reforming and for training.

61601. It is for reformation rather than for punishment?—Yes.

Detention of unmarried mothers.

61602. Then there is one other question about the women. You say your council are in favour of detaining women who have had one or two illegitimate children?—That is an amendment by my council.

61603. Are you in favour of it?—Something should be done to keep them in hand.

61604. Something pretty strong ought to be done to keep the men in hand too, don't you think? There are two parties to this?—Yes.

Detention unmarried mothers.

61605. If you are going to further penalise the women, then some steps should also be taken to make it a criminal offence to take advantage of a woman, young or old, that is supposed to be feeble-minded?—There are two classes there. My council have another amendment, to the effect that they want these weak-minded females detained; but then there is the ordinary woman, who goes out and in with illegitimate children, and has no weakness of mind.

61606. First of all, don't you think, as regards the feeble-minded, that the law should be strengthened to severely punish men who take advantage of the weakness of women in that way?—Yes; but the difficulty is in ascertaining and proving who the man is.

61607. But at present we do not trouble. We all appear to be so anxious to punish the woman?—But the same difficulty would arise although you had the power.

61608. I am not so sure about that myself?—What I referred to in the affiliation cases was the difficulty in getting evidence, no matter what condition the woman was in.

61609. Supposing we can get evidence to convict a man, don't you think we ought to do so?—Yes, certainly. You are making that a criminal offence entirely, so far as the man is concerned.

Question relief to able-bodied.

61610. (*Mr Bentham.*) In paragraph 26 you advocate that power should be given to Parish Councils to give relief to able-bodied people, without, at the same time, conferring a right on the part of the applicant to relief?—It is a discretionary power, which the parish authorities thought they had up to 1854 or 1859.

61611. If the power that you ask for were given, would it not co-relatively give a right to the individuals to demand that relief?—No, I do not think so. I think I may give a beggar a sixpence without that beggar having a right to ask it. We only want the Parish Councils to be in the position of an individual.

61612. Does not this opinion of the Lord Chancellor, that you give in paragraph 22, give that impression: "The Lord Chancellor, in deciding Isdale *v.* Jack, 'declared that the right to give and the right to receive 'relief were co-relative." Now if you say there is a right to give relief, would that not at the same time confer a right to demand relief?—No.

Boarded children.

61613. With regard to apprentices, what is done with the boys who reach the working age, what kind of work is found for them by Parish Councils?—These are boys boarded out in the country with guardians.

61614. In some cases they may return?—Very seldom, unless through ill-health. When they are boarded out the guardians are usually in the best position to know what the boy is aiming at. We have them apprenticed as plumbers, grocers, and various other occupations. I could have put in a list if I had known that you were to speak on that subject. Many of them go to mills and factories. We try to get them into the industry of the locality in which they have been boarded.

61615. That is left almost entirely to the guardians?—Yes, but it is reported to the Parish Council.

Question aliment pauper apprent

61616. Do they ask permission from the Parish Council to allow the boy to be put to a particular trade?—No, it is left to their discretion, and they report it to the visiting officer, and we continue aliment for the first year. If they are getting 5s. a week then we may drop 1s. off the aliment, and so on, until there is no aliment but a suit a clothes at the end of the apprenticeship.

61617. Do you give any aliment after the first year?—Yes.

61618. To what age do you continue the aliment?—It depends on the apprenticeship.

61619. On to sixteen?—Yes.

61620. Beyond that?—We do not consider a lad of sixteen as able to support himself.

61621. Do you give aliment over sixteen?—It is all a question of circumstances.

estion of ment to iper prentices.

61622. To what age do you allow the aliment to go?—There was one case where the aliment was continued till the lad was eighteen.

61623. Was that put on the roll as aliment to the boy himself?—His name is on the roll.

61624. All the time he is boarded out?—Yes.

61625. Have you any power to subsidise the wages of a boy just beginning work? He does not earn enough to maintain himself and he may be in an institution belonging to a private charity?—Yes, we have one case just now where we are giving a small aliment to supplement what the boy is earning.

61626. What kind of institution is the boy in?—The Catholic Boys' Home. He resides there, but what he earns is not sufficient to keep him in the Home, and we supplement it with an aliment.

61627. Under what Act is that?—Under the ordinary Poor Law.

61628. I understand there was a difficulty between your Parish Council and the Boys' Brigade with regard to a similar case. That was a case where a boy of thirteen received a payment and they asked the Parish Council to make up the difference, but the Parish Council refused, and gave an offer of the house?—Yes, because the Boys' Brigade authorities made all the arrangements, and it was only when it came to a question of payment that they consulted the Parish Council. If they had consulted the Parish Council at the threshold it would have been different.

61629. Could they not make application to the Parish Council to deal with this boy?—That was before my day.

61630. Can a third person make application to the Parish Council and the Parish Council is bound to deal with the case?—Yes, if the boy is under age, if he is not in a position to make application himself. All applications for children have to be made by third parties, but in this case the point was that the Parish Council thought that they could do better for the boy by taking him under their own charge than what the Boys' Brigade people were intending to do. It is not good enough for the Boys' Brigade folks to say, "We 'have put this boy into so-and-so, and he is earning so 'much, and you must make up the difference." They had made all the arrangements for the boy, everything was concluded except the money, and then they left the Parish Council in the position of paying the piper.

61631. It was not refused on a question of principle but merely as a matter of procedure?—That is so.

61632. There is no objection to the Parish Council supplementing what a boy can make?—No.

61633. (*Mr Booth.*) If the arrangement is made before?—If the Parish Council are made parties to the arrangement.

nbination parishes.

61634. (*Mr Patten-MacDougall.*) Talking of the combination of parishes, you are aware that there is an existing power of combination which, of course, must come from the parishes themselves under the Act of 1845?—Yes.

61635. I understand your suggestion is that that power should be made compulsory, or that, at any rate, something should be done officially in order if possible to combine smaller parishes, with a view to better and more efficient administration?—I am of opinion that the Local Government Board should have power on its own initiative to combine parishes.

61636. I think you suggested that possibly the proper size of combination would be the present area of the district committee of a county?—Yes, in many cases.

61637. But, according to your view, you would leave that to the Local Government Board, or to a Boundaries Commission, or whatever machinery might be suggested for the purpose of carrying the thing through?—Yes.

61638. At the same time, has it occurred to you that at present the inspector of poor of these small parishes has very full and accurate knowledge of the conditions and circumstances of each applicant for relief?—Yes.

61639. Do you regard that as an important matter?—In a union, if the inspector has to devote his whole time to his duties, then he will soon get a minute knowledge of all the population within his area.

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61640. And in deciding what the area is to be you would keep that in view, that the area should not be too large for the inspector to make himself acquainted with the circumstances and conditions of each applicant?—Yes, the union should be of such a size that the chief relieving officer should be in a position to know the ins and outs of all the population.

61641. Of course, the process in country districts would require to be a gradual one, saving vested interests?—Yes. I quite foresee that the individual parishes would not readily agree to this unification without a considerable struggle and education—they would require to be educated up to it. I think the Local Government Board, when a vacancy occurs in a vested interest, should have power, after consulting with the local authorities, to say whether it is necessary to fill this up, or whether they should be joined to another parish. I think larger powers are required for the central board.

61642. In order to effect combination?—Yes.

Lunacy statistics in Edinburgh.

61643. There is a very considerable increase in your lunacy; the statistics are very high?—Yes, they are alarmingly high in Edinburgh.

61644. How do you account for that?—Of course, lunacy is a matter over which the Parish Council has no control; but at the same time one Parish Council may take on to their roll a case where another Parish Council would say: "You are able to provide for your friend as a 'private patient in a private asylum."

61645. In the case of parents who become mentally unsound, and who in former days were looked after by their children, do you find now a desire on the part of the children to get rid of them and hand them over?—Yes.

61646. Do you find that to be more the case in Edinburgh than in your previous experience?—No. We had a case last week when for the fourth time application was made to have an old man, who was in a sense insane—he was eighty-four years old, and what was wrong with him was really his age; his brain had given way before his body. He was troublesome at night. Four applications were made to have this man put into Morningside Asylum, but we would not agree to that. They wanted him sent to Bangour, but we would not agree to that, but we said we would take him into the hospital. In the end they were forced to agree to that. That is a sample of some of the lunacy cases.

61647. But there is *de facto* a very considerable increase in Edinburgh?—Yes.

Law of settlement.

61648. You suggest as regards settlement that there is a need for an alteration in the law by which the inmate of a charitable institution acquires a settlement by three years' residence there. Have you considered how that is to be altered, because it would require a very exhaustive definition of what a charitable institution is, otherwise you would open the door to an immense amount of litigation?—A charitable institution is a place wholly maintained out of its own benefactions or by charity. Take the Longmore Hospital, where subscriptions are solicited from broad Scotland and patients are brought in from broad Scotland. The doctors go round the cases periodically, and they may say to a patient: "You have been 'here a long time; some other institution would suit 'you." They then write to the poorhouse authorities to take them into their hospital.

61649. If you provide by statute that there is to be this exemption applicable to charitable institutions, do you not think it would be necessary to schedule in the Act what these charitable institutions are that are to have the exemption? Is not that a great difficulty?—It would not be a large schedule.

61650. You think a schedule would be necessary to prevent litigation?—I do not think there would be much difficulty in interpreting what a charitable institution is. I think a change is absolutely necessary. I may tell you that the parish of Edinburgh is being flooded with claims for children sent to the Royal Asylum for the Blind to be educated. Because they have been in there a certain

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number of years they are held to have acquired a settlement in Edinburgh, although they are not separated from their parents, but are practically sent for education.

61651. The same question has arisen at the Orphanage in Lanark, and also in Quarrier's Homes?—Yes.

61652. (*Mr Booth.*) In speaking of desertion, did you say that where employment was easily got in other towns the desertions increased in numbers?—Yes.

Effect of employment on desertion.

61653. That is a general impression?—Yes.

61654. Does that imply that in good times there would be more desertion than in bad times?—Yes, especially in shipbuilding centres.

The Very Rev. A. Canon Stuart.

The Very Rev. A. Canon Stuart, called and examined.

61655. (*Mr Booth.*) You are administrator of R.C. Cathedral, ex-member of the Edinburgh Parish Council, member of Edinburgh Charity Organisation Society, etc., etc.?—Yes.

61656. We will take your memorandum as your evidence-in-chief?—Yes.

(*The witness handed in the following statement.*)

1. The following are the sources of my experience:—

Qualifications of witness.

(*a*) Convener of Attendance Committee of Edinburgh School Board, and Chairman of Board for Meetings with Defaulting Parents.

(*b*) Roman Catholic Visiting Chaplain at Calton Prison, formerly of Hospitals and Poorhouse.

(*c*) For four years Member of Edinburgh Parish Council for St Giles' Ward.

(*d*) Member of Charity Organisation Society, Prisoners' Aid Society, Police-aided Clothing Society, Flora Stevenson Committee for Feeding Poor School Children.

(*e*) On Committee of Management of Roman Catholic Industrial School, Mount Vernon Roman Catholic Home for Fallen Women, and several other organisations for assisting poor in connection with Roman Catholic community.

(*f*) Knowledge of Edinburgh for the last twenty-four years.

Charity and Voluntary Effort.

Extent of Edinburgh charities.

2. In Edinburgh, charities are very numerous and wealthy—educational, medical, civic, religious, with those for special purposes, whose name is legion. They operate by relief (*a*) in money, say from 1s. to 10s. weekly, (*b*) in kind, *i.e.* clothing of all kinds, from boots to blankets, and food of every description. The effects are not proportionate to the efforts because of (*a*) overlapping, (*b*) shame on part of deserving poor to push their claims, (*c*) the machinations of the undeserving, the *drunkard*, and the "*loafer*," who by means of cunning or clamour monopolise a big share of the proceeds.

Comparative merits of charity and Poor Law.

3. Out-relief being given only to well-tested cases, has most satisfactory results. The public conscience does not attach the same stigma to it as to poorhouse relief. Out-relief recipients do not lose their self-respect, and having once surmounted the boundary-line of pauperism, neither in themselves nor in their dependants do they fall below it again. Charitable efforts to tide the recipients over a temporary difficulty, such as the Destitute Sick, the Samaritan, the St Vincent de Paul, and other societies aim at, have similar good results. Charity of the free-feeding kind, although most necessary on account of our present conditions, is certainly demoralising. If the dependants of the drunkard and loafer are to be fed, there should be some power given to those that do it to make these pests mend their ways.

Abuse of charity.

4. Charity would have better success if the Poor Law Authorities would eliminate those that abuse it. Charity is preyed on just now by—

(*a*) Drunkards and their families.

(*b*) Deserted wives and their families.

(*c*) Widows of unsatisfactory character, with their families.

(*d*) Mothers with illegitimate children.

5. Charity rebels here, because it feels it is powerless to keep the evil from spreading. The above list supplies a large number of the inmates of our industrial and reformatory schools, our prisons, our hospitals and asylums, and, finally, the worst wrecks of our poorhouses. The Poor Law Authorities should have power to apply a drastic remedy to this spreading sore. Just now the Parish Council may seize and imprison a deserter, or the Society for Prevention of Cruelty to Children may manage to get a conviction against a drunkard, but what good follows? The lazy offender spends a few weeks of idleness in prison, better clothed, better fed, and better bedded than his wretched dependants outside. Our prison system is utterly worthless in effecting any cure of such cases. Outdoor work, and plenty of it and for a lengthened period, will alone make an impression on those moral and physical failures.

Abuse of charity.

6. As a criticism of Edinburgh methods of relief, I would suggest that, since out-relief is confessedly much more satisfactory than in-relief, the Parish Council should not hesitate to give to all good cases as much out-relief as it would cost the rates if they accepted indoor relief. Parish Councils should also deal more generously with widows with young children, because the pinch of poverty may force a mother to seek work away from home all day, much to the detriment of the proper upbringing of the children.

Extent of co-operation between Poor Law and charity.

7. There seems to be little co-operation between charities and Parish Council. There might be much more, especially in above-mentioned categories of cases. Recipients in those cases, when parish suspects a danger of abuse of out-relief, might have the benefit of the doubt, whilst they are taken in hand and supervised by some charity.

8. There is no possibility of substituting charity for out-relief.

Friendly, Co-operative, etc., Societies.

Friendly and benefit societies.

9. Members of friendly and benefit societies are almost unknown amongst the recipients of charity or Poor Law relief. The *pensioning* of those who had been a certain number of years in such societies would do more than anything I can think of towards lessening the social problem of poverty and distress.

Poor Law Administration.

Housing of poor.

10. The difficulty of properly housing the poor is a serious one in Edinburgh for health and morality. Large tenements and *closes* have from ten to thirty families huddled together. The surroundings of the young are not good for their physical development, and render almost impossible their moral well-being. During the last decade the worst of all modern social conditions has appeared, and is known here as that of "furnished apartments." Someone rents or buys a tenement or stair, and after putting into the different rooms a few sticks of furniture, lets these to all and sundry per night at, for the poor, a most exorbitant figure. Industrial depression is not uncommon, although not of such magnitude as elsewhere.

Ins-and-outs.

11. The administration of Poor Law is by out-relief to good cases and by "offering house" to doubtful or bad cases. This test is not satisfactory. It does not lessen the numbers of worthless applicants who form an army of *ins* and *outs*, and who consume the largest portion of *in-relief*. The law does not seem to give sufficient power to deal with these, who pass not a bad time between prison, hospital, and workhouse. The test is dangerous when applied to doubtful cases, many of whom pass a half-starved existence rather than accept *in-relief*. If they have homes, these become broken up, never to be recovered. If there are children, these are driven from pillar to post, until they merge into the criminal or diseased class. Immense good is done by boarding out pauper children. It is a matter of regret that this boon could not be extended to many children whose parents refuse *in-relief*, and are totally neglectful of their parental responsibilities. This seems impossible till power is had to compel parents to discharge their duties, and be the means, at large or under control, of earning sufficient support for their offspring.

Boarded-out pauper children.

Advantage of outdoor over indoor relief.

12. Outdoor relief is so superior to indoor that every effort should be made to extend the former, whilst recourse

Advantage of outdoor over indoor relief.

should be had to the latter only as a last resource. Giving indoor relief to children from 7 to 14 years of age is ruinous of all hope of future well-doing.

Class of persons applying for relief.

13. The following are the classes of persons that apply for relief:—

(*a*) Families that are deprived of the bread-winner through sickness or death. (*b*) Individuals unable to support themselves through causes of age and infirmity. And (*c*) those who are the victims of their own folly.

Causes of pauperism.

14. Putting aside the cases referred to in sections (*a*) and (*b*) of the preceding paragraph, 80 to 90 per cent. of pauperism is due, directly or indirectly, to drink.

Personnel of Parish Council.

15. The Parish Council is composed of a body of excellent public-spirited citizens, anxious to administer the law for the welfare of the community. There may be a danger at times in striving to save the rates instead of taking a wider outlook and laying plans, not merely to bridge over the evils of the social problem, but to lessen, if not to entirely eradicate them.

Question of relief to able-bodied.

16. To give a claim to able-bodied persons to relief is a most dangerous responsibility. To give such a claim to members of a friendly or benefit society would work for good. They would be tided over their day of trial, and there could be no risk of abuse. The charities could meet this difficulty through co-operation with the Parish Council, especially if their funds were better guarded from the rapacity of the undeserving, and greater generosity from the parish to the deserving applicants.

17. The following are some of the reforms suggested by my experience:—

Detention of ins-and-outs.

(*a*) Recipients with out-relief should retain that wherever they may choose to live.

(*b*) Parish Councils should have power of restraint over certain classes of *ins* and *outs*, and also power to pursue everywhere and with utmost expedition those neglecting to support dependants. A defaulter of above description should be seized by police anywhere in England, Ireland, or Scotland.

61657. (*Mr Booth.*) I do not think we shall need to trouble you with very many questions. You have a very considerable and long experience with regard to matters of charitable organisation of one kind or another connected mainly with your own body?—Yes.

Advantage of outdoor over indoor relief.

61658. In paragraph 3 you speak of the influence of out-relief, and you say that the recipients do not lose their self-respect?—That is so.

61659. The recipients of out-relief are the immense majority of those who do receive poor relief in Scotland, being something like 90 per cent.?—Yes.

61660. So the number of those who receive poor relief and who do lose their self-respect is very small?—I mean those who go to the poorhouse.

61661. They are not more than 10 per cent. of the whole?—That is so.

61662. What do you mean exactly by "Having once 'surmounted the boundary line of pauperism, neither in 'themselves nor in their dependants do they fall below 'it again"? Do you mean that those that receive outdoor relief do not fall?—I mean that where they have been helped by this outdoor relief very soon one of the members of the family may become self-supporting, and then as a rule they do not fall back on the rates; whereas if they have to go into the poorhouse, when they come out again they do not seem to be able to get on their legs at all, and they go back to the poorhouse.

61663. Not only is their self-respect not lost, but they retain the chance of a complete recovery and usually avail themselves of it?—That is what I mean.

61664. You say that charity would have better success if the Poor Law authorities would eliminate those that abuse it. I suppose that would be done by indoor relief,—those that abuse charity would be those that abuse outdoor relief also?—Yes.

61665. So what you want is a more efficient use of the indoor relief in getting rid of the worst class?—Yes.

Detention of ins-and-outs.

61666. Both charity and outdoor relief would be more effective if that class were removed?—Yes.

61667. You suggest that there should be some drastic remedy. Would that include detention?—Yes.

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Detention of ins-and-outs.

61668. It would have to be something different from the prison?—Yes, as the prison is administered just now.

61669. Do you mean some institution or series of institutions for that purpose?—Yes. What I mean is this: the present prison system is useless. They are put in there for a short time of detention, and it only gives them time to recover and gain greater strength to begin their career again. Now there should be a longer period of detention, and they should have employment that would be remunerative in some way.

61670. So you would extend the Poor Law institutions in a way that they would deal efficiently with that class by detention?—Yes.

61671. And make it to some extent educational?—Yes, and remunerative.

61672. And also fit them to gain their living outside again?—Yes.

Co-operation between Poor Law and charity.

61673. Then you speak of co-operation between charities and the Poor Law, and you think there might be co-operation especially in the above-mentioned categories of cases; that is, in regard to those who should not be relieved?—Yes, and also in regard to some that are not being relieved just now, but who might be relieved. I feel very strongly in some cases of doubtful characters. For example, the Parish Council is not willing to give relief unless there is a good character. Charity takes up a family and tries to benefit it, and it appeals to the Parish Council to give relief. It is a pity that the Parish Council do not co-operate in these cases.

61674. That is to say, doubtful cases that are not so bad, and which are still hopeful, you would wish charity to take over so that they would get charitable relief instead of indoor relief?—Yes. Take for example widows who have perhaps misbehaved themselves by taking drink occasionally. It is very seldom that these will get relief from the parish, and consequently they have to get some sort of outdoor relief. What I mean by co-operation is that a charity is generally ready to take up those cases.

61675. And save them from the demoralisation of the indoor relief?—Yes, but it cannot do that unless they get some outdoor relief from Parish.

61676. In the main, the co-operation would be by handing over to the Poor Law the cases which charity could not deal with satisfactorily?—Yes.

61677. (*Miss Hill.*) You say there seems to be little co-operation between charties and the Parish Council. Do charities approach the Parish Council?—Yes, occasionally they recommend cases to the Parish Council.

61678. But do they endeavour to secure a co-operation and fail? Is there any exchange of lists? Are the lists of those receiving outdoor relief open to the charitable people, and *vice versa*?—The lists of those receiving charities are not open to the Parish Council.

61679. Do you think they should be?—I would not be prepared to say that they should be.

61680. What further co-operation would you desire?—The co-operation I would wish would be this, that as the charity people know the cases very well—they are moving about the city and they have cases that they recommend to the Parish Council,—I think that, even if the Parish Council had something against them, still they might give assistance to see how the charity would work them out. That is the kind of co-operation which I think would be specially useful.

61681. They should waive their usual rules or discontinue their practice in order to give an opportunity for some effort at reformation?—Yes.

61682. You don't think that would be better done by the charities themselves? It seems to lie within their province, does it not?—No particular charity can do that altogether just now. They can only give a small dole, and it is not sufficient to keep any case going.

61683. Does it not amount to this, that the charities need to re-organise themselves?—Yes, and I think it is impossible.

61684. You say that giving indoor relief to children from seven to fourteen years of age is ruinous of all hope of future well-doing. Is that your experience?—What I

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mean by that is keeping children in the poorhouse for any length of time at all. I think it is very wrong.

61685. (*Professor Smart.*) In paragraph 16 do you mean to say that a destitute person, able-bodied, belonging to a friendly society, should have a claim for relief?—I believe it would be a very excellent thing.

Co-operation between Poor Law and charity. Preferential treatment of friendly society members.

61686. That is a new idea?—I put that down because I believe there would be no fear of abuse at all. It would be proof positive that the person was not abusing the charity if they had been for so many years in a benefit society.

61687. Even if they had lapsed?—No, I would not say that. You would require to inquire into the causes of the lapsing.

61688. You are strong in general against granting relief to the able-bodied?—Yes.

61689. (*Mr Phelps.*) Your idea of co-operation is that the two sources of relief should combine to relieve the people?—Yes.

61690. Have you ever thought whether it would be possible to make definite spheres in which the two should work independently?—No. I don't think it would be possible to draw different spheres.

Extent of charitable assistance.

61691. Do you, in administering charitable funds, assist cases permanently?—Very few of the charities do. Most of the best charities that we have are for temporary relief. I do believe that charities might do more in that respect if the burden of supporting a few others that are preying upon them and a few permanent cases were taken away from them.

61692. In the case of the administration by the Poor Law authorities, do they attach much importance to the distinction between the deserving and the undeserving?—Yes, I think so.

61693. Could you give any definition of deserving for purposes of charity?—No. The charities consider the actual condition of the person, and they know perfectly well that they are undeserving, and yet, on account of their actual condition of half starvation, they have to give them something.

61694. Do they as a rule look forward or backwards?—Charities?

61695. Yes?—They look forward as a rule.

61696. They would take hold of the hopeful elements in the case rather than the past record?—Yes, and they would expect something good in the future.

61697. In the cases you describe, temporary assistance is not often of much avail?—I think it is of great avail.

61698. In the cases you have described of people half-starved, and so forth?—Yes, even in those cases.

61699. The charitable institution must look forward to a prolonged treatment of the cases?—Not always. They enable them to pass over this period, and then they are able to go on by themselves. They help them when they are out of work, for example, or suffering from sickness.

61700. Do you think that the funds of charity are sufficient to deal with that class of case?—Yes, if they were properly organised.

61701. Do you see any chance of organisation coming about in Edinburgh?—I am not very hopeful.

61702. Is it within your knowledge that many children are kept for long periods within the poorhouse?—Yes.

Children of ins-and-outs.

61703. Do you know what the rule in the poorhouse is as to that?—I am not very sure, but I know from practical experience that the children chiefly referred to here are those that go with their parents to the poorhouse, and they are not boarded out or taken away from those parents, although they are not very proper guardians for them, until they have been a long time in the poorhouse. Although the Parish Council is inclined to take children and board them out, the parent goes out and in and takes away the opportunity from the Parish Council of doing it. I have known many concrete cases where the Parish Council saw that the parents should not be entrusted with their child at all—say where the mother was a drunken person. We were quite willing to board this child out, but the mother would only stay a week or two in the poorhouse, and before we could get it arranged she had gone.

Children of ins-and-outs.

61704. The only children that are kept in for any length of time are the children of the ins-and-outs?—Yes.

61705. Do you think it would be desirable that the Parish Council should relieve those ins-and-outs of their children?—They ought not to allow these ins-and-outs to go on as they are doing just now. If they do relieve them, then they should have some means of seizing upon them and preventing them being a pest to the community.

61706. Do you think it would be a good thing if a woman could go into a poorhouse and leave her children and then come out again?—No.

61707. How do you propose to deal with that difficulty?—Get power to detain that woman.

Powers of detention of ins-and-outs.

61708. Are you prepared to ask compulsory powers to detain all the people who come out and in of the poorhouse?—Not all; but I would ask it in regard to those that cannot be trusted to go outside.

61709. For what length of time would you want to detain them?—I would give them an opportunity of mending, and if they did not mend I would wish to have power to bring them back again.

61710. If a woman comes in and is of drunken habits, and she is kept in compulsorily for, say, a year, then at the end of that year she could go out and would take her children with her?—Yes.

61711. And if she proved unworthy, you think power should be given to bring her back again and confine her?—Yes.

Children of ins-and-outs.

61712. Do you think public opinion would support you in that?—I think it would. Public opinion is very strong that, whatever the parents are, certainly the children must not be allowed to be trampled on as they are just now.

61713. You see the difficulty on the other side? Are you prepared to say that you would imprison, practically for life, unworthy parents?—No, not for life.

61714. It would almost come to that?—Until they had reformed.

61715. You can only test them by giving them liberty?—Yes, after a certain period of probation.

61716. Would you entrust them with their children again?—Not as a rule, but there might be cases in which you would do so.

61717. Would there not be a fear that the parents would disappear when they came out, and leave their children on the hands of the public to take care of?—There would be that danger.

61718. Do you not think that in a great many cases the presence of the children is a great safeguard?—To the parents?

61719. Yes?—No, I am not prepared to say that.

61720. Would you not say that it keeps a great many people from becoming worse than they are?—You cannot say that with regard to a certain class with which we are chiefly concerned.

61721. Do you think that the class of people who are taking their children about in that way is a large one?—No, not very large.

61722. Where would people of that stamp generally live?—In furnished apartments, as a rule.

61723. Would the education authorities look after their children?—No; the education authorities, as soon as they discover that the children are in their district, insist on the children going to school.

61724. And they would be going home to their undesirable homes after school?—Yes.

61725. I don't think you have any powers of adoption by the Parish Council in Scotland?—I don't know the meaning of the term "adoption."

61726. In England a board of guardians can adopt children and forbid the parents having access to them. Would you like to see that in Scotland?—Yes.

61727. Do you think it would be sufficient to meet the evil?—I could not say. It would depend on how the power was exercised.

61728. In England it is not very frequently done; it

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Children of in and outs.

is only done in extreme cases of proved immorality, or something of that kind. You think that something of that kind would be desirable in Scotland?—Yes. In going over the history of the children in the day industrial school, we find that they are nearly all from homes that are utterly unfit, and we find we spend money without getting any proper benefit from it, because so long as they go to those unfit homes we cannot better their condition in any way. The consequence is that when they reach the age of fourteen and are beyond our control, they nearly all turn out badly. These are the cases I refer to.

61729. Many of them are cases that would not come under the Poor Law?—Scarcely any of them would, and yet these children are nearly all suffering, some of them from want of food. Of course they are all suffering from moral degradation, because they go home and spend the night in awful surroundings.

61730. Which do you think is the proper authority to deal with these children?—I think it is the Parish Council, and not the School Board.

61731. The Parish Council can scarcely interfere unless the parents make themselves paupers?—That is so.

61732. That is a different class from what we started with?—A certain percentage are in the poorhouse one month and out another month.

61733. (*Mr Booth.*) But most of them get into the house sooner or later?—Yes, or into the prison.

61734. (*Mr Phelps.*) Pauperism is not the salient point in this class of cases: it is moral degradation?—Yes, that is so.

Need for development of industrial schools.

61735. Do you see your way, or do you think it is wise, to bring them under the Parish Council rather than under the education authority?—The education authority can do very little; they have no power.

61736. Would you be glad to see the education authority authorised to have industrial schools where the children should lodge?—No, I would rather see the police authorities and others developing the industrial schools that we have.

61737. Would you bring the parents before the magistrate as being unqualified to take care of your children, and would you take their children away from them?—Yes. We have great difficulty in getting convictions. There is a dispute at present between the Treasury and the local authorities. The local authorities won't pay the industrial schools what they wish, and the Treasury think they should pay, and the consequence is that a great number of children have been very much neglected through the city. The founders of the day industrial school only intended it for truants, and not for children who have homes that are unfit for them.

61738. (*Mr Gardiner.*) Could you put in a statement showing the results of treatment in the different industrial schools? You keep records?—Yes. I don't know that they are sufficient to put in here. I have the superintendent's report. She declared to me that of those in the school there were about 90 per cent. that had homes that were not fit.

61739. But I want to get at the subsequent career of those children after they have ceased attending that school. I heard the opposite statement the other day to the effect that the children turned out very well?—I can give that, as we have been called in question by the Government because the children have turned out so badly. The Government want us to have a committee to watch them after they leave school.

61740. In paragraph 10 you have a good deal to say about furnished apartments. Have you any recommendations to make as to their regulation?—I see the evil, but I don't see the cure.

61741. You have not studied what has been done in certain towns in England?—The difficulty here is that house rents are so very high that it seems very difficult.

Effect of workhouse life on inmates and need of classification.

61742. But so they are in London. Certain efforts have been made in London and elsewhere to deal with this question. Do you know about what has been done there?—No.

61743. Have you had any experience, and would you give us what the results are, of workhouse life on inmates? Supposing a person comes into the poorhouse for six months or two years: when they come out, are they more likely or less likely to be able to lead an independent life?—I would emphatically say that they are less likely.

Effect of workhouse life on inmates and need of classification.

61744. In your opinion, the result of workhouse life on inmates is a further degradation?—Yes, I am quite prepared to state that from my experience.

61745. Have you any remedy to offer?—It would help if they were better classified.

61746. How would you wish them classified—by institutions, or in what way?—A little could be done in the workhouses as they are just now in the way of classification.

61747. Would that be sufficient in your view?—No, I don't think so.

61748. Money is being taken out of ratepayers' pockets, and the result is a still further degradation of those who accept this treatment?—I don't say that that applies to a large number, because my experience is that most of those that go to the poorhouse are so low that they cannot become lower, but there is a small percentage of good people that require to have recourse to the poorhouse.

61749. It is very serious, because we are told that the number of indoor poor is tending to increase very much, and therefore there will be an increasing number of people who will be degraded by the workhouse. You have not thought out any scheme?—No.

61750. (*Mr Loch.*) Nevertheless, you look to the application of the indoor test with a view of dividing the line of those who, you say, should not receive relief from charity?—Yes, I believe in the test.

61751. And, therefore, is it not almost indispensable that there should be some solution of the poorhouse question if it is working ill, because it is in the critical case that the test would be applied?—Yes, but of course I would like the test to be not so strictly applied as it is just now.

Operation of poorhouse test.

61752. Might we not consider what the nature of the test is? The test, as I understand it, may be simply the giving of a certain extra amount of work to people in the poorhouse and depriving them of the privilege of going out once a week and so on. Have you in any way inquired as to whether any difference could be made in the test with a view of meeting the difficulty?—I agree in the test being applied to people that have not got a home, but I do think that the test operates very wrongfully when it means the destruction of a home. Take the case of a woman with four or five children, and she applies to the Parish Council for relief. She gets the poorhouse as a test, and if she accepts that, then to my mind she and her family are almost ruined for life.

61753. Do you find that it is often applied to women with children?—Yes, very often.

61754. Under what circumstances—desertion by the husband?—That is one. If the husband has died and the wife has come under some police conviction or some such stain, then they will offer the house.

61755. In every case?—No, they will offer the house if there is any fear of abuse of the outdoor relief.

61756. The desire is a desire for justice after all, which they wish to satisfy?—Yes.

61757. Can you suggest any other way of dealing with that class of case?—I think that those who have homes should get outdoor relief until they really abuse it. There should be some supervision over them.

61758. The supervision as now worked is not precise enough?—Yes, I think it is.

61759. The staff is large enough to take an individual case and watch it so closely as that?—It does not require such very close watching. They will readily tell on each other. I don't think there is much abuse of out-relief.

61760. So you think there is in the hands of the Parish Council power to control that if they desired to do so?—Yes, to a certain extent.

Co-operation of charity and Poor Law.

61761. You made a suggestion in regard to one class of case in which there was doubt as to drink and matters of that kind, that the Parish Council might give outdoor

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Co-operation of charity and Poor Law.

relief, as it were, conditionally, and you suggested that the authority that might see to that condition being fulfilled would be a charitable authority?—Yes.

61762. Have you found practically that reform is produced by this kind of supervision in conjunction with the Poor Law?—I have never seen it exercised in conjunction with the Poor Law.

61763. Do you find practically in charitable work that the influence of the visitors is strong enough to produce reform?—Yes, in many cases.

61764. If that is so, may we take the next step? namely, that if the money is forthcoming (which we will take for granted), charities combined might be a kind of bastion outside the Poor Law, and keep a good many cases off?—Yes.

61765. If that is so, does it not seem as if it was the essence of the question so that we should be bound to give an answer to it; it is almost at the essence of the question if we want to depauperise the people and get them temperate and strong?—Yes.

61766. Would it be desirable, do you think, that charities associated in some form, or separately, should have a kind of recognition or status, being left voluntary on the understanding that they took a definite part in the treatment of the poor and so fulfilled a purpose for the community which now they fail to fulfil owing to their efforts being so spasmodic?—I think that would meet my view, and a great deal of good would come from it.

61767. If there were that opening for systematic work, there would be an inducement for the charities to follow?—I am afraid the charities will never associate properly together.

61768. Do you think we could take this step, that first of all every charity might be inspected by some officer? Do you agree that serving the State it might be open to the State to insure that their accounts were properly kept and so on?—I am afraid there are some charities which would not wish even that. They want everything done in secret, and a certain amount of publicity dries up certain charities. They do not wish it to be known what they have given, and to whom their charity has been given.

61769. But there might be charities that would let their accounts be known?—Yes, I think every charity would let their accounts be known.

61770. Then there are many homes for children; do you think it would be right that these charities should allow their homes to be visited by some competent officer?—Yes.

61771. Then we come to the third point. There are a great many mortifications of various sorts, many of which are out of date; would you see any difficulty in this, that these might, under statute, be joined for a common purpose for the common good?—I quite agree.

61772. If that were done and they were somehow associated with the municipality, do you think there would grow up a centre which would have an attractive force and bring others together by degrees?—I believe that.

61773. I should like to ask a question now about individual cases. You referred to the day industrial schools. Have you found that good results have followed when an individual case is taken up and visited, the child being at the industrial school?—We have never done that. We are ordered to do that now, and we are arranging a committee to do it.

Domiciliary inspection by sanitary officer.

61774. Do you think that the sanitary officer could not do very much more in insuring that the houses and stairs were clean?—I believe he could.

61775. Is there any form of notification by which the sanitary inspector's attention is called to these matters?—Yes, I think any citizen can call their attention to them.

61776. But do they?—No.

61777. If you had a visitor, then that visitor might do it?—Yes.

61778. With regard to the management of children and matters of that kind, is it not possible to bring some influence to bear on the home by having someone going there as a visitor?—Yes.

Domiciliary inspection by sanitary officer.

61779. Speaking for your own people, as it were, do you think they could rise to a higher level of intervention in these cases, because, after all, it is a matter of training in doing this work?—Yes.

61780. Do they think of it now?—Yes. They all confess that it is something that is not done just now.

61781. Taking Edinburgh, do you think we might by degrees look forward to the various parties which now differ and stand aloof coming together and becoming trained?—I am hopeful of something coming from the charitable organisation. I think that something similar to what you say might come as the outcome of their working.

61782. Is there an agreement that that is what is desirable?—Yes. There is a general agreement about it, but not about the methods of bringing it about.

Effects of detention in prisons and need of prison reform.

61783. You, like others, have suggested a longer detention?—Yes.

61784. Have you actually seen the effects of detention on individual cases?—Yes; I am a chaplain of the gaol.

61785. Do you find a difference in those that come with a short sentence and those that come with long sentences when they go out?—You are speaking of a particular class.

61786. The class we have been most concerned with all through?—My feeling is that short sentences are no good.

61787. And what about the long sentences?—They don't cure them, but I think they will do more good. Even with the long sentences, as they are used just now, they are sitting in a cell all day, and making some brushes or something of that kind, and I don't think it is a good method of cure. They are better fed there than they would probably be outside, and then they have a clean bed. In the case of those who get a long sentence just now, their people outside might be suffering all the time, so that it is a serious matter to say that you would prefer to see them getting a long sentence. As far as curing them goes, I think a long sentence is better than a short one.

61788. Is not your criticism on long sentences this, that you want a different type of prison discipline?—Yes.

61789. And if you had that, might it not meet those cases where you now fail?—Yes.

61790. Is it necessary to establish a new series of colonies, or whatever we call them, while we have the prison system unorganised or unreformed?—I think if we had these new settlements the prisons would be half empty. Take the women in prison—I don't think they should be in prison at all. Most of them have a want, and they would be far better in a settlement. It is no cure for them to be in prison.

61791. It is tantamount to this, that in making these proposals for that class we are really suggesting a new proposal for prisons?—Yes.

61792. And the new proposals would ultimately make the old so obsolete that if we got good results from the new system we would not want prisons?—Yes, and I think that would save money to the State.

61793. Do you think there could be a clear policy in regard to outdoor relief which would enable us to judge as between cases dealt with by charity and cases dealt with by the Poor Law, so that we might say *ex hypothesi* about a particular case that it should go to the Poor Law and about another case that it should not go to the Poor Law? Do you think we could come to any understanding with the Poor Law authorities on that main issue?—I don't think so. I see the difficulty, and I don't see any possibility of getting rid of it.

61794. Might I suggest that we on the side of charity might take a line which would clear the deck?—Yes.

61795. Would it be possible for us to say that charitable societies should deal with all cases of temporary distress in which permanent good might follow?—Yes.

61796. Taking for granted not necessarily that they

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should be all virtuous, but that there should be that possibility of improvement?—Yes.

61797. Would you accept that on your side?—Yes, I think so.

61798. Do you think generally that would meet the charitable sentiment of people in Edinburgh?—Yes.

61799. And where it became a proven case to be considered apart from improvement, then there the Poor Law should decide the case?—Yes.

61800. (*The Bishop of Ross.*) You are a member of the Charity Organisation Society?—Yes.

Administration of charity in Edinburgh.

61801. Do you have a St Vincent de Paul Society?—Yes.

61802. The clergy have very little connection with that Society?—Yes.

61803. Except that the priest is regarded always chaplain of their Society, but he takes no active part in the Society?—That is so.

61804. With regard to the laity, is the Society composed of the better classes of the parish?—Yes, the more educated and those who have some means, especially young men.

61805. They give material assistance to cases of distress, don't they?—Yes.

61806. Is the main object of the Society to give that material assistance, or is it to improve the people by giving advice and by visiting their homes?—It is by visiting their homes and giving them advice: and they give material relief as a sort of introduction. They hope to raise them and to get them work, and if destitute the relief is a sort of introduction. The people would not be known to them except for their applying for relief.

61807. How often are the homes visited?—Every week.

61808. The home has to be visited as a preliminary to giving the assistance?—Yes; a report has to be given of every case giving details according to a schedule.

61809. The members of the Society are bound to keep secrecy with regard to the person who receives the relief?—I don't think they are bound to keep secrecy, but if it would do the recipients any injury to let it be known that they were receiving relief, then they would not reveal it. We have secret cases, such as the case of a family that has fallen into poor circumstances, but no one knows about it, and they would feel very much injured if their neighbours knew that they were in these conditions. As a rule, here in Edinburgh the cases are known to the people themselves and they become a sort of recommendation; if the Parish Council finds that the Society is giving them relief, then they take it that they have a pretty good character and that the case is a good one.

61810. The Society is prepared to deal with all persons who apply, independent of religion and politics?—Yes.

61811. Do persons who are not of your congregation apply to your Society?—Yes; not many directly, but the applications come indirectly from those of the congregation knowing of the persons being in very poor circumstances. We very seldom have applications direct from those who are not Catholics, but we have many indirect applications.

61812. Do people not of your congregation contribute to the funds of the Society?—Yes, occasionally.

61813. You rely very much on the visits that are paid and the advice and assistance given at these visits?—Yes. We also find it useful in considering charities that those that adminster the charities should never be allowed to spend anything on the management. They cannot meet without making a secret collection themselves, and that is a very good lesson for many of the charities about the city here. There must be nothing paid for any management.

61814. At each weekly meeting of the members there is a collection made?—Yes.

61815. It is called a bag collection, because each person puts something into a bag and no one knows what the other gives?—That is so.

61816. If the case were one that required permanent relief would the Society continue to deal with it?—They might, but it would be against their inclination. The Society is really a society for temporary relief. They seldom continue for more than six months at the longest.

Administration of charity in Edinburgh. Relief to dependants of the vicious and deserters.

61817. In paragraph 4 you say that there are certain sections that you are anxious to take off charitable funds and to dispose of otherwise. You say that some drastic remedy should be applied, whether a reformed prison or a colony. Suppose you took away a drunkard and put him into a place of this kind, what would you do with his wife and family?—Support them and get some remuneration from the man's work.

61818. If the wife were a respectable person you would give her and her family outdoor relief until they were able to support themselves?—Yes.

61819. In the cases of deserted wives, if the woman is a virtuous woman what would you do with her?—I think she should get relief or the law should seize her husband, because she is helpless.

61820. Does she not get relief at present if she is not the cause of the desertion?—Yes; there are such cases, but I think the Local Government Board is down on the Parish Council for giving it.

Need for out-relief to be adequate.

61821. Referring to paragraph 6, those who get indoor relief are generally people that are incapable of taking care of themselves, or they are people that require to be kept in control in some way, and in order to do that you must have a staff in the poorhouse for that purpose?—Yes.

61822. Those on the outdoor relief are people who are capable of taking care of themselves?—Yes.

61823. I do not quite follow what you propose as to the allowance that should be paid to those getting outside relief, whether you would merely give them as much as the maintenance charge would come to inside the poorhouse, subtracting the establishment charge, or whether you would also give them a share of the establishment charge?—What I refer to is the case of a great number of old men and old women who are respectable and to whom the Parish Council gives 3s. a week. Now the old woman can get along with the 3s. only for a while when she is able to do a little work, but the time comes when she cannot do that work. If she had 5s., which is the rate inside the house, she could go on, but if she does not get the 5s. she has to go into the house. I would like to keep these people outside.

61824. (*Mr Loch.*) There seems to be on the part of the Poor Law a continuance of the relief that they began at?—Yes.

61825. You think that the continuance should be rather in the way of a larger amount being given than otherwise?—Exactly.

Continuance of out-relief to aged moving out of parish.

61826. (*The Bishop of Ross.*) In your very last paragraph you suggest that recipients with out-relief should retain that, wherever they may choose to live. Do you mean that they should continue to receive it if they went outside the parish?—Yes. I refer to cases which seem to be a great hardship, where they may be able to go to a relative that will take them in, but often the relief does not follow them. Now they would be very much better with the relative if they could go there and still get the relief. I think there should be no difficulty in their getting the relief wherever they go. There are some homes that take in such people when they become very old and not able to look after themselves, but the Parish won't let the money follow to the home. Now I think that is an injustice. An old woman would be very happy and comfortable in such a home, and it would only cost the same amount as outside, but the Parish Council do not give them the opportunity.

61827. So long as the people are properly taken care of, and the money usefully spent and the inspector looks after them, you think that it ought to follow?—Yes; it does with some Parish Councils, but not with Edinburgh. We have a very good home, the Little Sisters of the Poor, which takes in all sorts, and if an old woman is unable to live with her 2s. 6d. or 3s. outside and asks to be taken there, what she gets is taken away from her at once.

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61828. (*Mr Phelps.*) Is that home open to inspection?—Yes, at all times.

61829. Is it inspected by the Government in any way?—I do not know what Government inspection it has. It is not a factory or anything like that.

61830. Is it certified?—No.

Continuance of out-relief to aged moving out of parish.

Miss Ethelinda Hadwen.

Miss Ethelinda Hadwen, called and examined.

61831. (*Mr Booth.*) You are a member of Edinburgh Parish Council?—Yes.

61832. We shall take your valuable statement as your evidence-in-chief, and I shall ask you a few questions to elucidate some points?—Very well.

(*The witness handed in the following statement.*)

Qualifications of witness.

1. I have been a Parish Councillor for eight and a half years, and a Visitor at the Prison; have been a member of the Scottish Women's Trades Council for the special question of the compilation of the Pamphlet, of which copy enclosed, giving information with regard to Women's Trades; am a member of the Women Workers' Union; and was a member of the First Executive Council of the City of Edinburgh Charity Organisation Society.

Documents enclosed:—

Occupations for Girls: A Guide to Girls in Selecting Employment.

Classification of list of Paupers on the Outdoor Roll, showing the causes of their chargeability. (*See App. CLXXI. (A).*)

Social Conditions in Edinburgh.

Social conditions in Edinburgh.

2. In Edinburgh the social problems are mainly those which are generally to be found in a city where there is not any great amount of manufacturing, and where, on this account partly, there is an excess of women over men in the population. Nearly all the occupations for women are therefore overcrowded and the wages very small. It has been calculated that the average wage of working women in Edinburgh is something like two-thirds of what is the current wage in Lancashire. There are no trades unions among the women workers, and the women, so far, have not been welcomed among the men's unions. The average wage for adult working women at the more unskilled occupations in Edinburgh ranges from 8s. to 10s. per week. At the more skilled occupations they may go as high as 15s. or 16s., but an immense number of fairly skilled working women do not earn more than from 12s. to 14s. per week, while for the less skilled work, such as biscuit packing, envelope folding, and so on, the wages do not rise much above 8s. a week.

Widows with children.

3. It will thus be seen that the mass of single working women are not able to provide for their old age, while for widows with two or three children it is impossible that they can avoid having recourse to the parish for help in bringing up the children. A woman with one or at most two children can manage to avoid coming to the parish, but with three or four it is absolutely impossible, unless relatives can assist.

Lack of domestic helps.

4. Some scheme of emigration of some of the surplus female population would be of great assistance, and it is hoped that the information distributed among school girls by means of the pamphlet enclosed * will assist in the better distribution of the workers among the various trades. The difficulty here as elsewhere is, of course, that if you advertise for a servant, you may get one or two or no answers at all, whereas if you advertise for a junior typist or a girl to serve in a shop you will get at least fifty.

5. The only trades carried on in Edinburgh are biscuit factories, which employ many women, who are poorly paid; breweries, which employ no women and proportionately to the turn-over very few men; some large engineering works; Cox's glue factory, which employs about a thousand hands; the rubber works, which employ about a thousand also, of whom a considerable number are women, who get very fair wages; Nelson's works, which employ something over a thousand hands, and whose workers, both men and women, are well paid. There are large stationery works and other large printing firms where larger or smaller numbers of women are employed, and in many of the works, particularly the stationery works, the average of wages is very small. There are no textile industries. There are a good many public laundries which employ women, where the wages are fairly good but the hours very long, and the Trades Council did not think it advisable to put laundry work into the book for girls, as the average women employed in it are of the roughest class and of somewhat low morality.

Lack of domestic helps.

6. It is frequently remarked that the widows, both young and old, and elderly single women getting parish relief, are paid extremely low wages, such wages as they could not possibly live on without the parish help; and it seems to me that we have here something of the evil found in England in the first half of last century, when the agricultural labourers' wages were so largely supplemented by the parish doles. It does not seem to me good political economy that women's wages should be so low as to effectually prevent their providing for old age, while it is a disastrous thing that the children of widows should so almost invariably be accustomed to getting parish relief in their childhood.

Relief in aid of wages.

Method of administering Relief.

7. As will be seen from the statistics enclosed (*see App. CLXXI. (A)*), the largest number in any of the classes of cases is that of old people, not, of course, of individuals, as "cases" only were taken of the individuals comprised in each class. These are all of people over sixty-five years of age; and had it been divided into women and men, it would have been seen that very large numbers of widows and single women become chargeable when too old to work. Under the existing social conditions in Edinburgh, this form of poverty is inevitable. The usual practice is to give from 2s. 6d. to 5s. per week to each individual old person, as in all instances they are either residing with friends, or if living alone are able to do some small amount of work to help themselves, and in very many instances they are also assisted by churches or other charities.

Relief to aged.

8. The widows with children form, as may be expected, a very large class; and we are careful to give adequate allowances in cases where the widow is left with a large family of young children, so that she may remain at home with them. When the children are older the allowance is reduced, and the woman is, of course, expected to work.

Adequate relief to widows with children.

9. For these cases an arrangement for providing dinners for school children as part of the outdoor aliment has been entered into by the Parish Council, which is well taken advantage of, and very carefully safeguarded, and which the parish are satisfied is not abused, as it does not appear that the number of persons taking advantage of it is increasing beyond the normal increase in population, and consequent increase of pauperism. Many parents who are offered the dinner tickets refuse them, preferring to provide the dinners themselves at home. The experience of the parish authorities with regard to these dinners leads them to conclude that no great scheme of providing dinners through School Boards is at all required, while their opinion is, very strongly, that its general influence would be disastrous, in lessening what spirit of independence in the community is still to be found.

Feeding of outdoor pauper school children.

10. The most unsatisfactory feature in the Poor Law work of relieving committees is that it is very difficult to estimate to what extent the people who are getting outdoor relief are being helped from outside charitable sources.

11. It would be of the most immense benefit to the city if an arrangement could be made between the Poor Law authorities and the other charities whereby, if a person becomes chargeable to the parish, that person should be left solely to the parish to be dealt with, and that the parish should, in suitable cases, hand over poor persons to the Charity Organisation Society, to be dealt with solely by it.

Overlapping of charity and Poor Law.

12. Thus I always feel when cases are reported to me where a poor person is in receipt of so much from the parish, so much from the Aged Christian Friends Society, or so much from the Incurables Society, that the overlapping there is a thoroughly bad system, and that it would be infinitely preferable that the Destitute Sick Society should entirely relieve the parish of all cases of temporary illness, the Incurables Society of such incurable cases as seem suitable, and the Aged Christian Friends Society of such cases as they thought suitable. Half-a-

* Not printed.

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Overlapping charity and Poor Law.

crown a week to an old person who is not able to work means, of course, that that old person must get help from other sources, and this help from other sources it is impossible to calculate; and I am convinced that this unbusinesslike method of procedure makes pauperism cost the citizens of Edinburgh far more than it properly should were the various charities to be well co-ordinated and work together in harmony.

Respective Merits of Indoor and Outdoor Relief.

Respective merits of indoor and outdoor relief.

13. The practice in Scotland generally, and particularly in Edinburgh, is to give outdoor relief in all suitable cases where the poor person is able to look after himself. This relief is not supposed to be the full amount required to sustain life, as in these cases a great deal of voluntary charity is usually received, or the poor person is able to earn two or three shillings a week by his own exertions.

14. It does not appear that this method of administering outdoor relief tends to increase pauperism (unless indirectly, as has been previously said, in reducing wages), while it is vastly preferable for the poor person, who, in many instances, is thus enabled to live with his relatives; but in some cases where the poor person is not capable, through illness or mental defect, of taking care of himself, it is advisable that the parish should have power to remove him to the poorhouse hospital.

15. Indoor relief is always offered in doubtful cases, and also in practically all cases of deserted wives.

16. It would be very desirable that a special department for the really respectable aged poor should be provided in the poorhouses, where they might have greater liberty of conduct and leave of absence, than they can possibly have in a large institution.

17. The original purpose of a poorhouse was to provide a refuge for people who were unable to live outside, and a hundred years ago, in the charity workhouses of Edinburgh, poor persons were allowed to do work, for which they received a certain remuneration. It has always seemed to me that the hardest thing for a poor person in going into the poorhouse would be the feeling of being imprisoned, and the hardship of never having a penny in one's pocket. No doubt many of them do get odd pennies from their relatives, but if it were possible to arrange that these people could earn ever so small a trifle by work after hours, it would provide them with a source of immense pleasure.

Classes of Persons applying for Relief.

18. The table enclosed, already mentioned (*see App. CLXXI. (A)*), sufficiently indicates the classes of persons applying for relief.

Classes applying for relief.

19. It is becoming more and more obvious, however, to those administering relief, that the reluctance of the respectable Scottish poor to throw their relatives as a burden on the parish is gradually disappearing. It is becoming more and more difficult to recover aliment from children for parents; and if the parent happens to be more or less doited or troublesome, the children will far more frequently refuse the trouble of their old parent, and do their best to get him handed over to the parish, than was the case even ten years ago. Large numbers of sons who, though themselves not perhaps earning very large wages, have families bringing in a considerable aggregate of money, will refuse to provide full board for the aged parent in the house, and leave him, therefore, more or less of a burden to the ratepayers.

Responsibility of maintaining relatives.

20. This handing over of old parents is one reason for the great increase of pauper lunacy. Formerly the doited parent or grandparent remained in the home, and was looked after by his family; now the family refuses to take the trouble, and insists upon having the old person certified and sent to an asylum. Owing to greater elasticity in the definition of insanity on the part of medical men, Parish Councils find it almost impossible to avoid this accumulation of troublesome but not dangerous old people in the asylums. The board payable in all the asylums is beyond the means of the ordinary workingman, and therefore he can only pay a contribution, whereas if the old parent could have remained as formerly in his own house, no part of the expense of his maintenance would have had to be borne by the community.

Causes of Pauperism.

Causes of pauperism.

21. These are stated in the table sent herewith as they appear in the lists of poor.* The other causes of pauperism are of course, drink, casual unskilled labour, and want of providence on the part of men employed in what are more or less seasonal trades. The heaviest item in the Edinburgh expenditure is that for lunacy, and this expenditure is steadily increasing.

* Not printed.

Need of provision for children of tramps.

22. No effective method of checking pauperism can be found that does not deal with the children. In Scotland we require additional powers to enable us to take children from vicious, dissolute parents, with or without the parents' consent. This is one of the most essential provisions in any Bill for the reform of Poor Law administration that may be proposed. If the children could be saved, pauperism, except that produced by the operation of accident and unpreventable misfortune, would gradually cease. Education, the children of the tramp and the wastrel never get. They get some desultory instruction at school, but education proper they do not get, and they grow up as loafers and casual labourers, to be a certain burden on the rates, sooner or later.

23. If Parish Councils could be empowered to take charge of all neglected children whose parents have no control over them, and who have no proper homes for them, such as the children of tramps, and low people living in common lodging-houses, the first effective step would be taken towards reducing the burden of pauperism for the next generation.

Legislative measures needed for vagrants.

24. Further, legislation is required which would provide labour colonies, to which could be sent all the young "masterless" men and "vagabonds," against whom so many Acts of Parliament have been passed in Scotland; and there should also be industrial Homes for the women of the same class. These people are certain to become chargeable as they grow older, unless they die first; and as the mortality from phthisis and zymotic diseases diminishes, more and more will survive.

Parish Councils.

Apathy of Parish Councillors.

25. In country districts it is no doubt extremely difficult to get a suitable class of persons to act as Parish Councillors, and probably the most suitable individuals in the community will be approached to stand; but in towns it is also very difficult to get the right class of people to serve on Parish Councils, and there are far too many busybodies who wish to get into the Parish Council solely with a view to its being a stepping-stone to the Town Council, into which they desire to get for their own advancement. Not many who seek election to the Parish Council do so from real interest in the work from any social or scientific point of view, and it is almost impossible to induce Parish Councils as a whole to consider the problems of pauperism as part of a large question, rather than as individual cases.

Type of electors.

26. Further, the franchise in towns is conferred upon a class of persons who are themselves on the borderland of pauperism. £4 rental in a large town means one room in a slum; and though I fear it is perhaps not a question of practical politics, there is no doubt whatever that a better class of men would be induced to come forward for election to the Parish Council did they not know that they would have to appeal to the very lowest class of voters, who can be brought up to vote at the election by any unscrupulous opponent for the price of "a drink." These very poor people will also naturally vote for any small tradesman whom they know in their vicinity, suitable or unsuitable though he may be, and in this way some very undesirable persons have been elected to Parish Councils in place of good members.

Need for trained Parish Councillors.

27. Formerly the qualification was a vote for every £4 of rental, which would give the man who paid £24 six votes as against one to the man who only paid £4, but in these Socialistic days it is scarcely likely a return would be made to that system, and a raising of the franchise is probably equally unlikely, but the principle of co-optation has been introduced into Local Government in these later times, notably in the English Education Act, where educational experts may be co-opted by Town Councils as members of the Education Committee; and I think it should be seriously considered whether some such arrangement might not be adopted in the formation of Parish Councils, so that there should be a certain number of persons on each Parish Council who are trained in the administration of relief.

Tripartite elections.

28. I also think that the re-election of the whole of a Parish Council at the end of three years is a mistake. After the last election about two-thirds of the Aberdeen Parish Council were new members; and considering the complexity of the problems presented in the administration of the

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Poor Law, this could hardly be regarded as an efficient body for some months. Should the system of co-opting members experienced in relief work not be adopted, then I think it would be reasonable to suggest that one-third of the Parish Council should retire annually, as is done in the case of the Town Council.

Relief to the Able-bodied.

Question of relief to able-bodied.

29. This is purely an English method, and has never been carried out in Scotland. It would be the greatest disaster that has ever happened to Scotland should the right be given to an able-bodied man to apply for parish relief. Genuine workmen out of work can be dealt with by the Distress Committee under the Unemployed Act, and the able-bodied beggar and tramp should be segregated in labour colonies.

Extent of charity.

30. No destitute person need starve in Scotland, as the charitable agencies can easily overtake any real distress. In this connection I should like to emphasise the cardinal error in giving relief to all persons who appear destitute indiscriminately. This only creates poverty; and in Edinburgh the many charitable agencies that provide Sabbath morning free breakfasts, soup kitchens, night refuges, and the like, are exceedingly mischievous, as they enable the man who will not work to live on the community, while they attract more and more of such persons to the city.

Suitability of existing Areas.

Suitability of existing areas.

31. The only remark under this head is that it would probably be advisable that greater powers of combination should be given to the smaller parishes, as there is great waste in maintaining the necessary machinery in so many different small parishes.

32. The report from the Edinburgh Parish Council has dealt with the question of the simplification of the law of settlement, and a judicious combination of parishes would be of great assistance with this view.

Reforms Suggested.

Various suggested reforms and recommendations.

33. Co-operation of charities as suggested in paragraphs 10–12, so that temporarily destitute sick persons be treated by a Destitute Sick Society, and so forth.

34. Power to take children from vicious parents into the charge of the parish, to be boarded out or otherwise dealt with.

35. Power of control and oversight to the Parish Council over the children under the charge of the parish till the age of sixteen.

36. Labour colonies to be provided by the State to which habitual inebriates (where necessary after hospital treatment), deserting parents, vicious parents, deserting husbands, and young tramps of both sexes can be sent by order of the Sheriff, or by any other legal machinery arranged.

37. Power is required by Parish Councils to detain in poorhouses deserted wives of doubtful character with children, and particularly mothers of illegitimate children, and the older members of the ins-and-outs class. The younger ins-and-outs can *not* be effectually dealt with in ordinary poorhouses.

38. Power under doctors' orders to remove to and detain in poorhouse hospitals sick persons applying for relief; right of appeal to the Local Government Board to be given to the poor person.

39. Power to grant pensions and fix retiring age for parochial officials.

40. Power to recover aliment from parents in England for children in Scotland, or for children in England from parents in Scotland, by a cheap and simple process.

41. Power to emigrate suitable cases among the children chargeable.

42. Reform as to election of Parish Councils: qualification to be raised to that of Town Councils, *i.e.* a £5 rental, which would mean an immense saving in expense, and would render a joint collection of rates feasible.

Industrial conditions in Edinburgh.

61833. (*Mr Booth.*) With regard to the trades carried on in Edinburgh, although there are no textile industries, still there does seem to be a very considerable number of opportunities for the employment of women. The only one you mention, however, that I am not sure of is breweries. Are there many women employed in breweries?—No, I mention that as being one employment where there are no women employed.

Industrial conditions in Edinburgh.

61834. You say: "The only trades carried on in 'Edinburgh are biscuit factories, which employ many 'women who are poorly paid; breweries which employ 'proportionately very few men"?—I meant that those were trades that were carried on in Edinburgh.

61835. Breweries are not much good anyway?—No, the number employed is very small having regard to the turnover. In the distilleries I think there are more men employed than in the breweries. I believe that the number of workers in breweries, as compared with the turnover, is the smallest in any trade in the kingdom.

61836. With regard to the stationery and bookbinding, and trades of that kind, they do employ a large proportion of women?—Yes, a very large proportion.

61837. And in addition to that there seem to be—and I think I know there are these works that you mention—glue and rubber works, and there are also leather industries?—Yes, but I don't think there are any leather factories. There is a boot and shoe factory.

61838. I meant the work of finishing leather?—There is a boot and shoe factory in the Pleasance.

61839. There are no textile industries, but I think there is a fairly well-balanced employment, and it must be fully made up by domestic service?—Yes. I should say there are large numbers of women who are in domestic service; but considering that there are 32,000 more women than there are men in Edinburgh, there is a large number to be employed. There is a great surplus of women, and the wages are very poor. The average wage for a working woman is not much above 8s. a week. There are a great many that earn about 8s. or 12s. a week. In the rubber works they will make 14s. or 15s., but in the stationery trades most of them don't earn more than 8s. or 10s. That is less skilled work. It is difficult really for the ordinary working women to earn much above 8s. or 10s. a week.

61840. Does the surplus of women in Edinburgh greatly affect the chances of marriage of those girls?—Undoubtedly.

61841. But not necessarily, because the surplus might be of a greater age?—No, it affects it all round, because the surplus is of all classes. There is not so much for men to do in Edinburgh. If you go to a mining place, such as Motherwell, you will find large numbers of men there on account of the work.

61842. The bulk of the girls employed in these various ways do marry?—A great number of them do, but considering the immense number of single women working, I should say that the proportion of those who marry would be small as compared with other places. The number that marry from the domestic class is always small.

61843. With regard to those who stay on and don't marry, do they get better remuneration?—Many of them do not get any more at the end of their days. I have cases before my relief committee of widows with children, and hardly any of them are earning more than 10s. a week.

61844. But they would not be working in these factories?—Yes, they are. I had one case of a widow, forty-five years old, with two children, working at biscuit packing, and she was only earning 7s. a week.

61845. (*The Bishop of Ross.*) Did she commence in that factory before her marriage?—I don't know what she did before her marriage.

61846. (*Mr Booth.*) There seems to be very little future for them; if they stay on they don't get any more for the years' experience?—No, because there is no future inherent in the thing at all. The greater skill does not earn anything more. Employers would even rather have the younger girls than the older women, and the older women have to turn out and perhaps take to an occupation at which they earn a smaller wage.

61847. With regard to women who you say are old and single, getting parish relief or earning very small wages, is it not the case that the work they have to give is worth very little?—Sometimes it may be, but some-

Industrial conditions in Edinburgh.

times it is not. For instance, I had a case of a woman acting as caretaker in an office. They gave her house-room, gas, coal, and 5s. a week. She had two children. She had to get parish relief for these two children. The people in the office insisted that she should provide them with lunch, and that meant she had to be in the house all day. If that woman left and they advertised, they would get a hundred applications to-morrow.

61848. Out of that hundred how many would be getting parish relief?—If it was a single woman she would not get parish relief, because she could live on the 5s., and any sewing she had time for.

Effect of parish relief on wages.

61849. Do you think that the effect of parish relief is to decrease the wages?—Yes.

61850. You think they can get the women cheaper because of it?—Yes. In that office that I have referred to they must have known that the woman with her children could not live on 5s. a week. One day she did not have the lunch ready for them, and they dismissed her. She got another place in another office where she got 7s.

61851. Is the number of people of that sort who are getting parish relief sufficient to depress the whole rate of wages?—No, but it must always have an effect. I know that for ordinary white-seam sewing it is very difficult for a woman to earn more than 5s. a week at the prices that are paid. I know that they are paid 1½d. for seaming a dinner napkin. Now you cannot do that under three-quarters of an hour with quick sewing. That means less than 3d. for an hour's work. Besides that, it is not steady work. For towels they get something like 1d., and they can only do nine in a day. They could not get those women to work at these rates unless the women were getting something else besides,—they either have some other person in the family earning more money, or they must be getting relief. You cannot expect a widow with three or four children to live on such a wage without getting parish relief.

61852. Or charity?—Yes.

61853. Or having some resources?—Yes.

61854. Does the parish relief play any great part?—Yes, it must, because in some cases we give 2s. for each child. Take a case that I know where the woman is earning 8s. a week at cleaning a school, and she has three children. She gets 2s. a week for each child, making 6s., and that with the 8s. is 14s. They can live on that. She will get some few little things besides, and possibly the oldest child will carry milk, and that would mean about 1s. 6d. a week, and so they can manage, but they could not manage without the parish relief.

61855. Do you suggest that if the parish relief was stopped the wages would go up?—That would be a very drastic remedy, but I don't see what else could be done. The public would not leave these people to starve.

61856. Then what do you propose?—What I propose for a beginning would be that in some of these cases where there are children, and they are not likely to be chargeable for any great length of time, if charity could take them on, more would be known about their circumstances than is known by their simply coming for outdoor relief. Then some pressure might be put on their employers.

61857. Is not this cheapening of services of that kind due just as much to charity as it is to the Poor Law, or much more so?—It is so well understood that these widows get parish relief that I don't think they get so much from charity as the old couples do.

61858. But my difficulty is this, if you stop the Poor Law relief, its place must be taken by charitable relief?—Yes.

61859. Do you gain anything?—I don't suppose you would.

61860. I mean as regards the effect on wages?—You could only do it indirectly, by people becoming more informed as to the conditions.

61861. And cases would be more completely followed up?—Yes.

Co-ordination of charities.

61862. Referring to paragraph 12, in what way do you look forward to the co-ordination of charities?—The Charity Organisation Society was instituted with a view to doing that, and the suggestion that was made, which has not been completely carried out, was that all the charities should send lists of their cases to a central bureau, to be kept strictly private of course, where the officials of each charity might go to see what any individual person was getting, or was not getting, from other charities, so as to avoid overlapping. I think in many cases it would be far better if the Destitute Sick Society took the entire charge of a case, rather than the case should get half from them and half from us. We print a list of all the people on the outdoor roll of which copies are available to anyone who asks for one, but they are very rarely asked for.

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Co-ordination of charities.

61863. Are you hopeful of success in that form?—I think something will be done. Some of the business men are taking it up, and I think something will be done, because it seems to me that the general public in Edinburgh is taking an interest in it. I think one thing will help, and that is the collection by the Society, and the schedule that they are sending out to business men.

61864. It is a joint collection?—Yes, a joint collection. From the schedule people will see the tremendous number of charities, and it should certainly arouse interest in the way of trying to diminish the number, because there are several that could easily be amalgamated.

61865. At any rate a determined attempt is being made?—Yes, and I hope something will come out of it.

Children of tramps and vicious parents.

61866. In paragraph 22, in regard to the children who ought to be saved from pauperism, you would desire to have powers to take them away from their vicious parents?—Yes. There were two cases that I had within a fortnight where there were two little girls, one of them being twelve or thirteen, and the other ten or eleven,—in the other family they were a little older. In both of these cases we knew that the mother was living a bad life. All we could do was to stop the relief in the hope that she would give up the children to us, but she would not do it. We could do nothing, but we know what will be the fate of those four girls.

61867. It would be impossible for the Poor Law authorities to do anything if there was no demand made upon them?—No.

61868. The relief being stopped, I suppose the children were supported in other ways?—I suppose so. What we could have done would have been to continue the relief, if we had some machinery whereby we could take charge of these children. There is no advantage in leaving these children in such awful surroundings, because you thereby perpetuate the race of paupers.

61869. I suppose the parents as a rule do not wish to part with their children?—Sometimes they do not care a rap.

61870. And you would just as soon take them away even if the parents preferred to lose them?—We always do it if we possibly can. We had a case where we had two parents. The man was a fushionless sort of creature. We had him up five or six times to see if he would do something. The mother was a regular bad lot. We took these children away from them, and boarded them out. The parents were just going round the different lodging-houses.

61871. Under what powers did you do that?—The parents could not support them, and they were only too delighted to get rid of them. Once when I went to the police they told me that some of these parents encouraged their children to commit some offence so that they might be sent to some reformatory school.

61872. That risk you would take for the sake of the children?—Yes, because I think it pays the community in the long-run. One remembers the celebrated Jukes family in America that cost the United States so many millions. Now, with the children you do not know what the end will be.

61873. You would take that risk?—Yes. If we send the children to be boarded out we know that in 99 cases out of 100 they turn out well.

Combination of parishes.

61874. With regard to the Parish Councils, you think it would be desirable that there should be, by some means or other, more combination, so as to get larger areas?—Yes, I think so decidedly. It would be less

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expensive; and then there is another point, we should not have so many difficulties with regard to settlement. If there were more parishes combined, you would not have so many claims from small parishes, and so on.

Combination of parishes.

61875. And you think that the parish councillors would take a greater interest in the work?—Yes, I think so.

61876. You are of opinion that it would also be desirable that there should be co-option of members?—Yes, I think that would be quite desirable.

With reference to the tramps, I have got here information in regard to the case of Thomas Leggat, which I can put in for the information of the Commission.

Typical case of a tramp.

61877. Will you kindly put that in?—Yes. (*Statement handed in. See App. No. CLXXI. (B).*) Leggat is a specimen of the tramp that goes round the country and causes tremendous expense to parish councils. His settlement is in Edinburgh, and we get claims from all those parishes for him. We always send on word to use the test. He generally leaves in two days and goes somewhere else, and we get another claim. There is a long gap between November and January of this year. He probably was in hospital then, because he is getting an old man now.

61878. You can only look forward to his demise?—Yes.

Difficulty of dealing with ins-and-outs.

61879. Then sometime in 1901 I got a list of ins-and-outs from the Parish Council's offices, and I went to the prison and also to the clerk of the Police Court, and asked the latter to jot down with each name the times that these people had been convicted. There were about 120, and I found that something like 50 per cent. had had many convictions. I asked Mr Kyd to get that list brought up to date, and he gave it to me. There are 73 cases of ins-and-outs, that is to say, people who had been up to six times within a year in and out of the poorhouse, and only twenty of those have not had police convictions. Probably a great many more would be included than are in the statement if we recognised them by headmark. Many of these people will tell you quite frankly that they prefer the prison, and I have asked them why. They get the same class of food, but they get a greater quantity. They do not seem to mind the wooden bed at all. A great many of these women would as soon be in the prison as not, and a good many actually scheme to get in at the beginning of winter, so as to stay in over the winter. These are the ins-and-outs, and having them in the prison or in the poorhouse is no use at all. These are the persons whose children we want to take, and we want to put the parents in some sort of work colony or industrial colony. Many of the women are mentally deficient.

61880. You would have little hope of really reforming them?—None whatsoever. Here is Mary P. Auld, 50 years old, 39 times in poorhouse since 1902, and 227 police convictions. What can you do with a woman like that? Then there was one old woman, Mary Hopper, who used to sit outside the railway station when she was not in the poorhouse or in the prison. They would take her to prison, and then when she got out she would go to the Parish Council offices in an ambulance, because she had some heart trouble. She would make a tremendous disturbance. Go to the poorhouse? Not she! And she went away again. There is another in-and-out, who sits and reads the Bible, and is well known in Edinburgh. One of our Councillors said that it was a wonderful thing that so many who read the Bible professionally got so little good out of it. That man is a regular bad lot. He makes a great deal of money when he is out; it is a poor day when he does not get 5s. or 6s.

61881. You think they should be completely controlled?—Yes, undoubtedly. I can put in this list of ins-and-outs if desired by the Commission.

61882. (*Chairman.*) Yes, will you kindly put it in?—Yes. (*Statement handed in. See App. No. CLXXI. (C).*)

Question of enforcement of Industrial Schools Act.

61883. (*Mr Gardiner.*) About these girls living with a dissolute mother, why are they not removed under the Industrial Schools Act of 1866, as amended by the 1880 Act?—There has been a great difficulty about that Industrial Schools Act, and so long as these children are not destitute, and have not actually committed any offence, we don't seem to be able to get hold of them.

Question of enforcement of Industrial Schools Act.

61884. Do you know the Act?—No, I don't think I ever read it.

61885. The Act exists, and it is not enforced?—That is so.

61886. Who is responsible for enforcing the Industrial Schools Act?—I think it would be the sheriff.

61887. But who is the executive officer?—I don't think there is any, unless it is the police. It is not the School Board.

61888. In London the School Board does it?—They are sent to the school that Canon Stuart spoke about—the day industrial school here—because there has been no money to send them to the industrial schools owing to this difficulty with the Treasury. There has been a great difficulty, because the town council would not provide their proper quota of money for the industrial school, and the result has been that the number of children on the streets, more or less criminal children, is increasing very badly.

61889. It is most serious, because such a girl would inevitably go wrong?—Yes, it is very serious, and it is also very serious that there are so many small boys being taken up for housebreaking and stealing.

61890. You can take a boy up under this Act for selling matches on the street?—Yes, but they don't do it.

61891. Whose fault is it that the power is not enforced?—It is the fault of the local authority, because they have not got the provision made for them.

61892. When you say "they," who do you mean?—The town council; they are to blame as regards this matter.

61893. And there is no communication between the Parish Council and the town council on such a question as this?—No. If we want anything from the town council, they do not reply. We had a correspondence some time ago about a question of rating, and our law agent wrote six letters before we got one from the town clerk.

Relief in aid of women's wages.

61894. (*Mrs Bosanquet.*) There is just one question I should like to ask, and that is a question as to women's wages being subsidised by poor relief. Would you prefer that the parish should give complete maintenance, and so take the widows off the labour market altogether?—I don't know that that would be a good thing, because so many of them are lazy enough already. They ought to work. If we have a case of a widow with very young children, then we give a sufficient maintenance, and don't ask her to go out and work, because we think that is against the interests of the children.

61895. If you had a woman that you were fairly sure would not idle, would you give her a larger maintenance?—Yes.

61896. Have you had any experience of supervision by a lady inspector?—No. Some of us have been very anxious that a woman inspector should be appointed, but that has not been done as yet.

Registration of charities.

61897. (*Miss Hill.*) I gather that you feel that the charities might do a good deal in the way of making their help more valuable if they would take fewer people and give more to them?—Yes.

61898. There would be some chance of their efforts being more effective?—Yes.

61899. You find it is impossible to catalogue the small and chance gifts with any effect?—It is very difficult.

61900. People would not take the trouble of looking through long lists to find these out, but if one society took a case entirely then the fact could be registered?—Yes.

61901. That is one hopeful way of advance which you think the Charity Organisation Society may achieve sooner or later?—Yes, I think they will do something in that way.

61902. Do you find several charities helping one case? Very frequently.

Industrial Schools Act.

61903. (*Mr Bentham.*) With reference to the question put by Mr Gardiner, it appears according to the Act that any person may bring before two justices any child under fourteen years that comes within certain descriptions, and

these descriptions cover the kind of child where you want action taken?—Yes, but there is no place to send them to, and that is not our responsibility.

I should like to put in the following table with reference to ins-and-outs known to the prison authorities and to the Poor Law authorities:—

Craiglockhart Ins-and-Outs.

	Males.	Females.
	92	82
Known to prison authorities,	12	11

Craigleith Ins-and-Outs.

	Males.	Females.
	151	102
Known to prison authorities,	22	12

Calton Jail.

	Males.	Females.
	69	75
Known to parish authorities,	11	19

Miss Ethelinda Hawden.

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Ins-and-outs.

Dr W. Leslie Mackenzie, called and further examined.

Dr W. Leslie Mackenzie.

61904. (*Mr Booth.*) You have been so good as to come before the Commission again. We will take up your evidence from the point where we stopped on the last occasion?—Very well.

61905. (*Dr Downes.*) May I ask what the special duties of your medical inspector are? Are they primarily Poor Law or public health?—Public health.

61906. Is he available for Poor Law inspections?—Yes, but that does not constitute a large part of his work; at present it constitutes a very small part of his work.

61907. What would initiate an inspection or a visit by him in questions of Poor Law?—That might best be answered by illustrating what he has done. A question arose, for instance, about the nature of the nursing staff in one of the large Glasgow hospitals, and he was sent to make an exhaustive investigation into the whole conditions. In any doubtful cases of sudden death, or any more or less specifically medical question that would not naturally fall to one of the general superintendents, he would be sent to investigate. Then in connection with those mental observation wards that were proposed in two or three houses, he was sent to inquire and report.

61908. By whom would the question be raised that would lead to his visit? Would it be the Parish Council?—It would depend. A visit might be caused through complaints by the Parish Council, or by outsiders, or from the reports of the general superintendents—there is no special rule as to that.

61909. Would a Parish Council ever ask for his advice, that he should go and advise them on any point?—They might, but in point of fact they have not done so, so far as I can remember. When I was medical inspector they asked to consult me once or twice, but it did not amount really to very much. The medical inspector is so largely taken up with public health that the amount of Poor Law inspection that he does is very small.

61910. You have told us that amount of medical inspection is insufficient?—Yes.

61911. Have you any detailed statistics, or anything to tell us, how much inspection the general superintendents are able to give?—Yes, I can give some figures as to that. I might mention that the reason I have looked into this at all is that since the institution of this more elaborate form of report for the general superintendents the amount of ground they can cover is necessarily reduced, as the work is more intensive, more systematic, and more detailed, so that they could not be expected to visit the same number of parishes. I thought it might interest you to know what effect that had. This form of report was introduced about the middle of 1905. I have taken the years 1904, 1905, and 1906 to show the effect of the introduction of that report. Taking the four superintendents separately, the parishes visited by the first superintendent in 1904, 1905, and 1906 would respectively be 116, 88, and 77, showing a considerable reduction. For another of the superintendents the numbers would be 264, 181, and 117, there being a reduction of more than 60 per cent. from 1904 to 1906. In the case of the third superintendent, the numbers are 159, 114, and 102; and in the case of the fourth superintendent, the numbers are 113, 86, and 41. There is a very great reduction in that last case, but that is accounted for by special circumstances: the officer had to be put on other duty, and could not do his ordinary visiting. Generally, we may say that on the present footing, and covering the ground at present covered, the parishes could not be covered oftener than once in every two and a half years by the general superintendents alone. In supplement to that, some of our indoor officers have made outside visits to a considerable extent. For instance, the statistical officer, who is practically inspector of auditors, has had 98 days of visiting, another 56, and a third 36. Those should be added as visits by officers of the Board. My point is that so far as the general superintendents are concerned, at present they cannot visit our parishes more frequently than once every two and a half years, except for special inquiries.

Extent of inspection by Local Government Board.

61912. When the medical inspector visits, does he go with one of the superintendents, or does he go independently?—He may go independently,—we have no rule as to that at all. In the table I put in the figures as to special inquiries as well as what I have mentioned.

61913. Do you hold official inquiries similar to what we hold in England, inquiries at which evidence is taken on oath by the inspectors?—Yes. These are usually held by the general superintendents. A general superintendent may be appointed a commissioner under the 1845 Act for any purpose connected with the Poor Law. I have held an inquiry when evidence was taken on oath when I was medical inspector.

Official inquiries by Local Government Board.

61914. Must you have a special commission to do that?—It is a special commission of the Board. That is to say you must be formally instructed and appointed under section 11 of the 1845 Act. It is purely formal. An outside person may be appointed.

61915. Although he may not be an advocate?—He must be an advocate, or a duly qualified medical practitioner, or an architect, or surveyor.

61916. In cases where medical questions arise, would there be any assessor with the general superintendent, if he is not a medical man, in holding such inquiries?—Hitherto it has not been the custom, but if necessary it would be done. In one particular inquiry I am thinking of, where the conduct of a medical man was involved, the medical inspector held the inquiry along with the outdoor superintendent and the poorhouse superintendent, so it would be the case if there was any specifically medical question raised.

61917. Do you get any systematic returns of sickness and medical statistics from the poorhouses of Scotland?—Yes. These are periodically given, and they are found in the annual report.

Poor Law medical statistics.

61918. Have you similar statistics in connection with the outdoor relief?—Yes, but I am not quite certain as to the amount of sickness. I don't think we have any official statements as to the outdoor sickness, but we have statements for the general relief.

61919. Could you tell the mortality among the cases of outdoor relief from your returns?—I don't think we could from the figures so far as I know, but I am subject to correction there, because I have not gone into that particular point.

61920. Would you consider it desirable to have information of that sort?—Undoubtedly.

61921. Taking the local medical service, have you any views as to the relative advantages of a whole-time officer as against an officer who only gives part of his time? Take first of all the case of a poorhouse. It will depend to a certain extent on the size of the place?—Yes.

Officing of poorhouses.

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Officing of poorhouses.

61922. What size of a place would you think should carry a resident medical officer?—I put in a table stating the places that have resident medical officers. I don't remember them all just now, but there are Dundee, Edinburgh, Glasgow, Paisley, and Aberdeen. All these are varying in size from about 500 inmates to 2,000.

61923. The cases that have a medical governor are comparatively few?—Only the Glasgow hospitals and the proposed one at Cuninghame Poorhouse which has about 600 inmates. Roughly, we reckon that one-third of the inmates may be counted as sick.

61924. In the case of a very large Poor Law hospital, would you be in favour of the medical superintendent being relieved to a certain extent of the routine duties of treatment?—That would almost necessarily follow if he were medical superintendent. There is always a certain amount of administrative work, and in most of the large hospitals there are two or three residents usually allowed. In Glasgow, for example, there are usually three or four residents, so that the superintendent is, as a fact, more or less relieved.

61925. Do you have cases where there are visiting consultants coming to the Poor Law hospitals?—Yes, that is the position in Dundee, where there is a lady resident, and a consultant visiting. The same thing happens in Craigleith and Craiglockhart in Edinburgh.

61926. Who is the head of the poorhouse in these cases?—The governor.

61927. Not the medical man?—No.

61928. Do you know any case where a trained matron is the head of a hospital?—No.

61929. Or of an infirm poorhouse?—No, I don't think so.

61930. Would you consider it advantageous to have such an arrangement sometimes in smaller places?—Yes, undoubtedly. The main idea, as I have explained in my statement, is that it helps to separate functionally the hospital from the workhouse part of the poorhouse, and that is always desirable where possible.

Classification of sick.

61931. Where a large parish has several institutions, do you find any medical difficulties or any friction in regard to the transfer of paupers from the one institution to the other?—The only place where that could happen would be here in Edinburgh, and in Glasgow, because they are the only places with distinct institutions. The amount of friction has never been such as to come before us officially at all. I suppose they have had difficulties in determining which case should go to which hospital, but I don't think it amounts to anything serious. The original intention with Glasgow was to have three types of institution,—two smaller hospitals for acute cases, one large hospital for chronic cases, and the poorhouse proper for the infirm, and test cases, as they call them. That was the theory. In practice, a good many of the acute cases have got into the chronic hospital, and so on. That was inevitable. It was only meant as a rough line of division, and on the whole, I think, it has worked fairly well.

Poorhouse hospital as medical school.

61932. With regard to the use of such places for medical instruction, do I gather that you rather favour them as post-graduate schools?—Yes. I see no objection to that at all. The only reason I have ever heard given against that was—and it was an official reason—that as the people were in the poorhouse and poorhouse hospitals involuntarily, they were not proper subjects for that kind of instruction. I never could see much in that contention, because the same thing applies to the asylums and infectious disease hospitals in another way, and no objection has ever been raised that I have heard of against using these institutions for clinical instruction.

61933. And the patients in voluntary hospitals have no choice?—That is so.

61934. (*Mr Patten-MacDougall.*) Would you confine it to post-graduates?—No, I would open it to clinical work for medical schools if they saw fit.

61935. (*Dr Downes.*) You would include it in the curriculum for medical students?—Yes. A great deal of material that might be used for the purposes of instruction is lost, and then there is the fact that such a connection with a medical school is always a moral incentive to better work in the institutions.

Poorhouse hospital as medical school.

61936. You have some whole-time men in the outdoor medical service—I mean the outside medical officers?—No, I don't think there is a single whole-time outdoor medical officer.

61937. I thought Dr Murdoch in Glasgow was a whole-timer?—I don't think so. If there is any, then it must have been quite recent.

Whole time outdoor medical officers.

61938. Have you any views as to the advantages of having whole-time men?—I think it is an enormous advantage in places like Glasgow. I do think it would be more economical for Glasgow, and better for the administration in every way, that they should have at least one, if not more than one, whole-time man. Dr Carswell is almost a whole-time man; the amount he gets to do as main certifying lunacy officer nearly occupies his whole time; in fact it would occupy it all if it was extended a little. That is the nearest approach we have to that.

61939. If the existing arrangements continue, do you see special advantage in a continuance of the preliminary examination by the district medical officer of applicants for relief?—How do you mean?

61940. As to their disability, is it essential to your system?—It just depends. What I should prefer to see would be that the whole examination was centralised in the sense that instead of having the two possibly contradictory examinations, you should have the examinations so conducted that they would all work the one into the other. At present, for instance, as the report by the general superintendents indicates, there is considerable discrepancy between the examinations made by the outdoor men and the examinations made by the indoor men in the poorhouse. Now, there is no good reason for that. That arises largely out of the present system.

61941. They are working from rather different points of view?—Yes.

61942. And under different conditions?—Yes.

61943. The outdoor man has to work rapidly, and without many appliances at hand?—Yes.

61944. And he works simply to the point to see whether or not the person is disabled?—Yes.

Need of more thorough medical examination of paupers.

61945. The man he is examining may have twenty diseases, but the first may be sufficient for the purpose of the outdoor medical man?—Yes. He wants to know if there is enough to justify admission. It results in a certain want of thoroughness in the work, which I don't think is essential to the system at all.

61946. Unless it is absolutely necessary, it appears to involve a certain amount of delay, especially in cases where they want medical treatment?—That is quite likely.

61947. So if it could be modified it might be a desirable thing to do so?—Yes, I think it is desirable.

61948. Have you any suggestions?—To take Glasgow as the type of thing, what I would like to see is that the primary examination should practically be done by the staff of the hospital. It should be done in such relation to the hospital that you have your man that makes the primary examination working as if he were a member of the hospital staff, that is to say, considering the case not merely from the standpoint of whether there is enough to justify admission, but whether the case is one for medical treatment. You would want to put it on essentially medical grounds. At present it is simply this, "Has the man anything wrong with him that will 'justify me in saying that the inspector may take him?" I should like to see it done from the hospital point of view. With a large place like Glasgow you must adapt your administration to the large number of cases, and it might mean a special department. In Edinburgh Dr Aitchison, who is the chief consulting officer for Craigleith, and the visiting physician is also admitting physician at the Parish Council office. The cases are brought there. He examines them, and if he considers that they are cases for admission, then they are sent to Craigleith or Craiglockhart, as the case may be; so that the officer that examines the cases when they come for examination has ultimately charge of them for treatment in Craigleith. I think that is a sound line, and one would like to see the matter developed on that line. I don't say that one system will fit every place equally.

61949. You were asked some questions as to what was destitution. Did you give us any definition, or has any definition been laid down in Scotland as to what constitutes destitution?—The point was put to me by Mr Bentham, and it was new to me. I gather that in England if a man is unable to pay for the medical treatment that ought to be given to the disease he suffers from, then he is destitute.

61950. Assuming that the disease is a serious one?—Yes. That would involve this, that a man with £2 a week that needed an operation and two months' treatment might be counted destitute for the purposes of that operation.

61951. Has it ever been considered from that point of view in Scotland?—I don't think that we look upon that as constituting destitution. I gather from the Legal Member that with us it means economic destitution in the first instance, regardless of what might be the case supposing a man was suffering from serious illness. For instance, a man with £1000 a year might suffer from an illness, the treatment of which would cost more than he could afford, but he would not count as being destitute.

61952. Even so, I don't know whether you would push it so far as the last penny and the last stick of furniture?—We don't, as a fact.

61953. It is a vague line of boundary in any case?—Yes, and of course in the existence of outdoor relief and outdoor medical treatment, the very idea that it is outdoor relief means that the people are not always absolutely destitute in the sense of their being in absolute starvation.

61954. Your great object is to get the doctor to the patient as soon as possible?—Precisely.

61955. And that matter has to be settled first. Is the economic question just a secondary matter?—Yes.

61956. In cases of sickness you would bring your treatment in first, and your inquiries would be made afterwards?—Yes, that idea is quite consistent with any solution of the economic difficulty. My point is, get the patient treated.

61957. The economic difficulty might be met in various ways?—Yes.

61958. That you are not so easily concerned with?—No, but I have been questioned pretty closely about it.

61959. Have you in Scotland any power similar to the power we have under the old Act of 1848 in England? In England the guardians may pay for medical assistance or any other assistance rendered to any poor person suffering from sudden illness or accident, even though no order has been given by any authority, and it may be paid to any medical man if the guardians so decide. Have you any power of that sort?—So far as I know, I don't think we have, but I speak subject to correction.

61960. Would you consider it a useful provision?—Undoubtedly it would be useful.

61961. Have you any difficulties similar to those which arise, or are said to arise, where a midwife, while attending a case, finds herself in difficulties, and sends urgently for some doctor, and the question arises who is to pay that doctor?—We have never officially had cases come before us, but I know that such cases do arise, and I have heard of them frequently. We have never, so far as I can remember, had any case to advise upon. There may have been cases that have not come under my notice.

61962. Under our English system, first of all the absence of necessity for complete destitution, and the power to pay, in the case of a poor person, any medical man that is called in in an emergency, go a long way to meet such a case?—Clearly they make an enormous difference.

61963. If medical assistance to the community is to be co-ordinated, it is necessary that the voluntary agencies should co-operate?—Yes.

61964. Do you see any probability of any movement in that way?—Judging from the hints from Glasgow and Leith—which are two typical towns, a large town and a small town—I think there is a growing movement to bring the public health, the Poor Law, and the voluntary hospitals into closer relationship.

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Co-ordination of various medical agencies.

61965. Are the voluntary hospitals beginning to share that idea?—Yes, because their subscriptions are beginning to fall off. In one place—a hospital with one hundred beds at Leith—it has been intimated publicly that in a few years the hospital must close its doors, with the result that, locally, a movement is being promoted to see whether the municipality could not be brought in to assist. A sort of half-official letter was sent to us some time ago, asking if it was competent for the municipality to take the hospital over.

61966. You think financial considerations will operate in that direction?—Yes. In Glasgow the subscriptions are also falling off more or less, and the complaint is made that the working classes don't contribute so much as they should, with the result that the hospitals are getting into financial difficulties.

61967. In the case of a subsidy being made from the public funds to a voluntary institution, would you impose any conditions?—It would be necessary to impose some conditions. I think it would be necessary to readjust the whole method of the government of these hospitals. At present the governors are on various footings. In the hospital here it is part of the medical school, and it is also really a national institution affecting the whole of Scotland. Now it would not be a correct thing for Edinburgh to contribute more than its own share of representation. It should be organised with a view to all the interests being represented. In other places it might be more simply done.

61968. You would have a proportionate representation?—Yes, or you might have a nominated representation.

61969. Has the matter been systematically considered by the voluntary institutions in Scotland?—I don't think so.

61970. Have they any organisation between themselves?—Not that I know of.

Co-operation between Poor Law and voluntary hospitals.

61971. There is another condition which presses upon them, and that is the difficulty nowadays of knowing what to do with the chronic or unsuitable cases?—Yes, that is true. At present they hand over all their chronic cases to the Parish Councils.

61972. Is there any reciprocity between them and the Parish Councils—that is to say, if the Parish Councils are taking the chronic cases, will the general infirmaries take the special and acute cases that might otherwise have to go to the poorhouse?—Yes, I think in Edinburgh any important case that needs a special operation is often sent to the infirmary. That is common enough here, and in Glasgow, and in Dundee. I don't know what it amounts to in point of numbers.

61973. In the charter of the Royal Infirmary are they not bound to give gratuitous relief?—Yes.

61974. I am rather at a difficulty to understand a statement that was made to me in a poorhouse the other day. There were some children with acute ophthalmia, and I asked if it was possible to transfer these children to a special hospital where they could be treated, and the reply I got was, "If we sent them to the Royal Infirmary 'we should be running up a bill"?—I do not know as to the details of that. It is quite possible, but I do not know whether it happens or not.

61975. Would you consider it desirable that there should be some machinery by which cases of that kind should be transferred?—Yes, clearly.

61976. It would not be possible for the Poor Law to specialise in every direction?—It is not done as a fact, and I do not think it would be very desirable.

61977. With regard to the mental observation wards that I saw in Glasgow, in England the Lunacy Law prohibits the retention of an insane person who should be certified unless a certificate is given?—So I understand.

Functions of Lunacy Board and co-operation with Local Government Board.

61978. Is there any difficulty of that sort with the Scottish law?—No. This matter has been arranged in concert with the Board of Lunacy, and there was no difficulty.

61979. Are those wards inspected by the Central Board of Lunacy?—Not systematically; they are inspected by us, but in concert with the Board of Lunacy. It is open to the Board of Lunacy to inspect them if they see fit.

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Functions of Lunacy Board and co-operation with Local Government Board.

61980. So it is an informal arrangement?—Yes.

61981. In the case of the lunacy wards in the poorhouses, I understand the reports of the Board of Lunacy do not pass through your hands at all?—No, they are practically independent institutions, although accidentally they are operated by the governor of the poorhouse. The pauper lunatics and the ordinary inmates very often work together.

61982. Is it desirable that the two Boards, the Local Government Board and the Board of Lunacy, should be acquainted with each other's reports and views?—I think so, but, as a matter of fact, no difficulty has arisen in that particular matter, because they have their own inspection and management and we have ours. So far as I know no question has ever arisen. They give us information affecting us, and we give them any information affecting them.

61983. You are able to do it informally?—Yes.

61984. That is to say, in Edinburgh you may be able to do things that we cannot readily do in London?—Yes. Cases of doubtful lunacy may incidentally get into a poorhouse, and more than once we have called the attention of the Lunacy Board to these, and they have sent one of their commissioners to examine them, and suggested that they should be removed to an asylum. That is done habitually.

Mental observation wards.

61985. Do you find you have enough classification in these mental observation wards in Glasgow? There is practically just the one ward?—That is quite a relevant criticism. Probably there is not enough classification, but the experience has been so small.

61986. It is tentative?—Yes, it is largely experimental. It has been only about three years in full operation. I might call your attention to this report on these observation wards,—I think the secretary has a copy of that report (*see App. CLXI. (B)*), which is a report by Dr Macpherson, one of the Commissioners in Lunacy, and myself, on complaints that were made regarding the conduct of these wards by a medical member of the Glasgow Parish Council. He made certain charges, involving classification of lunatics among others, and the management of the wards. We held a two days' inquiry into the matter, and this report is the result. The report contains some matters that might be of interest to the Commission.

61987. I was not aware of that report. I found no evidence of faulty classification at the time I visited?—Nor did we find any at the time we visited, but it is a possible danger. I may mention that it did happen on one or two occasions that accidentally certified lunatics were accommodated in these wards. That was made a point of objection. It was a pure accident, however, because the lunatic on more than one occasion had to be transferred from one asylum to another, and he was simply lodged there for the night. That is a purely accidental thing, but it is not part and parcel of the working of the wards.

Deaths in poorhouses.

61988. In the case of any sudden or accidental death, or any suspicious death in a poorhouse, have you any machinery?—Yes, the governor is bound to report such cases to the procurator-fiscal and also to the Local Government Board. We keep in touch with the case until it is ended. We get a medical report, and make a special inquiry if necessary, and find what conclusion the procurator-fiscal has come to. If there is no ground for any criminal action, we may still carry on the inquiry, and see whether it was due to an administrative default. That is habitually done.

61989. The procurator-fiscal makes a preliminary inquiry?—Yes.

61990. He is a legal man?—Yes; he is equivalent practically to the coroner.

61991. If he found any *a priori* evidence, then it would be carried on to the sheriff by the fiscal?—I don't know the exact procedure, but it would go on to a regular criminal investigation, and the person would be charged and dealt with according to the ordinary law.

61992. Is it found to be searching in point of practice?—Yes; it is quite satisfactory. Most of these cases, as one would suppose, are chronic cardiac cases and the like, and occasionally accidents, but we have no reason to question the thoroughness of the work. Then we are also responsible for inquiring from the administrative side, and it is always done.

Deaths in poorhouses

61993. It has been stated by one of the witnesses that the diets are considered by some people as not satisfactory. Is it the fact that you have those matters under consideration by your Board at the present time?—Yes. We have a large amount of data that we have not been able to dispose of yet, but we hope to do so sooner or later.

Scottish die

61994. Has the food of the people generally changed in character of late years in Scotland?—Probably it has; but there is some difficulty in coming to exact conclusions. There was some investigation made by the Board of Trade a little time ago, and a report was published. There are great differences in country and in town. There is no doubt whatever that the consumption of tea and white bread has enormously increased, while the consumption of oatmeal porridge and oatmeal bread has probably gone down.

61995. Would that apply to the rural places as well as to the towns?—I think it applies all over, but less to the rural places than to the towns.

61996. What about the consumption of milk?—I think that on the whole it has increased, but it is a little difficult to say. I am judging by the steady trade of the dairying counties like Galloway, Ayrshire, and Dumfries.

61997. Do the diets of the poorhouse roughly correspond to the diets of the people outside, or is there a great distinction in the character of the food?—On the whole, roughly, I think they do, but I do not know that our data amount to much.

61998. Have you got much rickets in Scotland?—There is an enormous amount of rickets in Glasgow, but there is not so much on the east coast or even in Dundee.

61999. I think Glasgow is rather notorious for that?—Yes.

62000. Do you know what it is attributed to?—Nobody accepts any explanation as accounting for the facts. It used to be attributed to the soft water, but that was given up entirely by Dr Russell, the late medical member of the Board and at one time medical officer of Glasgow. Most people treat it as not even a factor in the case.

62001. Highlanders drink soft water?—Yes, of course they do. I do not think there was any scientific ground for attributing that as a reason.

62002. Has any suggestion been made as to the cause of the pallor of which you spoke?—Not that I have seen.

62003. Any suggestion of deficiency of iron?—There may have been, but I have not followed it up.

62004. Or insufficiency of roast food?—That is possible, but I have not followed it up. What one would like to see there is a much more detailed investigation of diet than we are able to make at present. You would want to have a clinical investigation of the blood going along with the investigation of the food.

62005. The inquiry made by Dr Haldane was in connection chiefly with Atwater's results?—Yes.

62006. But since that date his results have had to be revised?—Yes. Since then we have had the careful consideration given by Chittenden.

62007. There has been a tendency for the standards to go up in a sort of *crescendo* progression?—Yes.

Lack of provident dispensaries in Scotland.

62008. Some mention has been made of provident medical institutions. Do you know what provident medical institutions there are in Scotland?—In going over that point I was rather under a misapprehension as to what it meant in England. We do not have such a thing in Scotland. We have gratuitous dispensaries, but we have no public dispensaries where people pay for treatment. We have paying clubs, of course, but I do not think we have anything quite corresponding to what you mean by a provident dispensary in England.

62009. (*Mr Gardiner.*) Does the Local Government Board exercise any control over the appointment or dismissal of the medical officers of the poorhouses or poorhouse hospitals?—Yes. No medical officer of a poorhouse can be dismissed from his position without

the sanction of the Local Government Board, and the medical officer can be removed by the Board if they see fit.

62010. And appointed?—No, the Parish Council appoints, but he cannot be removed from the office without the sanction of the Board.

62011. But the Board has no right over the appointment?—No.

62012. The appointment is not subject to your approval?—No.

62013. Does the Local Government Board exercise any control over the appointment of the outdoor medical officers?—No.

62014. But they can be dismissed without your sanction?—They can be dismissed without our sanction. They have no security of tenure of any kind.

62015. With regard to the dispensing and supply of drugs, what practically prevails in Scotland? Does the medical officer supply his own drugs?—The practice varies. In some cases the drugs are included in his salary, and in other cases an allowance is made for drugs, while in other cases the drugs are supplied by a local chemist.

62016. In the first case the man is paid a salary, and has to provide the drugs?—Yes.

62017. Can you give any information as to the cost of the supply of drugs to a rural medical officer?—It would be somewhat difficult to get information, because where the salary is inclusive, the man, of course, will keep no account of what goes for drugs. The only kind of information that would be relevant would be where a specific amount is allowed.

62018. Have you any recommendation as to that?—We always recommend, with every fresh appointment, that drugs should cease to be included in the salaries. They should always be a separate account.

62019. But you have no other power than that of recommending?—No.

62020. No grant under the Medical Relief Grant?—No. It is not a condition of the Medical Relief Grant at present.

62021. (*Mr Booth.*) Does it always involve a separate dispensary?—Not necessarily. In the country places the only person having drugs may be the medical officer, where there is not a large enough village to sustain a druggist; but instead of including the amount in his salary he should be allowed a specific sum, and he should work to that. We have no power to alter that directly.

62022. (*Mr Gardiner.*) You could charge the Parish Council with the cost of the drugs; there is no reason why that should not be done?—No, but we do not have the power to do it. As a fact, it is right to say that in the great mass of cases, where we have suggested that a separate sum should be allowed outside the salary, the Parish Councils have largely accepted our recommendation in nearly all their new appointments.

62023. Has the Local Government Board any power to withhold grants on the ground of an insufficient supply of nurses?—We do not have money to apply to outdoor nursing at all, but we have for indoor nursing.

62024. Supposing you are not satisfied with the supply of nurses in the sick wards of a poorhouse, can you withhold the grant?—Yes.

62025. Totally or partially?—I think it must be totally.

62026. Do you often exercise that power?—No, it is not often necessary. They usually fulfil the conditions.

62027. Would you say that generally in your sick poorhouse you would regard the supply of nurses as satisfactory?—Not entirely, because we are tied by these stereotyped rules—for instance, the rule laid down that there should be one nurse to twenty patients, and where the patients exceed sixty there should be one nurse to thirty patients. Poorhouses, once they fulfil that minimum condition, are entitled to the grant. We give the grant where they have more nurses than that, but we cannot insist on a higher standard.

62028. Then as regards night nursing?—That is included as part of the organisation, of course.

62029. As part of the one nurse to the twenty patients?—Yes, it is all over, one to twenty.

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Poor Law nursing.

62030. In your judgment is the supply of nurses adequate?—In some places it is, but in some other places it is not.

62031. Should I be wrong in saying that in many sick poorhouses too much nursing is done by the pauper inmates?—That would be correct even still, but it is getting less and less the case. It is becoming a vanishing quantity now.

62032. It struck me when I went to a sick poorhouse the other day?—I would abolish it altogether.

62033. (*Mr Loch.*) You would modify your stereotyped rule?—Yes, we cannot deal with it until that is removed. It has been blocking the way since 1889.

62034. (*Dr Downes.*) In the smaller places, where they cannot train, what help do you think can be arranged for the one trained nurse who may be there so as to obviate the necessity for pauper help? Have you any scheme that would assist in that direction?—One would not object so much to paupers assisting for the general cleaning work, and so on, and the giving of food in the wards, but what one objects to is, that a pauper should be responsible for any specifically nursing work. I don't object to seeing regularly paid ward-maids where there is a considerable hospital.

62035. Have you any class of women that might receive a year's training and then serve as an assistant?—We have not thought of that specially. That kind of proposal was put before the Departmental Committee.

Lack of voluntary nursing in rural districts.

62036. Have you anything in the rural districts corresponding with the village nurses in England? They are not fully trained, but they work under the direction of a trained nurse?—We have no official body of that kind, although that kind of woman is employed by the Parish Councils for outdoor nursing. We have no touch with these people at all. They are simply attendants, and we don't insist on any qualification.

62037. Is that class of woman instructed in elementary nursing a desideratum in Scotland?—Yes; and they are becoming more difficult to get, I am told, in the counties. The higher training of nurses has really resulted in the destruction of that class of person.

Depreciation of pauper nursing.

62038. (*Mr Gardiner.*) With regard to the employment of paupers for nursing sick poor, am I right in thinking that there is more danger of these attendants pilfering the patients' food and showing favouritism as the result perhaps of pecuniary considerations made by the patients' friends?—I have no doubt whatever of that, although I have not any direct evidence of it. I have been told of it by resident medical officers, who said that that went on habitually.

62039. Would you wish all this pauper nursing or attendance to be prevented?—Yes, if possible.

Need of increased inspection of poorhouses.

62040. I think I gathered from what you said to Dr Downes that you were persuaded that an increased frequency of inspection by trained medical authorities was much to be desired?—Yes, it is, and it is becoming more so, because in the last thirty years, as Mr Maxwell's figures show, there has been a distinct transfer of the poor from outside to inside.

62041. And you press that very strongly?—Yes, I do. I think it is called for.

62042. (*Mr Loch.*) I would like to supplement one or two questions that I asked you. You suggest here practically a policy of preventive relief, medical on the one side and general on the other?—Yes.

Possibility of a preventive system and economic eligibility for free medical aid.

62043. Taking your suggestion here, which you entitle, "possibility of a preventive system," you sketch out something. I should like to ask a question about that in regard to preventive medical relief. The basis of the Wiesbaden system is that a certain number of the population under £45 is likely to be dependent, and on that basis medical relief is given?—Yes.

62044. A similar plan in regard to medical relief, as you know, prevails in France. A list is passed annually and checked by the *privat*, and you get a list of persons who are treated as more or less dependants?—I have been told that that is so.

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Possibility of a preventive system and economic eligibility for free medical aid.

62045. Do you, in your preventive medical relief, propose to have such limits, or would you adopt a line like this—the preventive medical relief should be made available for the £45 a year people?—As a matter of development one would see no objection to that. That might be one way of working it out. I see no objection in principle.

62046. When you say "as a matter of development," what do you mean?—The whole matter of preventive medicine is really only in its infancy, to my mind. I think that, in the next fifty years, we shall see much greater development than we have seen in the last fifty years. At present we are working at infective disease, but it is not recognised thoroughly that everyone equally suffers from overcrowding and bad conditions generally. When that becomes recognised then preventive medicine will take a wider sweep.

62047. Of course this line here drawn makes this distinction, that, granted the utility of preventive medicine right through society, below this line it is free, and it rests on the supposition that above that line preventive medicine is equally desirable and can be obtained in the normal market, and so on?—I would be willing to fall in with any system, this or any other, that secured that the cases were treated early and treated properly. The economical consideration is a secondary consideration, but I see no objection to your suggestion that it might be arranged thus.

62048. Now, there is another point. Granting the parallelism between medical preventive relief and general preventive relief, do you think that a single centre might be so organised in towns or numbers of towns as to bring out, once and for all, and for the service of everybody concerned, the facts in regard to individual cases?—I see no difficulty. It is a matter of detail.

62049. It is a matter of such detail as this, that once it is done you have a *dossier* for anyone?—Yes.

62050. And without that your medical relief might be frustrated by home conditions. Take the case of an insanitary home; the fact being once set out, your medical relief would be worked in connection with such supervision of the home as would make it effective?—Yes.

62051. In that event, would you say it would be desirable to leave the Poor Law position, which is, as you have described, a position limited, and to take the more general position which would bring into the *dossier* data of general service, still treating it from the point of view of central general relief?—I see no objection to that; but you are speaking from such a wealth of experience that I cannot follow your ideas. I only put this in as a mere indication.

62052. It seems to me you throw upon us and upon yourself a great responsibility in the proposals that you make. You suggest to us that the destitution line is no longer a feasible line. Therefore you must adopt some other, and by the process of your argument you set aside that equally for general relief and for medical relief?—Yes.

62053. And I think you are under some obligation to help us if you can?—Yes; but you are going into such details that I am not able to keep up with you.

Subsidising voluntary hospitals by State.

62054. What I should next refer to is with regard to the voluntary hospitals. Does not your suggestion or argument to-day lead up to this almost, that the voluntary hospitals would rather come in by a process of want and difficulty, and so gradually become subsidised bodies of the State under certain conditions?—I think that is what is happening. I think the voluntary hospitals are failing on their own ground. People are getting tired of subscribing. The subscriptions are coming from the same pockets very much, and there is an idea growing up, Why should they subscribe when they can do it another way? That is what I hear.

62055. Is it not this, that, if the rates were raised very high, people's pockets will not be open to grants for two purposes, voluntary and also municipal?—No doubt. That is a factor in the case of any individual instance, but, all the same, people are realising that it will be cheaper for them to have a high rate than to keep subscribing. At the same time if you made it compulsory, you would get a much larger number of people that would be compelled to subscribe.

Subsidising voluntary hospitals by State.

62056. Don't you think there are certain services that are better done voluntarily than municipally?—That is possible, but there are a great many services that are done worse. I don't think it is to be granted that because services are done voluntarily they are done better.

62057. I said certain services?—Even certain services.

Advantage of voluntary social workers as in Germany.

62058. Take one of your own statements. You have a proposal that there might be a large number of volunteer visitors; these would serve for various purposes, and so on. Would you be prepared to set aside these voluntary helpers, and, instead of them, have a large number of relieving officers?—On the contrary, I should wish to have these volunteer visitors. They are volunteers—and more, they are volunteers that are bound to service in the same way as a magistrate is. Although he offers to act as a magistrate, you cannot call him a volunteer exactly, as he is under obligation to fulfil his duties.

62059. I thought you seemed to exaggerate that position. It is true that the law says that if they won't serve, they will be made to serve, but, in fact, it is a thing that lies in the background entirely?—Yes; but, at the same time, in Germany it occupies a very different position from this country, where a voluntary worker——

62060. In Germany they give a status to the volunteer, while in England they don't?—That is so.

62061. If that be so, may it not be that in regard to medical work as a whole, instead of aiming at any general inclusion of it in a State system, there may be other parts of it, say convalescent parts, and very many other parts in that work of various kinds which could be done voluntarily under proper inspection?—Yes, and I think what I have said is quite consistent with that.

62062. In England we have a system of certifying institutions through the Local Government Board. Have you any such system in Scotland?—No, not so far as I know.

62063. Do you think that would be of service?—Yes, I think it is quite a good line, but I do not know exactly what it would apply to at the present moment.

62064. Then I have one question about habit in this relation. Have you yourself, from the point of general relief, ever worked through cases, as you have often done from the point of view of medical relief?—No, I have never had any of that detailed work to do at all.

62065. You would be open to the suggestion that there might be questions of habit in the child which you would wish to keep alive for the sake of the child, questions not connected, in one sense, with medical treatment?—Yes.

Need of strengthening parental and family responsibility.

62066. Would you say that those habits, which depend largely on the will of the parents, should be kept intact and strengthened—habits of home respect, cleanliness, and so on?—Yes.

62067. Would you be prepared to accept the position of the general strengthening of the family tie?—Yes.

62068. While your system of preventive medical relief is provided?—Yes. My whole object in all this kind of thing is to strengthen the family. The supposition in the public mind, of course, is that the moment you put any family function on to a public footing you are destroying the family. My wish would be to do precisely the opposite, and I think precisely the opposite does happen in public health, for example.

62069. You would impose on the family new duties as the family developed?—Yes, I would put on the family the obligation to use the institutions that are there for its purpose, and not to consider that in using them it was destroying itself, but to recognise on the contrary that it was realising itself more fully. At present we require every parent to send his child to school, not as superseding the family, but as making it more efficient. It is the same with Poor Law and public health.

62070. You are pointing to this, that giving relief to families under £45 would bring the family into new habits?—Yes.

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Need of a more adequate service for the Local Government Board.

62071. And you would say that counter influences should be brought to bear, but if these are destructive of the family, you are still keeping the family life?—Yes, but instead of being destructive of the family that particular supervision as you have it fixed in Wiesbaden would develop and help the family, because you bring them into personal touch with the persons concerned, and you bring into existence the sense of citizenship.

62072. Have you in your medical relief work ever followed this out to see what the effect of the relief is on the family?—I have had no experience of Poor Law medical relief work, but I am familiar with it in public health work, and it has always been good in the sense that the father and mother think more of the institution and are ready to use it. When a child falls ill they know exactly what to do to get the child taken there, and they usually appreciate the service very much.

62073. And you think that the tie as between father and child is strengthened?—I think so. The moment a child is removed from the house it becomes of more value. They always follow and inquire about the children.

62074. (*Mr Patten-MacDougall.*) You are satisfied, I think, as medical member of the Local Government Board, and previously as medical inspector, that in order to cover the inspection ground efficiently and thoroughly a very much more adequate service is required for the Board?—Yes.

62075. In coming to that conclusion you have in view not only the Poor Law work but also the public health work which I think at present is the more important part of the medical inspector's duty?—Yes.

62076. And because the public health part of his work takes up so much of his time, and is in the view of the Board the more important part of his work, he has very little time really to devote to medical inspection of poorhouses or Poor Law work at all?—That is so.

62077. Indeed, at present I think his work of inspecting poorhouses is really confined to this, that he only goes there when he is specially commissioned to do so by the Board?—Yes, and for some very special purpose.

62078. A great deal of his time is taken up with public health duty, largely in the Highlands?—Yes, a fair proportion of it is.

62079. Where the public health conditions react very much on the Poor Law conditions?—Yes.

62080. In order to meet both these matters a very much more adequate service is necessary?—I quite agree. (*Table comparing the respective staffs of the Local Government Boards of England, Scotland, and Ireland handed in. See App. CLXI. (E).*)

Mr John Cowan, called and examined.

Mr John Cowan.

Aim and objects of certain charities.

62081. (*Mr Booth.*) You are a member of the Council and Chairman of the Executive and Finance Committee of the City of Edinburgh Charity Organisation Society, a member of the Edinburgh Distress Committee, ex-master of the Merchant Company, Edinburgh, etc., etc.?—Yes.

62082. We shall take as your evidence-in-chief the memorandum which you have been kind enough to prepare for us, and only a few questions will be necessary to clear up any point that may not be quite clear to us?—Very well.

(*The witness handed in the following statement.*)

1. I am Chairman and Managing Director of Redpath, Brown & Company, Limited, who give direct employment to about 600 men and boys in Edinburgh, London, and Manchester—300 of these being employed in Edinburgh, many of whom come from the class of the "casual labourer."

2. I have been Master of the Merchant Company, Edinburgh. This company holds large funds for charitable purposes, the revenue from which is devoted to the relief of those who may be termed the better class deserving poor who are not relieved by the rates.

3. I am a Member of Council of the City of Edinburgh Charity Organisation Society, and act as Chairman of the Executive and Finance Committee.

4. I am also one of the Edinburgh Town Council's representatives on their Distress Committee.

Charities and Voluntary Effort.

5. The charities under the control of the Merchant Company's Trusts have as their fundamental aim the giving of a helping hand to prevent the recipient from sinking down into dire poverty.

6. The Gillespie Trust was founded in 1797, and has now a capital fund of £97,922. A small part of the revenue is devoted to the education of the children of better class artisans, small shopkeepers, clerks and others, who are willing to pay school fees rather than have their children educated free at the Board Schools.

7. The bulk of the revenue is used in granting pensions of £10 per annum for life, or until otherwise relieved, to men and women of fifty-five years of age and upwards who have seen better days and who are not in receipt of Poor Law relief. In the great majority of cases this sum, in addition to what they may have saved or what they receive from friends, enables them to live in comparative comfort. There are at present 234 pensioners—34 men, 200 women.

8. Another fund administered by the Merchant Company is William Watherston's Endowment, which was founded in 1889 and has a capital of £31,200. During six years of his life the donor took an active interest in the Trust. It is confined to carpenters, masons, and men connected with some other trades allied to the building trade. The recipients must have reached a certain age—fifty-two years in the case of masons, and sixty in other cases—and must be "sober, God-fearing men," who have been good tradesmen. If they have been thrifty men and possess invested funds yielding an annual income of *not more* than £25 or £30, they are not debarred from the benefits of the Trust. There are at present 90 donees who receive £12 or £10 per annum, payable half-yearly. It is stipulated in the original deed of gift that the payments are to be given "as gifts from a friend to a friend."

9. The Merchant Company also administer other large trusts; but these cannot be termed charitable, although the governors have power to assist, and do assist, children and grandchildren of members that happen to be in decayed circumstances, and others.

10. For the charities administered by the Edinburgh Town Council, I would refer you to the town clerk and the city chamberlain.

Comparative effects of charity and Poor Law relief.

11. Some of the recipients of the Gillespie pension, which is paid quarterly, may not have more to live on than some who are getting Poor Law out-relief, yet the former seem to be more self-respecting and respectable.

12. There is no intemperance among the Gillespie or Watherston pensioners, otherwise the name of the defaulter would be struck off the list. There is always regular and kindly visitation.

Poor Relief and some of its Problems.

Problems of dealing with drunkards and children.

13. The Poor Law has to deal not only with the old, but with men and women who have young children, and here a great problem presents itself—the problem of the children.

14. After long experience, my conviction is that the problem of Poor Law relief can never be satisfactorily solved until two other problems are first dealt with: (*a*) the problem of the drink traffic, (*b*) the problem of the children of the poor. Settle these two problems and all the other social problems will at once make themselves clearer.

Co-operation between Charity and the Poor Law.

Co-operation between charity and Poor Law.

15. From what I have said under paragraphs 5 to 12, I am led to believe that a large measure of co-operation between charity and the Poor Law is desirable, and might ultimately lead to the substitution of charity well supported for out-relief.

Friendly, Co-operative, and other Self-help Societies.

16. I have not sufficient knowledge of friendly and co-operative societies to enable me to give any information

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about their work, but I desire to make a statement regarding what is being done by, and for, my own employees.

Example of encouraging thrift among workmen, and resultant effects.

17. In 1898, with the hearty approval of my co-directors, a scheme was agreed to for the encouragement of thrift among the workmen. We arranged to open a savings bank or deposit account, into which the men were invited to deposit on pay day, before they left the works, such sums as they could afford to save. The minimum amount was one shilling for men, and sixpence for boys. The scheme also includes the office staff, but I now only deal with it as applied to the workmen. Interest is calculated at 5 per cent. when individual deposits amount to ten shillings, and is paid only on multiples of ten shillings. The calculation of 5 per cent. interest was explained to the men and shown to be very simple, being one halfpenny per calendar month per ten shillings. Three members of the staff are entrusted with the operations of the deposit account, two of them being in attendance to receive money on pay day, the third man only acting in the absence of one of the other two, and all accounts are considered as strictly confidential. Eight days' notice is required, for obvious reasons, before money can be withdrawn; but in a case of sickness or death, or other emergency, this rule is never adhered to, and money can be got on application.

18. During the first two years the scheme was not a success (there being only forty-one depositors in 1898, and thirty-three in 1899), because of distrust in the minds of a large number of the men that if they were known to be saving a portion of their wages week by week their rate of pay might be reduced. When this came to my knowledge I dealt with it personally, and at the annual supper given to the men, I stated to them that if wages were considered in relation to the thrift of the men, our view would be entirely in a contrary direction, viz., to increase rather than decrease the wages of thrifty men, who were certain to be the most sober, regular, and diligent workmen. The distrust was removed, and since that time the bank has been a success.

19. In 1906 there were 112 depositors who paid in £511, 2s.

20. At the last annual balance, 31st October 1906, after paying out a number of small sums, there were left eighty depositors with £1,224, 6s. 6d. at their credit, while from that date to 23rd March 1907, there have been 108 depositors who have paid in £252, 6s. 6d.

Included in the sum of £1,224, 6s. 6d. there were £99 not wages earned, but various sums which had come to some of the men by inheritance, and which they asked us to keep for them.

21. We consider that these funds are amply secured as the company have no debentures, and the shareholders' capital and reserves, amounting to £270,000, stand between the men and any loss. When the sum amounts to, say, £5,000, the directors will consider the setting aside some investment of equal amount as additional security.

Checkmating drunkenness.

22. Another step was taken by us in 1901—an alteration of the hours of labour. Like most of the other public works in Edinburgh, we used to commence work at six o'clock in the morning with the breakfast hour from 9 to 10 and dinner 1 to 2. In Scotland the public houses for the sale of liquor open at 8 a.m. In many of the public houses which are near to the gates of large works, there can be seen to-day shortly before nine o'clock rows of glasses of whisky, etc., on the counter ready for the men who pour in for a "pick-me-up" before their breakfast. This early drink makes the men thirsty all day after. We changed the hour of opening our works from 6 o'clock without breakfast to 7.30 with breakfast, making the dinner hour 12 to 1. The good resulting from this change has been very apparent. Thrift has increased, and the improved social wellbeing stands out in strong contrast in many of the men to what formerly prevailed.

23. I am strongly of opinion (and I am not a total abstainer) that if no liquors were allowed to be sold till after 10 a.m. there would soon be a diminution in the poor rates.

Works' medical, sick and charity funds.

24. We have in connection with our works a benefit society with a medical fund, a sick fund, and a charity fund, to which all the men and boys are expected to subscribe, and which is managed by a committee of the workmen with a few members of the staff added. The committee appoint a medical officer with our advice.

Works' medical, sick and charity funds.

25. All workmen earning up to 30s. a week contribute 6d. per week, which is divided up as follows:—

Doctor and medicine, . . .	3d.
Sick benefit, ...	2d.
Charities, ...	1d.

Aliment is granted from the day after the man has left his work; but should he return within the three days, no sick money is paid.

The rate of payment is:—

10s. per week for the first 12 weeks;
5s. per week for the second twelve weeks; and
2s. 6d. for the remainder of the society's year.

Workmen earning over 30s. a week contribute an extra penny for every 10s., which sum is paid into the credit of the medicine fund.

26. Boys contribute 3d. per week, as follows:—

Doctor, ...	1d.
Sick benefit, ...	1d.
Medicine, ...	1d.

They are not asked to contribute anything towards the charity fund.

Aliment for the boys is paid at the rate of:—

5s. per week for twenty-six weeks;
2s. 6d. per week for the remainder of the society's year.

27. The company supplements the medical officer's fee and the sick fund if required.

28. The men take a keen interest in the management of their funds.

Contributions by workmen to voluntary hospitals.

29. During the two and a half years the society has been in operation the workmen have contributed £780; £130 of which has been allocated by the men to hospitals and charities in Edinburgh and Leith.

Unemployed.

30. Definite information under this head will be furnished by the clerk to the Edinburgh Distress Committee.

31. I desire, however, to make a general statement.

Class of unemployed.

32. The majority of the men unemployed belong to (*a*) the vagrant and unemployable class, and (*b*) the casual labourer.

33. The vagrant and unemployables, the most of whom do not desire to obtain regular employment, are always in evidence, and no charities or poor relief will ever make them good citizens. Legislation to compel them to work in labour colonies is urgently required.

Example of labour colonies on the Continent.

34. If this class could be effectively dealt with and provided with work in labour colonies, such as are in operation in Germany and Belgium, the problem of the genuine working men out of employment, whether artisan or casual labourer, could be readily solved with the help of the various charities in the city coupled with outdoor poor relief.

35. Strenuous efforts should be made to reduce the number who are being continuously drafted into the unemployable class.

Need for sympathetic control of young boys.

36. At present the State controls the children until they reach the age of fourteen years, and just at the period of their lives when they are most in need of control and guidance, they are cast into the whirlpool of life to drift or to sink or to swim. Where the parents are dissipated or careless they have no consideration for the future of the children; their only desire is that the children, as soon as they leave school, should earn money for the parents to spend. The result is that hundreds of these children are sent out as messengers, or street vendors selling evening papers, matches, etc. I know most about the boys of this class, and what I find is this, that after running messages for a year or a couple of years at 4s. per week, the boy becomes too old for the job and a younger boy is employed, and he is obliged to look out for odd jobs on the streets selling papers or the like. If he is smart and can fight his way, he can make 10s., 15s., or even 20s. per week as a street vendor occasionally. After one or two years on the street, where he soon learns to gamble and to drink, it is almost hopeless to expect him, even with kindly help, to settle down to steady work in a factory or workshop.

37. I am credibly informed by the Edinburgh police that these street boys bulk largely as the juvenile criminals of the city. They marry and have children, and so misery is perpetuated. Some of them—but they are exceptions—after they marry begin to realise the dismal future that lies before them, and seek for honest employment. I have employed some of them, but as a rule they don't make good

workmen, whereas had they been looked after when they left school they would in the majority of cases have done well.

38. My conviction is that if the problem of the children of the class to whom I have referred is not grappled with, the problem of the unemployed can never be solved.

39. I think it is not too much to hope for that earnest, thoughtful, and capable citizens, with the help, encouragement, and sympathy of the Municipality and the State, will be willing to create an organisation with power to control children for some years after they leave school, and to guide and encourage them to engage in useful occupations for which they were fitted. If suitable work could not always be found for boys, then the navy, the army, and industrial schools should be supplied with recruits.

62083. (*Mr Booth.*) To show my ignorance, let me ask you what kind of business do Messrs Redpath, Brown & Company carry on?—Steel structural engineering.

62084. You are ex-master of the Merchant Company, which is a company that holds large funds for charitable purposes?—Yes.

62085. How did it become the trustee, as it were, of a number of charities?—I think it was simply because it was a highly respectably body that did its work well. Certain of their members, a long time ago, left legacies entrusted to it. It is an incorporation.

62086. And as an incorporation they become trustees?—They got a Royal Charter in 1682. It was really a protectionist body at first, to prevent certain people trespassing on their business, but they left that, and became a body having an interest in all public questions, and money was left to them to administer.

62087. And that money is held by this company as trustees?—Yes.

62088. There are various trusts which they carry out?—Yes, in conjunction sometimes with other people.

62089. You speak of the bulk of the revenue of the Gillespie Trust being used in the granting of pensions to men and women of fifty-five years of age and upwards. I suppose the number of applicants is very much greater than the number of pensions?—Very much.

62090. So you have probably a list of possible pensioners?—Yes. The cases are dealt with very carefully. We have a large number of applications, and we inquire into every applicant's case whether we are able to deal with them or not.

62091. Do you assist in any other way at all? If there is no immediate chance of the granting of a pension, and you go into the question and find that it is a case that ought to be relieved, what do you do?—They have to wait their turn. We select what we consider the best and most clamant cases. When I was Master I suggested that all those that came up above eighty years of age should be elected.

62092. Do you suggest that the hope of qualifying for these pensions has any effect on the mind of those who are hoping for the pension in the way of making them avoid getting Poor Law relief?—I do not think so.

62093. It is too remote?—Yes.

62094. You select in that way, according to merits in various ways?—Yes. Most of the people we select are those who have been in better circumstances at one time. We generally give them a helping hand if we can.

62095. You are glad that they should have some small means of their own?—Yes, we like them to have some small means.

62096. You do not wish them to depend entirely on what you give them?—No, we know they cannot live on that.

62097. Are any of them working for money?—Almost none. They are getting help from friends chiefly. Sometimes they are able to do a little, or they may get a little from their children and friends. We find out all about that, and help them accordingly. Those that are in work and able to support themselves we would not take.

62098. But they might be earning a little?—Very little.

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62099. They are regularly visited?—Yes.

62100. So that the wish that it should be a gift from a friend to a friend is carried out?—Yes.

Charitable operations of Merchant Company.

62101. Are they more self-respecting than those in receipt of out-relief?—Yes. We occasionally invite them to tea, and we have a meeting, there is a little music, and they are entertained, and we see from the class of people coming that they are quite of a different kind. They are a self-respecting class.

62102. They are usually those who have fallen a little?—They have been the better class working people.

62103. Are they equally men and women?—More women are elected than men in the Gillespie Trust, but I do not know why. I suppose it is because they are elected by men.

62104. Have you any married couples?—Sometimes, but it is very seldom. It is chiefly widows that get on. If there is a couple requiring help, then the man will get on, and after he dies the widow is put on.

62105. It is carried on from him to her?—Yes, in the majority of cases.

Co-operation between charity and Poor Law.

62106. In paragraph 15 you say that a large measure of co-operation between charity and the Poor Law is desirable, and might ultimately lead to the substitution of charity well supported for outdoor relief. You think there are other charities that could be brought into line?—That applies more to private charities than to those public charities. My belief is that this is one of the best worked of public charities.

62107. Do you contemplate some authoritative combination of personal charities or charitable societies?—It would be very desirable that we should have some co-operation with all the charitable societies. We are trying to do that through our Charity Organisation Society.

62108. You are sharing in that work?—Yes.

62109. And are you hopeful?—Yes, very.

Works' thrift society.

62110. You give us an account of your own scheme. The only point I would like to clear up is with regard to the sick benefit. Naturally, if a man left you, his subscription and his claim would cease at the same time?—Yes.

62111. May not one reason against their wishing to join that society be that they would prefer to join a society that was not liable to the termination? A man may not be willing to join two strong sick benefit societies, and it would be wiser to join one that was not liable to that risk?—We find some of our men are connected with other societies, and we have had some interesting cases where the men have been sick, and have said to us that these other societies have done so well for them that they do not require anything from this society.

62112. They do not take it?—That is so. They know the benefit it is to the others, who really need it, and they do not grumble.

62113. That criticism does not apply to the savings bank, because there they have their money, and they draw it out when they leave you?—That is so.

Need of labour colonies as on the Continent.

62114. In paragraph 34 you say that if the vagrant and unemployables could be effectively dealt with, and provided with work in labour colonies, such as are in Germany and Belgium, the problem of the genuine working-men out of employment, whether artizan or casual labourer, could be readily solved with the help of the various charities in the city, coupled with outdoor relief?—Yes.

62115. How would you deal with this difficult unemployable and vagrant class? Through labour colonies?—Yes. If the boys could be prevented from getting into that class, then that would be the best thing.

Control of young boys

62116. Is that a piece of work that should fall to the poorhouse or to some other organisation?—I think it should fall to the School Board or some organisation connected with the School Board.

62117. Not the Poor Law authority?—No, I think it

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would be fatal to connect it with the Poor Law authority.

Control of young boys.

62118. In your last paragraph you speak of that, and you say that there should be an organisation with power to control children for some years after they leave school. Would you give the powers to the School Board to deal with those children in after years?—Yes.

Extent of charities in Edinburgh.

62119. (*Mr Patten-MacDougall.*) What do the funds of the Merchant Company amount to?—We have charitable funds, and funds that are not charitable. We have a very large widows' fund, and so on. Adding all the charitable funds and the funds of the Company, they amount to over £1,100,000.

62120. There are a large number of other charities of smaller dimensions in Edinburgh besides yours?—Yes.

62121. And a great number of people, male and female, who interest themselves in these charities, and give a great deal of their time, and contribute a great deal of money towards them?—Yes.

Need of higher type of parish councillors.

62122. Can you suggest why it is that those benevolent people do not take a more active interest in Parish Council work, and do not come forward on the occasions of the elections to the Parish Council?—It is very difficult to tell. I think it is very wrong of them that they do not do it.

62123. Have you ever considered whether there is anything that could be done to induce them to do so?—Some of us have tried moral suasion, but it has not had much effect.

62124. Do you think there is room for co-opting members, as is the case in England in regard to educational authorities, I think?—It is a difficulty, but I think it is an exceedingly good principle. The practice, however, is often not satisfactory.

62125. Do you think a suggestion of that sort would be supported in Scotland?—Yes, I think so. I think in time it would work rightly, and they would begin to co-opt the right people who were really interested and did good work.

62126. The same difficulty exists not only in regard to Parish Councils, but also, I think, in regard to town councils?—Yes, I am a town councillor myself.

62127. But you are conscious of that?—Quite. It is very often difficult to get business men to go into the town council.

62128. You do think if the suggestion were made and given effect to—power to co-opt a certain number of members,—that might meet the case, and you think that public opinion would support it?—It is very difficult to answer that question. I think it is the right method; but whether the people would be willing to be co-opted or not I cannot say. If you co-opt the right people, it would be a very great advantage.

Control and advice of children after leaving school.

62129. Then you tell us about your work on the distress committee, and I think you say that one great difficulty that exists is the finding of work for boys and girls when they leave school?—Yes.

62130. How do you suggest that that difficulty should be met?—I think there should be a strong committee appointed to deal with all the boys and girls who leave school to see to it that they go to regular work.

62131. A committee of what?—A committee of citizens—people interested in that work—the kind of people you would like to co-opt on to the Parish Council. I would have a number of members from the School Board who have been accustomed to that work. I think such a committee could do a great deal to prevent boys becoming loafers.

62132. It would be a committee formed of School Board members and of other outside members?—Yes.

62133. Would you have any members of the town council?—Yes.

62134. And of other public bodies?—Yes.

62135. (*Professor Smart.*) Do you mean for all schools, not only pauper schools?—All State-aided schools. It is not required in the secondary schools. The boys are looked after there; they get into work, and they do not become loafers unless they are very rich.

Control a advice of children leaving school.

62136. (*Mr Patten-MacDougall.*) It would come to this, that you would have a sort of labour bureau which would find work for these boys or girls, either apprenticing them or training them, so that when they reached the age of seventeen or so they would be able to take to some trade?—Yes. But this difficulty arises: it may be said, that if you have this labour bureau you will have to find work for them. I think a great deal could be done in the way of advising boys as to the work they should go in for. They should certainly not be allowed to loaf about the streets.

62137. The present condition which you want to remove is this, that when these boys leave school the parents say: "Oh, you must go and get something to 'do,'" and they do not much care what it is—they do not have time to make any selection—and these boys may go into ordinary street work, selling newspapers, and so on?—Yes.

62138. That is what you want to prevent?—Yes.

62139. You are of opinion that these are just the boys that naturally find they have no employment to go to because they are not trained, and they form the wastrels of the future?—Yes. I have had a number of these boys in my works after they have been two or three years on the streets, and it is excessively difficult to make anything of them.

62140. Doing unskilled work?—Doing any work. They have got out of the way of continuous work, employment, or concentration, and they feel it very irksome to be compelled to keep shop hours, and to do work continuously hour after hour, and they leave.

62141. And you find them very unsteady in their habits?—No; it is simply that they leave the work. It is the work they hate. Many times I have brought them back out of kindness. If you can conquer their laziness, then it is all right, but it is very difficult.

62142. That is because of the habits they have formed in the two or three years between their leaving school and their beginning work?—Yes.

62143. (*Dr Downes.*) Would a course of physical training during that period do them good?—Yes.

62144. It would do them good both physically and in the way of teaching them habits of discipline?—Yes, that is so.

Extent of Edinburgh charities.

62145. I believe Glasgow has companies similar to yours?—Somewhat similar.

62146. They have large funds at any rate?—Yes, I think the Merchants' House has.

62147. In Glasgow I gather that in the case of one of the infirmaries at least such things as surgical appliances and trusses are sometimes obtained from these societies?—We have nothing like that.

62148. Have you anything like the Surgical Aid Society that we have in London?—I think not. We have a great many hospitals in Edinburgh, and there does not seem room for any special society outside.

Care and control of children af leaving school.

62149. (*Miss Hill.*) Are you aware of the work done by the Registration of Apprenticeship Society in London?—I have heard of it, and we wish to have something like that in Edinburgh.

62150. There is an idea of starting something like it here?—Yes.

62151. In that case the parents are very willing to co-operate by laying by money, and if the children are taken up directly they leave school it makes all the difference in the world?—I am sure the parents would appreciate this, because it would show a kindly interest in their children. Of course there are some parents that are very careless regarding their children.

62152. But there would be more hope of getting them to skilled trades?—Yes.

62153. Have you any experience of the influence of the cadet corps on boys?—We have the Boys' Brigade in Edinburgh.

62154. It is on something the same lines?—Yes, I think it is of very great advantage to the boys. It smartens them up.

62155. And teaches them that obedience is of importance?—Yes.

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62156. And it associates them with gentlemen who take an interest in them?—Yes.

62157. Have you anything like the camping out which we have?—Yes.

62158. All those would be influences which you would look to to bridge over this difficult time and to help to start these people better?—Yes.

62159. With regard to the Poor Law children, I think you have something analogous to our Metropolitan Association for Befriending Young Servants, which watches over the girls in their first year's service?—I believe there is some work of that kind done, but I have not much knowledge of it.

62160. That has been found to be one of the main ways of keeping the girls?—I know more of working among the boys. We had a good deal of trouble in Edinburgh with girls selling papers on the streets, but public opinion stamped that out.

62161. Poor Law children often want looking after in their early years?—Yes.

62162. (*Professor Smart.*) You employ a good many boys?—Yes.

62163. What do you do with your own boys as to advancing them into positions in life?—They rise up into the best positions for them.

62164. Are they apprenticed?—Yes, we insist on their being apprenticed.

62165. You have no difficulty in putting them on to a job requiring skill after that?—A boy will rise up in the department in which he has been working. If he comes in as a plater, or as a driller, or as a riveter, then he comes on to be a skilled workman in that department.

62166. Do you pay any attention to the Union regulation as to the number of apprentices?—No.

62167. You are never in difficulty with the working class themselves as to the number of apprentices?—No. We believe in paying apprentices a fairly good wage. We do not begin them at 2s. 6d.; we give them a great deal more than that. We get boys of fifteen and sixteen, and we think that they are entitled to a good wage. Sometimes we get a boy who is in lodgings, and we see that he gets sufficient to keep him in his lodgings. We won't take them from a common lodging-house.

62168. Do you begin at fifteen?—Fourteen, when they leave school.

62169. How long does your apprenticeship last?—Four or five years.

62170. You insist on knowing something about the boy beforehand?—Yes, if possible.

62171. What about your unskilled labourer,—has he any hope of rising?—Yes, some of them have got up. If they turn out to be intelligent and sober men we give them the chance of getting on to regular work.

62172. But you can never make them skilled workmen?—Our trade does not employ really skilled workmen. They do not require a very long training.

62173. Is there a possibility that a man might come into your employment after he is twenty-one years old and fall into as good a job as a boy who has been apprenticed?—Yes.

62174. In regard to your own society, you say that the minimum amount is 1s. for men and 6d. for boys. That is 1s. a week?—Yes.

62175. That is pretty high as compared with what a friendly society would charge?—I suppose it is.

62176. A workman might be quite able and disposed to spend 6d. a week while he would not spend 1s?—Yes. We have been considering that, and I think we will make a reduction in the amount.

62177. Your difficulty would be the clerking?—We do not make anything of that.

62178. Have you any experience of the effect of the Workmen's Compensation Act on employers generally?—There have been some difficult cases that have been brought before us. I had a case not very long ago where there was a man suffering from a very weak heart, and he was in employment where there was danger, and we were informed that the likelihood was that he would drop down. Well, the foreman, without my knowledge, said he could not keep him. Difficulties of that kind arise, and it is exceedingly difficult to know what to do with those men.

Effect of Workmen's Compensation Act.

62179. I suppose you insure your men?—Yes.

62180. In that case would you have preferred to stick to this particular man?—I do not think I would have been just to the insurance company if I had kept him. I would have had to tell them.

62181. One general effect of this insurance scheme is to take the responsibility off the employers?—If an employer knows that a man is in his employment where there is a danger that he will come on the insurance company, then he is bound to let the company know.

62182. It is just a matter of conscience?—Yes.

62183. (*Dr Downes.*) Might it not come into effect in the course of experience, if the company were getting an undue proportion of claims?—Then they would raise the rates all round.

62184. (*Mr Booth.*) It is to the interest of the employer also; the insurance company may safely rely on most employers being unwilling to employ unsafe men?—Yes. Then with our sick fund, our men have a say in the matter, because they are subscribing to the fund; and if a weak man comes they resent it, because they may have to pay for him.

62185. So there are other reasons besides the Workmen's Compensation Act all converging on the same result?—Yes.

62186. (*Professor Smart.*) I think you made a reduction of half an hour per day?—Yes.

62187. That is a reduction of the number of hours in the week?—Yes; we did not make a reduction in the pay.

62188. Have you any knowledge how that has affected the output?—I think it is better.

62189. You get more work?—Yes.

62190. You are quite clear upon that?—We do not intend to go back.

Proposals for hours of drink selling to be limited.

62191. In paragraph 23 you remark that you are of opinion that if no liquors were allowed to be sold till after 10 a.m. there would be a diminution in the poor rates?—That is my view. I have talked it over with working men, and they know that a great deal of money is spent because of that morning drink.

62192. And the effect on the men is very bad?—Yes.

62193. A change of that kind would meet with immense opposition?—Everything in that way meets with opposition.

Effect of introduction of machinery on employment.

62194. Do I take it that you do not consider the unemployed question to be really an economical problem at all?—It is because there is the change in machinery from time to time that reduces the number of men, and it takes a little time before they catch up again.

62195. But you think they do catch up again?—In most cases they do. My own belief is that the more up-to-date machinery we have in this country the more labour we will find for our men.

62196. Have you ever been able to say how the introduction of machinery has affected you in your work?—I could not have employed half the number of men that we have if it had not been for the introduction of up-to-date machinery.

62197. With that exception, you would say that there is no want of employment for skilled men?—There is no want of employment for skilled men.

62198. And you would go the length of saying that there is no want of employment for unskilled men if they are conscientious and sober?—Yes, and properly distributed over the country.

62199. Is it not the case that employers are always looking out for a man that takes a little pride in his work and is willing to do a little more than he is compelled to do?—Yes, they are always looking out for a man that takes pride in his work and is willing to do any work that he is asked to do.

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Class of friendly society members. Works' thrift society and effect on friendly societies.

62200. Such a man will be very seldom out of employment?—Yes. I have been informed by the secretary of one of the friendly societies in Edinburgh that during all the distress they have had no extra demand on their funds, because the class that join their societies are the better class of workmen, and there has been no trouble with them.

62201. (*Mr Chandler.*) Is it compulsory on your men to join the benefit society in connection with your works?—Yes, we tell them so when they come in.

62202. Is employment pretty steady in your works?—Yes, fairly steady.

62203. The men are not frequently discharged?—Not for considerable periods. There may be a period of depression in the winter time, but we can keep them for pretty long periods.

62204. I suppose the rules do not admit for any return to them of any subscriptions?—No, we have not had that arise.

62205. You do not think it operates in any way to prevent their joining the large friendly societies?—I do not think so. Most of the men we want to help there are men who would not join any of those other societies.

62206. (*Mr Gardiner.*) Would you like to see the age of compulsory attendance at school raised?—It is fourteen now. It would be an advantage to the boys.

Care of children after leaving school.

62207. And, as looked at from our point of view, the Poor Law?—Yes; but of course there is the difficulty as regards non-earning. That affects the very poor.

62208. But barring that?—It would be an advantage to the boys.

62209. And to the whole community?—Yes.

62210. Would you like to see attendance made compulsory at the continuation school?—Yes.

62211. Do you think there is the least chance of getting either of these requirements carried?—It is very difficult to get it.

62212. Is there any tendency in Edinburgh in favour of these suggestions?—I have not discussed it with any of the school board people. It is only in my own view.

62213. (*Mr Loch.*) I take it you look upon this early education as the best means of preventing pauperism?—Yes.

Deficiency of existing education for poor children and need of its organisation.

62214. Do you think that the education itself as provided is sufficiently closely connected with the life and wants of the particular class of children that we are now considering?—I think it is very deficient.

62215. As a preliminary to the various questions you have been asked here, any education that is to be given to this class of children must be organised for them and differentiated?—Yes.

62216. Would you suggest that more stress be laid on manual work which would make them more fitted for suitable employment?—No, I have great doubts about that point. I have visited some of the schools where they give manual training, and I do not think that the manual training they give is of much use. It may be an education to the boy to concentrate his mind and teach him how to use his fingers, but it is not training him to any work that would be of service afterwards.

62217. In what way do you think the school organisation should be altered?—Take the girls. I think there is a great deal taught to the girls that might be left untaught. And the same applies to the boys. I think it would be far more serviceable to the girls if they were taught domestic economy instead of vulgar fractions. One would be of great service to them in after years, while the other is useless except perhaps as a training at school. The girls in some of our schools are taught to cook, but they give them a cooking range that a duchess would not despise, and when they go to their own homes with the cottage grate they do not know how to handle it. I would teach them cooking with the little cottage grate.

Deficiency of existing education for poor children and need of its organisation.

62218. Similarly with the boys; is there more reality to be brought into their education too?—Yes; we should teach them more to think and less of the mechanical use of knowledge.

62219. It comes to this, that even though we do what Mr Gardiner suggests, namely, prolong the school period and require after attendance in classes, unless there is an alteration made in the school programme the important class in which we are interested would not be able to climb up?—That is so. The boy at fourteen is just beginning to realise what books are, and between fourteen and fifteen he would get far more value out of these books than he would get when he was between twelve and thirteen.

62220. There is a temptation to boys at fourteen to go and sell on the streets?—Yes.

62221. You would put a substitute before them at fourteen?—The substitute of work.

62222. Yes. Do you think the boy at fourteen, as he is now turned out of school, is able to take up the substitute that you now offer?—I think so.

62223. What would you offer?—Manual labour of some kind.

62224. Is there an opening in Edinburgh for the boys when they leave school to take that up?—No; that is where the difficulty comes in. I would like to get some opening for them. If there is no opening for them in ordinary employment and works, then there should be training in industrial schools.

62225. But the boy would have to keep himself in most cases after he became fourteen?—Yes. If you send him to the industrial school, it is only the work that he could do there that would keep him, and it might not be sufficient.

62226. Is not that the dilemma in which we are placed, that the market at the moment does not offer the boy the chance that you want?—Yes, that is largely through want of organisation. Then in some of the trades they won't have more than a certain number of boys.

62227. I wish to lay stress on this, because it seems to raise rather wider issues, and you would have to come to some understanding with the labour people if this were done, and I think the education might also have to be modified?—Yes.

62228. Do you propose here to consider in conference or privately this question in its length and breadth with a view to an alteration?—I am discussing it now with the labour leaders in Edinburgh in a friendly spirit, as I happen to be convener of the Municipal Labour Bureau, where we meet the representatives of the trades council. I have taken up the question there, and asked them to turn their minds to it, and see what solution they can find. They are working men, and they would like to find some solution.

62229. They are interested in the problem themselves?—Yes.

Mr Hamilton Maxwell, W.S.

Mr Hamilton Maxwell, W.S., called and examined.

62230. (*Mr Booth.*) You are Secretary and Treasurer of the Edinburgh Industrial Brigade Home for Working Lads, Joint-Secretary of Chalmers House for Young Women, and Joint Honorary-Secretary for the City of Edinburgh Charity Organisation Society?—Yes.

62231. You have been kind enough to send us a statement which we shall take as your evidence-in-chief?—Thank you.

(*The witness handed in the following statement.*)

1. I was admitted to the Society of Writers to the Signet in 1884, and practise as a Writer to the Signet in Edinburgh.

2. I am Secretary and Treasurer of the Edinburgh Industrial Brigade Home for Working Lads, Joint Honorary Secretary of Chalmers House for Young Women, Edinburgh, and Joint Honorary Secretary of the City of Edinburgh Charity Organisation Society.

Edinburgh Industrial Brigade Home for Working Lads.

Origin, principle and characteristics of Boys' Home.

3. *Origin, Principle, and Characteristics of the Home.*—The Edinburgh Industrial Brigade Home for Working Lads was instituted in 1867 on the principle of helping those who help themselves, and this principle has been steadily adhered to during the whole period of the Home's history. This is strikingly shown by the fact that the lads have contributed on an average out of their earnings some 50 per cent. yearly of the ordinary income. Last year (1905–6) the boys' earnings met the total expenditure to the extent of some 55 per cent.

4. The distinctive characteristics of the Home may be summed up thus:—

The Industrial Brigade Home is *not* a reformatory, inasmuch as reformatories are only for those lads who have brought themselves under the law.

The Industrial Brigade Home is *not* an industrial school, inasmuch as industrial schools are primarily for children under fourteen years, who work within the school premises.

What, then, is the Industrial Brigade Home?

The Industrial Brigade *is* a Home for destitute lads willing to work, where they are fed, clothed, lodged, and educated. Every boy is *apprenticed* to a trade of his own choice, and works, not in the Brigade Home, but in his master's premises. He has thus the opportunity, during his apprenticeship, of qualifying himself in every branch of his trade; is placed on the same footing with other boys living in their own homes; and, in the end, is in a position to take his place as a skilled tradesman. He is, while a member of the Home, removed from those evil influences and surroundings which render it impossible for him to raise himself to a position of honest independence, if they do not drag him down to the ranks of crime, and, at the same time, he is pursuing his work in the outside world.

With regard to admission, no vote is required, nor does the applicant require to be an orphan if it be proved that he is destitute and able and willing to work, and beyond the school age.

Up to 8s. a week is charged for board and lodging when the wage earned allows of this, and in addition the lads pay towards the cost of their clothing, summer camp, etc. A weekly allowance of pocket-money on a sliding scale is given. The superintendent reports that all the lads are at present in work, and that no difficulty is found in placing apprentices.

Lads may remain in the Home until they are able to keep themselves respectably outside, but are free to leave at any time if they so wish. An occasional lad is emigrated, but there is no emigration branch of the work.

The apprenticing of lads to skilled trades has been put in the forefront of the work since its commencement, and of the 4000 lads (in round figures) who have passed through the Home in the 39–40 years of its existence, the great majority, it may be safely said, have passed through an apprenticeship to some trade. To come to more definite particulars, of the 142 lads in the Home at 31st July 1906, 112, or nearly 80 per cent., were qualifying to become skilled workmen.

Two additional characteristics should be noted, viz.:—

The Home is without endowment (beyond a £200 bequest, the income only on which is available), and is in nowise connected with the Boys' Brigade. The latter has as its aim the training of boys on the lines of military discipline, and does not touch in any direct way the home life of the youths, as the Edinburgh Industrial Brigade Home is intended to do.

History and growth of Boys' Home.

5. *History and Growth of the Home.*—The Home was started in a small house in Cockburn Street; shortly thereafter it was transferred first to Leith Street Terrace, and then to large premises at 72 Grove Street, Fountainbridge, where the work was vigorously carried on for a period of thirty years. These premises were not, however, originally constructed for the work, and in late years especially, notwithstanding every possible adaptation, they were found to be quite inadequate for growing requirements. Consequently, after careful and prolonged deliberation, and acting on the best professional advice, the directors purchased from the city of Edinburgh a most suitable site at the corner of Ponton Street, Fountainbridge, with the principal frontage to the main street of the district, and proceeded to build thereon a new Home, to hold 140 lads. The new Home has been most carefully planned in every detail, was opened in the spring of 1899, and has proved a success from the start.

Lads' earnings and general finance

6. *Lads' Earnings and Public Subscriptions.*—A comparison of the lads' earnings and public subscriptions, as showing the growth of the Home, is striking. In 1867 the Home began with fifteen lads, whose earnings amounted to £189, and the subscriptions received from the public were £274, together £463. For the year ended 31st July last (1906) the number of lads in the Home ranged from 136 at 31st July 1905 to 142 at 31st July 1906; their earnings (including special grants from other institutions and private donors, £62, 2s. 6d.) amounted to £1,668, and the public subscriptions to £789, making a total of £2,457.

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Lads' earnings and general finance.

7. *Income and Expenditure.*—The ordinary income of the Home (consisting of annual subscriptions, lads' earnings, and shop rents) has throughout been annually insufficient to meet the ordinary annual expenditure, and the deficit thus caused—averaging some £250 to £350 a year—has been met out of the legacies and donations.

8. *Capital.*—The total amount received since the commencement of the Home on account of capital is in round figures £28,500—£16,000 being in the shape of legacies, and £12,500 in subscriptions and donations of one kind or another. Of this sum, £10,800 has been utilised in meeting yearly deficits, etc. incurred during the thirty-nine to forty years of the Home's existence on the ordinary working, and the balance of £17,000 is represented by the value of the present Home, £15,000 (less £1,000 borrowed over it), furniture, etc., and a sum of £3,000, being the difference between the cost of the former Home and the price received for it when sold. The present debt on the Home is £1,400, consisting of the above £1,000 and £400 borrowed on working overdraft from the bank.

Outlook, Number of Lads, and Extension of the Work.

9. The outlook for the special work carried on by the institution among working lads is most hopeful and full of promise.

Number and cost of lads in Home.

10. The number of lads in the Home has been steadily rising of recent years, and at date (March 1907) a small flat in an adjoining building has been leased to provide some additional accommodation. The lads at present housed number 148. Of these, 67 hail from other institutions, distributed thus:—Murrayfield Orphan Home, 12; Dean Orphan Hospital, 3; Liberton Industrial School, 15; Leith Industrial School, 8; Paisley Industrial School, 5; "Mars" Training Ship, 8; Red House Home, Musselburgh, 2; Children's Home, Stirling, 1; Donaldson's Hospital, 2; Fachney Industrial School, 2; Leith Poorhouse, 4; Orphan Homes, Bridge of Weir, 3; and Wellington Reformatory, 2. The remainder, 81, are lads who have come of their own accord, or have been sent or brought to us by friends or relatives. Of these, 72 hail from Edinburgh, 3 from Aberdeen, 1 from Glasgow, 1 from Hawick, 1 from Newcastle, 2 from Forres, and 1 from Dunning. In view of the increasing number of necessitous lads applying for admission, rendering necessary the temporary extension referred to, the directors have decided to permanently extend the work, and are in course of acquiring an immediately adjoining building.

11. *Cost of Upkeep per Lad.*—Taking the three years ending 31st July 1905, the actual cost per lad per annum was £23, 12s. 3d., of which £11, 4s. 9d. was contributed by the boys themselves, leaving the balance of £12, 7s. 6d. to be met by public subscriptions and donations, shop rents, etc. Last year (1906) the cost was £21, 12s. 9d. per lad, of which they themselves contributed £11, 12s. 9d. These figures are arrived at on the basis of the Home buildings being owned by the directors. Had a rent to be paid, the figures would show a slight increase.

12. As the result of the practical carrying on of the work of the Home during recent years, the following claim at the instance of the Home on the Poor Law, suggestion as to co-operation with the parish authorities, and a criticism, from the Home standpoint, of the Poor Law rating, are respectfully submitted.

1. *Claim on Poor Law.*

Claim of Home on Poor Law.

13. It is claimed that where the Home provides for destitute lads who would otherwise require to be provided for elsewhere at the cost of the rates, and turns them out skilled workmen, thereby diminishing the ranks of unskilled labourers and the criminal classes, the Poor Law should contribute towards their maintenance while in the Home, by way of outdoor relief in the shape of a weekly allowance or otherwise.

14. The following are the particulars of a typical case in which such a claim arose.

(1) *Circumstances.*—Lad..... Aged 13

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Claim of Home on Poor Law.

Lived in Edinburgh all his life. Mother dead; father alive, but absconded with another woman, and left this lad and his younger brother in the care of their aunt, who was quite unable to maintain them. In these circumstances the lad applied for admission into the Edinburgh Industrial Brigade Home. He had three older brothers—one married, one in the army, and one already in the Home, where he had been for two years. The lad applied for admission on 16th November 1905, and the Home committee admitted him.

(2) *Nature of Claim.*—Claim of aliment against the parish in respect of.....while in the Edinburgh Industrial Brigade Home, and until he attains 16 years of age.

(3) *Grounds of Claim.*—The boy being a pupil, unable to keep himself, and his father having deserted him, he was on the parish; and the Home having taken him in, and being prepared to maintain him, put forward the claim referred to on the following grounds:—

(*a*) Age of lad. Persons entitled to relief, "pupil children." A boy of 16 may or may not be regarded as able-bodied person according to circumstances. (Beattie *v.* M'Culloch, 12th June 1880, 7 R. 907.)

(*b*) His family circumstances. A deserted family are proper subjects for relief in their own right, in absence of father deserting them, though he, if able-bodied, would not be entitled to relief. (Graham on Poor Law, p. 207.)

(*c*) The fact that the Home is a charitable institution. An inspector agreed to pay a charitable institution 2s. 6d. a week for the illegitimate child of an able-bodied woman. The woman was in service as housekeeper to a man to whom she had borne two other illegitimate children. Held that the mother was not entitled to relief, and that the relieving parish should have left the institution to proceed against the mother. (Aberlour *v.* Mortlach, *P.L.M.* 1903, 45.) 1845 Act, sect. 67, under which parochial boards have power to give funds to certain institutions. The section is referred to for its terms.

Note.—The Board have expressed opinion that Parish Councils might contribute to a society for teaching blind paupers to read, and to annual support of a cottage hospital and a sanatorium for consumption. (Graham on Poor Law, p. 277.)

(*d*) The aliment which can be and is given by the Poor Law in similar circumstances. The only practically effective test which can be applied is the offer of indoor relief; but in a case, one of the Judges (Lord Cowan) expressed the opinion that whether it was adequate might be brought before the Board of Supervision, under sect. 74 of the 1845 Poor Law (Scotland) Act. (See Forsyth *v* Nicoll, 19th January 1867, 5 M. 293.)

15. I append the correspondence that passed between the Home's secretary and treasurer and the Poor Law inspector. (*See App. CLXXII.* (*A*).)

16. It will be noticed from the correspondence that the Parish Council practically admit liability for the lad, and it is submitted that this offer is inadequate, inasmuch as it is understood the lad could not learn a trade in the poorhouse; and if the Board were to pay for his boarding elsewhere, they might as well pay it to the Home. In this view, the secretary and treasurer instructed the superintendent of the Home to ask for a schedule of inadequate relief, with a view to carrying the matter before the Local Government Board for decision. By this time, however, the Poor Law authorities had traced the father and made him responsible for the maintenance of the boy, thereby relieving the parish, and rendering the claim in question, so far as directed against the parish, nugatory. The matter thus dropped.

17. *To put the claim of the Home in a word, it is to be treated in Scotland in the same way as institutions such as the Homes for working boys in London, and the Strangeways Home for Boys, Manchester, are treated in England.* Both these institutions are similar to the Edinburgh Industrial Brigade Home, and get allowances with lads sent to them by the local guardians. The London Homes are not formally certified, but it is understood the guardians obtain the sanction of the Local Government Board without difficulty to any grants they make to the Homes. The guardians also supply the boys sent by them with a good outfit and box. The Manchester Home is certified under, it is believed, the Poor Law (Certified Schools) Act, 1862, and the Poor Law Amendment Act, 1882. It is further understood that these payments are made in accordance with the practice of the Local Government Board to place a not too strict interpretation on the term "school" used in the Act of 1862 referred to. "They are generally willing to certify institutions which, being otherwise eligible, provide for only a small amount of mental together with some industrial instruction, and which offer advantages of skilled industrial instruction." (Evidence of Mr W. E. Knollys before the Departmental Committee, Q. 16, 128. See "Children under the Poor Law," Chance, p. 238.)

Claim of Home on Poor Law.

18. It will be noticed that the word "school" apparently requires a generous interpretation to make it applicable to institutions like the Strangeways Home, Manchester, where the lads, to some extent at least, are trained to industrial occupations *inside* the Home. This being so, in view of any possible legislation to give effect to the claim put forward, and in order clearly to include in the benefits of such legislation institutions like the Edinburgh Industrial Brigade Home, the lads in which work *outside*, in their masters' premises, and also receive education *outside*, in the evening continuation classes of the board school, it is submitted that some other word than "school," say "home" or "industrial home," should be used.

2. *Co-operation with the Parish Authorities.*

19. In addition to taking lads from the poorhouse at the age of fourteen or thereabouts and apprenticing them to trades, as above explained, there are two fields of co-operation which should be mentioned:—(1) little lads, and (2) cripples. With regard to the first, there is a constant and crying need for a Home for such, as again and again the committee of the Brigade Home have had younger lads pressing for admission and nowhere to send them to, the only local Home for little lads being small and continually full. With regard to the second (cripples), the directors of the Brigade Home were recently approached by the local Cripple Aid Society to take in cripple lads, and indeed were asked to consider the setting apart of a portion of their proposed extension building for this purpose. The directors decided that all they could do was to take in, as they have hitherto done, cripple lads from time to time, judging each case on its own merits, but they feel that here also there is a large field for necessary work. The local Cripple Aid Society are considering starting a small Home of their own for lads.

Co-operation of Lads' Home with parish authorities.

3. *A Criticism of the Poor Law Rating from the Standpoint of the Brigade Home.*

20. It is submitted that the Home, inasmuch as the work done by it tends materially to relieve the rates, should not be charged with poor and school rates. In January 1896, when the assessment for poor and school rates was first levied, on an appeal by the Home to the Parish Council authorities, the assessment was restricted to the owners' proportion of a portion of the old Home building in Grove Street, which was at that time let for a small rent. The next year, however, the parish authorities insisted on the whole building being assessed, which practice has continued until the present time. The copy correspondence appended shows the position taken up by the Home and the authorities respectively in 1897. (*See App. CLXXII.* (*B*).)

Assessment of Lads' Home.

City of Edinburgh Charity Organisation Society.

21. I became joint honorary secretary of this society (which is a development of the Association for Improving the Condition of the Poor, otherwise known as "The Help") on its inauguration in February 1906. My work has been principally confined to the formation and launching of the scheme for collecting the subscriptions to local charities through a central office, and in this connection I have had occasion to examine into such local charities. My colleague as joint honorary secretary, Mrs George Kerr, 6 St Colme Street, has prepared a detailed statement of such charities, which I have had the opportunity of examining, and in which I concur generally and refer to. I have had little or no experience of relief work in connection with this society.

Charity Organisation Society of Edinburgh.

General.

Ring of charitable institutions.

22. As a result of sixteen years' experience as secretary and treasurer of the Edinburgh Industrial Brigade Home, and as coming, especially during the past year, in touch with other secretaries and treasurers of local charities, I am much impressed with two points :—

(1) That where charitable associations relieve Parish Councils from any burden which otherwise would fall upon the poor-rates, the Councils should defray at least a portion, if not the whole, of the cost. This point is fully exemplified by what I have said above regarding the Edinburgh Industrial Brigade Home.

(2) That it should be made competent by legislation for the Parish Council or other central constituted authority to prosecute defaulting parents of children chargeable to any charity, and that in name of and for behoof of such charity.

Effect of charity on parental responsibility.

23. Point No. 1, as will be seen, deals with the case where the object of the charity is at once chargeable on the rates. Point No. 2 goes a step further, and aims at securing that parents or other relatives whose dependants are provided for by a charity (although such parents or other relatives or dependants are not at the time on the parish) should not thereby be relieved of their moral and legal obligation to support such dependants.

24. In view of the present-day tendency to relieve parents of so much of their legal obligations, it seems only proper that some such proposal as is indicated in Point No. 2 should be given effect to, in the best interests of the parents themselves, in justice to the relieving charities, and so as to safeguard the public generally.

25. Finally, while charities might be entrusted with similar powers to those vested in the National Society for Prevention of Cruelty to Children, under the Prevention of Cruelty to Children Act, 1894, section 7 (2), whereby, along with the committal of a child, an order on the parent to contribute towards its maintenance is obtained from the committing magistrate, it would appear preferable to entrust such power to some central authority who would be in a position to judge each case impartially, and to examine into the circumstances before taking action, should they, in their discretion, decide accordingly.

62232. (*Mr Booth.*) In regard to your Edinburgh Industrial Brigade Home for Working Lads, how would you define "destitution," which is after all the main ground for receiving the boys?—Simply that the lads cannot live outside; they cannot keep themselves.

62233. They are not boys with a family life at all?—The majority of them are not, and in the case of those that have a family life, the family life is not good for them.

Selection of boys for Barnardo's Home.

62234. Are they selected in the same sort of way as Barnardo's boys are selected, and also Quarrier's?—They are of the same class of children, but they are not selected. They come in of their own accord, and a certain proportion of them are sent by other Institutions.

62235. But they are selected in this sense, that you have probably more applicants than you can receive?—Yes.

62236. And you pick those who are most in need of assistance?—Yes.

62237. Or those that are most promising?—No, it is those that are most in need.

62238. Having once got them you stick to them?—Yes.

62239. But they have always liberty to go?—Yes.

62240. They are not prisoners,—they can leave you?—Yes, at once.

62241. But as a matter of fact they are enjoying very great advantages?—Yes, they are enjoying great advantages.

62242. So much so that I should gather that they have greater advantages than many of the children of the independent poor?—They do have greater advantages in the way of chances in life, regular food, better housing, a week at summer camp, and so on.

62243. But of course you cannot provide family life?—No.

62244. So the boys are either those who have not got a family life, or have an undesirable family life, and for them you offer very great advantages?—Yes, as a rule. Occasionally a case comes in where there is a good family life at home, but it is a very occasional case; take, for instance, the case of a lad from the country who wants to be an electrical engineer, say, and whose parents are quite unable to pay for him in the town and cannot apprentice him as an electrical engineer. We have occasionally taken a case of that kind, but it is only a very occasional case.

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Age and supervision of lads in the Home.

62245. It is because he is a promising lad who you think ought to have a chance?—Yes.

62246. At what age do they come?—Fourteen as a rule.

62247. Will you take them up to a higher age?—We can take them to any age.

62248. But you prefer to have them at fourteen?—We cannot take them much below fourteen because of the School Board.

62249. But you prefer to have them at fourteen, because they come more uniformly under your hands?—Yes.

62250. You would not wish to introduce a bad big boy?—No.

62251. Have you any means of getting rid of boys that turn out bad?—If a lad is proving to be a trouble in the Home, and a real danger, then we turn him off.

62252. Your lads sleep in dormitories?—Yes.

62253. And you maintain a complete supervision over them?—We have at the present moment two large dormitories, and a cubicle dormitory, and a smaller dormitory. We have two monitors sleeping in each of the bigger dormitories, who are responsible for the lads' behaviour. We have very little trouble.

62254. Their work is entirely outside?—Yes.

62255. You have no industries on the spot?—No.

62256. In that you differ from Dr Barnardo's Home?—Yes.

62257. Yours is simply a home for the boys, and you act as guardians for them in helping them to find work?—Yes.

62258. Do you educate them at all?—Yes. They go to the evening continuation classes, and some of them go to the Heriot-Watt Technical Classes.

62259. But they do that according to their own will?—We send them to the evening continuation classes; they must go to them unless they have any special reason. The Heriot-Watt classes are more for older lads anxious to get on.

62260. Do the boys select their own subjects?—Yes; they select their own subjects very much for the Heriot-Watt College.

62261. But you advise them also?—Yes.

62262. And finally you control them?—Yes.

62263. They are your children?—Yes; only they are at liberty to go at any moment.

62264. At what age do they leave?—Twenty, twenty-one, and twenty-two.

62265. As old as that?—Yes, we have them pretty old sometimes.

Average payment by lads.

62266. When they are of that age and earning enough, do they pay the entire cost of their maintenance?—The most we ask a lad to pay to us is 8s. a week, but we propose to raise that.

62267. It costs you a good deal more than that?—Yes. We propose to put on an extension to the present Home, and to raise the amount that we will ask from them.

62268. Do they handle their own money, or do you handle it for them, and keep it back?—They must show us their whole wage, and we take 8s. and hand them the rest.

62269. Suppose a boy is only earning 8s., then what will he get?—He will get 1s. of pocket money.

62270. If he is earning 10s., will he get 2s.?—If he earns 9s. 2d., then he pays us 8s. and keeps 1s. 2d. for pocket-money.

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Average payment by lads.

62271. You have something to adjust as between the 9s. 2d. and 8s., and the boy gets whatever it is for his pocket-money?—Yes.

62272. Do they spend that money entirely at their own discretion?—Yes.

62273. What liberty of hours do they have?—They have to be in for evening prayers. They have to be in at night, after work really, for supper at 6.30 or 7. There are two suppers, three breakfasts, and two dinners on week days to meet the hours of the different lads. The older lads have a certain amount of freedom given them, but they must all be in at 9 o'clock, unless they can show us an overtime line.

62274. Have they direct religious instruction?—Yes. They are all sent to church on the Sunday morning. They can go to any church they like, provided they satisfy us they are going to church. The bulk of them go to a mission church quite close to us. On Sunday evenings in winter we have Bible classes, and in the summer we have Bible addresses.

62275. Have you a library for them?—Yes.

62276. The limit of your numbers is owing to the subscriptions that you receive?—Yes, at present we are full, and we wish to extend.

After careers of Home lads.

62277. So far as you can tell, are the after results satisfactory?—We find it very difficult to tell about the boys afterwards. Any lads that come back to us are, as a rule, unskilled labourers, and they are the least satisfactory.

62278. They come back in order to get something?—They come back completely at their wits' end to know what to do.

62279. They don't feel inclined to maintain a connection with you if they are successful?—Not altogether. Still a number of them do come back, and we have an Old Lads' Supper once a year, but we find it a little difficult to trace the old lads and to keep in touch with them. We have been having under consideration for some time how that could best be done. I am not sure that the old lads themselves should not do it if we could get some of the older lads to look after them. We get a certain proportion brought to us by old lads.

62280. As regards your management indoors, you have a matron?—Yes; a superintendent, and assistant superintendent, and a staff.

62281. What are their relations with the boys? Are their relations affectionate?—Yes, very.

62282. If these boys did not go to you they would go to the Poor Law?—Yes, I think so.

62283. You are not certified?—No, we are not certified.

62284. The Poor Law does not and could not, according to their arrangements, send children to you?—We get certain children from poorhouses.

62285. But the Poor Law authorities could not send children to you as they do to certain homes?—No.

62286. I don't wish to go into this question of a claim which you speak about in the appendix to your evidence. If they have no right to send them, it is not likely they would pay you anything, but I don't propose to go into that?—Very well.

62287. (*Mr Loch.*) You raised this question in relation to the Poor Law. I think in Scotland you could not be certified as a Home outside and inspected for the Poor Law?—Not at present, I understand.

Co-relation of Lads' Home with parochial authorities.

62288. I understand that your institution might in some way be brought into co-relation with the Parish Council?—Yes.

62289. And it might be that if it were somewhat recognised as a Home available for Parish Councils, that could be done as a mere matter of course, if you fulfilled duties which would be of service to parish councillors in their work?—Yes.

62290. Do you see any objection to the scheme which has been suggested by which your Home and other Homes might come into a kind of standing relation to the Poor Law?—I see no objection, provided the relation was not to imply that every lad that came to us must necessarily be on the parish. What I tried to point out is that we claim to be treated as, I understand, the homes in Manchester and London are,—one is certified and one is not—who get a grant for a lad for the first two years from fourteen to sixteen, and then possibly a donation afterwards. My directors, I think, would be perfectly satisfied if for every lad coming to them from the parish they could get during say the first two years of his apprenticeship a small weekly grant, and possibly afterwards a general donation, but I would not like to say that the moment a lad came to us we were to find out whether he was on the parish or not, and then write to the Parish claiming a grant.

Co-relation of lads' Home with parochial authorities.

62291. Suppose you reserved your right to deal with all cases as at present, but parallel with that there was an arrangement by which you were looked upon as a home available to receive cases sent by the Parish Council, those cases being such as were suitable for your Home, would that do?—Quite.

62292. With regard to the charities, you leave that to Mrs Kerr, who will give evidence about them?—Yes.

62293. You have had yourself some experience of charitable work in Edinburgh?—Yes.

Co-ordination of charities

62294. Can you tell me whether you look forward hopefully to bringing these charities into co-ordination by degrees?—I think so. I think we might by degrees bring the different groups of charities rather more into relation with one another. Our principle at present is to group the charities. In appealing to the public for subscriptions we group the charities and endeavour to get representatives from the charities on to the Council of the Charity Organisation Society; we group them, and then we endeavour to get the groups to meet.

62295. You have adopted a joint collection scheme for these various groups, and in that way a certain amount of money is collected by you at the least possible expense for the charities?—Yes, and it has been very successful as a commencement.

62296. I think you heard Mr Cowan's evidence about the children. Are you of opinion that anything special has to be done to prevent the growth of the class of children who ultimately become dependants on the Poor Law?—You mean something in the way of education.

Need of apprenticing lads to skilled labour.

62297. Yes, or any other way so as to stop that growth?—Yes, I think so; I think steps should be taken to induce parents to send their children to skilled labour.

62298. Would you look forward to utilising Homes like your own, with modifications, to bridge the time between the school time and steady labour?—Yes; but I think there are a number outside who ought also to be trained, and who would not fall under our Home provision.

62299. Would you stop street-selling and such like things absolutely?—I should endeavour to do so, because I think it is very prejudicial to the lads.

62300. So long as that goes on there is no way of stopping the deterioration of the child?—So long as street-selling goes on?

62301. Yes?—No, I think not.

62302. Do you not find that the child takes up a piece of work that pays him for the moment, work say connected with the carrying trade or something of that sort, and is afterwards thrown out?—Yes, but in our Home we make it a rule that the lad joins a trade wherever possible.

62303. Your idea would be that the same amount of suasion should be at the school?—Yes, I think so.

Question of payment by Parish Councils for lads in Home.

62304. (*Mr Bentham.*) According to your statement, you had some difficulty with the Parish Council with regard to the payment for boys in your institution, and your committee thought that the Parish Council ought to subsidise you?—For a certain time.

62305. Until the boys were in a position to earn sufficient to maintain themselves?—Yes.

62306. I think, in the first place, the case mentioned was one that came under your notice and was dealt with by you prior to the attention of the Parish Council being drawn to the case?—That is so.

62307. Is that the reason, do you think, that the

Parish Council objected to entertain the idea of payment?—No; as I understand it, it is because they have no express power to pay to our Institution, or an Institution similar to ours, at present.

62308. They have power to grant outdoor relief to a boy who may be earning wages, although he is not earning sufficient to maintain himself, whether he is in an Institution of your kind or under a guardian?—That may be, but I understand they do not have power to pay to an Institution similar to ours, as we do not come, as I understand it, under the class of Institution to which they can give grants under the Act of 1845.

62309. You don't want a grant to your Institution; you want payment for that individual boy. It is rather different, is it not?—No doubt, but while it is paid to the boy, it is paid to him so that he may hand it to the Institution.

62310. Does that bring it under the clause which regulates the institution to which Parish Councils may subscribe?—Possibly not. As I understand it, the ground for nonpayment to us is as I have stated it, but I may be in error.

62311. You think you could do a great deal of good in the way of dealing with boys that may be chargeable to the parish provided the Parish Council were willing to enable you to deal with these boys, to train them to a trade, and get something from the Parish Council?—I see no reason why it should not be done.

62312. Do you think it would be a great help to the Parish Council in the way of preventing boys growing up without a trade?—Yes.

62313. And prevent a number of youths from swelling the ranks of unskilled workers?—Yes.

62314. Has any approach been made by your committee to the Parish Council with the object of getting into closer co-operation?—Nothing except the correspondence in the appendix to my evidence-in-chief.

62315. Do you not think that such an attempt to come to a close working arrangement is advisable?—I think it might be done.

62316. If it were as profitable as you think it would be?—I think it might be done.

62317. With regard to the number of boys that you have brought into occupations, and the number of applications you have had for boys, have you made out a schedule?—No, but I can tell the number of lads that we had at trades last year.

62318. What I wanted rather was to have the number of applications you had for boys, the number of boys that you could supply, and a schedule of the trades, so that we might see exactly the trades to which these boys have been apprenticed?—I could easily let you have that. (*Subsequently sent. See App. CLXXII. (C).*)

62319. (*Mr Booth.*) Do boys occasionally change their trades?—Occasionally they do.

62320. (*Mr Bentham.*) When I was visiting your institution I was given to understand that a good many of the boys were apprenticed to the painting trade?—That is so.

62321. Painting—at least in my own experience—is rather a season trade, and for part of the year they are unemployed. Have you a sufficient outlet in other trades without apprenticing them to such a trade as that?—They are very fond of the painting trade. At this moment we have more applications for boys than we have boys to send. We have had no difficulty in getting openings for our lads.

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Trades to which lads are apprenticed.

62322. Are the openings principally in the painting trade?—No, I should say that they are spread all over the different trades.

62323. (*Dr Downes.*) This has only an indirect connection with your home, but I don't know whether you are able to tell us what they do in Scotland with a class of boys and girls who are in England remanded to the workhouse pending their transference, or being dealt with by the magistrate. We call them "remand children." They are children perhaps found committing some petty pilfering, and they are brought before a magistrate, and the magistrate can remand them to a place of safety, which in England is pretty often the poorhouse. Have you any corresponding class here?—No, but we have occasionally to take lads from the magistrate direct into our Home.

62324. Under what power are they remanded?—I cannot say, but the fiscal occasionally asks us if we will take a lad into our Home, and so the boy comes direct from the magistrate, but he comes voluntarily.

62325. He is not under detention?—No.

62326. (*Mr Patten-MacDougall.*) The children you are speaking of have been charged with some offence?—Yes, some small offence.

Effect of parish help on lads in Home.

62327. In the case of the boy for whom you wanted a grant from the Parish Council, the result of their giving that relief would have been to pauperise the boy—to make him a pauper. The only power that the Parish Council had was to give outdoor relief to the boy?—Undoubtedly. But in what way do you mean it would pauperise the boy?

62328. Because no one can get relief of any sort without being pauperised thereby?—That is so, but it would not necessarily do the boy any harm.

62329. To be pauperised?—To get that grant. I do not think it would do him any harm in our Institution.

62330. Further, I suppose the Parish Council giving outdoor relief in this way such as you desired to this boy involved a certain power of control and a certain power of inspection over the boy?—Yes.

62331. And also power to look after him in every way?—We look upon it very much as a lad sent to us from an Industrial school or from another Institution from whom we get a small grant for a year or two, and we would be open to inspection by the parish authorities in the same way as we are open to inspection by the authorities of Industrial schools or voluntary Institutions. We have no control over the boy—our only control over him is that we make him happy and he likes to stay on, but we cannot keep him. We take boys from the industrial schools with small grants, and they are satisfied. What we ask is that we should get the same treatment from the poorhouse.

62332. At the same time you are of opinion that there might be more co-operation than there is at present between your institution and the Parish Council?—Yes.

62333. And you would advocate that?—Yes, strongly.

62334. (*Mr Booth.*) Are boys recommended by your subscribers?—No; we have no voting.

ONE HUNDRED AND SIXTH DAY.

Friday, 14th June 1907.

AT THE CALEDONIAN RAILWAY STATION HOTEL, EDINBURGH.

PRESENT.

The Right Hon. CHARLES BOOTH, F.R.S. (*Chairman*).
Mr F. H. BENTHAM.
The Rev. T. GAGE GARDINER.
Mr C. S. LOCH.
Mr J. PATTEN-MACDOUGALL, C.B.
The Rev. L. R. PHELPS.
Mrs BERNARD BOSANQUET.
Mrs SIDNEY WEBB.
Miss OCTAVIA HILL.
Mr FRANCIS CHANDLER.
Mr R. H. A. G. DUFF (*Secretary*).
Mr J. JEFFREY (*Assistant Secretary*)

Mrs George Kerr.

14 June 1907.

Mrs GEORGE KERR, called and examined.

62335. (*Mr Booth.*) You are Honorary Secretary of Edinburgh Social Investigation, Joint Honorary Secretary of the City of Edinburgh Charity Organisation Society, Manager of the Edinburgh Royal Infirmary, etc., etc.?—Yes.

62336. We shall take your statement which you have kindly furnished as your evidence-in-chief, and shall supplement it by a few questions?—Very well.

(*The witness handed in the following statement.*)

1. For twenty-one years I have been a member of the Executive Committee and Housing Superintendent of the Edinburgh Social Union, which is an association formed in 1885 with the object of bettering the conditions of the poor, but which has largely concentrated its work on the reconstruction and management of slum dwellings, imitating the methods of Miss Octavia Hill in London. This work has had my keenest interest, and until three years ago absorbed nearly the whole of my time, and brought me into close relations with many of the poor in Edinburgh, and with most of the charitable schemes for their relief.

Medical examination of school children.

In the autumn of 1904, in consequence of the interest raised by the publication of the report on physical deterioration, a small committee was formed of influential citizens in Edinburgh, who received the permission of the School Board to make a complete medical examination of all the children in one of their schools. To this committee I was made secretary.

Domiciliary visitation of school children.

In addition to the medical examination of the children, a systematic visitation of the home of each child was arranged and carried through, followed by an inquiry into the financial and moral condition of the parents. The statements in the report, which has been published, and to which I refer ("Report on the Physical Condition of 1,400 'School Children, together with some account of their Homes 'and Surroundings," London, P. S. King & Co., 1906), were examined and sifted and compared with every possible care, and on them I would base the evidence I would submit as regards the granting of *out-relief*. Also I would refer to the list published in the report (page 7) of the charities and churches which were helping in 443 cases.

In February 1906 the City of Edinburgh Charity Organisation Society was formed, as a development of the Association for Improving the Condition of the Poor, and I became joint honorary secretary. My work in connection with the society has been mainly as chairman of one of the five relief committees, and during the past winter we have had to consider and deal with a large number of cases in the Canongate district, which has again brought me into relation with the city charities and Poor Law.

Also in January 1906 I became a manager of the Royal Infirmary, which has opened up a new interest in connection more especially with the medical charities of the city, and with questions of hospital management.

POOR LAW ADMINISTRATION—OUTDOOR RELIEF.

2. In the Report before referred to I have found and analysed fifty-four cases of outdoor relief (*see App. CLXXIII. (A)*), and I would point out that these cases have the advantage of not being in any way selected, and may therefore be taken as fairly typical.

3. These cases divide themselves naturally into two divisions:—

I. Married couples, . .	25 cases.
II. Widows, . . .	29 „

Out-relief to married people.

I. *Married couples* receiving out-relief for the following reasons:—

(*a*) Husbands who are ill, .	13
(*b*) Husbands in asylums, .	5
(*c*) Husbands in prison, etc., .	3
(*d*) Husbands whose earnings are supplemented, .	4

(*a*) Of the 13 cases with sick husbands, 3 are now widows, who are all sober and hardworking. Their 3 joint families represent 18 persons, and their total income per week amounts to £2, 13s. (of which the parish contributes £1), equal to 17s. 8d. per family, or 2s. 11d. per head. Of the remaining 10 families, 3 are sober, with clean and tidy homes, representing 19 persons, with a total weekly income of £3, 15s. 7d. (of which the parish contributes £1, 1s., equal to 25s. 2d. per family, or 3s. 11d. per head).

(*b*) and (*c*) Husbands in asylums, prisons, etc.—There are 8 cases, of whom 6 are decent and sober, while 2 drink badly. Their united weekly income amounts to £5, 16s. (of which £1, 19s. is contributed by the parish), which is equal to 14s. per family, or, as the 8 families represent 37 persons, 3s. per head.

(*d*) Husbands' earnings supplemented.—Four cases, of which I submit details as they are each different and difficult to classify.

1. CASE 19.—Old woman, lodging with her daughter, who is married and has 2 children. The mother receives 2s. 6d. from parish, which enables the family to keep her, as the man's earnings are only 18s. The wife is very delicate, and this seems an admirable arrangement. £1, 0s. 6d. for 5 persons, or 4s. 1d. per head. Sober, clean, and tidy.

8. CASE 312.—Receiving 4s. 6d. from parish as a widow, but has quite recently been married again to a man in steady work. Boy of 10 in industrial school.

Woman has steady work,	10s.
Girl, ...	8s.
Parish, ...	4s. 6d.
	£1, 2s. 6d. for 6 persons

—together with what second husband is earning. Woman occasionally drinks, but clean house.

12. CASE 442.—Child boards with grandparents, who are well-to-do, but heavy drinkers. Plenty of money, up to £3, 13s. a week, and sometimes more. 3s. from parish, but the children not cared for. *Both grandparents are heavy drinkers.*

21. CASE 739.—Man ill—pleurisy and heart; better now and out of hospital; able to earn a little. One boy in industrial school. Baby dead.

One boy in hospital with whooping-cough. Four persons to live on—

Man, . . .	10s.
Mother, . . .	2s. 6d.
Parish, . . .	8s. 6d.
	21s.

Man very bad—5 convictions. Woman sober and hardworking.

II. As regards *widows*, I have analysed 29 cases in receipt of parish relief.

In 6 families only I find drink, representing 32 persons, whose weekly earnings amount to £4, 15s. 6d (of which the parish contributes £1, 9s. 6d.), equal to 15s. 11d. per family, or 3s. per head; while in 23 cases I find sober and decent families, whose weekly income comes to £25, 16s. 8d. (of which the parish contributes £6), making 22s. 5d. per family, or 3s. 10d. per head.

4. From the above I find it very difficult to make any generalisation, the amount of income is so varying, as is also the amount granted by the parish. In nearly all the cases the relief and wages are further increased by help from churches and missions, not sufficiently regular to be of any real use, but encouraging the people to "hang on," in the hope of clothes and coals, if not grocery tickets.

5. In this connection I would suggest much closer co-operation between the parish authorities and charitable agencies, and some constant supervision of the out-relief cases, in order to know month by month the condition of the home, and the health and cleanliness of the children. For the widows who are in receipt of outdoor relief, I would strongly urge the appointment of a lady visitor in each case who would undertake the supervision of each family; and where there are young children I would urge that the relief should be adequate, so that the mother was not allowed to work out of her home, but that the condition of out-relief in that case should be the carrying out of methods of cleanliness and nurture taught by the lady visitor. Such ladies, I think, could be found and *selected* among our church workers and parish sisters, who are visiting these widows in any case in the course of their ordinary duty.

6. I would also urge that *all* payments of outdoor relief be made *weekly*, and not monthly as at present, and that power should be taken to make such payments through such selected and qualified lady visitors. Such visitors to be in close connection with the Parish Council, and report to it on the cases under their charge so often as deemed necessary.

7. In the main, I am of opinion that the Scottish plan of *outdoor* relief has many advantages, and that if it were safeguarded by some constant visitation and by a continual reviewing of the amount needed for the family support, it might, by keeping the family together at a difficult time and by making *decent living* a condition of out-relief, educate and build up decent homes among the poorer classes.

8. As regards the drunken and lazy and shiftless, some legislation is earnestly needed for their training in work somewhere, where for a considerable period (say two years as a minimum) drink would be withheld from them. Detention in such a colony after the first period to be dependent on the good conduct of the colonist.

9. As part of my evidence, I would also refer to the second Appendix, which gives a list of the principal charities in Edinburgh, as taken from the Red Book (*The Edinburgh Philanthropic Red Book*, Macniven & Wallace, 1901). (*See App. CLXXIII. (B).*) Unfortunately the date of the publication of this volume is 1901, six years ago, and the time at my disposal has not been sufficient to bring the report up to date. I have, however, compared it with the list of 175 charities contributed to by the citizens of Edinburgh in January and February of this year through the Charity Organisation Society Collecting Scheme. This list of 175 charities may be considered, I think, typical of the main charities of the city, and I have added to the list of 1901 any new charities which appear in the second list, omitting, of course, any in the 1901 list which I have discovered to be no longer in operation. This brings out a list of 176 charities, but in 26 cases I have been unable to obtain statistics.

The remaining 150 charities, however, show an *annual* income of £255,079. To this sum falls to be added the income of the 26 charities before mentioned, and the charities of churches and of private individuals, the amount of which it is impossible to ascertain.

10. In the above list I have as much as possible concerned myself with those charities which relate to Edinburgh, but a sum would require to be deducted, *e.g.* for the Royal Infirmary and Asylum for the Insane, which are largely taken advantage of by the entire country. To estimate the amount available for the help of the poor and afflicted in Edinburgh, it is necessary to add to this the amount raised by the Parish Council as follows:—

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Statistics of charities.

Total annual income from detailed charities, (26 charities, no statistics given.)		£255,079
Assessment raised in 1906, . .	£76,195	
Government Grants, etc., . . .	18,440	
		94,635
Total annual income for relief of distress, as detailed, ...		£349,714

11. It is even more difficult to make any estimate of the average number of persons among whom this sum would fall to be divided.

The census of 1901 gives the population of Edinburgh at 317,459, and I find, through the courtesy of the Burgh Assessor, there are at present 49,918 houses under £20 rental. Distributing the above sum to these persons would work out at £7 a house. But at 15th May 1906 the number of outdoor poor receiving relief amounted to only 1,845 families, from which we may surely argue a very much smaller number of destitute persons living in their own homes, while the *total* number of registered poor at that date was 4,641, including those in workhouses, lunatics, and children boarded out.

12. From the above I would argue that the poverty problem in Edinburgh, in so far as it is a *money* problem, does not arise from want of money, but from the want of an intelligent working together of all the charities, in the first place among themselves, and a closer connection and co-operation of them with the Poor Law. It would be of immense value if in some way all charitable societies could be induced to register somewhere the objects of their existence and the amount of their funds.

Need of registration and co-ordination of charities.

62337. (*Mr Booth.*) I propose to begin at once with what you say in paragraph 12,—"From the above, I 'would argue that their poverty problem in Edinburgh, 'in so far as it is a money problem, does not arise from 'want of money, but from the want of an intelligent 'working together of all the charities, in the first place 'among themselves, and closer connection and co-opera-'tion of them with the Poor Law. It would be of im-'mense value if in some way all charitable societies 'could be induced to register somewhere the objects 'of their existence and the amount of their funds." I want you to pursue that with even greater precision than your written evidence does, if you can do so, and I shall ask you two things: first, what has been done by you in this organisation of charity with which you are connected? and second, what further or different methods would you suggest? You give us a very interesting list of charities showing the very large sums of money that are available. Now, I would ask you first to tell us shortly what is the character of the existing organisation, which I believe has been in existence for about eighteen months?—As Mr Loch knows, I think this question came up largely because of the immense amount of different kinds of charities in Edinburgh, both endowed and supported by voluntary contributions, and the idea, of course, was very much as I indicate in my evidence, viz., to relate them a little more to each other. There are so many educational and so many medical charities and so many other kinds of charities, that we wish, if possible, to bring them into a focus.

62338. To what extent have you been successful in that?—It has been very preliminary work. As you know, it is not very easy to get charities to work together; but by two methods we have started what I am hopeful will bring about a good result. The first thing has been spoken to by Mr Maxwell, the joint honorary secretary, viz., the collection scheme by which charities relating to one particular description of poverty or illness have been asked to meet together and elect a representative. Take the night shelters, for instance, or the Boys' homes: a good many of the secretaries had never met each other. We think we are doing a certain amount of good in bringing them together and making them realise what the other bodies are doing.

62339. You are arranging them in groups?—Yes, so

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that, say, when one night refuge is full, instead of building another wing, they should be able to send the people they cannot take in to the other night refuge that may be half empty. The idea is to get them co-ordinated in some way. We have made a beginning.

Need of registration and co-ordination of charities.

62340. In the pursuit of that object do you do anything in the way of a central office?—Yes, we have a central office with a secretary in Rutland Street. We have also, in connection with the collection scheme, representation from the different groups of charities. We are seeking to make the charities meet together and elect a representative to represent that group of charities, and we think by bringing them together we will be able to make them understand each other and help each other.

62341. Has that been actually carried out?—Yes, for one year. We are going to try it again now. We are going to try to get them to elect a representative again for the ensuing year. We think there is an educational value in it.

62342. Do you use the telephone?—Yes, very largely.

62343. If their offices are not actually together, then they can communicate by telephone?—Yes, that is the idea, that more and more they should be drawn together. Of course the ideal would be if we could have a central house like the Denison House in London, where we could have a large number of our charities together. It would tend very much to work like a clearing-house.

Relations between various charities.

62344. And it would tend to friendliness?—Yes. There is a great deal of difficulty between one charity and another.

62345. Jealousy?—Yes, I would be inclined to say jealousy. There is a strong wall built up, you see: one does it this way and the other does it that way, and there are difficulties in working together.

62346. Would that apply to the secretaries or only to the committees?—That would depend. In some cases it would apply to the one, and in other cases it would apply to the other. There is a little difficulty where there is a paid secretary, where a man draws a salary for administering a small sum.

62347. He would be afraid of being superseded?—Theoretically, yes. Our idea is to reduce the working expenses as much as possible where they are not necessary.

Co-ordination and classification of charities.

62348. You have started a plan of joint collection?—Yes, and that has worked for one year. We issue a schedule with the names of the different societies on it. Many of the societies have agreed to the scheme, and the result is that the householder who wishes to do so can send his subscriptions in one cheque instead of being bothered by a great number of collectors. We find that most of the charities on the list have largely benefited, that the subscriptions have been very largely increased. People seeing such a list of charities have been rather ashamed of what they have been giving in the past, and they give more. Besides that, they have given to charities which they thought desirable when it was brought before their notice in this way.

62349. It familiarises their minds with the fact that there are these charities?—Yes. Then we have them classified: relief in affliction, in sickness, in distress, also reformatory and rescue relief, and so on.

62350. That classification is in accordance with your idea of grouping?—Yes.

62351. And it might tend to lead to that very grouping?—That is the idea. When you have two or three small charities under one heading, they will tend to come together.

62352. They are aiming at the same thing?—Yes, and the work might be better done under one organisation. Of course there may be reasons to keep them apart, but they should be put together as much as possible.

62353. Are there many charities on your list which are religious in their basis?—No. The first year we did not take anything to do with churches—I mean with the church charities as churches. I don't know whether that will come. Almost all the charities on the list are philanthropic, for sick relief, and for relieving any destitution. We did not take any Bible societies or that kind of societies to start with, nor did we take the more essentially church charities.

Co-ordination and classification of charities.

62354. Leaving them out because they were more difficult to harmonise?—We thought we had enough to start with. I don't know how it will develop, whether we will be able to include these later on or not.

62355. All that you have pointed to means a slow growth towards what you want?—Yes, I don't think we can hurry it.

62356. In addition to that you have some argument for the spreading of wise principles or careful consideration of these questions?—Yes, we hope to do that in two ways. I shall take the most important first. We have divided the city into five districts. The districts are obviously far too large, and we hope to have fifteen or twenty districts if the thing succeeds. At present we are not in a position to put more than five committees into working order. In each of these districts we have a committee which consists of a chairman and secretary on the lines of the Charity Organisation Society in London. These form a nucleus, as I might put it—we have been able to gather round us both the churches and the friendly societies, and all the different organisations that are working in the district. I think I may say that we have been wonderfully successful in the one year, because the Scottish people are very conservative and slow to move in any new idea. We have got the churches, both the ministers and the church workers, to come to us with their cases wanting relief, and we have been able to work together. Our great idea in that is that we will be able to know what relief is being given to what family. That is our hope. Any family coming up, its case is thoroughly gone into, and some plan is made for its relief. We get round us all the people who are already interested in the case—churches, friendly societies, dispensaries, destitute sick visitors, or whoever they may be; we talk the thing over, and plan some scheme by which we think that the family can best be helped, and then we hand it over to the church, or the Destitute Sick Society, or whatever body undertakes to see the case through. We hope by these means to do a great deal more towards bringing the charities together.

Constitution of Edinburgh Charity Organisation Society and appointment of district committees.

62357. Who are "we"? Is that the organisation which represents all these, what I may call permanent charities, or is it one organisation alone?—"We," in the first place, is the City of Edinburgh Charity Organisation Society. It has a council, and this council has appointed these district committees. To each district the council appoints the chairman and the secretary, and perhaps two other members, and these four or five people are left to co-opt or arrange with the district workers who shall go on to the committee. These four or five meet very regularly every week or twice a week, according as the cases are numerous enough, and gather round them all the workers in the district who may or may not be members of the council.

62358. But what I don't quite understand is whether the Charity Organisation Society consists of representatives from these large charities?—The council of the Charity Organisation Society is composed of representatives from all the charities, and from the churches and from the friendly societies; also from the Town Council, the School Board, and the Parish Council. The University has representatives for every public body in the city. There are sixty or seventy members of the council. The different charities meet together and elect their representative to the council, and it is this council which has organised the district committees throughout the city.

62359. So these other bodies, the friendly societies and so on, are actually represented on the council?—Yes. We feel that to be a very important thing. The council is entirely composed of representatives of those who are doing philanthropic work.

62360. Are the public authorities represented?—The Lord Provost is the chairman, and we have six members from the town council.

62361. Is there an elaborate system of election?—Not very. The town council elect their six members—I think that is the number,—and the other charities, as I have already said, meet together and elect their representatives. It has only taken place once, and we are

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interested to know whether we can do it again this year. As I say, the charities meet together, and send a representative. We have arranged in our constitution how many shall represent hospitals and churches and so on. Then we have a member from the School Board and a member from the Parish Council.

62362. Is the Charity Organisation Society a distinct society? Is it one of those represented, or is it now merged? You had a Charity Organisation Society before? —Yes, and it was extended into this larger scheme with which it is now merged. There was an Association for Improving the Condition of the Poor, which had been in existence in Edinburgh for a great number of years. It did very good work, but it was on rather too small a scale, and it did not influence Edinburgh as a whole very much. Instead of starting a new society we simply extended this old one. It was very kind and anxious to work with us, and we merged its constitution in ours, and inherited funds.

62363. Has this enlarged Charity Organisation Society got some funds of its own?—It has a large subscription list. It has been extremely well supported during the last year.

62364 On what is that money expended?—As you are aware, a great part of it has to go on administration, because the work of the Charity Organisation Society is very largely administrative work. A small amount of it is used for relief. Then we have a publishing committee for publications. As yet, it is too soon to say what we are going to use our money for, but we want to go in for apprenticeship work, and things of that kind.

62365. It has a subscription list of its own?—Yes.

62366. Is the small part of its funds that goes in actual relief expended by the district committees?—Yes, almost entirely.

62367. The main object, however, of the district committees is to bring the workers together?—Yes. We don't particularly wish to be relieving committees in ourselves. As we understand, there is plenty of money for charitable purposes in Edinburgh, and we would rather bring together the money that is available, though there is a certain amount of expenditure that has to be made for interim relief until we make up our minds how best to help the cases.

62368. Do you draw at all on public funds? You told us that the public bodies were represented. Do you receive any grants?—It is something very small. I think there was a sum of £10 voted to us the other day from the Common Good, but I am not sure.

62369. If there is anything, it is uncertain?—Yes.

62370. So it is not a rate-supported organisation?—That is so.

62371. I shall leave Mr Loch to ask any further questions to clear the subject, because he understands it much better than I do. I would only ask you now to say if there are any suggestions that you would make as to the possibility of the general spreading of some scheme of this sort which, I take it, is to supplement the Poor Law, and if possible to prevent pauperism. I take it those are the objects?—Yes.

62372. Have you any suggestions to make as to how it could be made generally available to all urban districts and to country districts, if you think it could be made available?—My great hope is that if it develops it will tend to a much closer approximation between the Poor Law and charities. We have a member of the Parish Council on each district committee, or at all events on most of them, and I would hope that would be more common, and that the boundary line between the Poor Law work and the charitable work could be made more distinct, and more co-operative, so that we might understand each other better; and that the cases that are distinctly Poor Law cases, if they are to be dealt with by the Poor Law, then we should know that they are doing so; but if the Poor Law cannot deal with them adequately, then the charities must come in and help. I rather think that if the Poor Law authorities take up a case they should deal with it adequately, and see it through; but if they cannot do so with the present rate of allowance, then it is very important that there should be some extra help from outside, and I think we should do that by these district committees. This scheme of ours is too new to speak of it as a success; but if we can make it a success here I don't see why it should not be a success in other places.

Co-operation between Poor Law and charity.

62373. Your object is to clear up the sphere of the rate-aided systems and the voluntary systems?—Yes, in order that the persons whom we decide to assist, either voluntarily or by rate-aid, should be properly assisted in the best way, and adequately assisted. It seems to me that it is not satisfactory as it is at present. A great number of our poor people in Edinburgh are getting help either from the Poor Law or from charity, or from both, and with it all are eking out a most miserable existence. I think when a case is decided as a proper case for assistance, it is our business to see it through if we are going to assist at all. I would like to see something more systematic carried out in that way, and I think that by district committees, or something like that, one would be successful.

Extent of charity.

62374. This total of a quarter of a million of spendable money, or money spent at any rate in connection with these various charities that you enumerate, is a very large sum. I suppose Glasgow has quite as large a sum? —I don't know, but I should think that they have more.

62375. But it won't be found everywhere. Does it occur to you that the organisation will have to be done in proportion to the funds that have to be dealt with? —Obviously. If you have not enough money to assist the necessitous, then you must get it. There is plenty of money available just now; the difficulty is not to get the money, but to get the right spending of it.

62376. You are speaking of fresh appeals for money? —If necessary, but I have no experience of other towns.

62377. Would it be true in the country also?—There is generally a good deal of money, either in connection with the churches or otherwise.

62378. At any rate, you don't think the money difficulty is one, and although this organisation has been conceived for a great city, you think it could be modified to suit any size of town?—Yes, but I don't know how it would work in country districts. Everyone knows each other in the country in a way that they don't in the towns, and they would not require to have such an elaborate organisation in the country or in villages.

62379. Do you think it would be admissible to defray the actual cost of the organisation—I mean the rent and possibly the salary of the secretary—out of rate money? —I don't think it is necessary.

Relief to widows.

62380. (*Mr Loch.*) With reference to the inquiry that has been made in Edinburgh, and which practically, I suppose, sets out the difficulties, let me take an individual case almost at haphazard; let me take case 481. "Good home, though very poor. Widow, not strong, 'takes in lodgers, a girl and man. Latter away at 'present; out of work. Gets parish relief and cheap 'coals; eldest boy gave trouble, but is now in army; 'younger very good lad, works well. Members of church 'and thrift club. Father dead six years, and one boy 'died. Girls have had free dinners three years running, 'and one got clothes last year from school. Evidence 'from police, church, Poor Law, school charity, em-'ployer, children's employment, schoolmaster, and 'doctors." That is not one of the poorest cases, but it suggests that it and the other cases mean a great deal of work if any change is to be made in regard to them?—Yes, that is so.

Overlapping of relief.

62381. The notes also seem to indicate that the relief is coming from several centres; it comes from the Poor Law, then there are those free dinners and clothes, and then there is assistance from lodgers?—Yes.

62382. I presume your object would be to bring into some kind of harmony this giving, or else, as you said just now, to hand the case over to the parish?—Yes.

62383. If you handed it over to the parish, could the parish deal with it in a successful way at present? would their inspectors and others, with their work, be able to tackle the difficulties of the case?—No, not as they are at present.

62384. Would the best thing of all be, in the case I have quoted here, that it should no longer be a parish

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case, but that it should be taken over by someone else?—I forget why this was an unusual case.

Conditions on which aid should be given to widows.

62385. The reason seems to be that it is a widow?—Then, of course, they get the relief almost automatically. In my evidence I think you will see that I feel rather strongly as regards the cases of the widows. Of course there are some very difficult cases, but I think when the widows are going to be financed, either by the rates or by voluntary contributions, the money should not be given unless the authority giving the money is satisfied that the home is a proper one and can be properly kept up. It seems to me there is too little scheme in this. The child, if its mother is a widow, gets this aliment, and there is an end of it. I would like to see these parish homes, where the parish gives the money, a sort of object lesson in the district. I should like to see the condition of relief this, that the home is really a pattern home, and the mother should not be compelled to work out. I feel very strongly about that. I don't see how the home is to be kept together if the mother has to work out.

62386. Would you, in a case like this, attach voluntary visitors to a parish case?—That is my idea.

62387. Similarly, in these other cases, which are extremely hard cases to deal with, and in which there is money given from several quarters sometimes, you would also attach individual visitors there?—My idea is that if there is a case of need, either the case of a widow or a case of poverty, then that case should be dealt with by somebody, either our district committee in Edinburgh, if it could be so done, or some other authority, and that the whole relation of the family should be considered; and the condition of relief should be, not only a dole of so much per week, but whoever is giving the relief should be satisfied that there are some means and some method of carrying on that family.

62388. Then you would hope in the course of that that you were doing what was practically the work of civilisation?—Yes, the replacement of the family in society.

62389. These cases would go almost simultaneously to a district committee of the Society, or to the Parish Council officers?—Yes.

Extent of visitation to outdoor cases.

62390. And presumably you would wish the same standard adopted in both cases? Would you not then simply be bringing your Parish Council up to a new standard, which would be good, and at the same time be bringing charitable work up to the same standard, so that both would be doing the same kind of work, although the finances would be different in each case?—That would not be objectionable.

62391. And by degrees, by applying the same method, you would get visitors equally serviceable for the parish and for the charities?—Yes. I object to the double visitation that goes on. I think there is too much visiting of the home. There should be a visitor that would co-ordinate all the relief that was given and would be responsible for all that family.

62392. Would you take into account all these things that come into these schedules more or less?—Yes, I think so.

Medical examination of school children.

62393. You would link your work to a medical examination?—If we have medical examination in the schools, certainly. Frequently we have got to do it for ourselves whenever anything occurs. I am chairman of one of the committees, and I am in relation with a big school in our immediate neighbourhood. The headmaster and the infant mistress report to my committee all the defective children, physically defective and mentally defective, and we are trying to work out a sort of scheme, as I understand is done in England with the school managers, in connection with the district committee work.

Training of workers for visiting poor.

62394. To take the next point,—it comes to this, that the investigation would require to be of a rather broad description, covering physique as well as morals. The visiting would be in the nature of a preventive and a reformative method. That being granted, do you think it will be possible to train workers for this duty?—I think so. Of course the training of the workers depends on the workers. We have had a good many workers through our hands one way or another. I find it is not very difficult to get workers, but it is always difficult to get the best workers. We have been able to get sufficient so far as we have gone. If this work is to go on to the extent that we hope it will, then we shall require a great number more.

62395. Judging from your experience of a year or so, you have found, as far as you could expect it, a steady supply of workers to be forthcoming?—Yes.

62396. You explained how the churches worked in. Your reference of a case is often to the churches which help as visitors?—Yes. I am very anxious, even at the risk of not getting the best visitor, that we should try and draw in the church workers. In our somewhat distracted condition of ecclesiastical politics in Scotland, it seems very important that we should get these. The poorer parts of Edinburgh are simply inundated by all kinds of church workers. We should try and educate these as we go along.

Extent of relief given to drunkards.

62397. This is a large method for preventing pauperism through personal intervention and on personal lines?—That is our aspiration.

62398. To refer to the relation of this to indoor relief; presumably if these cases are properly dealt with, though they may sometimes be drink cases, do you think they might be stopped from becoming paupers? These people are widows, and sometimes the word "drink" appears, and so on. Would you say that instead of offering the house to a drunken person, a system of visiting might be adopted with a view to prevent pauperism and to influence the people?—Yes, but of course the circumstances of each case would require to be dealt with; it would depend entirely on each case as to whether you must use the method of coercion and restriction in the house. If there is no hope of reformation, then they should be in the house.

62399. Running through these cases, it is remarkable that there are a number of parish cases in which there is drink?—Yes.

62400. "Parish 5s., sick fund 3s., one church visits, 'mother heavy drunkard?'"—Yes.

62401. "Parish case, free dinners, church visits, 'mother weakly, and both parents drunken.'" The character of the home is so bad on the face of it that it would require an extreme effort to put things straight?—Yes; but I think in an elementary state of society—as that really is—you have a lever in this way, that you can say that if the drink is to continue, then the money shall not continue. I think that in every case where the Parish Council is aware of the drink, then the money relief is stopped, and the house is offered.

62402. (*Mr Booth.*) May we suppose that the Parish Council was unadvised of the fact, and may we rely that the facts stated are true?—Every care was taken to state the facts correctly. We had a great deal of verification of these statements. I don't know if you know the system that was adopted, but the house was visited, a certain number of questions were asked, and then perhaps six or eight or ten outside witnesses were taken as to the character of the house; we got information from the factor, the neighbouring pawnbroker, the church, the Destitute Sick Society visitor,—whoever gave help or knew the family. These were all applied to. We had a great deal of correspondence as regards each case, and the result is tabulated there.

62403. If the parish authority withdraw relief if they know the facts, then it follows that their inquiry was insufficient, or that they shut their eyes to it?—Or that the drinking has happened since their inquiry was made. I think that often happens in the case of widows. When they are left alone they don't always keep steady. These may have been cases where after the parish relief was given, the drink came in.

62404. (*Mr Patten-MacDougall.*) Has parish relief been withdrawn in any of those cases since your investigations were made?—I cannot tell, but I know in other work where I knew the families, and wherever drink was suspected, the parish relief was always withdrawn, and the house offered, and that quite properly.

62405. (*Mr Loch.*) You have that co-operation with the Parish Council, that finding extreme cases in the homes

they will take note of it, and will alter the relief?—Yes, I have always found that in all my relations with the Parish Council, and if one has anything to contribute in the way of information, they have always been very gracious.

62406. Have you ever visited the poorhouse here?—Not very often. I go when I have any cases of my own there, but my work does not take me very much there.

62407. It has been said to us that the reference of a person to a poorhouse is by no means a reference that is good for him, and very often he mixes with people of all sorts, which may make him rather a worse than a better creature. Have you ever noticed that?—Yes, I think I have seen that in cases that have been in the poorhouse and have come out again, and where I don't think the education has been reformative or elevating. I think that if more classification is possible in the poorhouse, it would be an advantage.

62408. With a large poorhouse with many possibilities of meeting and so on, do you think that the classification within the house could suffice for detaining the person and yet preventing his mixing with those other inmates?—I don't know enough about the administration of the poorhouse to reply to that. I was thinking more of the case of girls who have gone in, perhaps for the first time, and have mixed with undesirables. I know one or two cases where it has not been very satisfactory.

62409. You have in Edinburgh a great many charities for a great many purposes. Would it, in your opinion, be better if, instead of a reference to a common poorhouse, an arrangement were made by which the particular case was sent to a particular charity specially organised for that type of case, and the Poor Law, if desirable, should pay for it, as they would have had to pay if the person had gone to the poorhouse?—Yes, that seems to me to be common sense if the charities are to continue.

62410. There would be a further advantage, that you would have, very likely, special skilled treatment in these individual charities on a small scale which you could not get in a big institution?—Yes, the *raison d'être* would be that there are special arrangements for the treating of these special cases.

62411. And in that way the charities might all be brought into service for a common good, for the relief of the poor?—Yes. I would like to see that.

62412. Are the areas that you have chosen the Poor Law relief areas?—As nearly as could be. The Poor Law relief areas are rather difficult geographically for the man in the street to understand. We have divided the city practically by Princes Street and Gorgie Road, and we have taken two districts to the north of that and three to the south simply to make it a little easier for purposes of sending cases. Obviously the districts are very large, and they will become quite unworkable as the scheme proceeds.

62413. Are the Poor Law areas as large as these districts?—I think there are a great many more Poor Law areas; I think they have nine or eleven areas.

62414. Do you think it would be advisable for Poor Law and for voluntary purposes to have the same area, and that a small area?—Yes.

62415. Do you think it would be good if the inspector of that area were master, so to speak, of his district, and not merely an assistant inspector to the inspector of the whole town?—Yes, but he would need to be in relation to the other inspectors. It is necessary to keep them related. It does not matter whether you call him assistant inspector or inspector, but the inspector should have charge of the geographical area.

62416. I have noticed that the inspectors in small towns have the full responsibility on them, and as the areas are small they are intimately acquainted with the people?—That is so.

62417. Comparing the big towns, what I have been afraid of is that if there is an inspector with assistants there may not be that strong local knowledge in the minds of the assistant inspectors?—Anything you can do to increase that local knowledge would be of great advantage. You cannot have too much of it.

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Co-ordination of charities.

62418. One notices that the relief comes from the school, and so on. Do you think if these cases were properly looked after, and the necessary relief given by the parish, or whomsoever it may be, you would want the school relief to run on?—The school relief has been in response to this great cry for feeding and clothing destitute children. For many years Flora Stevenson's Fund has been in operation in Edinburgh in connection with one or two other funds for the feeding of destitute children. I think that all that should be co-ordinated, and I feel very strongly that it should be given in the home and not in the school.

62419. If the method you suggest is the better one, it would act so as to displace a good deal of the school relief and make it unnecessary?—Yes, I think so.

Treatment of drunkards.

62420. I should like to ask you about one or two special points. In regard to the drinking cases again, are you in favour of any form of special intervention on their behalf, apart from the Parish Council and the indoor relief? Would you wish that they should be sent away or detained? Would you look to any possible help in that direction?—I am afraid we must come to that. I think there are a certain number of cases where, judging by the disease of drink, there seems to be no possibility of cure, short of detention, short of keeping men or women apart from drinking for a certain fairly long period. I feel very strongly indeed about these short sentences given to habitual drunkards where you get no reform of any sort, and the time and the money and everything else are just wasted. I think both for the drunken and for what we are suffering from very largely just now, the absolute loafer, we require to have some such coercive measure; whether it should be in the form of a strengthening of the Cruelty to Children Act or something in the line of labour colonies, I don't know. I really don't know what is the best to be done.

62421. Do you think that the effect of that on the people would be salutary? that is to say, that if a person who has this disease of drink, as you said, is made to feel that he has before him possibly the chance of being taken right away and detained—not in a pleasant manner altogether,—would that be a good fear that the people should have?—Of course I would very much rather lead a person than drive a person, and one would like to see persuasive measures used, but the thing has become so very terrible, and the drinking customs of Scotland are so very bad, that I have come to the conclusion that we need to have some more power, and I think that in the elementary state of education in which this kind of drunkard generally is, he should be treated like a child. I should like to see it tried.

62422. There again you would have many institutions for many purposes rather than an indoor relief system for one purpose?—Yes, I would like to have the drunkard made to work, digging the ground, or something like that, where he would be interested and occupied, and would be living in healthy surroundings with the view of his returning to his family when cured.

62423. When we come to this subject of sub-division in this way, would the indoor relief be merely for the old people who could not get on outside?—Yes, I suppose so, but I would not have very many of them. I think most of them could live with their relatives.

Provision for aged.

62424. Are you pretty well supplied in Edinburgh with pensions and homes for the aged?—Yes; but I think a good deal of the money that is used for other purposes would be better used in pension schemes if we had some means of supervising them, so that the people were being looked after. There are some cases of old people who are not fit to live alone, and who do not seem to have relatives, and for them a separate house is necessary. Personally, I have a strong dislike to institutions.

62425. We have seen a good many small places in the country in Scotland. Do you think that the type of place which would take twelve or fifteen or twenty is the type that you would like to see?—Yes. I think you have almshouses in England—we do not have very many here.

62426. I should like to ask a question about the lines

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on which the Charity Organisation Society is developed. You have, first of all, a council at which all kinds of questions may be publicly discussed, questions of burning interest?—Yes.

62427. And the discussion is in the hands of representatives of charities?—Yes.

62428. These charities are marshalled more or less in groups, so that they may each have their representative from the group?—Yes.

62429. So you have a group of persons themselves representing groups of charities, so in a manner not only are the charities there together, but on the special questions of the day they have the power of expressing themselves?—Yes, and we hope that that will develop. Just now it is in its infancy. I think there will be more interest taken in it.

62430. If new schemes come to the front, it is therefore possible to discuss them before it is perhaps too late?—Yes. We have had a great number of burning questions before us, and they have been argued very hotly on both sides. I think as an educative force it is of distinct use.

62431. Another point is, that you are linked to the municipality—you are called "The City of Edinburgh 'Charity Organisation Society," so I presume the chances are that if any question arose in the municipality, the Lord Provost would in some way consult you?—Yes.

62432. So there would be harmony as between the authorities and the voluntary agencies?—Yes.

62433. One other question: your council is also continually changing each year, so there is a chance of new people with other ideas coming in?—Yes.

62434. Lastly, you are largely representative of the district committees?—Yes.

62435. And the district committees' representatives are really those who have taken an active and practical interest in the work and know it personally?—Yes.

62436. So the three elements brought together are the municipality, the various charities, and, lastly, those who represent charity organisation work, more especially introduced as forming a single whole for all the purposes of the city?—Yes.

62437. Is there any difficulty which occurs to you which might block the road elsewhere if that kind of association were adopted and if possibly it received statutory approval? Is there any difficulty that should be mentioned to us as to be avoided?—I have no experience outside of Edinburgh; but I don't see why there should be any difficulty. If you don't make the constitution too stiff, if you make it sufficiently elastic to meet the needs of the town or the country, I don't see why something on these lines should not be adopted.

62438. That would lead to a very close approximation to the Poor Law on the one side and a system of utilisation of all systems other than the Poor Law, in many cases the Poor Law paying for the cost?—Yes.

Effect on charity of rate-aid.

62439. (*Mr Booth.*) Do you think if the Poor Law was frequently using and paying for cases, there would be a feeling that private charities were not called upon to subscribe, that after all the subscription was only a saving of the rates?—I think that is a distinct danger and difficulty. I think you would check the supply if you brought the rates too prominently forward.

62440. (*Mr Loch.*) But suppose we had certified charities, and these charities were available for Poor Law cases, but the institutions were largely used for others also, and the charity itself was built up out of independent subscriptions, do you think that difficulty would arise to a very large extent?—I don't think so, so long as the Poor Law is simply boarding a child out, or putting a case under a special charity when it required special treatment; but I think the moment you begin to rate-aid voluntary charity, the subscriptions would begin to die out.

62441. You would limit it to paying for the individual cases?—Yes, I think so. That was my objection when I was asked whether our offices and salaries might be paid out of the rates. I think voluntary charities supply something that the Poor Law cannot meet.

Effect on charity of rate-aid.

62442. The Poor Law authorities could not deal with these cases unless something in the way of voluntary help were coming too?—Yes, it is more elastic, and can fit in in a way that statutory help of that kind cannot. You have to be more hide-bound if you are to have statutory help. Voluntary help is more elastic.

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62443. (*Mr Gardiner.*) I don't quite understand your connection with the municipality?—We don't get any money from the municipality, but the Lord Provost is our chairman, and we have a representation from the town council of six members, and our meetings are held in the City Chambers.

62444. Do these six members attend regularly?—No one attends quite regularly, but they come very fairly, and they seem to be much interested.

62445. They attend as regularly as any of the others?—Yes. We have two or three town councillors at most of our meetings.

62446. And they take a fair share of the conduct of the business?—Yes. There has been a good deal of co-operation, or at least of discussion, between our council and the distress committee representatives, which has been a great difficulty of course. It is a new departure, and no one knew how it was to work out. There has been a great deal of going between in regard to it, and it has made a sort of link, as it were.

62447. Are you represented on the distress committee officially?—We have two or three members who are advisors. There was rather a difficult question came up. Our old association had a labour yard for breaking sticks and so on. When the distress committee came into operation it was just about the same time as our organisation took form, and they intended to have a labour yard too. Our position is that we should not have two yards if we can do with one, and we therefore handed over our yard and all its plant and a sum of money to start it, to the distress committee. We also undertook that so many of our members would be an advisory committee to be in connection with them, and to know what was going on.

62448. Were you a member of this advisory committee?—No.

62449. So it is not fair to ask you to describe their work in reference to the distress committee?—I don't think I can, because I only heard of it second-hand.

62450. Should I be asking too much if I were to ask you to get a representative of the advisory committee to add a statement to your *précis*?—I can easily do that.

62451. (*Mr Loch.*) In your annual report there is a reference to the firewood factory?—Yes, I refer to that statement in our annual report.

Drunkenness of widows.

62452. (*Mr Gardiner.*) You stated just now in answer to Mr Loch that widows frequently took to drink after their widowhood had begun?—I have known some of whom this is true. I know that often widows are left with a hard struggle before them, and I have known cases where they have taken to drink. As regards some of the cases where, in our report, it is stated that there were drunken widows receiving relief, I offered it as a suggestion that perhaps the widows had taken to drink after they were left alone and had got relief. I think it is there that the visitor might help.

62453. Can you say from your experience what led these widows to drink? Was it the inadequate relief given, or was it the excessive strain of life, or what was it?—It varies in different cases; it depends on the circumstances. There is not a great deal of control in that class, as you know, and temptation comes in different forms. I have known them have nothing very much to live for, and they have started drinking. I have seen that happen two or three times.

62454. But they would have their children?—Yes, but the children are very largely taken off them by the education authority. They are away for the day, and then get their food out of the house, and so on. The woman goes out to work, and she takes a little when she goes, and she takes more when she comes home.

62455. In the case of a widow living with, say, five children of school age, would you desire that the widow should have such relief as would enable her to live and

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discharge her duties as a mother without having to go out to work?—Yes, most certainly. I think a great deal of the mischief occurs from the women going out. You suppose you are keeping up the home by the outdoor relief, but you are not doing so, if the woman has to go out to work. You also reduce wages, because she can take a less wage as she is getting a certain amount of relief.

62456. Where you have that number of children, the relief ought to be such as to withdraw the widow wholly from the labour market?—Yes.

62457. (*Mr Bentham.*) Would you apply that to all widows in receipt of relief?—As a theory, I would say that the widow's work, if she has small children, is to stay at home and look after them and keep them clean, and she has enough work to do in that way without working outside. If you are to finance her, you ought to do it in order to let her do her proper work, which is not working in a factory.

62458. (*Mr Gardiner.*) Have you ever considered this in your society, a widow and her children actually being boarded out in a country district, and left to bring up her children in a village?—I can imagine circumstances where that would be eminently suitable, removing the woman from bad surroundings. I would approve of it very strongly if it could be done.

62459. And given such relief by the Parish Council as would enable her to bring up her family?—Yes, under supervision.

62460. You have had a great deal of experience of charitable work of various kinds. Do you find that people of twenty-five years of age are as eager to take up philanthropic work as people were twenty-five years ago?—I don't have any difficulty in getting workers. The difficulty is to get the right kind of worker.

62461. That is what I mean?—A great many apply both for paid and unpaid work, and the difficulty is always to get the right kind of person.

62462. Do you think there is a greater difficulty now than there used to be, that life has become much more interesting in many other ways?—Possibly.

62463. That has a very important bearing?—Yes. I should also be inclined to say that there is a certain amount of indecision and want of knowledge. I think people are beginning to realise how much harm they can do as well as good, and they are rather shy of undertaking the work.

62464. But you don't think it would be fair to say that the present generation of twenty-five is more disposed to go in for pleasure than they were twenty-five years ago?—I don't find that. I find a great number of people who are quite in earnest about this kind of work.

62465. (*Mr Booth.*) On this question of widows unfortunately falling into habits of drinking, is it not sometimes due to sympathetic kindness on the part of their neighbours?—Yes, I think there is a good deal of that.

62466. (*Mr Bentham.*) Are you going to imitate the Elberfeld system as far as possible, dividing the city into districts, and having visitors?—Yes. But there is a difficulty here, because we have the Poor Law, which they do not have at Elberfeld; and then we have also a good deal of difficulty with our church divisions here which makes it much more difficult really to divide it; but it is the same kind of idea of course.

62467. With the influence of religious bodies?—Yes.

62468. (*Mr Loch.*) But there is this difference, is there not: that you are trying to deal with case by case, and not cases by areas?—Yes.

62469. You don't propose to put down three people in a particular corner and attach them to a particular visitor. You are rather choosing your visitor for the particular case?—Yes.

62470. (*Mr Bentham.*) That would be possible, although the area might be divided into districts, with a head for each district, and a number of visitors to be told off for particular cases?—Yes.

62471. The intention of the Society is so far as possible to bring individual assistance to the particular cases?—Yes. The idea is that if there should be any case requiring relief in any district, then it should be dealt with by this district committee, and be relegated to the different charity or church that would meet the case.

Difficulty of introducing Elberfeld system in Scotland.

62472. So it would not be so much a relieving society as a society for bringing people in want in touch with a society that is a proper society to help them?—Yes.

62473. And also to use moral influence over the people?—Yes, as far as we can.

62474. It is known to your Society that a good many of these widows in receipt of relief have dirty homes and are drunkards, and are of bad habits. Are you doing anything to try to lift these people at the present time?—Our Society has only been in existence for about a year, and we cannot tackle all the questions at once. We don't go out to look for cases; we wait till they apply to us, so far as we have gone at present. If a widow is in receipt of relief we consider primarily that that case is under the surveillance of the Parish Council, and that they are dealing with it, and it would not come before us unless a child was ill or there was some real extra claim. If the case came up and we found that there was a dirty home and a drinking widow, we would do our best, but we cannot clean the home or stop the drink.

62475. Do you have representatives from the Parish Councils?—Yes. One of the lady members of the relief committee is on my committee.

62476. Do they continue to give relief in cases of this kind where you think they ought not to give parish relief?—When we have made representations we have been most kindly listened to, and the question has been decided on its merits.

62477. They don't draw the line as you would draw it?—I am not prepared to answer that. I don't know how our standards would compare.

62478. Would you not infer what their standard was by the number of cases that at present are in receipt of relief which you think ought not to have it—that is those widows who are known drunkards?—Yes, I suppose so.

62479. Would it be possible for any society, either yours or any other society, to be so organised as to deal with all the poor who are in receipt of outdoor relief at present?—Yes.

Question of supersession of Poor Law by charity.

62480. And money would be available for the purpose without the rates?—I don't know that. I think if the rates stopped, voluntary charity would come in sufficient quantity, but I don't know that we are prepared to stop the rates for all these cases. I do think there would be quite a number of selected visitors to attend to those cases if the Parish Council found it impossible to visit them as continually as they should be visited. In my evidence I state that relief should be more constantly given than is given by the Parish Council, which, of course, is a matter of expense. I think if the Parish Council could see its way to employ almoners of a voluntary nature, ladies or sisters who are already visiting the cases in connection with their church, who would give the money once a week instead of once a month, it would tend to less drinking than there is at present.

62481. It would mean a close co-operation between the Parish Council and the voluntary society?—Yes.

62482. The voluntary helpers to look more closely after the cases and the Parish Council to give the relief?—Yes.

62483. Do you think that is a workable idea?—Yes.

62484. Have you tried it?—No, because the Parish Council, as things are, cannot give us money. The case is being visited in any case by a church worker or the Charity Organisation Society or somebody, and I think if that person were an accredited representative of the Parish Council to report to the Parish Council the conditions of the home, that might tend very much to raise the standard of the life in that particular home.

62485. There are a good many deserted wives and families in receipt of relief. Have you considered the advisability of refusing outdoor relief to a deserted wife?—I think that is usually done. It is very difficult to get outdoor relief for a woman that is deserted by her husband.

62486. Do you think any hardship is created?—Yes,

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in individual cases; but there is no other way of doing it. You cannot put a premium on a man deserting his family, which is what you would do if you financed the family when he was away. I think voluntary charity can meet all these cases.

62487. You think it could meet all these cases?—Yes.

62488. With regard to the power of the Parish Council to detain children permanently and take upon themselves the power of the parents—there is no such power here; but do you think it would be advisable to extend that power to Parish Councils, to take the children away from parents who were undesirable, convicted of crime, or living immoral lives, and not fit to look after their children?—Can we not get at that under the Cruelty to Children Act?

62489. Not quite. First of all, you have to take them before the magistrates to get a conviction, and when the parents come out of prison they can demand their children again. Do you think it would be wise to give power to the Parish Council to detain the children of such-like parents?—Not unless you are dealing with the parents in some other way than sending them to prison with a short sentence. If the Parish Council is to take the children, you can only do so if you are at the same time carrying on some method of reformation of the parents.

62490. Why should the two necessarily go together?—You would not imprison a parent and then set him loose on society, while in the meantime the rates were keeping up the children for ever.

62491. Why not, if they are undesirable parents?—You could only take the children from the parents on the plea that you were doing something to make the parents better; if you were sending them to a labour colony or something of that sort.

62492. You don't put the children as the first consideration; you put the reformation of the parents as the first consideration?—I put them together, and I would not separate them.

62493. What injury would there be to the community by bringing up the children to be respectable citizens rather than leaving them under the permanent influence of such-like parents? Where would the harm come in?—In taking the children, you relieve the parents of their responsibility.

62494. But you may have rescued the children: you would have no guarantee that the parents would lead a better life?—But you cannot guarantee that the children won't become like the parents.

62495. There is a better chance for them when away from the influence of their parents they would be better than if you left them with them in their old surroundings. However, you don't think that any good would come of such power being given to the Parish Council?—I would not like to treat the children as a unit. I would rather treat the family as a unit, and I would like to do something for the parents at the same time.

62496. That particular family may not be worth preserving, but where there is a chance of reclaiming the children, should there not be power to do so?—Who is to decide?

62497. The Parish Council.

62498. (*Mr Booth.*) You hesitate to break the home?—Yes, very strongly. It seems a great deal of power to put on anybody to decide that any human being is not capable of reformation, and to deliberately break up the home.

62499. (*Mr Patten-MacDougall.*) You can do that to a certain extent now with the Prevention of Cruelty to Children Act?—Yes; and I think if you strengthened that law a little that would meet the case.

62500. There are powers in England for removing the children from vicious parents?—If you have a plan for the family it would be all right. I can perfectly well see the advantage of removing the children for a time.

62501. (*Mr Booth.*) But you wish to keep open the possibility of reinstating that particular family?—Yes.

62502. You don't recognise that it is better for the children that that family should never be reinstated?—I am not in a position to say that, and I don't think anybody is.

Children of vicious parents.

62503. (*Mr Bentham.*) Such powers as we have in England do give the guardians the opportunity of giving the children back to the parents, provided that they become suitable to have charge of them, so the tie is not broken, as it were, for ever, if the conditions are favourable for their being reunited?—That would meet my objection.

62504. (*Mr Loch.*) You would like to do something positive for the parents as well as something positive for the children?—Yes, that is so. I should feel I was only justified in removing the children if I at the same time was doing what I could towards the reformation of the parents.

62505. (*Mr Gardiner.*) But if you could not save both the parents and the children, surely you would rather save the children?—The question is, can you? and would depend on what you mean by the word save.

62506. (*Mr Bentham.*) Do you think that any legalised form of relief can never bring to bear that influence over a family that voluntary help can do?—Yes. As I said before, I think voluntary help is more elastic and can be more inventive and adventuresome. I think various schemes can be tried in a voluntary way that cannot be done under State regulations.

Advantage of voluntary help.

62507. If cases coming under the notice of the Parish Council were referred to your Society to try and influence their habits of life, that in itself would be a very good beginning towards that end?—Yes, I think so.

62508. Do you now refer cases to the Parish Council that come under your notice?—Yes, very often.

62509. And do you give full details?—We give them any details they may want, but they make their own inquiries.

62510. But they may ask for them?—Yes.

62511. I understand there is a large fund in the hands of the city for providing pensions for aged people?—There are several funds. There is the Trinity Fund, for instance.

Provision for aged.

62512. I mean the city council?—I think they have a good deal of money in their hands for paying pensions. The Trinity Fund is perhaps the biggest of them all, and they give pensions varying from £10 to £25 a year.

62513. How are the cases brought under the notice of the trustees of that fund?—Anybody can apply, but I do not know how they are decided. I think it is entirely in the hands of a committee of the town council.

62514. Does your society ever recommend cases?—Yes, but it is very difficult to get on to the Trinity Fund. It is considered one of the most difficult things to get a case on to it.

62515. There must be a great number of cases?—Yes, a great number; I don't know how many.

62516. Are you quite satisfied that proper cases are put on, or have you any reason to doubt it?—You see, I do not know. I know there are cases that we think deserving, but which are refused. Other cases may get on that are more deserving, however.

62517. Is there any way of getting the list of recipients?—It can probably be got from the town council.

62518. You do not have such a list?—No.

62519. (*Mrs Bosanquet.*) There is one question I would like to put about the churches. Is it the case that the Scottish churches have any territorial parishes as we have in England?—It is a little difficult to explain the working of our Scottish churches. We have the Established Church in Scotland which claims that the whole of Scotland is divided up into parishes, that every inch of Scotland is in a parish. But in addition to that, we have all the dissenting bodies of which there are a great number, and these also claim the parishes concurrently with the Established Church. The other day I asked an Episcopalian minister to give me the limits of his district in the Canongate, and he claimed about three-fourths of the Canongate as his district. I said that would suit me admirably, that I would refer all the

Territorial parishes of churches.

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cases in that district to him to take charge of. In the slum districts, of course, the people do not belong to any special church.

62520. It is not entirely that they draw their congregations from all over the town—there are recognised divisions?—In the poorer districts, as regards the Presbyterian churches, I agree that that is so; but I find it exceedingly difficult to find what is the limit as to what is one church and as to what is another church.

62521. You have the Established Church all over Scotland?—Yes.

62522. Do the Episcopalian Church divisions run concurrently with these?—They are on the top of them.

62523. But their boundary lines would not be the same as those of the Established Church?—No, they are absolutely different.

62524. Then what about the Free Churches?—There is a kind of division line agreed upon amongst the Presbyterian denominations, I think. Certain districts would be allowed to be in the Established Church and certain districts would be run by a Free Church mission. The Episcopalian denomination seems to take them all in because they draw their members from all bodies, and if they find one member on a stair they probably visit the whole of the people on that stair. It makes it extremely perplexing to work.

62525. It is very much more difficult than it is in England?—Yes, it is one of our great difficulties.

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62526. As to the question of boarding out of children and lunatics, do you consider that to be on a satisfactory basis in Scotland? Do you think, for instance, that the inspection is sufficient?—I should think so. I do not know of any cases where it has been insufficient, but I do not know a great deal about it in the country districts. I have nothing to do with them, except in one district, and it seems to be quite satisfactory there. I know that we can hear through the schoolmaster, and I think nothing could go wrong without our knowing about it. The children appear to be absolutely healthy and well, and perfectly happy; there is nothing to distinguish them from the cotters' children.

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62527. Would you care to have women inspectors appointed?—Do you mean paid inspectors?

62528. Yes?—I think it would be very advantageous for widows that had relief, and possibly for the children, but the present system seems to do well enough so far as I have seen it in the country districts.

62529. Are there any women appointed in connection with the Poor Law at all in Edinburgh?—I do not think so, so far as I know.

62530. I think they have two in Glasgow, but they have not any in Edinburgh?—I do not think they have any in Edinburgh.

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62531. You have done a great deal of work in connection with the houses in the poorer quarters of Edinburgh. I have been very much struck by the contrast between the very clean houses and the very dirty houses. Do you make any condition of cleanliness among your tenants?—We try to do so. It depends on the standard of the particular rent collector in charge. The standard varies a good deal; it is very difficult to keep one standard.

62532. I was rather struck by the fact that there did not seem to be gradations of cleanliness,—it was either exceedingly clean or exceedingly dirty. I was wondering if you had devised any plan of raising the very dirty ones?—We do our best, but it is a very slow process. We do not like turning away people if we can help it. What might seem to a chance visitor going into a home to be exceedingly dirty, might show signs of great improvement to one of us who had seen it two years ago. In that case one would deal with them very leniently, and very slowly. Here we are very well kept up to our work by the sanitary inspector, who has very strong powers. It is the landlord's duty to keep the house clean, and he can come down on us.

62533. That is only in regard to the structural cleanliness. Does the sanitary inspector take any notice of dirty stairs?—Yes.

62534. On whom does he bring pressure to bear in regard to them?—The tenants.

62535. Has he power to fine them?—Yes, he takes them to court.

Housing of poor.

62536. For actual dirtiness?—Yes.

Co-ordination of charities.

62537. (*Miss Hill.*) You have given us a very interesting list of the charities of Edinburgh. I suppose a great many of them are under active committees, who are watching that the funds are administered in accordance with the desires of the donors that are dead or living, but there will be a certain number that are rather antiquated in their objects?—There are a great many of them that would be better of being brought more together. I think there are a great many charities doing the same thing in slightly different ways, and it would be better to bring them rather closer together, and if possible bring them more up to date.

62538. Is there full information before the public,—do you feel the need of any audit?—In my evidence I think I suggest that there should be some register of all gifts for public purposes. For instance, there is a question before us just now in regard to the defective children, the question being whether any of the money at present given is available for dealing with them in some way. There is no place in Scotland for epileptic children. Now, must we raise fresh funds for this, or is there any money that we could use for it? If there was a charities register where we could get that information, it would be of immense service.

62539. Is it your idea that registration and public audit should be in any way compulsory? I do not mean with regard to the gifts of living donors, but with regard to endowments?—I should like very much to have some system whereby all money left for charitable purposes was registered somewhere, so that we could have the information before us, and know what funds would be available.

62540. That would be a help?—Yes, a great help, so that we could know the purposes of the donors, and how much money was available.

62541. And an annual account?—Yes.

62542. That is not always supplied?—It is not always easy to get it. There are 26 charities on my list from which I could get no return.

62543. There are several, at any rate?—Yes.

62544. Are any of those large charities?—Yes, they have largely endowed funds.

62545. Is there no power on anyone to call for a return?—That I do not know.

62546. It is not voluntarily given?—No.

62547. (*Mr Patten-MacDougall.*) Are you aware that the educational endowments of Scotland were dealt with by statute a good many years ago?—Yes.

62548. Are you of opinion that the same procedure could well be applied to parochial endowments for the benefit of the poor?—That was in my mind,—that was the precedent that I had in my mind.

62549. And that these charities, not only old parochial endowments, which are now in the hands of kirk sessions and town councils, but also those which are contained in your list, might possibly be brought into line and made more to meet present day requirements?—Yes.

62550. I think, as I understand you, you attach more importance to the personal voluntary help which such societies as yours give in aid of the poor rather than to the pecuniary assistance which they give?—The more one visits among the people the less money is wanted. That is my feeling. It is intelligence, leisure, and time that are largely wanted.

Registration of charities.

62551. Have you considered at all what has been brought before us, that in certain centres of England demoralisation from charity, principally those old endowments, has been felt as a factor in pauperism?—Yes, I have experienced that very much, and also the overlapping. It has led to a want of honesty and straightforwardness on the part of the recipient, who tries to keep from you that they are getting something from another society.

62552. That is encouraged by the system which pre-

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Registration of charities.

vails of each charitable organisation keeping its own doings to itself?—Yes, and that is what we are aiming to do away with in these district committees.

62553. In order to get over that difficulty?—Yes, so that we know what each person is doing with each case as it comes up for relief.

62554. That is what leads you to think that there ought to be a register of all such charities?—Yes.

62555. In order to prevent actual overlapping?—Yes.

62556. Have the results of the inquiry which you instituted been all communicated to the Parish Council?—Yes, there was a copy of that report sent to them.

Registration of charities.

62557. You do not know what action they have taken on it?—No.

62558. You have no reason to think that they have not considered all these cases that are getting indoor relief in the light you give in this report?—It took a good deal of time to get that report up; it was the work of two or three years,—and cases may have entirely changed. There may have been then cases of people who were in receipt of money, and who have been properly dealt with.

62559. You have no reason to think that they have not inquired into all these cases in the light you have given in the report?—No.

Sir Kenneth Mackenzie, Bart.

Sir Kenneth Mackenzie, Bart., called and examined.

62560. (*Mr Booth.*) You are at present Chairman of Gairloch Parish Council, and you were at one time General Superintendent of Poor under the Local Government Board for Scotland?—Yes.

62561. You have been good enough to prepare a statement, which we will take as your evidence-in-chief?—Thank you.

(*The witness handed in the following statement.*)

1. I was a General Superintendent of the Local Government Board for Scotland from 1891 till 1901, and during that period I had experience of the Poor Law administration over approximately one-quarter of Scotland, covering, *inter alia*, such widely varying areas as the cities of Aberdeen and Dundee, the West Highlands of Argyle, and the purely agricultural districts from Aberdeen to the kingdom of Fife. Since 1901 I have been Chairman of the Parish Council of Gairloch, a parish of large area on the west coast of Ross-shire, but with a poor and scattered population of about 4,200.

Social and industrial conditions of Gairloch Parish.

2. The population of Gairloch is chiefly dependent on fishing and agriculture. There is no industrial occupation, as I understand that term, but there is a certain amount of home industry in spinning, knitting, and tweed manufacture. The great majority of the men leave their crofts during the summer months for employment either on railways or waterworks in the South, or for the East Coast fishing; and return to them for the harvest in autumn, and reside there through the winter till the spring work is well advanced, when they again leave for the large centres of population where work is obtainable.

Extent of outdoor relief.

3. Relief is almost entirely outdoor, and the weekly allowances appear painfully small. In some cases where the Parish Council think it advisable relief is given in kind, but this is exceptional, as the great majority of our paupers do not misuse their aliment. Indoor relief is given in Portree poorhouse, but this only to women with illegitimate children, and certain people of the tramp tribe, who periodically apply for relief to inspectors of the larger city parishes. There are two local houses into which we remove paupers whose houses are dangerous, but they generally prefer to occupy their own houses, however miserable they are, to being comfortably housed in our parochial buildings. Though the money aliments are small, ranging from 1s. 3d. a week, the paupers get boots, clothing, blankets, and fuel when necessary, and we also thatch their houses when required, so that on the whole I think they are as well off as the paupers in towns who get much larger allowances.

Type of cases suitable for indoor and outdoor relief respectively.

4. Both methods of relief are absolutely necessary. It is as unfair to offer indoor relief to the respectable poor as it is to ask the ratepayers to supply the means to foster laziness, drunkenness, and prostitution. There is a very sharp line of distinction to be drawn between the respectable and the disreputable poor. On the one hand, you have people brought to poverty who have led most God-fearing and honest lives; possibly the loss of their sons may in their age bring them to destitution, and other reasons can easily be given. I look upon it as iniquitous to offer such cases indoor relief, and am glad to say such is seldom if ever offered, as far as my experience goes, in Scotland. On the other hand, you have the vagrant, the dissolute, and the idler, for whom the only proper form of relief is indoor relief with a good strong test. I much fear that the test is not sufficiently applied in some of our Scotch poorhouses.

Class of person applying for relief.

5. The class of person who applies in this particular parish is almost entirely sprung from the crofter or cotter class, who form the great bulk of the population.

Causes of pauperism.

6. The causes of pauperism arise mainly from the illness or death of the husband, son, or parent, whose earnings as a fisherman or a labourer enable him to keep the home going. There is a very small margin between the pauper and the ratepayer. Also a number of the people are not physically strong. Their circumstances entail a meagre diet, which possibly conduces to the prevalence of phthisis and mental weakness, from which we suffer very much.

Personnel of Parish Council.

7. All classes are represented on the Parish Council. The present Council consists of 2 proprietors, 2 factors, and 2 crofters, 1 blacksmith, 1 joiner, 1 merchant, and 1 hotelkeeper, and is really very representative of the parish, which is divided into three wards for election purposes. In this way one or two members of the Council know fairly intimately the circumstances of any local applicant for relief, so that their knowledge as well as the inspector's report is available to the Council when the application comes up for consideration.

Question of relief to able-bodied.

8. With regard to the question of giving able-bodied persons a right to relief, it is impossible to give a concise reply. In an absolutely non-industrial parish such as I speak for, I think giving relief to able-bodied persons would be very inexpedient, as such a large number of the able-bodied are so little removed from pauperism that it would be impossible to say who should and who should not get relief, and I cannot hazard any estimate of what the result would be. It is a different matter, when you consider this question from the point of view of the Parish Council of an industrial area. It seems to me that in that case there are two points of view: 1st, it might, under certain extreme circumstances of depressed trade and lack of employment, be advisable to grant relief to able-bodied tradesmen out of work through no fault of their own, to prevent them having to pawn their implements; 2nd, it appears to me extremely inexpedient that a body expending the ratepayers' money should step in to assist the able-bodied in the case of strikes.

9. Speaking generally, and looking to the fact that the trades unions are so well supplied with funds, and that there are so many benefit societies of different sorts, it appears to me that the workmen's own organisations should be sufficient to cope with the hardships that might arise under the first head, and therefore I am not in favour of relief being granted to the able-bodied. If such relief ever were to be granted, it would have to be safeguarded by most stringent labour tests, which are not always easy to initiate at the moment they might be required to deal with a large section of the community.

Suitability of existing Poor Law areas.

10. As far as relief of the poor is concerned, I do not think anything can be suggested more suitable than the present parish area. Any enlargement of area would render intimate knowledge of the circumstances of applicants less available to the members of the adjudicating body, and any change in these areas would complicate the question of "settlement," which is now easy of decision under the system that has been in vogue.

Proposed legislation for tramps.

11. The following are some of the reforms suggested to me by my experience:—

(*a*) It appears to me that it is now time for some alteration in the law in regard to tramps and vagrants. These people have become perfect pests; and as almost all can show some disablement, they are nearly always able to get a few days' board and

lodging. I think some legislation should be adopted which would enable such persons to be sent to a labour colony, or some such institution, where they would have to work for at least a month before being let loose to prey upon the public again

(*b*) There is another difficulty for which there is no provision. I refer to the case of the aged or infirm pauper — frequently living alone — who declines to be removed to a poorhouse, hospital, or local lodging. These are cases of great difficulty to inspectors of poor, and, on occasions, of unreasonable expense to parishes. They cannot be compulsorily removed. If the inspector withdraws outdoor relief (which he is entitled to do on their refusing indoor relief), and anything goes wrong, he is liable to be tried for manslaughter at the very least, and his only alternative is to supply a nurse or caretaker—not always easily obtainable in country districts, thus largely increasing the maintenance cost. Some form of removal for such cases should be provided, the application being made to the local Sheriff at a very small cost for sheriff-clerk's fees, and the order made by the Sheriff, so that no injustice could be done to poor or aged people.

(*c*) While I have not had recent experience of other Poor Law administrative bodies, it used to be my opinion that ministers of religion should not be eligible for membership of the bodies allocating relief. They are practically bound to support applications from members of their congregations; and in cases where the ministers of two or three denominations are on a Board, it almost necessarily results in an increase of pauperism.

(*d*) It appears to me that maintaining a Board of Lunacy as a separate institution is an unnecessary public expense. I fully concur in the need for properly qualified medical inspectors, such as exist under the Lunacy Board in Scotland, but I think the supervision of lunacy should simply be a department of the Local Government Board, and the funds thus saved might be applied to the Lunacy Grant. The saving would not be great, but I think some should be possible; and the expense of lunacy is so heavy that any addition to the Grant, however small, would be a boon to the country.

(*e*) I have always regarded the present system of the allocation of the Medical Relief Grant as inequitable. I drew attention to it in a report to the Local Government Board in July 1897, which is published in their Annual Report for 1898, at a time when I had only the experience of an inspector. With the further experience I now have, I am still convinced that my suggestion of that time is the only equitable solution, and that the present system is unfair.

62562. (*Mr Booth.*) Your remarks are mostly concerned with your local experience?—Yes, that is what I understood from the line of the inquiries that you sent, that you wished information on that line.

62563. You say that both indoor and outdoor relief are absolutely necessary, but you also show the direction you think that the two systems should be aimed at, and for which cases they should be adopted. With regard to those poor who are respectable, and who prefer to occupy their own houses, however miserable they are, do you consider it is part of the duty of the local authority to refuse relief unless the houses are in a sanitary condition, or would you leave that to be settled in another way?—The sanitary authorities deal with the house if it is absolutely insanitary, and in this part of Scotland that I am speaking of, on the west coast, a large number of poor people's houses are very tumbledown.

62564. You accept the standard of life that exists?—I am afraid one must do so. These people cannot afford to rebuild their house. Do you mean that the parish authorities should take over all these buildings?

62565. No; I suggest that they should exercise some power of refusing or threatening to refuse outdoor relief in a house which is not a creditable place for people to live in?—If you are dealing with respectable poor, then I think that is very hard.

62566. Would you think that would be applicable at all in urban districts?—It might be. I think the houses are better in urban districts; there are not so many insanitary houses.

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Housing of poor.

62567. (*Mr Patten-MacDougall.*) Would you meet the case of these Highland homes rather by putting the house into some sort of repair—the Parish Council might do that by way of relief?—Yes, and the Parish Council does do that.

62568. (*Mr Booth.*) I am not at all suggesting that an impossible standard should be set up or that the same standard should be created for these country places as for the town places, but that there should be a standard accepted below which no one in receipt of parish relief should be allowed to stay?—That is the case now, I think, because the sanitary inspector would intervene if any pauper was living in a house that was absolutely insanitary, and which the Parish Council had not done something to make habitable.

62569. Would it be the duty of the Parish Council to call the attention of the sanitary inspector to it?—I think it is the duty of the sanitary authority in the first instance to call upon the Parish Council.

62570. Is it the duty of the Parish Council to deal with questions of sanitation?—I think sanitation comes under the public health authority.

62571. Perhaps I have not put my question rightly. Would it not be the duty of the Parish Council, if they found that there were respectable people to whom they wished to give out-relief living in insanitary conditions, to call the attention of the sanitary authority to put that right?—I think it would be, possibly; but would it not be the case, as a matter of fact, that if these people were living in insanitary houses, the sanitary inspector would be the first person to call attention to it?—I think the *onus* lies upon him originally.

62572. If such cases do occur and the sanitary authority has not dealt with them, and the inspector of poor going in among the people, as he must do, saw these insanitary conditions to exist, would it not be his duty to mention the fact to the sanitary authority who, you say, ought to be responsible?—I don't know of such a case. If an inspector of poor going in and about these houses did find a house in that state, where the inhabitants were getting parochial relief, then they would probably put it right without referring to the sanitary authority.

62573. What do you mean by "houses, however miserable they are"? What is the meaning of "miserable"?—Some of them leak a little; the thatch is not very good, and some of them have a good deal of water running across the floor.

62574. You speak of the meagre diet producing a prevalence of phthisis, and so forth; would not conditions of that sort—I don't know whether you call them sanitary or not, but insufficiency of accommodation from the point of view of the roof not being tight—not come under the attention of the local authority?—It does in very bad cases, but there are cases where it is not quite so bad as I have painted to you.

62575. Would you approve of the giving or withholding of outdoor relief as an engine towards the improvement of the physical conditions under which people are living by refusing it when those conditions were inadequate?—I don't think you are justified in refusing relief and using that as a lever, because as a result the people would starve.

62576. No, we are discussing the alternative of two forms of relief?—You mean you would not give these respectable people who have lived all their lives in that place indoor relief because they are not sufficiently well off to maintain their house?

62577. I merely ask whether you would give the choice of the one form of relief or the other, and use it as an engine for improving the physical condition in which the people live?—No, I would not.

Treatment of tramps and other ins-and-outs.

62578. With regard to this other class, the vagrant, the dissolute, and the idler, for whom the proper form of relief is indoor; these go in and out. Would you detain them?—I think it would be very desirable if there were some system of controlling the tramp in this country. He can always show some disablement to an inspector of poor. He has a sore on his arm, or he has a bad toe, or

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something like that, and he is always able to get in and out of the poorhouse. He comes in for three or four days, and then he goes out again.

62579. What would you propose?—I think it has been suggested that there should be some labour colonies formed.

62580. Under the Poor Law?—No; I think the idea at present is that these should be controlled by county councils, and that the sheriff or sheriff-substitute should have power to consign a man that has proved to be an habitual tramp to a labour colony of the district for a certain period.

62581. They should be treated on some rather different basis, the basis of a larger area, and by a different authority in a different way?—Yes.

62582. There would be nevertheless another in-and-out class of a different character. The ins-and-outs are not only tramps; many of them are people in the district who are constantly in and out through sickness or their own habits, and they never leave the district. Would you detain these?—They should not go in and out so frequently. I don't think that was considered when this other subject about the tramps was discussed some time ago. Then there are other people who go in and out a good deal, people going from one place to another; they are not tramps—they are more or less in search of work.

62583. In fact, there are three sets who go in and out?—Yes, I think so.

62584. Are those who are genuinely in search of work suitable for the Poor Law?—I think the idea was that if there was some amalgamation of districts a labour colony could be established to which the tramps could be sent, and there might be under the county council some organisation by which the genuine labouring man in search of work could get free lodging and free food for the night at any particular village without the stigma of the Poor Law coming on him at all.

62585. Neither class would be under the Poor Law, but they would be separated according to whether they were in search of work or not?—Yes.

62586. There is still the class of people that are perhaps from health or other reasons sometimes in receipt of relief and sometimes not, not seeking work, but the victims of their own habits or sickness; they are not suitable for outdoor relief, and they may receive indoor relief several times in the year. Would you attempt to deal in any different way with that class?—I don't see that one could do so, at least so far as my experience goes. I think you must just bear with them.

Children of ins-and-outs.

62587. You think you would put up with having them in and out?—Yes, that particular kind of in-and-out.

62588. And what about their children?—You are speaking now of people who go about with children?

62589. No, I am talking of the poor of a neighbourhood who are sometimes in the workhouse and sometimes out, and whose children are sometimes in and sometimes out, and are not suitable persons for boarding out; the children are taken out of the workhouse by their parents, and when the parents apply for relief again the children come in with them. These children are living a life that is very irregular. Would you think it impossible to deal otherwise with them?—I think you can deal with children under the Prevention of Cruelty to Children Act. It is not a good thing to separate the children from the parents, unless the mother is abominably bad.

62590. You deal only with extreme cases?—I don't like to interfere with the life of the family if it can possibly be avoided.

62591. (*Mr Patten-MacDougall.*) I don't think you have much experience in the West Highlands with the type of tramp and vagrant to be found in the south of Scotland?—No; we have one or two a year, and that is all.

62592. And accordingly that question does not arise so much in that part of Scotland?—No.

Equalisation of rates.

62593. I think the questions really which are of most importance, from the point of view of the Western Highlands, are in the first place the question of the excessive burden of rates. That is a matter which must be before anyone who has to do with local work in that part of Scotland?—Yes, the burden of rates is extremely heavy.

Equalisation of rates.

62594. The burden of parish rates and the burden of all rates?—The burden of all rates, because there are county rates as well as the Poor Law, Education, and Registration rates, and all the rates levied under the country.

62595. Has your attention been directed at all to the report of the Local Taxation Commission, and to the way in which they propose to deal with the matter in these over-burdened districts?—That is Lord Balfour's report? Yes, I have read it.

62596. You are aware that Lord Balfour suggests that in the case of these over-burdened parishes, where the rate is beyond a certain amount, there should be a sort of levelling-up process, the inability to bear the rate on the part of those parishes being met by contributions from other wealthier parts of Scotland. Have you had your attention directed to that?—Yes.

62597. Do you approve of it?—I think it would be quite sound; but you must be careful that the Poor Law, or whatever it is, is very carefully and properly administered in these poorer places which demand assistance from the larger places. You will understand that if you put a lot of people on the roll and increase their rates it will give a lot of pleasure possibly to a certain number of people, and it will be done at the expense of other people.

62598. You think that in the event of funds being given from other parts, that should only be done under certain official control?—Yes. I think the Local Government Board or their inspectors should have a little more power than they have at present in the way of saying to these Parish Councils, "You are spending too much money on 'these people," or "You are putting too many on your 'roll who ought not to be on the roll." Otherwise there might be a waste of money.

62599. Would you suggest something akin to the process of administration by the Board of Education in the outer islands? Do you think that would meet the case? I understand that there they give grants to parishes which are not able to meet their whole educational expenditure themselves, but they do it subject to a supervision by the Education Department?—Yes; but I cannot say I am very intimately acquainted with that.

Inequitable distribution of medical relief grant.

62600. Another matter which presses in the Highlands is the want of an adequate medical service and the unequal distribution of the medical relief grant?—I have always considered that the medical relief grant is not equitably distributed.

62601. You know that the distribution of the grant is stereotyped under the Act of 1889. Where there has been an alteration in the circumstances of the parishes there might be a power of revisal which might meet these alterations, but that has been prevented by the stereotyped arrangement in the Act of 1889?—Yes.

62602. Are you of opinion that that restriction should be removed?—Yes, because circumstances, of course, have changed.

62603. And if that were so, would you suggest that a larger portion of the grant should be given in Highland parishes where there are difficulties in providing an adequate medical relief service?—I cannot say at present whether they really get their proper share of the money or not, but I think if you started a new system you should do it proportionately to the population that have to be served and the area over which you have to administer the medical relief. That is to say, it is far easier to provide medical relief in a town like Edinburgh than it is in a parish in the West Highlands which is probably eighty miles across. One doctor, of course, cannot do the work in such a parish.

62604. And as a rule there is only one doctor?—I am thankful to say that there is a doctor in every parish now, and two doctors in a good many.

62605. I am afraid there is not a doctor in every parish. The distances are so great in these parishes that it frequently happens that deaths even are not certified?—Yes, that is very much the case.

62606. And that is really an indication of the inadequacy of the present service?—So far as the Poor Law is concerned, they are all certified, because that

Inequitable distribution of medical relief grant.

must be done, but in the case of the ordinary population there is a large number of uncertified deaths.

62607. (*Mr Booth.*) Is that because of the inaccessibility of the doctor, or is it a question of expense?—It may be a question of expense; but suppose the doctor is away thirty miles from the part of the parish where the sick man is, he probably cannot get there till the day after to-morrow, the distance is so great. It is a great expense, and the ratepayers feel the rates very much.

62608. What the doctor charges for the certificate is paid for by whom?—In the cause of paupers?

62609. No, the ordinary population?—The doctor is paid by the person who calls him in. That is his private practice.

62610. (*Mr Patten-MacDougall.*) And that very often leads to pauperism, because he cannot pay the doctor's bill?—Very often he cannot pay the doctor's bill.

Social condition of Highlanders.

62611. (*Mrs Bosanquet.*) Could you tell us a little about whether you consider the condition of the people as a whole is improving in the Highlands, whether their general standard of living is higher than it was?—It is undoubtedly higher. For example, tea is in use in practically every household.

62612. Would that be conducive to better health?—Twenty years ago they did not have tea; that is what I mean.

62613. Who works the crofts when the men are away in the summer?—The women do what work is required. When the seed is sown, the men leave it alone till the harvest-time.

62614. The men come back for the harvest?—Not always; but some of them will come back.

62615. Are those crofts large enough to maintain a family?—Very few of them are.

62616. What size do they run?—From 2 acres up to 20 acres.

62617. A 20-acre croft might be sufficient for the maintenance of a family?—I don't think so. They must make an income from some other source.

62618. Do they sell the produce, or do they consume it entirely?—They sell the young cattle and the sheep and the wool. You must understand that when I say 20 to 22 acres I am speaking of arable or pasture ground inside a fence. Besides that, nearly all these crofters have the use of what is called common grazing, on which their cattle wander free.

62619. Is the ground very poor?—Yes.

62620. And perhaps they don't have very much stock?—Their stock is regulated by an order of the Crofters' Commission. Each croft is allowed to have so many head according to the amount of grazing that there is available for it.

Cases of phthisis and mental weakness.

62621. You refer to the prevalence of phthisis and mental weakness; do you find that that is on the increase?—It is difficult to say with regard to mental weakness, because nowadays the people bring forward everybody that is at all mentally weak and ask for an allowance for them. They did not use to do that so much in the old days. I am afraid, however, that phthisis is increasing. You will be able to ascertain the actual facts from the annual reports of the medical officers of health.

62622. In regard to these mentally weak cases, do I understand that the Parish Council give allowances to their family for them, or do they board them out?—Sanction has to be given to the place where a patient is boarded by the inspector of the Board of Lunacy, and if you can board them with their own families then they can be kept a little cheaper.

62623. I suppose they work on the crofts?—Yes, those that are able.

62624. (*Mr Booth.*) If the ground is very poor, I suppose the limit is really the labour? There is no use adding more poor ground to what they have?—Of course, what we want to do is to be able to enlarge the crofts if we could only give each family a sufficient amount of land to live upon.

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62625. But if the land is very poor, is the limit not the labour?—I don't follow.

62626. If a man has a certain croft, and you add very poor land to its acreage, would he gain anything by that?—I don't think the amount of ground is sufficient to fully occupy a man's whole time. A man with a family could work 50 acres.

Cases of phthisis and mental weakness.

62627. Even of this poor land?—Yes, that poor land works more easily.

Question of eligibility of clergymen as parish councillors.

62628. (*Mr Gardiner.*) Take paragraph 11 in your statement, where you express an opinion as regards ministers of religion. You say that it used to be your opinion that ministers of religion should not be eligible for membership of the bodies allocating relief. Have you considered the influence that ministers might exercise in the linking up of voluntary charity with Poor Law relief?—I did not take that into consideration. Of course, in the parish of which I am speaking there is practically no such thing as charity organisation, as the last witness spoke of.

62629. Would that apply to the whole of Scotland?—I doubted very much whether I should put that paragraph in or not, but, in my own experience as inspector, I did know of cases (I don't wish to give names) where it did lead to an increase of pauperism.

62630. Were their colleagues on the council not on the alert to prevent that favouritism to which you refer in your statement?—I don't think so, because the minister is generally of rather higher social status than the other members of the council, and I think they generally agree pretty well. Of course there were cases where that was not the case.

62631. Would there not be a further danger if the minister of religion were thrown out from the administration of Poor Law relief? In great centres of population you might have fresh organisations springing into life, which might produce that unwise administration of which experts in Poor Law relief are always complaining and condemning?—Yes.

62632. They are apt to increase the disease that they want to stamp out?—You are referring to the overlapping?

62633. Yes, and because they refuse to be guided by the experience of many generations. The membership of a Parish Council has an educational value for the members. If it were not for that, each generation would buy over again the experience of its predecessors?—That is so. Anybody who has been on a Parish Council must have learned something.

62634. Don't you think there is a danger lest ministers of religion, supposing your suggestion were adopted, should become, more than they are at present, creatures of sentiment, and encouraging a weak sentimentality in regard to social questions? What I thought was that the ministers could exercise a valuable influence on the whole?—I think we are very much indebted to the ministers of all our different churches in Scotland. I hope you don't think that anything I say is in any way against our churches, because I have a great respect for the work they have all done, but I think for convenience of working the Poor Law it is possibly better to be without them.

62635. You don't contemplate the danger of ministers becoming a class apart?—No.

62636. And not taking a proper share in their responsibility?—Ministers are nearly always members of the School Boards.

62637. Are they continuing the same as they used to be, or are they not rather dropping off?—I cannot say.

Medical inspection of sick poorhouses.

62638. Would you not desire a development in the medical inspection of sick poorhouses, having regard to the effect that members of the poorhouse committees have no expert knowledge of hospital administration?—But then there is a resident medical officer, is there not?

62639. In cases no doubt, but it seems to me that a poorhouse committee is quite unequal to administer a hospital having regard to the manifold necessities. Would not the Parish Council require more expert assistance than they now get?—I have never, personally,

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been on a poorhouse committee, but I should imagine that a committee which manages the poorhouse is advised by the medical officer as to what are or are not their medical requirements, because they cannot know unless they have doctors on that committee.

Medical inspection of sick poorhouses.

62640. Take this point that comes home to me, namely, the supply of nurses. It seems to me that in some sick poorhouses that I have been at in the last ten days the supply is very inadequate. Now, if you had the medical inspector going round more, he would insist on an increase of nurses?—Is that not under the control of the Local Government Board? If their inspectors consider that a poorhouse hospital is not properly staffed, then they report on it, and a certain amount of the grant could be stopped.

62641. But, as I understand it, there is no visiting medical inspector in the Scottish Local Government Board. The inspection is done by laymen?—That is so.

62642. You would agree with the view that it is desirable?—I think so. I thought we had the power in Scotland.

62643. I believe you have the power, but I don't think you have the men to do it, having regard to the area to be covered?—It would be desirable.

62644. Within the last few days I have visited some poorhouses, and I have noticed a higher level of administration reached in the lunatic wards than in the body of the house. Am I justified in concluding that this higher level of administration is the result of the dual inspection which now exists?—I am afraid that is a question I cannot answer, because when I was in the Local Government Board I had never any inspection of poorhouses in my branch of work.

62645. Since you became chairman of the Parish Council, you will have been in your poorhouse?—I only visit our poorhouse periodically.

Inequity of medical relief grants.

62646. (*Mr Loch.*) You said something about the grants in aid, and you criticised the equity of the medical grants. Do you think it worth while to keep up the grant system?—I am afraid, now we have begun the grant system we can hardly stop it. If we had never had grants at all, then it would be a different matter.

62647. If a scheme of taxation like that suggested by Lord Balfour came in, would it be necessary still to preserve the grants; that would be an adjustment scheme which would include the whole amount?—Yes, it would include the whole thing, of course. I don't hold altogether with the doing away of each individual locality bearing its own share of the burden, because if you once do away with that, I am afraid that localities would be very apt to run into extravagance.

62648. You are afraid that Lord Balfour's scheme would turn out to be a kind of subsidy scheme which would undermine independence?—It might, without very careful inspection.

62649. You know the poor districts so well that you could say whether if more now came into a parish than is got under the medical grants, it would be looked on as a thing they could spend more easily because someone else paid for it?—No. Our poor rate in my parish is 2s. 6d. in the £. Now that is pretty heavy, and our ratepayers would be very glad to see it at 2s. 4d. instead of 2s. 6d.

62650. The effect would be rather to cut down the rate, and use this as a substitution for part of it?—We do have to be efficient as it is, and if we get anything more, we have to rate ourselves.

62651. It would be more or less a leap in the dark whether they would use the money from the rates or would get rather lax in their administration?—I don't think they would be lax in their administration, because the better they could administer the more they could save.

62652. But where there is a comparatively high assessable value, it does not appear that the impulse to economy is very great, nor do the grants in aid do anything but rather weaken it?—Is that the case in the big towns?

Inequity of medical relief grants.

62653. With a high assessable value, I think one may say that there is a great temptation to spend heavily, and you would have the fruits of it placed at your disposal by this plan?—Yes.

62654. I agree with what you lay down as a principle, viz., the local management and independence. I was trying to see whether Lord Balfour's system would have other elements in it rather than the grant system which would justify it against grants?—We have now got so into the way of grants, and grants give the central authority more excuse for supervision, that I should be sorry to see them done away with altogether. I would put it no further than that.

62655. With regard to the charge of inequity in connection with the present grants, what would your positive suggestion be as to a remodelling of the system?—As I worked it out originally, it was in this way, that the medical relief grant should be allocated one-half in proportion to the proper number of paupers per 1,000, and inversely to the area of the ground that these paupers were scattered over.

62656. You take a standard of pauperism, and if it exceeds that, then your grant is less?—I should say that the Local Government Board should say that there are certain districts in Scotland in which, if they are properly administered, the proportion of pauperism should be 2 per cent. and up to 4 per cent.,—that would be under proper management and careful supervision. You could take that, and then discover the proper number of paupers that there should be upon any area or any parish, and the number of paupers that there are forms the claim upon the one-half of the grant, and then take the area over which they are spread, so as to cover the difficulty of conveying the relief to them.

62657. You take the standard of general administration as your basis?—Yes.

62658. That is quite unlike what is done just now, which is a question of how much you spend on medical relief that gives you the claim for the grant?—Yes, irrespective of the number of paupers that you have, or anything else.

62659. You think we are sufficiently well advised as to the amount of pauperism we might expect and so on, so as to take the pauperism standard as the basis for the administration grant?—Yes, I think so. I think the Local Government Board know quite well about that.

62660. Take a place like Glasgow. There might be a very great reduction in the number of paupers—the system might be made very stiff, and at the same time the administration *qua* the results in particular cases might be very doubtful. You might, for instance, find the people who ought to be carefully relieved were hardly relieved at all, or were rejected on grounds which you might say were not sufficient. You might have a low pauperism, and yet it might be a pauperism that should be higher or different?—Yes, but I don't think that could occur for very long. If people don't get relief they have a right to appeal, and the central authority would very soon discover if people in any particular parish were not getting the relief which they were entitled to get under the law; and, *per contra*, the central authority have the means at their disposal to ascertain whether the pauperism is going up too much owing to liberal administration.

62661. Practically, you have in Scotland an aid to using pauperism as the standard,—you have the appeal?—Yes.

62662. (*Mr Booth.*) The standard is one that would be laid down entirely by the Local Government Board, and not based on the number of paupers that do exist; it would be based on what would be a reasonable degree of pauperism for that locality?—Yes.

62663. (*Mr Loch.*) Suppose pauperism went down, then it might go down under conditions that were not altogether satisfactory.

62664. (*Mr Booth.*) But that would not affect the allocation. It depends on a standard of anticipated pauperism under the best advice that the Local Government Board can secure as to the circumstances of the place?—Yes, my opinion is that the Local Government Board are fully aware of what, with properly administered

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Poor Law, the percentage of pauperism should be in Glasgow or in Dundee, or in any country parish.

62665. (*Mr Loch.*) You would readjust your standard from year to year?—That would be very troublesome; I would do it perhaps every five years.

62666. (*Mr Booth.*) The readjustment is not based upon the administration of the Poor Law, but upon the industrial and other conditions which make pauperism necessary or unnecessary in that place?—The central authority would have to consider at the end of every five years whether the circumstances in a particular locality had so changed since they last fixed what they considered the proper percentage of pauperism, as to cause them to make any change.

62667. And those conditions are industrial?—They might come from other causes.

62668. But it is not based on the amount of Poor Law relief given?—No.

62669. (*Mr Loch.*) There would also be this qualification: you might find in Edinburgh, under conditions that have been discussed to-day, that pauperism went down consistently, and that would bring a lower level of pauperism as your standard; that is to say, other elements come into the question, the authorities have done their work better and so on, and the pauperism, apart from the industrial conditions, would sink?—It might.

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62670. We know that on the whole, since 1872 or 1873, we have had a constant fall in pauperism, generally speaking, throughout Scotland as well as England. You might find that we should go one step further, and you might get to 1 per cent. even?—Yes, but I think that is hardly my point. If pauperism, through the action of the Charity Organisation Society or anything of that kind, became reduced so very much, it would not alter the knowledge of the central body. They would be full aware of the cause of that reduction of pauperism, and that would not prevent them from forming a fair estimate of what the percentage of pauperism in that particular district should be.

62671. Only this, the less the percentage of pauperism roughly, the greater the grant, because you take pauperism as your standard?—I take it for one-half of the grant.

62672. (*Mr Booth.*) But not actual pauperism?—No.

62673. But the degree of pauperism that is reasonable?—That the central authority thinks it is right and proper there should be under the existing Poor Law.

62674. And according to that proportion the half of the grant is allocated?—Yes, that is how I work it out.

Ex-Bailie Anderson, called and examined.

Ex-Bailie Anderson.

62675. (*Mr Booth.*) You are a member of the Inveresk Parish Council?—Yes.

62676. The statement which you have prepared in regard to Poor Law administration will be taken by us as your evidence-in-chief?—Very well.

(*The witness handed in the following statement.*)

1. I was a Councillor of the burgh of Musselburgh from November 1897 till March 1906, when I resigned, and a Parish Councillor of Inveresk parish since November 1898. I am a solicitor by profession.

Social and industrial conditions in Inveresk parish.

2. *The Social and Industrial Conditions in Inveresk Parish.*—Within the last few years the social conditions have changed very considerably, and the large number of inhabitants of the parish are now miners and workers. In the parish there are pits at Carberry, Wallyford, and Olivebank, and just on the borders at Niddrie and Prestongrange. There are also in the parish Messrs Cowan's paper-mill, Messrs Stewart's net-factory, Messrs Brunton's wire-works, and other smaller works. The wages earned are good, but many of the workers, especially miners, are improvident. The parish includes the burgh of Musselburgh, where the workers practically all reside. The population is increasing rapidly, having increased from about 11,700 to 17,400 in the last ten years.

Method of administering relief.

3. *The Method of Administering Relief in the Parish.*—There is no peculiarity in administering Poor Law. So far as possible outdoor relief is given, as being more economical than relief in poorhouse.

Respective merits of in- and out-door relief.

4. *The respective Merits of Indoor and Outdoor Relief.*—So far as possible, the latter has been found preferable. It is less costly, it does not carry the same stigma to the recipients, and it does not interfere with family relations. Even in the case of children and single persons, endeavours are made to get some relative to take charge, rather than send them to poorhouse or board out with strangers.

Classes of persons applying for relief.

5. *Classes of Persons applying for Relief.*—Three-fourths of the applicants are tramps. This is no doubt owing to Musselburgh being on the high road between England and Scotland. These are treated in the poorhouse, and occasionally in a local lodging-house. The other applicants are old persons and persons rendered unable to work from illness or accident.

Causes of pauperism.

6. *Causes of Pauperism.*—These are largely drink and gambling (horse and dog racing). People, too, seem to be losing self-respect, and in many cases appear to regard payment of poor-rates for years as entitling them to relief on the slightest pretext. In many cases natural affection is entirely wanting, and children think it a burden and hardship to be asked to support their parents, even when well able to do so, and, conversely, parents do not care to support their children.

Personnel of Parish Council.

7. *The Class of Persons seeking Election as Parish Councillors.*—There is difficulty in getting persons to take office at all. The tendency is for men in better positions to hold back, and for representatives of the working-classes to come forward.

Question of relief to able-bodied.

8. *The Expediency and Probable Effect of giving Able-bodied Persons a Claim to Parochial Relief.*—There seems no reason for not giving relief to able-bodied persons who are destitute. As a matter of fact, experience shows that if such persons continue in a state of destitution they soon become, through starvation and illness, proper subjects for relief. It seems little short of cruelty to refuse relief, knowing it is only a question of time till the person becomes chargeable, and that to an extent which might have been obviated by timely relief.

Suitability of existing Poor Law areas.

9. *The Suitability of the existing Areas for the purpose of administering Relief.*—So far as administering relief goes, the present areas seem to be unobjectionable, if large. But so far as other administration goes, there seems room for improvement. An example of this may be seen in burghal administration. Instead of having several public authorities as at present, it is suggested that there should be only one, and that with that object each burgh should for Poor Law purposes be made a separate parish, and the powers and duties of Parish Councils transferred to Town Councils or Police Commissioners. In cases where there are interests joint to the landward and burghal parts of an existing parish, such interests could, if necessary, be looked after by a joint committee of representatives from each body, in a similar manner as is at present done in the case of combination poorhouses. By uniting the duties as suggested the management charges would be much more economic; in rate collection alone there could be a large saving. Over and above this, expenditure in other directions could be obviated. An instance of apparently useless expenditure may be illustrated by reference to the Edinburgh Town Council having at large expense formed a long road as an access to their Infectious Disease Hospital alongside of the then existing access to Craiglockhart Poorhouse, while the one road might very well have served both.

Reforms in the Law or Practice suggested by experience. Attention is drawn to the following, viz.—

Proposed disqualification of Parish Councillors.

10. *Disqualification of Parish Councillors.*—No person should be allowed to act as a Parish Councillor, or on any Trust connected therewith, whose relatives for whose support he is liable are in receipt of parochial relief, or in receipt of assistance from any trust funds. The words "share or interest" in sect. 20 of the Local Government (Scotland) Act 1894, 57 and 58 Vict. cap. 58, should be defined, *e.g.* a director of a company mentioned in subsection (2) should be disqualified.

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Suggested amendments as to assessments.

11. *Assessments.*—Under sect. 34 of the Poor Law Act of 1845 assessments are raised half from owners and half from occupiers. Owing to unlet property, the occupiers' rate is always higher than the owners'. The assessments are levied on the annual value of property as defined by sect. 37. Under the present mode a somewhat elaborate system of deductions prevails (in Inveresk—houses 10 per cent.; lands 5 per cent.; mills, mines, quarries 20 per cent.; and railways, 35 per cent.); there is also a deduction of three-eighths in respect of land under the Agricultural Rates (Scotland) Act 1896. It is suggested that all rates should be levied on the same basis, and that where an assessment is imposed on both owners and occupiers the rate per pound on each should be of the same amount, and that it should be levied upon the gross rentals, as in the case of assessments under the Burgh Police (Scotland) Act 1892 (see Part V. sect. 340, etc.), under which there are few deductions (*i.e.* only small houses and land). At present the warrant obtained under sect. 88 of the Poor Law Act 1845 for recovery of assessments does not empower the collector to arrest wages, as is the case under sect. 353 of the Burgh Police Act of 1892. This is found to be a great hardship in collecting poor-rates, as frequently the effects in houses are worthless, while the tenant may be in receipt of a good wage. It is also suggested that it is an inconvenience that taxes should be payable to different authorities, *e.g.* police, etc. rates to the police collector, and poor, etc. rates to the parish inspector in burghs, and county rates to the county collector, and poor, etc. rates to the parish collector, and it is suggested that there should in each district be the one rating authority.

Need of representation of Parish Councils on Lunacy Boards.

12. *Representation on District Lunacy Boards.*—At present Parish Councils have little or no direct representation on District Lunacy Boards. It is highly desirable that they should be strongly represented on these Boards, seeing that throughout Scotland they contribute upwards of three-fourths of the revenue, and should have a voice in the management of these institutions.

Poor Law audits.

13. *Government Audit.*—The general opinion among Parish Councils is that an auditor should be appointed and paid by Government, with chambers in some of the larger cities, such as Edinburgh and Glasgow. According to a handbook* on Parish Council accounting and auditing, a sum approaching £8,000 is spent annually by Parish Councils in Scotland in connection with audits.

Orphanages and settlements.

14. *Orphanages.*—When an orphanage is established in any particular parish a very heavy burden is liable to be imposed on the rates. In Inveresk there are three such institutions. From one of them the parish has had to support two lunatic girls who had no connection with the parish except that they had acquired a residential settlement. It is suggested that residence in a Home should be put on the same footing as residence in any asylum, and no settlement acquired in consequence. Parishes, while looking with unfriendly eyes on such institutions in their midst, have no power to prevent their being established.

Law of removal.

15. *Removal of Paupers from England and Ireland to Scotland.*—It is suggested that paupers in different parts of the kingdom should be placed on the same footing as paupers in different parishes in Scotland, viz. that the relief afforded should be recoverable by the relieving parish from the parish of chargeability,—the parish of chargeability having the right to require the pauper to be sent to their parish at their own cost. In any case, Scotch parishes should have restored to them the right of appeal to the Local Government Board against removals from England and Ireland, which under 8 and 9 Vict. cap. 117, sect. 6, they possessed until the passing of 24 and 25 Vict. cap. 76, sect. 7. Under 61 and 62 Vict. cap. 21, sect. 5 (2), there is a right of appeal to the Local Government Board against removals from Scotland.

Cases.—Ann A. D., West Derby Union, Liverpool, sent to Inveresk; Robert C., St Marylebone, London, sent to Inveresk.

Local Government Board to decide settlement cases.

16. *Poor Law Settlement Disputes.*—The Local Government Board should have power to decide all Poor Law settlement disputes which cannot be otherwise disposed of. Something like £60,000 has been spent during the last ten years in the Law Courts in connection with disputes between parishes as to the settlement of paupers. Some time ago a circular was issued by the Parish Council of Cathcart to all Parish Councils in Scotland, asking their views upon the subject. With only a few exceptions, nearly every Parish Council was strongly in favour of the proposal.

* Mr J. T. Maxwell of L.G.B., Edinr.

Powers of removal for Parish Council.

17. *Power to Remove to Poorhouses in certain cases.*—Powers should be given to remove to poorhouses, in certain cases, persons who require care and treatment in a poorhouse or parish hospital, who have no proper lodging or accommodation, who are incapacitated by youth or old age or by disease from contributing in any way towards their own support, and who at the same time are friendless and requiring more than ordinary attention, and cannot be maintained and cared for by means of outdoor relief. Power should also be given to confine for certain periods vagrants and habitual paupers. In cases where relatives are liable for the support of such persons, the Parish Council should have power to enforce contribution.

Cases in Point.—Nanny M., Musselburgh. An old Irishwoman, seventy-five years of age, lived alone in a garret room, the rent of which she never paid. The only means of light and ventilation was a small skylight, and this she had carefully nailed down. She was in receipt of outdoor relief. She took very ill and would allow no one to come near her, barricading the door to prevent anyone from entering. The house was in a most filthy and abominable state. The bed on which she lay consisted of an old straw mattress, with some filthy clothing and sacks for a covering, literally crawling with vermin. The old body had a great aversion to the poorhouse, and it was only after bursting the door open and threatening to force her that she consented to go. She recovered, and lived for some years. This is only one case. There are many others similar.

Children of dissolute parents.

18. *Children of dissolute Parents.*—Parish Councils can deal with these only under Custody of Children's Act, 54 and 55 Vict. cap. 3; Infant Life Protection Act, 60 and 61 Vict. cap. 57; Industrial Schools Act, 29 and 30 Vict. cap. 118. Greater powers should be conferred on Parish Councils, giving them power compulsorily to take such children, including the children of habitual criminals, from their parents, and if necessary to compel parents to contribute to their support.

Cases.—G. children.—The father of these children was a drunken, dissolute man. His children became chargeable in Inveresk, and were boarded out and repayment claimed against H., the parish of chargeability. H. paid for a time, but ultimately requested that the children be sent back to the father, who was willing to keep them. Inquiries showed that this was a mere expedient to escape further payments.

Rose Ann T.—This was a young and strong widow, but of drunken and dissolute habits, living in a one-roomed house with her family, viz., John, aged 14½ years, wrought in a mill and earned 5s. a week; Robert, aged 12 years, who had lost one of his legs; Agnes and Mary, twins, aged 9 years, and Jessie, aged 5 years. The mother did washing and cleaning at times, but the greater part of her earnings were spent on drink. The house was filthy and insanitary, and the three younger children sickly-looking and ill-nourished, the result no doubt of improper feeding and their mother's drunken habits. The rent of this room was 1s. weekly. The mother had an allowance of 6s. per week from the parish, which, as a rule, went for drink before many hours in her possession. This went on for a considerable time, when the Parish Council resolved to withdraw the money and give her an allowance in kind. Even then it was found that she sold the goods to procure drink. It was ultimately resolved to board the three younger children out, but great difficulty was experienced in getting the mother to consent, and a good deal of force had to be resorted to. They were boarded out at some considerable distance, and their whereabouts was not made known to the mother. All went well for a time, and the children began to improve every day under a capable guardian, but, unfortunately for them, the mother came to know of their whereabouts, and would intercept them going to and returning from school, taking them home with her for a day or two at a time, until ultimately the guardian was powerless and the efforts of the Parish Council baffled. This woman, who still continues her old habits, at last took the children home, and they are known to have suffered in consequence.

Homes for pauper children.

19. *Homes for Pauper Children.*—Parish Councils have considerable difficulty in properly boarding out pauper children.

Homes for pauper children.

children. It is contrary to custom to send children to a poorhouse. If desirable relatives will not take them, they are usually boarded out in the country if possible, but in such cases they are frequently away from proper supervision. There are few homes for the purpose. It is suggested that disused warships might be placed at suitable points for the accommodation of boys at least, that Parish Councils should have power to send children to them for periods of years, and that they might be there trained for the Navy or Marine, or learn trades.

20. *Reformatories and Industrial Schools.*—Some alteration of the law here is desirable. Cases have been known of boys committed to an Industrial School never having been removed on account of no school being willing to receive them unless on a guarantee for their board, and the Authorities at whose instance the committal was made not being willing to give such a guarantee. Such schools should either be State-supported, or children sent to them by proper authorities should be made chargeable to the parishes liable for poor relief. If State-supported, the danger is that the powers of committal might be abused. This could be safeguarded by giving power of committal only to Sheriffs or Stipendary Magistrates.

Imprisonment for non-payment of aliment.

21. *Imprisonment for Aliment.*—If a Parish Council obtains decree for a sum expended in relief to a pauper against a relative who was bound to aliment him, they are not entitled, if the debtor does not pay, to have him imprisoned under sect. 4 of the Civil Imprisonment Act 1882. See Teverndale *v.* Duncan, 20th March 1883, 10 R. 852. In all cases the Parish Council should have the power to imprison for non-payment of aliment.

22. *Refusal of Relief.*—The appeal should be to the Local Government Board, and not the Sheriff.

Ascertainment of earnings of paupers and relatives.

23. *Ascertainment of Earnings of Paupers and their Relatives.*—When relief is applied for, it is all-important to know the earnings of the family or applicant. At present application is made to their employers, who usually take very little trouble about the matter. Employers should be bound to supply accurate information within a given time, under penalty.

Need of discriminative power to remove phthisical cases.

24. *Phthisical Cases.*—Under the Circular of the Local Government Board of 10th March 1906, Local Authorities are informed that pulmonary phthisis may be included as an infectious disease under the Infectious Disease (Notification) Act 1889, 52 and 53 Vict. cap. 72, but they intimate that they will not feel justified in approving of compulsory notification unless measures can be taken for curative treatment, as well as for prevention of the spread of the disease. Few Local Authorities are at this time able to grapple with curative treatment on account of the expense, but it is within the reach of all to adopt measures to prevent the spread of the disease. To adopt curative means may entail sending away to a sanatorium a man who is the breadwinner of his family and able to earn a good wage, and not only having to pay for him, but also to support the family. If there were many such cases in a parish the burden would be intolerable. On the other hand, the disease is most infectious in its latter stages, when the patient is practically unable to work, and likely to be in receipt of parochial relief. It is suggested that Local Authorities should have power to deal with those cases. There is at present on the roll of Inveresk parish no fewer than six cases; two of these are married men with young families, living in one-roomed houses. This is not only a true but a common instance of a consumptive house. Perhaps no immediate evil results to mother and children can be observed, but after years the seed that has been sown springs up and bears abundant fruit. One of the cases may be referred to, that of a married man (A.'s case). The father was 34 years of age and the mother 36, living in a one-roomed house, low ceiling, and window looking into a dismal back court. The property was old and the plaster-work beginning to decay. The room was always hot and stifling, and they would not put down the window, as they were "frightened for a draught." The same thing was to be found on every visit; both window and door closed, and the room full of impurities. Not coming under the Act of 1889, the Parish Council had no power to enforce the man's removal, though he was undoubtedly a source of danger to the family. After great persuasion the Parish Council ultimately got the man boarded in the country at 10s. a week, allowing the wife and family 12s. He, however, did not like the country, and returned home again, where he died.

Even under the Notification of Disease Act and the Public Health Act the Local Authority would have had only power to remove the man. In some cases it might be better to remove the family, and the Authority should have power to do either, as in the circumstances seems most expedient. There should be power to condemn insanitary houses more freely.

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CHARITIES AND VOLUNTARY EFFORT.

An Account of the Operations and Effects of Charities in Neighbourhood.

Local charities of Inveresk parish.

25. The following is a list of the Parish Trusts:—

(*a*) *Mrs Bridge's Bequest.*—Capital £1,500. For payment of annuities of not less than £5 and not more than £10 out of the annual income to certain women not under 55 years of age, preference being given to those who have seen better days and resided in the parish for ten years. Trustees—the Provost, Magistrates, and Town Clerk.

(*b*) *Dr Bruce's Fund.*—Capital £2,000, invested in consols. The interest to be applied to the relief of the poor in the town. Trustees—the Provost, Senior Magistrate, and Minister of the Parish of Inveresk.

(*c*) *Mrs Macleod's Bequest.*—For applying the annual income arising from the residue of her estate to the support of an industrial school for boys and girls, the children of destitute or dissipated parents. Trustees—the Provost, Magistrates, and Minister of Free and U.P. Churches.

(*d*) *The Lady Milne Fund.*—Capital £500. The interest to be used to continue Lady Milne's charities in the parish. Trustees—the Provost and the two Senior Magistrates.

(*e*) *Mrs Laurie's Fund.*—Capital £2,200. For applying the free interest equally among the poor persons, resident in the parish of Inveresk and North Esk, not in receipt of parochial relief, and being members of some Christian congregation in either of said parishes. Trustees—Mr A. D. M. Black, Dr Scott, and Messrs John and Robert Ramsay.

(*f*) *Mr M'Kelvie's Fund.*—Capital £700. For applying the proceeds for behoof of the poor passing through the town of Musselburgh. Trustees—Provost, Magistrates, and Town Council.

(*g*) *Dr Brown's Trust.*—Capital £4,700. Interest to be applied towards providing weekly a 2 lb. loaf to the oldest fifty paupers on the roll, as also 5 cwt. of coals and 3½ yards of new flannel in the middle of December, with 2s. 6d. for each on New Year's Day. Trustees—Provost Keir, Rev. J. Sharp, Dr Scott, Mr Whitelaw, and Mr Kemp.

(*h*) *Hastie's Fund.*—Sum £1,400. To lend out the residue of Geo. Hastie's estate to tradesmen, etc. in the parish, preference being given to young men beginning business. Trustees—Kirk-Sessions of the Established and Bridge Street U.P. Churches.

(*i*) *Hay Fund.*—Left by gentleman in India to provide an Orphanage in Musselburgh and Tranent. Fund settled by Court. Trustees—Provosts of Musselburgh and Tranent, and Ministers of Parishes of Inveresk, North Esk, and Tranent.

(*j*) *Carse's Trust.*—For supplying coals to poor. Trustees are private individuals.

(*k*) *Caird's Trust.*—£500. The income to be distributed among poor and deserving fishermen, or widows of fishermen, in parish of North Esk, as Kirk Session think fit.

26. Taking the funds (exclusive of those marked (*c*), (*h*), (*i*), and (*j*)) as above at £11,600 and interest at 4 per cent., the yearly sum expended by above amounts to £464.

In addition to the above there are—

Various church charities.
Soup kitchen, managed privately.
Supply of coals to the poor, collected for and distributed by Town Council.

Effect of charity on pauperism.

Relief of rates on ground of poverty by Town Council and Parish Council, about £150 by former and £50 by latter.

27. There is great room for reform in controlling both the objects and administration of local charities. Persons, who without doubt are well-intentioned, but have no knowledge of the poor or of the probable effects of their bequests, frequently leave money for so-called charitable purposes, which do not result in any practical good to anyone, and tend only to encourage pauperism.

Bequest for tramps.

28. M'Kelvie's Trust may be cited as an example. The late Mr James M'Kelvie, who resided in Musselburgh, was

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Bequest for tramps.

during his life frequently applied to by tramps who asked money "to pay for a night's lodging." At his death he left £700 to the Town Council, the income to be applied in relieving the poor passing through the town. The Council foolishly accepted the bequest, and as a result the town became a sort of tramps' paradise,—tramps from all quarters making a point of passing through the town for the sake of the few pence they got. The money was invested in deposits in some of the Australian banks; and as there have been no dividends, the bequest has for some years been a dead letter.

Administration of charities.

29. As regards administration, it too frequently happens that the trustees for these charities are public men, for example the magistrates of a town, or the minister and session of a church. The time of these men is usually too busily occupied to permit of their devoting more than a few minutes to the business of the charities for which they are trustees. They have no interest in the matter, or very little; their doings do not appear in public, and so they are not subject to the stimulus of public opinion; they are practically not accountable to anyone. The whole management is usually left to some official, as much occupied and with as little interest as themselves. The result is that, without any such intention on the part of the trustees, the objects of the bequest are defeated, or largely so. In cases where the funds distributed are considerable and the beneficiaries numerous, there is no proper investigation into the circumstances of each case, and it usually happens that once a name gets on the list of beneficiaries, it remains till death, however undeserving the person may be, and however many more deserving applicants may have come forward. In the case of annuities, the trustees have frequently no intimation of the lapsing of an annuity until the meeting at which it is again given out, when it is probably given to a person whose name is brought forward by one trustee, and who may or may not be the most deserving person desirous of obtaining it had the vacancy in the list been known.

30. A favourite form of distributing funds left for the poor is in small sums; for example, Dr Bruce's fund, the interest whereof amounts to over £60, is yearly distributed in small doles to about a hundred and fifty persons, in sums ranging from £1 to 5s. At one time the sums were smaller, and persons have been known to come out of the poorhouse, draw their allowance, spend it on drink, and go back to the poorhouse the same night. In connection with this fund, it was once remarked by a local wit that the trustees had fixed the allowance at the price of a bottle of whisky. In addition to the public distribution of funds, each of the trustees gets £3 to distribute as he sees fit, and of which he gives no account. One cannot help thinking that personal vanity plays a part in this distribution, as no doubt some public men enjoy the respectful recognition accorded to them by those who benefit by the distribution.

Abuse of charities.

31. As an example of persons whose position appears not to justify them participating in charities, the following may be cited from Carse's Trust for supplying coals to the poor. From it a ton of coals was given to persons living in houses of the following rents, viz.—£16, £38, £20, and £27. One of the trustees, who are all private persons, subsequently objected, and the names of above were struck off.

32. From the foregoing list it will be seen that the money distributed each year in Inveresk in charity amounts to not less than £500. When this sum is compared with the total amount spent in the parish on outdoor poor, viz. about £1,400 a year, it will be seen how much good these funds might, with proper management, be made to do. It is maintained that the greater part of this £500 does no actual good. It cannot be said that a dole of 5s. or even £1 a year in any way effectively relieves necessities. There is no doubt that the annuities do a great amount of good, but the doles do not.

33. The argument generally used is that these charities are not intended to relieve the rates. This is believed to be entirely fallacious. It is believed rather that the charities are intended to prevent respectable poor people from suffering the humiliation of having to apply for parochial relief, whether as a means of entire support or in supplement to a small and insufficient income.

34. Another great objection to the present administration of the various different funds is that the one body of trustees have no means of knowing what another is doing. A person found to be undeserving by one body may continue to receive charity from another, or may even be concurrently admitted to participation in the other charity for the first time.

Abuse of charities.

35. A few years ago I made an attempt to organise the different charities in the parish, and to institute a central body of representatives which, while not interfering with the management of the different trusts, would afford means for obtaining information as to the circumstances of poor persons, and the sums they were obtaining from any charity or from the parish. The meeting to consider the matter was largely attended, and was practically unanimous in approving of the proposal, but there was no real enthusiasm, and the proposal has become a dead letter.

Charities to be placed under supervision of Local Government Board.

36. It is suggested (1) that all charities except persons distributing their own money should be placed under the supervision of the Local Government Board; and (2) that the Local Government Board should have power (*a*) to vary the objects of the trust where this appears for public advantage, and (*b*) to formulate schemes for the direction of trustees in distributing such trust funds. At present the object of a trust can be varied only on application to the Court of Session. Such an application is costly, and, moreover, the Courts are very chary of interfering with the truster's expressed wishes, unless in extreme cases.

Effect on recipients of aid.

37. *The respective Effect on the Recipients of Charity and Poor Law Out-relief.*—All relief, both voluntary charity and Poor Law, requires to be very judiciously administered, otherwise the effect is to pauperise. It is noticeable that when one person in a district obtains relief, others in similar circumstances at once apply. This is particularly the case in regard to relief of rates on the ground of inability to pay them. Relief given to one person in a tenement, for example, usually brings applications from others in the same tenement who have probably heard of the circumstance.

Quality of Poor Law methods.

38. *A Criticism of Poor Law Methods from the point of view of those engaged in Charitable Work.*—There is little to find fault with in Poor Law methods if judgment is used. The greatest trouble experienced is to ascertain the position of the applicants. It is difficult—sometimes impossible—to ascertain the amount of earnings of some persons, such as those who keep small shops, fish-hawkers, those who keep one or two lodgers, etc. Hence deserving cases may be sometimes refused and the undeserving relieved. But generally speaking the system works well.

Extent of co-operation between Poor Law and charity.

39. *The Question of Co-operation between Charity and the Poor Law.*—On this point see paragraphs 25 to 36. There is in Inveresk parish practically no co-operation between charity and the Poor Law. The administrators of charity are extremely jealous of any interference, and there seems little possibility of co-operation unless it is enforced. Of the desirability and benefit there can be no reasonable doubt.

Possibility of substituting charity for out-relief.

40. *The possibility of substituting Charity for Outdoor Relief.*—Such a substitution does not seem desirable unless the charities were administered by the Parish Council. So long as different bodies of trustees continue to administer charities, there must be overlapping on the one hand and inadequate relief on the other. If charities are to take the place of outdoor relief, then they would require to be administered by one body, and the only competent body, from a practical point of view, seems to be the Parish Council.

Local friendly and thrift societies.

41. *Friendly, Co-operative, and other Self-help Societies.*—My experience in regard to these is limited. Speaking generally on the subject, there are in Musselburgh eight friendly societies, and of one or more the large majority of respectable working-men are members. The subscriptions are moderate and the sick benefits fairly substantial—in some, if not most cases, in excess of the amount the subscriptions warrant. There is no wage limit of members. There are, in addition to sick benefits, funeral allowances. Some societies, but not all, have adopted a graduated scale of subscriptions, the amount depending upon the member's age at joining—a highly necessary measure. The management is good, being both economical and efficient.

42. These societies make no provision for old age, although it is the older members who benefit most, as being most liable to illness. Under present conditions the societies could not provide for old age pensions unless they received a large measure of State or other support.

Effect of Free State medical relief and need of system of district nursing.

43. It is probable that free medical State relief, voluntary hospitals, old age pensions and freely given Poor Law out-relief would militate against these societies, as rendering them less necessary. The management of these would be much more costly than the management of friendly societies.

44. There is in Scotland rather a prejudice against hospitals from a sentimental point of view, sick persons

preferring to be nursed in their own houses. It would be more economical and in some ways better to encourage a system of district nursing.

Effect of thrift on pauperism.

45. While friendly societies do undoubtedly prevent a large number of persons becoming chargeable as paupers, they do not directly give any assistance to Parish Councils in the way of relieving them; for example, a pauper lunatic, a member of a society, is maintainable by the parish, while his sick benefit may be paid to his wife. In Inveresk there is only one case in which a society is contributing to the support of a pauper, viz. a case of a man suffering from phthisis, who is boarded out, and to whose board his society contributes 2s. 6d. a week, equal to about 25 per cent. of the board.

Progress of friendly societies.

46. It is believed that friendly societies are progressing even more rapidly than ten years ago. The co-operative store has been of great benefit to the working-classes in the parish. Whether these stores actually supply goods at a cheaper rate—as is claimed—or not, they act as a sort of savings bank, and the half-yearly dividends are a great factor in enabling the members to pay their rents. To assist to pay rents a "menage" is a very common institution. It is got up by a number of persons contributing weekly sums, which are divided when rent time approaches.

Treatment of tramps.

62677. (*Mr Booth.*) Your statement is a very interesting and full one, and I need not trouble you with many questions, but there are some points I should like to ask you about. You say that the peculiarity of the parish of Inveresk, or at any rate with regard to Musselburgh, is the very large number of tramps, owing to its being on the highway between England and Scotland.

62678. What class of tramps are these? people seeking work, or merely people wandering about without seeking work?—Regular tramps who have no desire to work.

62679. Do they make a kind of tour, and may they be supposed to pass again and again at intervals?—Yes, we find the same men appearing regularly.

62680. So it is actually a constant class that moves away and returns again?—Yes.

62681. Do you think they are suitably relieved by the Poor Law, or would you adopt some other plan?—So far as we are concerned, we should like to see that class abolished altogether, but so far as things go at present, I think they are quite suitably dealt with. We don't take them up and send them to prison unless they are convicted of some offence. We generally give them some little relief that enables them to pass on to some other place.

62682. Your one object being to get rid of them?—Yes.

62683. Would not some other treatment than the Poor Law possibly tend to limit or choke the growth of these people, and ultimately stamp them out?—Yes, but the difficulty is to know what the treatment should be.

62684. Have you any suggestion about that?—No.

Lack of filial responsibility.

62685. As regards the administration of your Poor Law, it is very largely a question of dealing temperately with these people?—Yes.

62686. You say there seems to be a loss of self-respect, and that especially natural affection is dying. Do you attribute that to any particular causes?—I am not sure that I can put it down to anything in particular, except that young people nowadays wish to have more enjoyment than they did in the old days.

62687. Pleasure-seeking and sport?—Yes; and it seems to be thought that the rates are intended for the support of all poor persons, and that they ought to be supported by the rates instead of by relatives.

62688. Would that be felt equally if the relief was less given as outdoor relief and more given as indoor?—I think it is quite the same in both cases.

62689. Would they be as willing to see their parents receive relief in the poorhouse?—I am afraid that has not much impression on them. We have cases in the poorhouse and cases outside.

62690. Cases that ought to be taken care of by their own people?—Yes.

62691. But for whom they are not legally liable?—They are legally liable, but we cannot get anything out of them.

62692. In what way?—Very often they are men who have families, and we often find that even if we do get a decree against them, we have great difficulty in recovering the money, and it is not worth the expense of trying to recover it.

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Personnel of Council.

62693. With regard to the class of persons seeking election, you say there is actual difficulty in getting persons to come forward. Is that owing to a lack of public spirit?—I am afraid it is.

62694. You are giving us rather a hopeless picture?—I think it is the tendency for the better class people to say that they cannot be bothered with it.

62695. They don't care to do any more?—They are not very keen to take this up at all.

62696. There is a waning sense of duty?—I am afraid there is, so far as the Parish Council is concerned.

Question of relief to able-bodied.

62697. In paragraph 8 you say that there seems to be no reason for not giving relief to able-bodied persons who are destitute. I presume if you did that you would name conditions under which it would be given?—Certainly, but what I point out here is that it seems unjust to allow able-bodied persons to become disabled through starvation because they are out of work.

62698. That they should qualify for relief simply by becoming disabled by starvation?—Yes. There would require to be safeguards, of course, as regards giving relief to able-bodied persons.

62699. You would require to have a very clear test of destitution?—Yes, you would require to have something of that sort certainly.

62700. And you would require to supplement it with some form of deterrent in the institution to which you sent them, or would you give them out-relief?—I would give them out-relief, because it is very much more economical than indoor relief.

62701. How would you secure that they worked when they could?—That is a difficulty, but I think by careful inquiry and supervision it could be overcome.

62702. You don't suggest a labour test?—No, I would not suggest a labour test. I do not see how a labour test could be worked out unless by means of labour colonies, and they would probably be expensive to maintain.

62703. They would not be cheap if everybody was sent there?—No.

Suitability of existing areas.

62704. In regard to the areas, you say that the present areas seem to be unobjectionable, if large. Do you mean by that that they are already too large, or they are unobjectionable if they are large enough?—In Scotland the parish areas are large in comparison with those in England. Some of them are of a considerable extent, but I don't think that of itself is any objection. So far as I know, the administration of the Poor Law is quite well carried on in them all.

62705. We operate our Poor Law in England by a union of parishes, and our unions are rather larger than your parishes?—So I understand.

62706. What I want to get at is whether you wish the areas to be as large as possible or not?—No, I think that as they stand they are quite good, but they are perhaps large.

62707. They may be too large; that is what you mean?—Yes.

62708. Is that from a question of area or population?—Area.

62709. You are not troubled with the extensive population where you have an urban district?—No, not in our parish, but I can imagine that in some parishes like Glasgow they might be. I have no knowledge of that, however.

62710. You see advantages in the uniformity of the rating?—Yes.

62711. You wish to have powers to remove to poorhouses people who are living under conditions which are harmful to themselves and to others?—Yes.

Children of vicious parents.

62712. And you would be glad to see greater powers for compulsorily dealing with children whose parents are unsatisfactory?—Yes. We have had some very hard cases of that sort, and we have tried to save the children from lapsing into pauperism.

62713. Do you suggest that the children should be separated from their parents, so that the parents cannot claim them when they become valuable?—Yes.

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62714. Would that be practicable?—Yes, I think so. One could not prevent the children going back if they desired, but if the Parish Council had control over them until a certain age, I think the probability is that they would become useful members of the community.

62715. Would you approve of emigrating them?—I think it would be much better to keep them in this country if possible.

62716. (*Mr Loch.*) Have you got a casual sick-house in your parish?—No.

62717. Have you had any experience of them?—No.

Treatment of tramps.

62718. What do the tramps do in your parish?—Sometimes they are sent to the poorhouse.

62719. Without a medical certificate?—They go to the doctor and the doctor gives them a certificate stating that they have a sore foot or something of that sort, and in that case they are entitled to get relief. Sometimes the inspector gives them a letter which admits them to a lodging-house.

62720. Who pays for them in the lodging-houses?—The Parish Council.

62721. Are they able-bodied?—Yes, they are all of the same class—tramps.

62722. But you pay for such cases even although the doctor does not call them not able-bodied?—They are all sent to the doctor.

62723. Otherwise how are they dealt with? Do they go to the common lodging-houses?—Some of them do.

62724. Does the police deal with them?—No. There used to be an arrangement between the inspector and the police whereby they were sent to a common lodging-house, and I believe that is still carried out, but they are never arrested for being tramps unless they have committed some offence.

62725. But does not the able-bodied tramp, not being admissible to the poorhouse without a certificate, go to the police and get from other funds, from the police funds, payment for his lodging?—There is no fund at the disposal of the police except one of the charities, and as there is no money in that fund it is dead in the meantime.

62726. Is there any fund connected with the town council from which those cases are paid for?—There was this MacKelvie bequest.

62727. But apart from that?—No.

62728. Then practically all the tramps, except those that get a certificate, have to provide for themselves?—Yes.

62729. Do they lie about the streets?—No. Sometimes they go into outhouses and places like that.

62730. Are they a nuisance?—No, I cannot say that they are a special nuisance. Of course, there are isolated cases where they get drunk and create a disturbance; but on the whole they are not a great nuisance, except to the officials who have to deal with them.

62731. Do you think the tramp question is a very pressing question in Scotland now?—I cannot say I have much experience, but I do know that three-fourths of our applicants for relief are tramps.

62732. Do you think this reference to the doctor is very real?—No, I think it is more or less a matter of form.

62733. If it was abolished, would it make much difference? I am thinking of the tramp only?—No, I do not think so.

Question of relief to able-bodied.

62734. You would be in favour of keeping the law that the able-bodied should not receive relief?—I think if an able-bodied man is out of work, the Parish Council should have power to give him relief.

62735. From the Poor Law?—Yes.

62736. Would you not find that that would become a system of allowances for able-bodied persons which might be prejudicial?—It would depend on the administration largely. If carefully administered, I don't think there would be any difficulty.

62737. You would not find people out of work in the winter, as a habit, coming and getting relief?—That would be one of the dangers.

62738. If the system were once begun, would it not be very difficult to depart from it?—Yes, I am sure of that.

Question of relief to able-bodied.

62739. Would you not be obliged to have a reference to the house as an alternative, and to use that considerably if you were to give relief to the able-bodied?—It might come to that. I understand that in England relief is given to able-bodied workmen out of employment. Is that not so?

62740. Yes, but it is one of the difficulties of our Poor Law administration. We don't give the relief out of doors?—I don't know that the able-bodied would go to the poorhouse.

62741. We have had this distress fund system started in order to deal with the able-bodied, showing that the Poor Law machinery so far does not do it according to a good many people. Are you in favour of the Unemployed Workmen's Act?—Nothing was done in Musselburgh in regard to the Act, and as regards its working in other towns, I am unable to speak.

62742. Musselburgh did not receive a grant?—No, we know nothing about it.

62743. Is yours a large industrial district?—Fairly large.

Supervision of charities by Local Government Board.

62744. In paragraph 36 you make some suggestions about charities. Your first suggestion is that all charities, except persons distributing their own money, should be placed under the supervision of the Local Government Board. What do you mean by supervision?—I think the Local Government Board should be entitled to inquire into the application of all these charities and see that they are properly distributed.

62745. By "properly" you mean honestly?—No, but distributed to persons who are really deserving, distributed in such a way that the money is not misspent.

62746. Take the question of a refuge or shelter. It is said that these shelters attract people to a place, and tend to create pauperism. Would that question come under the Local Government Board in connection with this question?—I would give it the widest possible powers.

62747. Your second suggestion is that the Local Government Board should have power to vary the objects of the trust where it appears to be to the public advantage?—Yes.

62748. That hitherto has been a thing that has been settled in the Courts here?—Yes, you must apply to the Court of Session to vary the objects of a trust.

62749. And your suggestion is that the Court of Session and the system as at present worked, fail?—The position taken up by the judges is this, that so long as the intentions of the testator are clearly expressed and capable of being carried out, they won't interfere. Now, I do think that in a great many cases, even supposing the intentions are clear and are being carried out, they have been based on a want of knowledge of the subject, and the bequests, instead of doing good, are really doing harm. It seems to me that the body in Scotland best fitted to know the maximum of good that can be done with the money, is the Local Government Board. They are certainly much better versed in the subject than the judges of the Court of Session.

62750. You would suggest a charities department of the Local Government Board, making itself conversant with the whole of these subjects?—Yes.

62751. And you include voluntary and endowed charities alike?—Yes, all charities.

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62752. Then you propose that there should be formulated schemes for the direction of trustees in distributing trust funds. Have you studied that question at all so as to state a little more clearly the kind of plans you would adopt?—For example, in looking over the report of the trusts recently published, I notice there are some of the purposes of the trusts which are very absurd. In one place a man left a sum of money, and the income was to be divided equally among the oldest, the youngest, the tallest, and the shortest females marrying in the course of the year. Now, I think such bequests are pernicious, and do harm instead of good.*

62753. On the other hand, do you think we are sufficiently satisfied as to the good results of the proposals we are now able to make, that we should allocate the money to these purposes more or less finally? Are

* Parish Trusts (Scotland), No. 11. (Blue book), 1907, p. 162.

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these schemes that you have in view, which you think should with propriety be supported by endowments, left for other purposes?—I say that, so long as any reasonable scheme is brought forward by the administrators, it should be approved.

62754. You would throw it on the administrators of the present endowment to propose an alternative scheme if the Local Government Board are dissatisfied with the scheme they are at present working?—Yes.

62755. The administrators should make the suggestion for the new scheme?—Yes, but I would also allow the Local Government Board to interfere if the administrators did not move.

62756. Do you think the opinion you have expressed, which practically takes from the Court of Session the duty that they have performed hitherto and makes it a departmental duty, is generally considered with favour in Scotland?—I do not think there is any reason for objecting to it. It is one of the duties performed by the Court of Session, because there is no other body at the time to do it. Moreover, I think the duty can now be performed more economically by such a Board as the Local Government Board.

62757. From your experience of these matters, have you not found that the administrators are very much disinclined to make a change unless there is some very high sanction given?—That is so; but I do not see any reason why the Court of Session should not give place to the Local Government Board in matters of that sort. With regard to the distribution of charities, for instance, in one place there is £17, 10s. distributed amongst seventy-four persons. Now, that is money simply thrown away. If a man gets half-a-crown he just goes and spends it, and it does him no good.

62758. You think that the money should be reorganised under a scheme which would serve a useful purpose?—Yes. Instead of being distributed among so many persons, it should be confined to fewer deserving persons, so as to put them beyond want. The money then would be well applied. If it is given to such a large number of persons, they simply spend it, and it does harm, and no good at all.

Personnel of Parish Council.

62759. (*Mr Gardiner.*) In paragraph 7 you say that the tendency is for men in better positions to hold back from entering the Parish Council. I did not catch whether you gave Mr Booth any reason for this?—I think it is just this, that they don't want to be troubled with it. In the early days the Council got divided into two sections, and the one section made things disagreeable for the other. I think it was owing to that that several of the more influential men did not care to take office.

62760. Are your meetings held at night?—Yes.

62761. I have heard it stated that late dinners have a great deal to do with this unwillingness to serve?—I would not be surprised that those who dine late are anxious to get home.

62762. And they are reluctant to take office for that reason?—Yes.

62763. When did the old Parochial Board meet?—That Board met during the day.

Need of powers for treatment of vagrants and helpless paupers.

62764. (*Mr Bentham.*) You suggest in paragraph 17 that more power might be given to Parish Councils to confine for certain periods vagrants and habitual paupers. Do you mean to confine them in a poorhouse?—Yes.

62765. At the discretion of the Parish Council?—Yes.

62766. Without a sheriff's order?—I would not say without any right of appeal, because I think a pauper should always have a right of appeal to some board; but I think the appeal should be to the Local Government Board.

62767. You suggest that an order should be made by the Parish Council with a right of appeal on the part of the pauper?—Yes, or with the sanction of the Local Government Board; but I think it might be left to the Parish Council themselves.

62768. Would you not require some special arrangement in the poorhouse for the confinement of these people apart from the other inmates?—I think not.

62769. It is very easy for anyone to escape from a poorhouse at the present time?—We do not have many instances of people wanting to escape.

62770. But the conditions would be altered when you had power to confine. A person who was to be confined there would want to take his liberty, whereas at present that does not obtain?—That is so, but the class of people that are more pointed to here are people incapable of taking care of themselves.

62771. But you say "vagrants and habitual paupers"?—Yes, these also.

62772. I thought you meant by that people more or less capable of taking care of themselves who had applied so often for admission that you thought it desirable to detain them for a time and to try to cure them?—That does not apply so much to us as in other parishes. What I am pointing to here is more people who are really not able to take care of themselves.

62773. Like the case that you mention?—Yes.

62774. That is really a case of helplessness?—Yes. We have no power to take these cases by force.

62775. You do not lay much emphasis on the want of power to detain habitual paupers as a punitive measure?—I do not think a poorhouse will ever cure a tramp, for instance.

Children of dissolute parents.

62776. In paragraph 18 you refer to the children of dissolute parents. You are anxious for more power to deal with the children of these parents, and to detain them permanently if necessary, with power to make the parents re-pay?—If possible.

62777. Would you advocate a measure of that kind apart altogether from any measures taken to correct or punish the parents?—The way I look upon that is, that in a good many cases, to reform the parents is very nearly hopeless, and what we should try to do is to save the children from following their parents' footsteps.

62778. Are you familiar with the Act in England for the purpose of taking the children?—No.

62779. In paragraph 19 you refer to the difficulty of obtaining proper homes?—Yes.

62780. That is for boarding out?—Yes.

Boarded-out children.

62781. Have you difficulty in getting homes for all classes, both Roman Catholics and Protestants?—We do not have a great many Catholics to deal with, curiously enough. The priest takes charge of any of the Catholic cases. The bulk of the children are Protestants, and the trouble we have is to get proper homes for these children.

62782. Are you advocating a departure from the boarding-out system?—Not unless to license homes for children.

62783. Does that mean setting up institutions?—No, because I don't think institutions are good places to take children to, especially in the case of girls. They see very little home-life in institutions, and consequently they don't make good wives.

62784. What do you mean by licensed homes?—Such as I understand they have at Bridge of Weir. I understand that a man and his wife are put into the house to act as father and mother to a certain number of children who are put under their care.

62785. There is nothing to prevent a Parish Council setting up homes of that kind now? No law to prevent it?—I cannot answer that question.

62786. All the children, I understand, are admitted now, in the first instance, to the poorhouse before they are dealt with otherwise?—No, we don't send them to the poorhouse if we can possibly help it.

62787. Suppose a widow with four or five children applies for relief?—We seldom send these cases to the poorhouse.

62788. But when an order is given to the poorhouse?—Then they go temporarily to the poorhouse.

62789. Every child that is boarded out goes in the first instance to the poorhouse?—We make it a rule to send as few children to the poorhouse as possible. It is not necessary for all children to go to the poorhouse before they are sent to be boarded out, because very often when we get an application for relief we make arrangements straight away to board them out. We would not send an orphan child to the poorhouse; we would try and get someone with whom to board it out right away.

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Relief to widows with children.

62790. Would that apply also to the children of persons living in the parish?—They won't part with them.

62791. If a widow is given an order for the poorhouse, then it follows that she and her children must go to the poorhouse?—Yes, but if the widow is respectable she is not sent to the poorhouse.

62792. I only want to deal with those that go to the poorhouse?—It is a very small proportion.

62793. On an average, how many children will you have in the poorhouse?—We don't generally have any at all. It is very seldom we have any children in the poorhouse, and then only for a week or two.

Exclusion of children from poorhouse.

62794. But children of a school age, those that go to school?—There may be one or two, but we make a practice of keeping the poorhouse clear of the children.

62795. It is the smallness of the number that prevents the Parish Council from making any other arrangement for admitting the children to some other institution or home?—Yes, we do not have a great number, and there are not many institutions to which they can be sent.

62796. (*Mr Patten-MacDougall.*) Following up what Mr Bentham has been asking, do you communicate with other parishes or other inspectors as to suitable homes for the children?—Yes, we do occasionally. For instance, we have been communicating with the inspector at Blairgowrie. They give us every assistance.

62797. Has this inability to find suitable homes for the children been a difficulty with you?—I would not call it a very serious difficulty, but it has been a difficulty. We have had trouble in getting a suitable place to send a child to at the moment.

62798. We are told by other inspectors that they always have a large number of applications from people anxious to get children to board out with them. You don't experience that?—No.

Disqualification of Parish Councillors.

62799. In paragraph 10 you point to a matter that has not been brought before us before. You think that the disqualification which applies to those who have any share or interest in any contract or employment by the Parish Council should be extended to those who are directors of any company engaged in such a contract?—Yes.

Disqualification of Parish Councillors.

62800. Has that come before you practically?—Not in connection with the Parish Council, but it came before me in connection with the town council. I expect public bodies are all on the same footing so far as that is concerned.

62801. You think that the disqualification should extend to those who are directors of a company with whom the Parish Council contracts?—Yes.

Administration of charities.

62802. You have found that the charities which you have in Inveresk are not distributed in a way that is in any sense beneficial to the parish?—That is so, with the exception of those charities where annuities are given to certain people. I think the rest of the money is practically misspent.

62803. And that these charities, and the distribution of these charities, and the way in which they are applied, according to the view of the donors, should be reviewed?—Yes, because there is a large fund that might be applied to useful purposes, but which is at present being squandered.

62804. Have you had under your notice at all the fact that the educational endowments were dealt with in a somewhat similar way to what you suggest for parochial endowments?—Yes.

62805. That was done by Act of Parliament, and following upon that Act of Parliament an Executive Commission was appointed?—Yes.

62806. You think that the same course might be followed as regards parochial endowments?—That is a matter of detail, but it seems to me that anything connected with the Poor Law administration should be under the control of the one body. The administration of the Poor Law is under the control of the Local Government Board, and this is part of the Poor Law. I think it would be better that the whole thing should be kept under the same administration. It seems to me that the Local Government Board is the best body to deal with this matter, and it would be better than creating a fresh board.

Rev. R. S. Calderwood.

Rev. R. S. Calderwood, called and examined.

62807. (*Mr Booth.*) You are the minister of Tolbooth Parish, Edinburgh?—Yes.

62808. You have sent in a statement of your evidence, which we will take as your evidence-in-chief?—Yes.

(*The witness handed in the following statement.*)

Qualifications of witness.

1. I have been working among the poor for the last twenty years more or less, but during the last seven I have been minister of the Tolbooth Parish of Edinburgh, which includes a large portion of the Lawnmarket, one of the oldest and poorest districts of the city. I have also been for several years on the Committee of Management of the Edinburgh Rescue Shelter, Chairman of Committee of the old St Luke's Home and of the present Lauriston Home for Maternity Rescue Work. For the past two years also I have been chaplain for the Calton Prison, and in this capacity have gained much insight into the conditions under which the more dissolute and depraved of the city live. I am also a member of the Committee of the Alnwick Hill Home for Fallen Women, Liberton.

2. During the course of my experience thus gained, several questions have emerged, to which I should like respectfully to draw the attention of the Royal Commission:—

Voluntary rescue work of girls and women.

(*a*) One of the pressing problems in our city is how to stem the ever-increasing supply of prostitutes. I have come to the conclusion that our street girls in Edinburgh are largely recruited from two classes. (A) Young girls out of poor, often pauper, homes, who take to it as the only mode of living open to them. When factories, for example, and other places which employ many girls, are slack, at once there is a rise in the number of arrests for importuning. Much is done by the municipality for the unemployed men, *nothing* for unemployed girls, and our present Poor Law system leaves them to sink or swim. (B) The other class is that of respectably brought up girls (servants, warehouse girls, etc.), who are betrayed and deserted when found to be *enceinte*. They are afraid to go home to their parents, and when their wages are all gone they are turned out from their lodgings. To send them then to the poorhouse as is done at present to give birth to their babies is to degrade them. When they leave the poorhouse, as they invariably do, as soon as possible, they have no visible means of support, they think their character is gone in any case, and so they take the readiest means of earning a livelihood, and gradually sink to the very lowest depths. Now, if it were in the power of the Poor Law authorities to send such cases to and contribute to their support in an institution like the Lauriston Home for Maternity Rescue Work, or the Glasgow Home for Deserted Mothers, these girls (not to speak of their infants) might be saved and become useful members of society. Brand them as paupers and they usually remain so, or become worse. In the Lauriston Home (118 Lauriston Place, Edinburgh), from thirty-five to forty such cases are received every year, and many suitable cases have to be refused. Those accepted are kept under good influences until they go to the Maternity Hospital, and after they return, until able to go out to a situation, where they are watched over and helped to regain the character they have lost. Supervision is also exercised over the homes in which the infants are boarded out, whereas, under the present Poor Law system, when the infant leaves the poorhouse with its young mother no one knows nor cares what becomes of them. I should be glad to show this Home and also, if necessary, the books to members of the Commission when in Edinburgh.

Voluntary rescue work girls and women.

Treatment of tramps.

(*b*) Another problem which calls for some solution is the treatment of the tramp class. When a woman usually accompanied by a child is arrested for vagrancy or begging, she is committed to prison,

Treatment of tramps.

and the child (if over twelve months old) is handed over to the Parochial authorities. In the poorhouse it is taken care of, washed and fed, but just when beginning to benefit, an officer is sent off with the child to the prison to hand it over to its dissolute mother on her discharge. When the child sees its mother it frequently screams and clings to the official. This may seem incredible, but for proof of this statement I refer you to the officers at the Calton Prison. They could testify to some painful scenes of this kind. No questions are asked or information sought as to whether the parent can provide the child with food or even shelter for the night. The woman leaves the prison to shift for herself with no better prospects than when she entered, and frequently in a week or two she is back again and the same process is gone through. The Poor Law authorities should have power to retain these children and compel the parents to contribute to their support or else produce evidence that they are able to give the child food and shelter. When this class seek the shelter of "the House" they ought not to be able to go "in and out" at pleasure. I have come across several in my experience who regularly go into the poorhouse as their winter quarters, and live by their wits during the summer.

Question of relief to able-bodied.

(*c*) The problem of able-bodied men out of work. The authorities should have power in certain circumstances to provide such with temporary relief, and exact sufficient labour from them to defray the cost. The want of this power is costing the government a large sum annually. A poor fellow, say about some of the border towns (Hawick, Kelso, or Galashiels), fails to get sufficient to pay his night's lodgings, refused by the inspector of poor he seeks refuge in a barn, is arrested, charged with trespassing and gets seven days. A policeman is sent to Edinburgh Prison with him, at the end of the week he is dumped back in the place he came from at the cost of two return tickets, and a week's board and *cui bono*? he is in the same predicament when night comes. Let me give a flagrant case which came under my notice only yesterday. Last week, nine men in a Fife town found themselves at nightfall without even the price of their bed. To apply to the inspector of poor was useless, as they were able-bodied. They took shelter in a disused shed or something of that sort, were discovered and brought before the magistrate. They were all sent over to the Calton for *two days*! Probably there would be three policemen as escort: that is thirteen return tickets, all the expense of convicting and imprisoning and discharging, etc., and *no good purpose served*. These men will naturally seek shelter the very next time they are similarly situated.

Labour colonies for loafers.

(*d*) This leads to another problem, that of the "won't-works" and the "can't-works." For these, I am convinced, it is absolutely necessary we should have labour colonies, wholly managed by the State, or until the country is ripe for that, in association with private enterprise. When a man is proved to be a loafer, he ought by Sheriff's warrant or otherwise to be sent to a labour colony for at least a year, and taught some useful employment. There are many men also, who through drink and otherwise are fast becoming a burden on the Poor Law, who by the aid of such industrial homes or labour colonies might again be set on their feet. The labour home carried on by the Church of Scotland at 42 Sciennes Road has been a boon to the city, and the sooner we have more such homes, the better.

Power of compulsory removal of helpless paupers.

(*e*) The problem of the helpless and infirm poor. Cases have come under my notice in which bed-ridden paupers with no one to look after them have refused to go to the poorhouse, and the authorities have been helpless. In such cases, power should be given the inspector to compel removal to hospital. One case in Milne's Court, Lawnmarket, was only removed after the dwelling had become positively insanitary, and a danger to the lieges.

Need of Co-operation between Poor Law and charity.

(*f*) The problem of the *decent* poor. This is perhaps the most difficult question of all. Could there not be more co-operation here between the Parish Council and some existing charities? Could outdoor relief not be dispensed through such a charity as the Edinburgh Sick and Destitute Society instead of being given in the present humiliating fashion? Could a thoroughly respectable old man or woman who has come to poverty not be boarded in some of our Homes for the aged poor, by means of grant from the Parish Council instead of being offered the "House"?

Rev. R. S Calderwood.

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FRIENDLY SOCIETIES, ETC.

Lack of thrift among poor.

3. I fear I am not sufficiently acquainted with the working of friendly or co-operative societies to offer any suggestions regarding them, but whatever is the cause there is much less thrift and less independence among the poor now than there was, say, ten or fifteen years ago.

62809. (*Mr Booth.*) I see you are particularly interested in the question of the fallen women?—Yes.

62810. And you state that there is an ever-increasing supply of prostitutes?—Yes.

62811. Do you regard that as connected with a demand?—Yes, to a certain extent I do, but I think it is still more caused by the increasing difficulty of young girls obtaining employment. It is more that than an increase in demand.

Unemployment amongst poor girls as cause of prostitution.

62812. In what way is there an increasing difficulty in girls finding employment?—It is difficult for poor girls to find suitable employment in this city. There are very few places that employ large numbers of those, and the number of poor girls in the city has been gradually increasing within recent years. The poor population of the city is increasing.

62813. You say the proportion of employment for girls is less than it used to be?—It is not increasing. The opportunities are not increasing in proportion to the population.

62814. Of course you have no textile industries, but, with regard to the ordinary occupation of girls—domestic service, shop assistance, and such industries as you have like bookbinding and various trades of that kind—have you not a considerable amount of employment for girls?—That is so, but you must consider that there is an increasing reluctance on the part of young girls to enter into service. They will not go out now to domestic service; their liberty is too much restrained.

62815. That is another reason; it is not because there is less work, but because there is less inclination?—Yes, to take that particular kind of work.

62816. To revert to the proportion of female labour, is there any capacity in which men are more employed in Edinburgh than there used to be—men, without women?—I am not able to answer that question.

62817. I should think that it was improbable that there should be an increasing supply of unoccupied girls, but it may be that their circumstances are such that they do not care to take up domestic service. Are the regulations of the streets less strict in regard to the prevention of solicitation?—No, I would rather be inclined to think that they are more strict, and it may be that the increase of arrests is owing to the fact that the police are more strict than they used to be. The increase in the number of arrests may be owing to the increased vigilance of the police.

62818. When you speak of an increased supply of prostitutes, do you mainly refer to the fact that there are more of them arrested?—I judge from the number who come under and pass through my hands inside the prison.

62819. But in addition to that, you are connected with the committee of the Alnwick Home?—Yes.

62820. And they attempt to rescue the girls?—Yes.

62821. That is not, strictly speaking, a Poor Law question?—It touches on the question of employment and on the difficulty of what to do with these girls. They must get their bed and they must get their breakfast just the same as men, and yet the municipality make efforts to find employment for the men but no efforts whatever to find employment for a girl who is willing to work for herself, and often she turns to prostitution, not from any desire for it, but because she is hard put to it, and there is no other way of making a livelihood. That is a very serious problem, and, of course, it touches the Poor Law.

62822. The unemployed side?—Yes.

62823. Of course there is the fact that a girl's labour is not paid at a remunerative rate?—That also comes in.

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Unemployment amongst poor girls as cause of prostitution.

62824. In the main, have they got homes or have they had homes in Edinburgh?—Some have had homes, and have been driven from them or driven themselves from them by their own conduct. Many others have absolutely no home. It is quite a common thing to come across young girls of sixteen or seventeen years of age who have neither father nor mother nor any settled homes. Now, the position of that girl is a very difficult one.

62825. It would not be greatly affected by the increase of opportunities of employment?—The temptations to evil would be none the less, but it might be easier for her to find a livelihood without reverting to evil ways.

62826. It is, no doubt, a very difficult subject?—A very, very difficult subject.

62827. Are those girls you come across mostly Edinburgh girls, or have they come in from the country?—I do not know that I could give you a proportion. Speaking roughly, I would say that 60 per cent. of them are Edinburgh girls.

62828. But it has happened that a girl may lose her character and then take to these evil ways?—Yes.

Immorality as the cause of unemployment.

62829. I suppose that unless the employments were very casual the employers would be unwilling to take a fallen girl into their works?—Yes, employers are often unwilling.

62830. The best employers would be the least likely to employ those girls?—Yes; and sometimes they tell me that they are perfectly willing to employ a girl, but the other girls in the employment object. Sometimes I have got an employer to take a girl, and he has employed her for a month and been quite satisfied with her work, but he has been compelled to put her away because of the other girls, and not for any fault of hers.

62831. You cannot altogether condemn them, can you?—No, you must consider the characters of the other girls in the employment too, but it makes it a difficult matter. What are you going to do with that girl if she is willing to work? The poorhouse won't take her.

62832. I do not know whether your Rescue Society does, but a great many Rescue Societies do provide work?—We can only provide work by putting her into such a home as I have mentioned here. That means that for a whole year she is detained in that home, and at the end of the year she comes out; she may get on or she may not. In some cases they do get homes. I find some of the hydropathics very good at taking girls who have passed through a period of detention, and have done well.

Question of relief to able-bodied.

62833. In regard to the authorities providing relief, and in seeking sufficient labour to defray the cost, in what way would you suggest providing labour that would defray the cost?—I do not think that any able-bodied man should get even his supper without doing any work for it in return. I would make him break sticks or break stones or do something.

62834. Do some work?—Yes.

62835. You do not at all hope that that would defray the cost?—No, I do not know that it would, but it would certainly preserve the man's self-respect, and deter the loafer that does not want to work.

62836. It would be even more difficult probably to provide work for girls?—Yes.

Non-deterrent effect of prison.

62837. (*Miss Hill.*) In paragraph (*c*) you speak of the result of the prosecution of the people who are sleeping out as if the result of it should be measured by the cost of the railway tickets and so on, but surely a good deal of that has to be done by way of repressing a thriftless habit?—Yes; but I do not believe it is repressive at all. The man goes into prison, and he enjoys the rest and the bath and the clean-up, and goes out more comfortable than when he went in. It is not repressive.

62838. I see; your objection to it is not the cost, but that it does not answer its purpose?—That is my point; it is wasted money.

62839. How would you propose to deal with those men?—Well, that is a very difficult question to answer. I would be inclined to have a sort of indeterminate sentence. Put him in prison and make him work until such time as he shows he really means to do well; but to put him in for three days, and then let him loose on society, is doing more harm than good.

Non-deterrent effect of prison.

62840. You would have some alteration of the present discipline which would make it more stimulating for the energy of the prisoner?—Exactly; and also with regard to those who go into the poorhouse the same thing applies. Many of those tramps are loafers, who much prefer the prison to the poorhouse. If I might be allowed to give a case in point—there is an old woman whom I met in prison last week who said she was going away next morning. I said to her, "You will be 'pleased?" She said "No!" I said, "Why?" and she said, "I am going out to-morrow morning; I am too 'old, nobody will employ me. I do not know where I 'will get a bed." I asked, "Why don't you get into 'the house?" She replied, "I would much rather 'break a window and come here again." I asked "Why?" and she replied, "Because if I go to the poorhouse I 'have to work harder, and I do not get as good food, 'and I have not a room of my own. I have to sleep in 'a dormitory, whereas here I have my own privacy." That is a very prevalent opinion.

Rescue home for girls.

62841. (*Mrs Bosanquet.*) Tell me about this Lauriston Home. Do your cases do well?—A very large percentage.

62842. Seventy-five per cent.?—I am quite safe in saying that 70 per cent. of those cases do well.

62843. Is there any organisation for keeping in touch with them after they are placed in situations?—Yes, we have a visiting committee to go after the girls. Sometimes we follow them up even until they are married, and sometimes we see them connected with a Christian congregation, and then we hand them over to that Christian congregation, and they take the responsibility after that.

62844. Do you keep any record of those?—No, I do not know that we have any record beyond the matron's own log-book.

62845. Have you any difficulty in finding situations for them?—Never. We find ladies ready to take these girls, on condition that we tell what their previous history has been.

62846. Do they pay the same rate of wages that they would to other girls?—They do.

62847. Do you insist upon that?—Yes, there is never any difficulty about that.

62848. Do cases come back to you again in the home?—Do you mean the girl falling for the second time?

62849. Yes?—That has occurred, but such cases are very rare.

62850. You do not wish it to be of the nature of a refuge?—We do not take second cases. Our home is entirely confined to first cases. If the case occurs a second time, the girl must go to the poorhouse.

Co-operation between charity and Poor Law.

62851. Are any of the Poor Law cases sent to your home?—I do not think so.

62852. You have no contributions from the parish?—None whatever.

62853. Should you be able to enter into an agreement with them?—Yes, I think that would be a step in the right direction. I think for a decent respectable girl who gets into a plight of that kind, and has to go to the poorhouse, it often means that she loses her self-respect, and when she comes out there is no one to look after her, and she drifts on to the streets.

62854. Do you know if there are any ladies visiting the poorhouse?—Yes.

62855. Are the same ladies also in touch with this home?—No, not the same ladies. The Church of Scotland has a lady visitor officially visiting Craigleith and Craiglockhart poorhouses.

62856. Have they any institution to which they can send the girls?—They have not, not to my knowledge.

62857. They simply act so as to get them places after they leave?—They try to do so, but the girls, as a rule, who have left the poorhouse do not wish to be followed by any lady visitor or anyone else, and usually refuse to give any address. They want to cut themselves free, and it is very difficult for the ladies to keep in touch with them after they leave the poorhouse.

Care of infants of unmarried mothers.

62858. What is done with the infants from these homes?—They are usually boarded out. We get respectable women to take them, and those infants are visited periodically by the inspectors of the Society for the Prevention of Cruelty to Children.

62859. Do the mothers pay for them entirely?—Yes, 5s. per week.

62860. And they are always able to do that out of their wages?—Yes, usually; in cases where sickness has come to the girl, and she has not been able to earn a livelihood, we have kept the child for a certain period, and in many cases the girls have repaid that money to the homes, sometimes a year afterwards.

62861. I suppose you make it a condition that they should keep in touch with the child?—Oh, yes.

Treatment of tramps.

62862. (*Mr Phelps.*) With regard to vagrant population, I gather that you think it would be better if they were treated under the Poor Law?—Yes, I think it would be very much more sensible if the Poor Law dealt with that class, instead of a magistrate summarily committing them to prison.

62863. The evidence we have had with regard to that is very strong on the other side, from people connected with the Poor Law. There is great reluctance to undertake the relief of able-bodied poor; but what would be your idea of the Poor Law undertaking it? Would you have a branch of the poorhouse in which vagrants could be received?—I would have something in the shape of a labour colony. The vagrant could be committed by the Parish Council to that colony for a certain period.

62864. You would not be in favour of setting up anything like the English system of casual wards?—No, I do not think it would be so applicable to Scotland.

62865. In casual wards a man does a certain task in return for his food. I notice that you said that was requisite to secure the man's self-respect?—It is.

62866. I am afraid it would be very difficult to say of the casual poor of England that it secured that object?—Of course I have no knowledge as to what the practical results are in England.

62867. But you think, on the whole, a system of labour colonies would be advisable. In whose hands would you put those?—They would require, I think, to be in the hands of the State.

62868. On whom would you throw the expense of the inmates?—Government would need to wholly support or at least subsidise them in some way, because local taxation could not bear it.

62869. No; if they were under the management of the Parish Council they would have to be assisted in some way?—What I maintain is that the Government would gain in the long run, because the expenditure on the prisons would be so very largely reduced. Those prisons are kept up for a certain population. Practically the same people go in and out. In the course of a year or two one gets to know every person in a prison, because they are the same people.

62870. (*Chairman.*) Old friends?—Yes.

Reformatory labour colonies for vagrants and tramps.

62871. (*Mr Phelps.*) What would be your idea of the labour colonies—disciplinary or reformatory?—Mainly reformatory.

62872. How would you secure that?—A man who had been committed four or five or six times to prison could be put to work, say, on the land instead of being committed anew. Hand him over to the labour colony and make him work on the farm for not less than twelve months.

62873. How do you propose to enforce discipline on such a farm?—I do not know that it would be very difficult. Once men get into a regular routine of work, very little is needed in the way of oversight.

62874. I can imagine that in a good many cases, but in the case of the vagrant classes I thought their roaming habits would make them take advantage of every opportunity?—Do you mean to escape?

62875. Yes?—One single warder would be sufficient for fifty or sixty men.

62876. What other influences would you suggest to bring to bear on the men?—I would have lectures for them; I would even have the lantern. I would try to raise them morally and spiritually in every way, and I find that men in detention, men who are prisoners, are very susceptible to those influences.

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Reformatory labour colonies for vagrants and tramps

62877. What number of officers do you think you would require for every fifty men?—Not more than two for every fifty.

62878. Do you think one man could undertake twenty-five?—It would depend on the man that you have in your mind.

62879. Would you put a man who proceeds mainly on religious grounds to deal with those men?—I would have men of some education. I would not simply bring in country ploughmen with very little education and make them warders, but I would have men of some education and men also of well-known good character, religious character, because, after all, a man exercises discipline more by the power of his own character than by any force, and if he is kindly with the men it is very easy for him to keep them under control. On the other hand, if he orders them about and rages or swears at them, it is very very difficult. One man would not then be sufficient for twenty-five. Where you have a kindly warder, he can get absolute silence and quietness from a large body of men without any difficulty.

62880. If the labour colony is to build up a character which has been levelled, I think that for that very exceptional gifts would be necessary. Have you in your mind any supply of people who could exercise that sort of influence?—Yes, I think men such as we have in the Church of Scotland Labour Homes as superintendents, men of decided religious character and of a little education, men of the same class as our board-school teachers are drawn from, that would be the class I would depend on.

62881. Have you been to the labour colony of Ruthwell?—No.

62882. What would be your view of the after-life of these people?—I think they could easily be sent out to farmers all over the country, who would be very glad to get a man who had undergone a training of that kind.

62883. Taking into account the roaming instinct and character of the vagrant population generally, do you think they would be brought back to steady principles?—Yes, I do.

Advantages of long over short prison sentences.

62884. I gather that you are in favour of long sentences rather than short sentences?—Very much so.

62885. On what grounds?—Take my own department as a chaplain. What influence can I have over the prisoner who is only in for ten days? There is only one Sunday in that time. I have 300 prisoners to visit. I cannot be more than once or twice round. That means that in ten days I have very little opportunity. On the other hand, a prisoner who is in for a long period has a regular course of religious training. He is in a Bible class; and not only so, but he learns habits of discipline and regularity, to do a certain thing at a certain time. You will never get on with short sentences. All the good that is done in a ten days' sentence is undone in the next fortnight down in the Grassmarket.

62886. Have you experience of the good results of long sentences?—Yes, we have repeatedly men in the Calton Jail for eighteen months. At the end of that time such a man has become entitled to a certain gratuity. That gratuity is disbursed to him through the Discharged Prisoners' Aid Society. The agent of that society endeavours to get the man into a situation, and then he gets his gratuity, not in one sum but in instalments. That keeps the agent in touch with him for some time, and we invariably find—I won't say invariably, but we have often found—these men doing well. For short-sentence men there is no such opportunity of influencing them afterwards.

Employment of prisoners.

62887. What are the forms of employment in jail that hard labour takes?—I think they are very unremunerative.

62888. What are they?—A great many men are sitting teasing out oakum and manila. Others are making ropes, and others mail-bags for the Post Office service.

62889. (*Chairman.*) Making ropes out of what?—Coir. What we call "plaiting coir yarn."

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Employment of prisoners.

62890. (*Mr Phelps.*) Is there anything besides that?—They are making coir and fibre doormats on looms fitted up in the cells, also scrubbers and knee mats.

62891. With the exception of the oakum, those are all interesting and productive employments, are they not?—I would hardly say so.

62892. They are turning out a definite product?—The mat-makers are.

62893. Compared with turning the crank or walking the plank, which were customary before, these are productive employments?—Yes, it is a step in the right direction.

62894. Do you think the size of jails is a difficulty?—Do you mean that they are too large?

62895. Yes?—No, I do not.

62896. Do you think a reformatory would be stronger in smaller bodies?—Yes.

62897. Smaller jails would be better?—Yes.

Classification of prisoners.

62898. Have you ever thought out a plan of having smaller jails?—Well, one great advantage of having smaller jails would be this, that you could send a prisoner to a prison suitable for him; that is to say, you could have one small jail here for first offenders, another jail there in which you would only put men of an educated class, another to which you would send men of the very lowest type, men that we practically feel we can do nothing for.

62899. You would like to classify the prisoners?—Yes.

62900. Do you think that would stop a great deal of crime ultimately?—I think it would ultimately have a wonderful effect in reducing the amount of vagrancy and destitution.

62901. Are you familiar with the English system?—No.

62902. Do you know anything of the establishment at Borstal?—No.

62903. That is what you desire—a prison for the first offenders in which the system is almost entirely educative rather than repressive?—Yes. At present it is very difficult. Our governor tries as far as possible to keep first offenders separate, but at exercise, in the chapel, and in many other ways, they have to mix with each other, and the young lad of eighteen who has perhaps simply got a little drink, and has committed no crime, may be found sitting alongside the burglar who has spent years in crime. Notwithstanding the care of the warders, the elder man has the opportunity of communicating with the younger man; and even granting that he never has the opportunity of communicating, he knows him by headmark, and out of jail, if he meets this young lad, he gets him to go with him; if not he says, "I will expose 'you." In that way the young man often becomes an accomplice of the older thief.

62904. So you would like to see the prisoners in Scotland classified in that way?—Yes, I think that even with our present prisoners a little more might be done, but it is a little difficult owing to the want of accommodation. Our prison is usually so full.

62905. But would you rather see one class of prisoner sent to a different locality altogether?—Yes.

62906. Have you ever represented that to the Prison Commissioners?—No, I do not think I ever have.

Non-deterrent effect of prison.

62907. With regard to the woman you quoted, who preferred being in jail to being in the poorhouse, I come across that not infrequently. Do you not think there is a great deal of bravado in those statements?—No, it is honest truth. I could mention one case. I do not know whether I could get it from the prison books or not, but it was a case in which a woman actually did go out and do something in order to get in again.

62908. Is the population of Edinburgh constantly being recruited from the country?—Yes.

62909. Do the churches make any provision for handing over people who come from the country to ministers of the same denomination in Edinburgh?—There is a system of transfer-certificates whereby a minister is supposed to fill up a form and send it in to a minister in town, letting him know a certain family have come in; but I am sorry to say that it is not carried out as it ought to be.

Non-deterrent effect of prison.

62910. Do you think that might be better organised?—I think it might. It would be an advantage if it were carried out. We have the organisation if it were worked.

62911. Is that carried out with regard to both sexes as far as it goes?—As far as it goes.

62912. Do you think it might be developed?—I think so.

62913. (*Mr Gardner.*) In paragraph 2 (*a*) you say, "When factories and other places which employ many 'girls are slack at once there is a rise in the number of 'arrests for importuning." Could you give us any figures which substantiate that statement?—I would need to apply to the police for figures.

Effect of lack of employment on immorality of girls.

62914. If you could it would be very valuable and interesting, seeing that in periods of depression of trade that has happened?—I think with the aid of the superintendent of the detective force in Edinburgh it would be possible to supply figures. (*The witness subsequently sent the following note:—*

"Taking the three years 1904, 1905, and 1906, the number of persons arrested and dealt with for 'prostitution' 'during the months of January, February, and March 'was as follows:—

Month.	1904.	1905.	1906.
January . . .	10	59	107
February . . .	11	83	111
March . . .	28	87	65

'It is difficult to ascertain exactly the state of trade 'during the same period, but it is rather a striking co-'incidence that, with one or two exceptions, those 'employers I have consulted are unanimously of opinion 'that the first quarter of 1904 trade was exceptionally 'brisk. During the corresponding months of 1905 it 'was not so good, and in 1906 trade was very slack. 'There may have been other causes at work, but there is 'not the slightest doubt that the difficulty of obtaining 'employment aggravates the problem.")

62915. Could you also supply figures with regard to what you say a little further down in that paragraph? You say, "In the Lauriston Home many suitable cases 'have to be refused." Could you give figures spread over a period of years showing us the number of cases that have been refused?—I am not sure that we have statistics. I question very much if the matron takes a note of all cases who apply that she is not able to take in.

62916. But the committee hear of such cases?—Yes. The matron will tell us at the committee meeting that she had to refuse a case, but I do not think she has any note of that case.

62917. Would you try to add the figures to the proof?—I will try to find out. (*The witness subsequently sent the following note:—*

"I find that from 1st November 1902 to 30th June '1907, 249 patients passed through the home, and during 'the same period about 40 cases had to be refused for 'want of room. This does not include cases refused for 'other reasons, such as the presence of infectious disease, 'which might be accepted if there were a Home large 'enough to provide for suitable isolation.")

62918. With reference to paragraph 2 (*b*), are you familiar with the working of the 1899 Act in England with regard to the boarding of children?—No.

62919. You could not say whether you would like that extended to Scotland?—No. I am not familiar with it.

Benefits of Labour Hou

62920. You speak in paragraph 2 (*d*) in warm terms of appreciation of the Church of Scotland Home. Do you think these homes attract to the city many of the loafing or wastrel class?—No, they have to work too hard inside. They come in for half a day and clear out before night.

62921. But hang about Edinburgh?—Yes.

62922. Have they been drawn to Edinburgh by the home?—No, I do not think so. I question if the home is known sufficiently outside to attract the men.

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Benefits of Labour Home.

62923. To what may this Labour Home lead?—A man earns a certain amount of money or food by working there?—Yes, and he remains there until the superintendent of the home finds a situation for him outside.

62924. Will the superintendent take him back?—Yes, if necessary.

62925. As often as he chooses to apply?—No; the superintendent must be satisfied that he has lost his work through no fault of his own.

62926. How many cases are dealt with in the year?—There again I will need to ask for figures.

62927. Are there any records kept showing the results of this treatment?—Yes.

62928. Might they be added?—Yes, I think they might be got. (*See App. CLXXIV.*). The Master of Polwarth could give you a great deal of information on that question. Last year over seventy passed through Lauriston Home.

Boarding out of aged poor.

62929. Referring to paragraph 2 (*f*), the last paragraph but one, there apparently you wish that the Parish Council should board out respectable old men and women in homes. You do not get it in Edinburgh Destitute Society? You say, "Could a thoroughly respectable old 'man or woman who has come to poverty not be boarded 'out in some of our homes for the aged poor by means of 'grant from the Parish Council instead of being offered 'the house." What does that mean?—There are in the country a number of homes for the aged poor. There is a home for old men in Glasgow in Rotten Row, and there is the Queensberry House in our own city for old people. There are homes in different cities all over Scotland which are voluntary institutions supported by subscription.

62930. Has the Parish Council no power to board out such cases?—They may have the power, but they do not use it.

62931. Although they board out children?—I do not know if they are boarding out decent aged poor.

62932. And they board out lunatics?—Yes; I think they should go further and board out these poor.

62933. As far as you know, that is not done anywhere in Scotland?—No.

Dr A. Maxwell Williamson, M.D., B.Sc., called and examined.

Dr A. Maxwell Williamson, M.D., B.Sc.

62934. (*Mr Booth.*) You were formerly Assistant to the Medical Officer of Health for the City of Edinburgh, and are now head of the Sanitary Department for that City?—Yes.

62935. We will take your evidence as your examination-in-chief, and will just ask you a few questions on points that may occur.

(*The witness handed in the following statement.*)

1. I am a Doctor of Medicine and Bachelor of Science. For a number of years I have taken much interest in the poor of the city, and in all questions relating to them. I have enjoyed many opportunities of becoming acquainted with their mode of living, and their general and special requirements. Such experience has been gained by the opportunities I have had (1) as Assistant to the Surgeon of Police and Medical Officer of Health, Edinburgh, for a period of six years; and (2) during a number of years since then as Head of the large Sanitary Department in this city.

2. *Medical Assistance to Poor.*—I am quite satisfied that here there is practically never any cause to complain of inability to obtain medical advice and medicine. These are supplied through a number of dispensaries, hospitals, Royal Infirmary, and last, in the case of pauper persons, through the Parish Council.

3. I cannot say that in all my experience I can call to mind any cases of suffering through inability to obtain the services of a medical man. I do not consider that there is any overlapping in regard to medical attendance on the poor. It must be borne in mind that the various dispensaries are located in separate districts of the city, and the rule generally is that attendance is only given by each dispensary within its own special area. By that arrangement, therefore, the whole city practically is overtaken, but no known overlapping occurs. Medicine is given free, except in most cases a small charge of 1d. is made in order to provide a bottle, but that I do not consider debars any person from obtaining the necessary supply of drugs.

4. All of these dispensaries are supported by public subscription; and, looking to the manner in which they are conducted, and the prevention of overlapping which these methods provide, I do not think that there is any urgent call for any alteration in regard to this particular matter.

5. *Housing of the Poor.*—The poor are housed in Edinburgh in small houses consisting of one or two rooms, in common lodging-houses, and in what are termed "farmed-out" houses. Lodging-houses afford in the aggregate accommodation for about 3,000 persons, and these may be said to be chiefly a migratory population, of which the greatest number are found during the winter months. Edinburgh enjoys the reputation of being a city of charities, and it is no doubt due to this fact that such a large number of the very poor are attracted to the city during these months.

Labour colonies.

6. I consider that some law must be introduced which will give to Local Authorities power to deal with those persons who are found in the slum districts of every city, and who (although able-bodied) are never known to work. It is a well-known fact that these poor idle wastrels exist in considerable numbers; and at times of extra pressure, such as during a severe winter season, they interfere materially with the efforts of well-meaning persons and societies towards procuring employment for really deserving and necessitous unemployed persons. The loafer or wastrel will take advantage of any free feeding which may be obtainable, and it is impossible, in considerable numbers of cases, even with those who mix pretty freely with them, to discover by what means they manage to exist.

7. I strongly advocate the establishment of labour colonies to which such persons, who are well known, may be compulsorily remitted. If such a law existed, and was satisfactorily carried out, a great item of difficulty in regard to the question of the poor would, in my opinion, at once disappear.

Establishment of boarding refuges.

8. I have for a long time felt that it would be highly desirable if refuges were established for the housing of comparatively poor people who could afford to pay a minimum board. My experience leads me to the conclusion that there are a large number of persons, aged or unable to work, who, themselves, or through those responsible for their upkeep, are able to afford a small weekly payment for board, and for whom little suitable provision seems to be made. In the absence of such provision, many of these people gravitate to the poorhouse.

9. There is in this city such a refuge, which is very fully taken advantage of. It houses chiefly old people, and I have very frequently indeed in connection with the poor who come under my official notice recommended their removal to that place. They are housed in a large building, carefully attended to, have, if necessity required it, the advantages of hospital treatment, enjoy good plain food, and in return for a few shillings' board which is charged, they spend their lives in comparative comfort, removed from all stigma which, in the minds of so many, is associated with Poor Law relief or residence in a workhouse.

10. I have frequently found the greatest difficulty in obtaining accommodation for applicants in this refuge, although it is capable of accommodating so many persons. It is evident, therefore, that it is very fully taken advantage of, and that the demand for such accommodation is very great indeed. I believe it is very much greater than is represented by the history of that particular building, and that if more such places existed, a considerable section of the community would be found willing to take advantage of it.

11. There are a great number of houses consisting of one and two rooms. These numbers are as follows:—11,880 one-roomed houses, containing 47,520 persons; 21,760 two-roomed houses, containing 87,040 persons. The poorest persons, of course, as a rule, occupy single-roomed houses.

12. Within the past few years a great deal has been done in order to improve the sanitary condition of the city, and as far as possible to improve the housing accommodation in which the poorer persons live. A Sanitary Staff has been established, and there is a constant inspection taking place in the different districts of the city, and a door-to-

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Advantages of social visitors in poor districts.

door visitation in order to inquire into any conditions likely to militate against the health of any of the residenters. The efforts of the Sanitary Authorities in this direction have been aided by a philanthropic society called the Social and Sanitary Society, consisting of ladies and gentlemen who take upon themselves the duty of visiting chiefly in slum districts and reporting to the authorities any insanitary conditions found present. In former years a considerable number of such reports were received, but it may be taken as an index of the improved conditions generally that comparatively few complaints are now received from that quarter. I have, however, for a long time considered that along this line greater efforts should be made by the better and leisured class of the community, in order to assist the poor and to aid the authorities to safeguard their interests. An inter-communication of the West end with the East end, and implying the constant visitation of poor districts on the part of philanthropic persons, would, in my opinion, go far towards getting rid of many of the objectionable conditions of life.

13. I think any suggestions which could be carried out along this line would be bound to show excellent returns. The visitation referred to would not only deal with the sanitary condition or otherwise of the lower parts of the city, but would take cognisance of the whole of the social conditions of life of the residents, and well-organised philanthropic visitors would be able, in innumerable ways, to improve the general and social conditions under which the poor at present reside.

14. *Poor Law.*—My experience leads me to the strong conviction that, in regard to the operations of the Poor Law, several matters of great importance require urgent and immediate attention.

Power to remove incapables to workhouse.

15. *First.*—It is difficult to realise the fact that, as the law at present exists, there is no provision made for removing compulsorily to a workhouse a poor decrepit or objectionable person who is unable to look after himself or herself. In the absence of such law, the condition of affairs frequently met with may be readily imagined.

16. A poor man or poor woman, aged, infirm, and absolutely and wholly dependent, is found in an insanitary house. The Sanitary Authorities, and not the Parish Authorities (who do not interfere before a personal application is made), receive information regarding the condition of affairs, but are wholly unable to interfere unless the "consent" of the person involved be obtained. In this connection such a case is extremely common, and the authorities are in the habit of actually being required to perform an illegal act by having such persons removed to the workhouse, and thereby entail to themselves very considerable risk.

17. I cannot understand why there is not a power vested in certain authorities, be they the Police or Public Health Authorities, to certify for removal to the hospital any case which appears—say, to two medical men—as requiring such methods to be adopted. There is an urgent call for this, and I look upon it as being one of the most important changes necessary on the Poor Law.

Power to remove weak-minded, etc. though not insane.

18. *Second.*—Under the same heading of certification, I consider there is equally need for such in order that our streets and poorer dwellings might be rid of the poor objects, some of whom, we all know, exist practically in every city.

19. Persons wholly unfit to take care of themselves are found in houses, or taken by the police to the Police Courts, and actually there exists no power to certify such persons for removal and detention in the workhouse. I advocate strongly the same powers in connection with such incapable persons as at present exist in connection with the mentally defective; and I go further, and would strongly advocate that persons who are known to be not able-bodied, and to make a convenience of a poorhouse by residing in it for short periods and then leaving, should also fall within the category of cases suitable for certification. I should unquestionably put an end to the system of what is known as "in-and-out" in regard to poorhouse legislation. From my knowledge of the slums of the city, I am satisfied that these persons who thus make a convenience of the workhouse, and who periodically revisit their old haunts, do so for no good purpose; and I fail to see why, in their interest, and in the interest of society generally, there should not be that power to confine which is vested in medical authorities in the case of those mentally deficient. In my opinion, to continue to safeguard the *liberty* of such subjects is only to continue the certain abuse with which they receive Poor Law relief.

Relief to be given on application either personally or by Public Health Authorities or Police.

20. *Third.*—I regard the present requirement of the Poor Law that personal application requires to be made before any relief can be given as being highly objectionable, and tending towards shutting out the most needy cases. If this law is carried into effect, it implies that only those who make application are to receive relief, and that those who do not have to live without it; but surely, on the face of it, this is absurd. It is those who are unable to make application in the majority of cases who are the most necessitous; and I should suggest that all public authorities, such as the Police and Public Health Authorities, be empowered to make application to the Parish Authorities for relief in necessitous cases known to them; and I think, under this heading, that some more co-operation between these bodies mentioned and the Parish Authorities becomes a necessity, otherwise overlapping exists, and satisfaction is not always obtained.

21. If a Sanitary Authority reports a necessitous case, a Poor Law officer is detailed to make inquiry into it, and on his report action is taken. It is not satisfactory, in my opinion, that so much power should be devolved upon a visiting inspector belonging to the Parish Council, as hardship may in certain cases be expected to result.

Outdoor relief to be given to respectable poor. Wastrels only to be removed to workhouse.

22. *Fourth.*—I strongly advocate a system of Poor Law relief which will distinguish between the respectable persons (poor through no fault of their own) and the inveterate wastrel who makes a convenience of the workhouse. I would strongly approve of generous outdoor relief being granted to all persons who are wholly unable to support themselves, who are in absolute poverty, and who are proved on inquiry to have led a respectable life. My experience indicates to me that the very class of deserving poor is the very class who fail to obtain the benefits under the Poor Law. It may be that their natural delicacy prevents them applying; and it is certainly a fact that in many instances they so fear the prospect of the workhouse, with its companionship, to which they have not been accustomed, that they refrain from making known their needs. If the law were such as to ensure persons of a respectable class getting outdoor relief, and the wastrels only receiving poorhouse accommodation, I am satisfied that much difficulty would be removed; there would only then remain the question of inquiry as to the character of each applicant, and in regard to that, co-operation, as before mentioned, should exist between Parish Authorities, Police and Sanitary Authorities, who are presumably in possession of the full details of their districts.

Responsibility towards dependant relatives to be enforced by Poor Law Authorities.

23. *Fifth.*—I consider the duty should be laid upon the Poor Law Authorities of bringing to book every person who is legally bound to support a dependant, and who fails to do so.

24. It is well known that certain legal responsibilities fall upon persons for the support of relatives, such as responsibility resting on a son for the support of his aged mother, etc. etc. Under the existing state of affairs, it is actually sadly possible for a son to neglect his mother, and no public authority thus interferes. Certainly legal action can be taken by the mother or aged father, but these are the very persons who, through poverty or disability, are unable to institute any legal process. Surely the Poor Law Authorities should be charged with such duty. I consider it should be a primary part of the duties of Poor Law Authorities to exact, and see paid to the utmost farthing, all of the legal responsibilities that can be exacted from relatives towards the upkeep of their dependants.

25. I have actually myself been required to take action in the case of some poor people with whom my duty has brought me in contact. I fail utterly to see why the Poor Law Authorities should not be charged with this all-important matter. If every person responsible contributed towards his dependants, much of the sad suffering that we meet with would be brought to an end.

Applicants for relief who refuse to go to workhouse to be more generously treated with relief "in kind" and visited weekly by Poor Law officers.

26. *Sixth.*—I do not consider that a Parish Authority discharges its duty by offering to take into a poorhouse any applicant for relief. Under the existing system, refusal on the part of an applicant would imply that, so far as the Parish Authorities are concerned, such applicant might be left to die or starve. While I quite realise the difficulties, I cannot admit that the law can be considered satisfactory if such a possibility as this exists. It might possibly be laid upon the Poor Law Authorities to keep under constant observation every case that has been reported to them, which had subsequently refused to go to the poorhouse, and to which no weekly aliment was granted. I think possibly the Poor Law officials might be required to visit such cases weekly, and to supply only relief in kind. This would go far towards preventing persons of an undeserving class making application for

relief, which in many cases is misused by them. The method I suggest might possibly be carried out, but either it or some other should certainly be adopted in order to prevent the poor who object to workhouse treatment being left, so far as the authorities are concerned, to starvation.

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62936. (*Mr Booth.*) I see you say that in Edinburgh there is a considerable attraction in the winter months for people crowding into the town?—That is so. There is a great influx of poor people to Edinburgh, chiefly, I think, on account of the number of charities that exist, and the number of facilities for getting free food, dinners, and so on. There certainly is a great influx during the winter months.

62937. Are they doing work in the summer months?—I think they are. I think they come chiefly from the country, or they come from other large cities, such as Dundee or Glasgow. They seem to be attracted by our greater number of charities, and consequently come in large numbers during the winter months.

62938. They can get warmth and food?—Yes. We have very fine lodging-houses in Edinburgh at a very cheap rate, and the charities that do so much in the way of supplying food during the cold months.

62939. There is no increase of work to be done at all?—There is much less work at that time. These people who come in that way during the winter months only seem largely to elbow out the unemployed regular residenters in the city, who are unemployed during the winter months on account of want of employment, such as builders, labourers, etc. These have their position very much interfered with, we find, by the influx of strangers during the winter.

62940. Looking at them by this, they do find work, but they crowd others out?—Yes.

62941. They are not an unsatisfactory class?—Well, they are all classes. There are a great number of the vagrant and tramp class, who do not look for work, and do not find it, and also unemployed workmen.

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62942. So that the lodging-house contain all these?—They contain all these. We have in the city lodging-houses with accommodation for 3,000 people, and during the winter months that accommodation is almost fully taken advantage of, while there are some months in which the number of inhabitants of these common lodging-houses is not nearly so great. These persons represent the unemployed workmen and persons who will not work, and all sorts of classes of poor people. The great majority of persons are those who will not work, and who live on, no one knows how, from month to month.

62943. These compose the largest proportion?—Yes.

62944. Considering those who come in and really push others out of work, the work that they get will be of an irregular character, I suppose?—Yes, they get it with great difficulty.

Dislocation of
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62945. Will that be work such as builders' and labourers' work. What work is there here of the casual kind?—They get that, and there may be some large special piece of work on, as, for instance, there is a large new slaughter-house going to be made, and that means a great amount of employment for persons of the navvy class to level ground. There are large special pieces of building work from time to time which are going on in the winter?—Yes. Then the Corporation as a Corporation are very good to these people, and help a very large number by giving them work in the city parks and other kinds of work in the public departments of the city, just in order to give them employment.

62946. That is work created for their sake to a certain extent; but would there be many residenters of Edinburgh who would be thrown out of work by the influx?—I think a great number of the ordinary residenters, who are at that time employed, have got their place taken up, which they would willingly have taken themselves.

62947. Who are perhaps stronger?—That is so.

62948. Will any of them go to work at Leith?—A considerable proportion do. They get work at the docks, leaving Edinburgh in the morning and going back to their lodging-houses at night.

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Dislocation of employment by immigration of casuals.

62949. You say a large majority of the loafer or wastrel class would take advantage of the free feeding, and it is almost impossible to discover by what means they can exist?—That is so. There is a very large element among the population of these lodging-houses of that class. They puzzle us all as to how they live. They simply exist in these lodging-houses day after day, and month after month, and during the winter they go from these places to where any advantage in the way of free food is being offered. They do unquestionably interfere with the respectable unemployed working men treatment at these special times.

62950. With the establishment of labour colonies you think such poor may be compulsorily remitted?—I think so.

Establishment of labour colonies for casuals and tramps.

62951. But on what excuse would you remit them if they found their own living?—Well, they interfere so much with the possibility of finding food, and, indeed, with the unemployed during the time of strain. They seem to take no hand in the ordinary work of the country. They simply exist in the lower slum districts of the city, and apparently they have no possible means of supporting themselves. In regard to that class, I would desire that something should be done in order to remove them; they are doing no good. They are only a very great care upon the authorities. They are a trouble to us from a sanitary and public health point of view. They are not aiding in the affairs of the country in the very least. They are doing no work, and I consider that such persons, for the benefit of others anxious to work, ought to be cared for in some place where they could be looked after, and where a certain amount of work could be got out of them.

62952. Their having no possible means of existence would be a reason for their being compulsorily remitted?—That would be so.

Provision for respectable poor with part payment.

62953. You suggest that there should be refuges where comparatively poor people could afford to pay a minimum amount for board. All that they could procure is below the actual cost?—Yes, that I am very anxious to see. I come across a very large number of respectable poor people who are extremely unwilling to go into the poorhouse. They have lived a most respectable life, and are able to afford 4s. or 5s. or 6s. per week, and they have no place to go to. There is no institution for them, with one outstanding exception, in Edinburgh—viz., Queensberry House, which is very frequently full. I have been unable to get accommodation for suitable cases there. There are so many of that kind of persons that I have often felt that, even if Government established some place—let us say something better than the poorhouse without the stigma attaching to it—it would be very greatly taken advantage of by these poor respectable persons.

62954. Providing the other part of the cost from the public funds are from charitable subscriptions?—Yes, the difference between their board and the actual cost of maintenance.

62955. You think a considerable section of the community would be willing to take advantage of such a provision?—Yes. On so many occasions we find persons in poor circumstances and in insanitary dwellings who may have a son or daughter, or two or three sons or daughters, who say that they will pay so much a week, but cannot afford to send them to any proper home. The consequence is that these people filter to the workhouse.

62956. These people would be a considerable section of the community, boarded at half price, and they would be working along with others for wages?—Some of them might work and some of them might be past work. I mean the fathers and mothers with large families. It is sometimes very difficult to get these families to recognise their responsibilities. In Queensberry House only a small proportion of them do work. The majority of them live in large rooms like this. They are provided for by a nurse, and they give the small rate of board their friends are able to afford. All of them do not work.

62957. Would you even say that none of them should work?—All of them ought to if they can, and there might be suitable work found. There is a man there at this

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moment who was very good at writing music. He did it so very well that he could make a large weekly pay. He wrote music in this house and got out to sell it, and could pay for his board and keep a wife and family outside off the proceeds.

Provision for rsepectable poor with part payment.

62958. He would be competing probably with others who wished to do the same work, but had not that advantage?—That might be so in that case, but that happened to be a man who required to be looked after in his own and his family's interest, and it was a refuge for him, without which I do not know what would have happened.

62959. We can understand it as an exceptional charity, but if it was done on a large scale for a considerable section of the community, might it not have a dangerous industrial effect?—There would require to be some very strict supervision exercised over the applicants. It would not do to admit all and sundry. Certain requirements would need to be insisted on before the applicants were admitted.

62960. If that were done with public funds, it would be done as a branch of the Poor Law?—I think so.

62961. Would there not be the same stigma?—I think, perhaps, not, if it was well recognised that these people paid as much as they could towards their board.

62962. Not as much as it costs, but as much as they can?—As much as they can. I think the mere fact of their paying a minimum would, in many cases, lift the stigma from the minds of these persons who would take advantage of it.

62963. At the same time the fact would be that they would not be self-supporting?—That is so.

Housing of poor.

62964. In paragraph 11 you say there are a great many houses consisting of one and two rooms. There is always a great difficulty in knowing what is meant by a "house" in different towns. What is the definition of a house? Do you mean an apartment occupied by one family?—That is what we call a house. In one tenement, led to by one common stair, there may be fifty-two houses, and we have such aggravated cases as this in Edinburgh. I can show you a tenement in which there are fifty-two families residing. That shows that, roughly speaking, there is a population of 250 persons, because we reckon at the rate of about five persons per family. These all live under one roof, led to by one stair, but in separate rooms or in separate houses.

62965. That is how houses are defined?—That is so.

62966. But there must be some cases in which there are families who do live in one house—I mean with one kitchen and one landlady. These, I take it, are independent apartments in which a person could live his own life?—Yes.

62967. Are there not here such houses of which we may suppose there is a tenant who occupies one flat and sub-lets the other flats to other families, and that would be counted only one house, although there were three families?—These we call houses let in lodgings, and there are some.

62968. You don't count them as separate houses?—No.

Filial responsibility and need of enforcement before chargeability.

62969. You say, towards the end of No. 24, "It is 'well known that certain legal responsibilities fall upon 'persons for the support of their relatives, such as 'responsibility resting on a son for the support of his 'aged mother. Under the existing state of affairs, it is 'actually sadly possible for a son to neglect his mother, 'and no public authority does interfere. Certain legal 'action can be taken by the mother or by the aged 'father, but these are the very persons who, through 'poverty or disability, are unable to institute any legal 'process"; and you say that the Poor Law authorities should be charged with a duty of enforcing this. Are they not?—I do not think so. In my experience they do not. They may be charged with recovering the cost of the upkeep of persons whom they remove to workhouses, and keep there.

62970. Unless they go into the workhouse?—That is so. I realise there is a very, very great need for the parish authorities, or somebody intervening on behalf of poor persons who are dependent upon, we will say, sons or daughters, who fail to contribute towards their support. That is very common when there is an old decrepit father or mother who has working sons. We, the public health authority, often find these people living in great poverty, and we make inquiries, and find that there are sons probably well off, working. We hear that these do not contribute towards the support of their father or mother at all; and my point is that I think some public body—I think the Parish Council—should compel those persons who are legally responsible for the upkeep of their dependants to keep up these dependants. Out of great pity, I have again and again required to bring such persons as sons to book in order that they may give regular support towards a mother or father, and I think, while the Parish Council have power to claim from dependants when they remove persons to a workhouse, they ought also to have the duty of compelling those who ought to support their parents, to do it, even although the parents make no application.

Filial responsibility and need of enforcement before chargeability.

62971. (*Mr Phelps.*) May I ask one question here? Have the parents not a *locus standi* before the sheriff?—That is so, but these very persons, who require the intervention of some third party, are the very persons who cannot set the law in motion. They can succeed by a private action, and it is by that means that I have required to bring them to book, but these are poor old decrepit people who have no money in many cases. They remain in their poverty and retirement, and there is no person to help them. It ought to be an important part of the Parish Council's work to find out such cases, and come between a person who ought to be supported and the person who should support. We want to keep these people in life and comfort. There is no person to step in, and cause these persons who should legally support them to fulfil their obligations.

62972. (*Mr Booth.*) Do you mean that there should be an inquiry?—I think the Parish Council ought to make inquiries through every city as we do by means of our sanitary inspectors. We have inspectors going through all these districts finding out all the complaints, so that the authorities may interfere, and I think, on account of these poor persons who live there, the parish officers ought also to go about and make such inquiries as are necessary. It might be done by one body, and if both bodies were combined, so much the better.

62973. You don't think the obligation ought to be made on the sufferer?—If that is to be an essential, some people would continue to suffer, because they are unable to make it.

Need of compulsory power of removal of helpless sick paupers.

62974. In No. 17 you say, "I cannot understand why 'there is not a power vested in certain authorities, the 'police or public health authorities, to certify for re-'moval to the hospital any case which appears, say, to 'two medical men, to require such methods to be 'adopted. There is an urgent call for this, and I 'look upon it as one of the most important changes 'necessary on the Poor Law." Do you mean by that that the Parish Council should not be the authority, that the police or the public health should be the authority?—I think the public health authority ought to be the certifying authority, but the authority for removal should be the Parish Council. The point is this: there are a very considerable number of poor persons decrepit—living in great degradation and want and under extremely objectionable surroundings, and these persons ought not to live in an ordinary house in an ordinary way. They have no person to look after them. They are not able to look after themselves, and their houses are a positive danger in the neighbourhood. As the law at present stands, the Poor Law authority will not remove such persons to the hospital. It is left wholly to the option of these poor persons whether they will go to the poorhouse or not. I was going to say that in nine cases out of ten, or at any rate in a very large majority, when we have said to these poor persons, "Will you go 'to the workhouse?" they say, "No, we are going to 'remain where we have lived for many years." We have no power then to compel their removal, and the extraordinary consequence happens that as we require to have these persons removed, we are running a risk in doing it. It is illegal. I have had to order their removal again

Need of compulsory power of removal of helpless sick paupers.

and again when I have had no right. In some cases I have been afraid to face it, and in many cases, so far as the Poor Law is concerned, we have had to remove these poor persons to the workhouse illegally. I am wanting to have power in such cases which are known to the police or public health authorities as being unable to look after themselves without any dependant, without proper lodgment, without proper means of support, in such a state of health as makes it clear that their houses must of necessity be a danger to themselves and the neighbourhood—I want power to have such poor, in the public, as indeed in their own, interest removed to the workhouse.

Need of systematic investigation as to poverty and sickness.

62975. (*Mrs Webb.*) You are very keen to substitute the principle of searching out destitution as against the principle of merely applying for removal?—Yes, that is so, because I find, through my various inspectors, and indeed from my own experience, that a very great number of very deserving poor people will not apply to the Parish Council for relief.

62976. Does that apply mainly to the aged, and in a lesser degree to the sick? It does apply to the sick?—To a certain extent.

62977. I should like to draw your attention to those 1,400 school-children that were inspected under Dr Mackenzie; any number of them were found to be suffering from adenoids and glands and rickets. That was a case exemplifying the need for searching out?—That was just one extremely great benefit which resulted from searching out. Unless there had been a systematic investigation, such as I want the Poor Law officers to make in respect to poverty, we would not have seen to-day the benefits of what was done in respect to the health of these children.

62978. Would it not be desirable to carry out that system of inspection further than an isolated school?—I think so. I am a great advocate for carrying out that practically door-to-door inspection in many of these matters.

62979. Of searching out sickness?—Yes, and searching out poverty.

62980. Do you think that case of the 1,400 school-children was at all typical?—Not from an illness point of view. The results of that particular investigation are surprising to me. We could not argue from one case to a general rule. I do not think that we should find that in proportion the same amount of illness exists; I hardly think so.

62981. Why is that?—It has been rather a puzzle to me since the results came out.

62982. Do you not think that if you had an equally systematic inspection you would discover very nearly the same amount?—That might be. The inspection, so far as it was carried out, was so sufficiently surprising that it might be that if the inspection were continued the same results would follow. My ordinary observations made in going about amongst these poor people living in these poor dwellings lead me to suppose that there is not quite so much actual illness as would appear from the result of that particular investigation. But there might be.

62983. It was sufficiently important, because it related to children?—That is so.

62984. And there is no reason to suppose that those children were absolutely unique?—No; but very shortly after that report was published I had occasion to enter a large building, the Corn Exchange in the Grassmarket, in which there were between 1,000 and 2,000 children brought down, principally to have some food. It was a special treat given to them; but in looking round about, and rather critically examining a great number of them in the light of the result of that particular investigation, I was driven to the conclusion that these children, taken from the slums and gathered together in one hall, did not impress me with the idea that the same proportion of illness would be found as had been found in these 1,400.

62985. It might be because you had not the opportunity of critically examining them?—That might be; but their general health appeared so good that my impression was formed as I have stated. One cannot be perfectly certain from a cursory examination, but I was led to suppose that the same proportion of illness probably did not exist.

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62986. Still, there would be a good deal of illness undiscovered and untreated?—I have no doubt.

62987. When you say in No. 2 that you have no reason to suppose that there is not any cause of complaint of inability to obtain medical advice, you do not mean to say that people do not obtain medical advice and medicine, but that if they apply for it they would obtain it?—They may have it if they apply; that is all the length I go.

62988. They do not apply?—Not in many instances. They are negligent, and do not apply.

62989. Therefore you would require to search it out?—That is so.

Administration and inspection of lodging-houses.

62990. (*Mr Phelps.*) You say there is a very large supply of lodging-houses in Edinburgh?—That is so, a very large one.

62991. Do you think that they attract people from the country?—I think they do.

62992. Tramps?—I think they do. We pride ourselves on our lodging-houses, and deputations come to see them, and I think the general accommodation goes towards attracting tramps to this city. I think often that is so.

62993. How many classes or types of lodging-houses are there? Are there any municipal lodging-houses?—None. They are all under private enterprise, and they pay remarkably well as lodging-houses.

62994. What is the Jubilee Lodging-House?—Simply a private company. They run for private profit, and they make profit. As a financial transaction, the starting and running of these lodging-houses has been such a good speculation that the Corporation do not require to go in for them at all.

62995. Are these lodging-houses under your inspection?—Yes.

62996. Have you a set of bye-laws with regard to them?—Yes.

62997. And with regard to the number of beds, cleanliness, and so forth?—In regard to the number of beds, overcrowding, cleanliness, and all these sanitary matters, we have strict bye-laws strictly enforced.

62998. Do you make night inspections?—We do.

62999. Have you often to proceed against the lodging-house keeper?—Almost never. They are so strictly looked after that they know that any contravention would at once be discovered. The result is that we have an extremely fractional sick-rate and death-rate amongst the workhouse population.

63000. With regard to Queensberry House, is that supplied from more than one source?—That is so, from private subscription.

63001. I mean with regard to the inmates. Do they represent a good many different types?—A great many.

63002. Are there some persons partly supported by their children who pay a nominal sum, and some invalids?—A great number of invalids.

63003. And there is a night shelter?—That is so.

Provision for aged married couples.

63004. Would you have a department that takes in married couples in their old age?—I think so.

63005. Do you think that sort of life, with a common kitchen and so forth, is beneficial to poor people in that rank of life?—It might require in the case of such a house, if it was to be carried on to such an extent, some little re-arrangement in regard to the rooms. We have, for example, some large lodging-houses where married people and their families live, and they have got partitioned-off places for children's rooms, etc. If the same idea were followed out in such a place as Queensberry House, the advantages of family life could well be attained.

63006. Has the tendency of late years not been much more to abolish those places of common living and leave it to the relatives of the poor people to look after them?—I think that probably that would be a more expensive method, and particularly I would urge, in regard to

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Queensberry House, the idea that old persons who cannot look after themselves in a private house can be looked after there.

63007. With regard to the housing of the poor in Edinburgh, I see a statement that the poorest persons as a rule occupy single-room houses. Have you stringent bye-laws with regard to the houses?—Yes, we have all of these one-roomed houses below 3,000 cubic feet liable to be ticketed, and we have them ticketed. That means that there is a tin ticket outside the door, stating the cubic capacity of the rooms, the number of persons who can live there; and I have inspectors going round constantly to see if there is any overcrowding and to examine into the conditions generally.

63008. Is the standard you insist on sufficient, in your judgment?—I think so.

63009. Do you find a very high death-rate in these lofty houses in the Old Town?—Not unless there is a considerable amount of density per acre. Of course the one follows the other. If there are lofty tenement houses with a considerable number together, and a number of people in each house, there is a density per acre, that increases the death-rate.

63010. Have you a large experience of two-storeyed houses in which each storey is occupied by a separate family?—No.

63011. You know the type of house?—The English type; we have very few, but we have a few. Indeed, the most recently-built houses represent that class.

63012. Is that a good type, do you think?—I don't altogether approve of it. Of course they have the advantages of through ventilation and so on, and, as a rule, they are open at the back and front, but there are some objections from a public health point of view. I should not say there are very many.

Need of powers to compulsorily remove helpless and sick poor.

63013. In regard to compulsory removal of persons to the poorhouse and so forth, you realise that it is a very large question? Do you think when, as a sanitary authority, you find a case in what you call squalid surroundings your condemnation of the house or the rooms is not sufficient to turn the person out?—In the first place, that takes a very long time. We have a certain procedure to follow; it is a very slow process. It is of importance to remove the tenant from the house before the proprietor has gone through any procedure of eviction. He requires to take out an eviction warrant, and they tell me that takes from three to four weeks. Then, when evictions take place, it means that some old decrepit person, unable to look after himself or herself, is placed in the middle of the street. We have a great number of cases of such poor people who will not consent to go to the hospital, and it is an astonishing thing that we have no power, and cannot move. There is another class I refer to in connection with my police experience; I had to do with them—persons who are objectionable go about the streets, and are objectionable in their habits; they are complained of very much. The police take them as wanderers to the police bar. There can be no penalty inflicted upon them. They are handed to the parish, and next day you find them on the street again. There is no power under such circumstances. You can remit them to the parish, but there is no compulsory power to retain such persons, who are in every way objectionable. There is at present in this city a man going about, a well-known character, objectionable in every way. I was anxious to have him sent to the asylum, but he is not quite insane enough. We have no right to deal with such a person whatever. I am anxious that—both in respect of the old and decrepit and those persons who suffer themselves, and who cause the community to suffer to a certain extent, by their mere presence in the street—that power should be given to medical authorities, as they enjoy in the case of persons mentally deficient.

63014. Has the Parish Council power to detain them?—No.

63015. You see that is revolutionising the Poor Law?—It is a very strong addition to it, but very urgently needed.

63016. I think you would require to define "objectionable" very carefully, would you not?—It might be a very, very strict standard, but we have a very great number of people who would come under that standard.

63017. (*Mr Gardiner.*) Of all classes?—All classes.

Housing of poor in Edinburgh.

63018. (*Miss Hill.*) With regard to the houses in Edinburgh, a stair is common to a great many houses?—To a great many.

63019. Under what supervision does the staircase come?—Under the supervision of the sanitary authorities.

63020. Do they control its cleanliness, or have they power to control it?—They have power, and they do it. In each district of the city there is a sanitary inspector deputed amongst other things to visit these stairs and see that they are kept in a cleanly condition. Each residenter on a stair requires to take a particular turn, and the inspector's duty is to see that they fulfil their obligations; and not only has the inspector to go about making inquiries, but of course complaints come in from time to time and they are attended to. The mere cleaning of the staircase is therefore not considered a difficult matter.

63021. The standard is not a high one?—It is, in so far as each staircase requires to be washed twice every week and swept every day, and in the event of there being contravention of the law, a person is liable to be taken to the police court.

63022. (*Chairman.*) Who?—The person who fails in his or her turn to wash the staircase.

63023. Does the responsibility not rest on the owner in the first place?—No, altogether on the tenants.

63024. (*Miss Hill.*) Then it becomes a question of the law being really enforced, does it, because the staircases are not what you would consider decently clean, as a rule. Do you think they are swept every day?—I think they are, as nearly as one can make it. Of course there are complaints, stray complaints, about certain stairs being neglected, but that is just the inspector's duty to see these persons' complaints about it.

63025. With regard to the walls, what rules do you adopt?—The ordinary district inspector requires to bring in the addresses of all the walls that he finds in a condition requiring whitewashing or painting, and the proprietor gets a notice requiring him to do it within seven days. That work is very satisfactorily carried out, as a rule. There again there are stray cases where the walls are not so clean as they ought to be, but seeing each inspector has a district of his own and is responsible for that, if there is a case like that that has slipped him, that is his fault. We are not very long, as a rule, in having a complaint from some of the residenters.

63026. (*Chairman.*) It is the owner's business to whitewash the walls?—Yes.

63027. (*Miss Hill.*) There is a regular system as to who cleans, but it is the enforcing of it that seems to be difficult.

63028. (*Mr Gardiner.*) Do the police patrol these stairs?—No, not specially from the sanitary point of view.

63029. (*Miss Hill.*) Have you no difficulties through their being open at night?—Yes, very great difficulty; that certainly does increase the difficulty,

63030. (*Mr Gardiner.*) Do you wish them to be patrolled?—It would be very difficult indeed. The police take a general supervision. I think it would be better if they took more, a very particular supervision on these staircases. Very often the police would be well employed patrolling these stairs rather than patrolling some streets.

63031. (*Miss Hill.*) You do light them?—Yes, the Corporation does light them. That is a step in advance taken within recent years. Formerly it was left to the owners.

63032. Is there no scheme for putting any gate at the bottom, with keys or means to open it from above?—It is impossible to get a number of people living on one stair to be of one mind. Some want the door open and some shut, and where, as in some cases, there are as many as fifty-two families, it is so difficult. I believe it would be far better if there was a door at the foot of each stair.

Housing of poor in Edinburgh.

63033. (*Miss Hill.*) If a few shut the door, the others would be forced to keep keys?—Recently there was an action raised by one tenant against another as to whether their door should be open or shut. The case was tried before the sheriff and took a long time. There was a great number of witnesses, and the sheriff gave his decision. I really cannot tell what it was, but that shows the difficulty in that particular matter.

63034. (*Mr Gardiner.*) If it is an obligation on the Corporation to light, is it not also their obligation to cause the police to patrol the stair?—I should think it would be very much better if they did.

63035. Is it not an obligation?—I suppose from the police point of view they consider it an obligation to keep under supervision everything that takes place, and that there is no necessity to go up these stairs unless they are called.

63036. But there is no necessity to go down the street at night?—That is my view.

Dr A. Maxwell Williamson, M.D., B.Sc.

14 June 1907.

Housing of poor in Edinburgh.

63037. (*Chairman.*) If people were sleeping there, who would have the authority or whose business would it be to shift them?—The police would actually turn them out.

63038. Would they be summoned?—Yes; some of the tenants would require to summon them. There are actually a great many people who sleep on these stairs, play cards, and all sorts of things.

63039. (*Miss Hill.*) It has no connection with the house tax, as in England?—No; I do not think the door at the foot of the stair has anything to do with that. The door on a passage enclosing houses has that effect.

Mr William Strathie Caw, J.P., called and examined.

Mr William Strathie Caw, J.P.

63040. (*Chairman.*) You are Treasurer and Clerk of the Royal Infirmary of Edinburgh, and have been so since 1893?—Yes.

63041. And you have been in the service of that institution since January 1881?—Yes.

63042. You have prepared a statement which we will take as your evidence-in-chief?—Thank you.

(*The witness handed in the following statement.*)

Extent of voluntary medical agencies in Edinburgh.

1. Edinburgh is exceptionally situated as regards voluntary aid in the way of medical and surgical advice and treatment for the poor, owing to its being the seat of an important and old established medical school.

2. The principal voluntary medical agencies at work are — the Royal Infirmary of Edinburgh, Chalmers Hospital for Sick and Hurt, the Royal Edinburgh Hospital for Sick Children, the Church of Scotland Deaconess Hospital, the Royal Victoria Hospital for Consumption, the Royal Dispensary, the New Town Dispensary, the Provident Dispensary, the Livingstone Dispensary, the Western Dispensary. There are in addition a number of other smaller agencies.

3. In this statement I propose to confine myself to a simple explanation of the work performed by the institution with which I have the honour to be connected, leaving to other and more competent persons to advise as to what is being done by the other agencies.

4. The Royal Infirmary was founded in the year 1729, and incorporated by royal charter dated 25th August 1736. The charter was granted on the narrative that "the managers of the charitable fund for the maintenance 'and cure of sick poor in North Britain" had presented a humble petition setting forth that several well-disposed persons, from a due sense of the misery that many poor persons in Scotland were reduced to by poverty and sickness, who, though not incurable, were in no condition to maintain themselves while under cure, had by subscriptions and donations collected a fund of about £3,000, the interest of which was to be applied for erecting a house in Edinburgh wherein poor sick from any part of the country are to be entertained and taken care of by the physicians and surgeons. It is further set forth that the charity is of universal benefit, and it is hoped the fund may be considerably increased.

5. On 20th June 1870 an Act was passed entitled "An 'Act for authorising the Corporation of the Royal 'Infirmary of Edinburgh to remove their Infirmary 'buildings to a more suitable position, and to acquire for 'that purpose the site of George Watson's Hospital and 'adjacent lands; and for other purposes."

6. The financial years of the Royal Infirmary run from 1st October to 1st October, and from the last Report published, that is, for the year to 1st October 1906, the following appears:—

Total number of indoor patients, 11,216.
Average daily number of indoor patients, 839.
Average time of each patient in hospital, 27·7 days.
Number of outdoor patients, 37,235.
Annual cost per occupied bed, £62, 2s. 4d.

7. All treatment and advice at the Royal Infirmary is granted absolutely free; no letter of recommendation is asked for, the necessity and urgency of the case being the sole requisite qualification. The poor-rates, not only of the city but of the whole of Scotland, are relieved thereby, as by promptly treating, free of charge, wage-earners who may fall ill or sustain injuries, those dependent upon them are able to do without parochial assistance, which many of them would otherwise require. It is this broad principle which renders the Royal Infirmary of Edinburgh a national rather than a local institution, and ensures for it financial support from all parts of Scotland.

Qualification for admission to voluntary hospital.

8. The only charge made in connection with the maintenance and treatment of patients is for soldiers, sailors, and prisoners sent in by Government, and for paupers sent in by Parish Councils through their medical or other officers. These are charged for simply because by accepting such cases the imperial taxes and local rates are proportionately and directly relieved. The parochial cases received at one time were numerous, but, owing to the much improved hospital accommodation in the poorhouses throughout the country, such cases are now few in number, and are usually serious medical cases, or cases requiring special surgical treatment. To illustrate this point I may mention that in 1866 (a year taken at random) the following parishes sent in cases for treatment:—

Classes of cases in which charge is made in voluntary hospital.

City Parish, Edinburgh, . .	244 cases.
St Cuthbert's Parish, Edinburgh, .	62 "
Canongate Parish, Edinburgh, .	32 "
South Leith Parish, . . .	27 "
North Leith Parish, . . .	9 "
Country Parishes, ...	26 "
	400

During the past year only twelve pauper cases were paid for, and these all came from country parishes.

9. With regard to the persons receiving relief at the Royal Infirmary of Edinburgh, it is undoubtedly the case that nearly all of these are of the lower and working classes. It is fair to state, however, that complaint is occasionally made (generally by letter, under *nom de plume*, in the local press) that the benefits of the hospital are being taken advantage of by a class of persons for whom they are not intended.

Class of persons in voluntary hospitals.

10. The question of the abuse of hospitals has been occupying the attention of a committee of the British Medical Association for the past two or three years, and the managers of the Royal Infirmary have had some correspondence thereanent. I cannot do better than quote from a letter sent by the Board of Managers to that committee in October last on this question:—"The Royal Infirmary 'of Edinburgh occupies a unique position among hospitals, 'in that it is not a local institution, but really a national 'one, practically one-half of the indoor patients and 'a large proportion of outdooor cases coming from 'country districts — every Scottish county sending its '*quota* annually, as well as the English counties on the 'borders of Scotland. It will be apparent, therefore, to 'your association that the suggested investigation, by 'means of an almoner or other agent, into the circumstances of all applicants for relief is quite impracticable. 'At the same time the managers desire to say that they 'believe that the vast majority of the cases dealt with each 'year are deserving of the free treatment or advice they 'receive."

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Extent of abuse of voluntary hospital.

11. It has been stated that it is in the special departments (eye, ear, throat, nose, and skin) that abuse takes place, and it must be admitted that a better class of patients, to judge from appearances, attend there. Several explanations have been put forward for this condition of affairs. It is undoubtedly the case that many general practitioners, both in town and country, send in cases to these departments for confirmation as to diagnosis, or for expert advice as to treatment,—patients who are perhaps able to pay for ordinary medical attendance, but are not able to pay the fees of a consulting specialist. In other cases the patients come of their own accord, and for a like reason.

Provision for medicine and surgical appliances.

12. All surgical dressings and necessary appliances are supplied to out-patients at the Surgical Out-patient Department, but no medicines are given out, only prescriptions being furnished to patients attending at the Medical Out-patient Department. The requirements of patients who are unable to pay for medicines are met by the Dispensaries in different parts of the town, referred to in a previous paragraph.

Extent of overlapping and co-operation of voluntary hospitals.

13. So far as the Hospitals are concerned, it is not apparent that there is any overlapping of their work, and I understand that this is practically acknowledged by the City of Edinburgh Charity Organisation Society, which was brought into existence about a year ago. It has not, therefore, been thought necessary to have any system of co-operation among the Hospitals of the city. Some little time ago the question was raised as to whether all children's cases ought not to be referred to the Royal Edinburgh Hospital for Sick Children, but on a report by the medical committee of the Board of Managers of the Royal Infirmary, it was agreed to continue the admission of children, as a certain number were considered essential in a hospital used for teaching purposes. The daily average number of children in the Royal Infirmary for the year to 1st October last was 81—mostly in the surgical wards.

Extent to which health of community suffers owing to insufficient medical aid.

14. On the question as to whether the health of the community suffers owing to the insufficiency in amount or quality of the medical assistance at present available for the poor, it appears to me that, so far as Edinburgh is concerned, it is well served, except perhaps in regard to the hospital accommodation for the treatment of consumption, which has quite recently been declared by an order of the town council to be a notifiable disease.

15. The members of the Royal Commission are respectfully referred to the Report of the Royal Infirmary of Edinburgh for the year to 1st October last, copies of which are forwarded herewith.*

Need of greater provision for notified phthisical cases.

63043. Your account of Edinburgh Royal Infirmary is most interesting and satisfactory. The only point which I want to pursue with you is what appears in the last two paragraphs, where you say that you don't think the health of the community suffers owing to the insufficiency in amount or quality of the medical assistance at present available for the poor so far as Edinburgh is concerned, except with regard to the hospital accommodation for the treatment of consumption, which has been quite recently declared by an order of the town council to be a notifiable disease?—I understand that they set aside a small number of beds in the City Fever Hospital at Colinton Mains for extreme cases, hopeless cases, but otherwise they have made no provision. They are merely collecting information by notification. Notification is compulsory.

63044. Is it notified and no action taken?—Yes, it is merely taken as a record. It is proposed, I believe, that an inspector shall call and advise as to precautionary measures in cases among the poorer classes.

63045. The record is kept?—Yes.

63046. Are they watching it with a view to further action?—I presume so.

63047. Do you regard it that it should be on the same footing as those that are now notified?—It would be a large question.

63048. Do you agree with the policy of watching?—For information? I may say that the management of the Royal Infirmary have made no difference to the admission of consumptive cases to the hospital; although it is made a notifiable disease, they still take in a certain number of cases.

63049. Are there any private hospitals for consumptives?—No.

63050. The bulk of the cases are at home?—Yes. You have the Victoria Hospital for Consumption. Of course, it is a public hospital.

Need of greater provision for notified phthisical cases.

63051. Is that a free hospital?—Yes.

63052. Do they aim at taking the early or the difficult cases?—I think they aim at taking the early cases, as they are likely to cure.

Work of Samaritan Society.

63053. (*Mrs Bosanquet.*) Have you a Samaritan Society in connection with the Royal Infirmary?—We have, though not actually belonging to or under the management of the board of managers, but worked by a separate committee.

63054. Does it do much work?—Considerable work, both in connection with the Royal Infirmary, the City Fever Hospital, and the Chalmers Hospital.

63055. What action do they take mostly?—In the case of the bread-winner being laid up, aid to the family during the illness is given, and in cases of returning to the country, aid is given where they have not sufficient funds for returning home.

63056. Is there any convalescent work done?—We have a convalescent home in connection with the infirmary.

63057. How are these cases known of by the Society?—The sisters report these cases to the almoner of the Samaritan Society. Some patients I believe apply, but the great majority of the cases are reported by the sisters of the respective wards.

63058. Are the funds sufficient to do all the work which is required?—I think they meet most claims, although the charity could do with more money.

63059. You say you have a large number of out-door patients?—Yes, a large number.

Number and class of out-patients.

63060. How many come each day, do you know?—The number varies very much. We take so many country cases, in the summer time particularly. There are excursions on different days of the week, particularly on Saturdays, and on these days one can almost tell what part of the country is on holiday. Advantage is taken of the excursions.

63061. Are the medicines supplied free?—No medicine is given free.

63062. (*Chairman.*) They get it at the dispensary. If they go there. They do not have to pay at the dispensary.

63063. (*Mrs Bosanquet.*) Do you give them a prescription?—They get a prescription, but they are supposed to get it made up at their own expense. Those persons who cannot afford to do that are, as a rule, attending the dispensary so as to get medicine.

63064. Then you do not take the poorest class?—Yes, quite the poorest class.

63065. But the poorest class, you say, go to the dispensary?—Well, the extremely poor, because they get the medicine free. There are cases which are not extreme, no doubt, who take advantage of it.

63066. (*Chairman.*) If one of those excursionists came to get a prescription, could he get it made up at the dispensary?—No, the dispensary deals entirely with their own city cases.

63067. (*Mrs Bosanquet.*) Would these country cases come to you once a week or anything like that? or once, and go back?—I think the majority are simply for once.

63068. Are the officials able to do very much for them?—Many of them are sent by local practitioners for confirmation of diagnosis.

63069. Have you any consultations?—Yes, in many cases.

63070. Do the city doctors send their patients for consultations?—Yes, in many cases.

63071. And they go back?—Yes.

63072. Do you give any preference to those who come recommended by practitioners?—No.

Effect of out-patient department on private practitioners.

63073. I suppose you would encourage that?—I do not know; it is the open door, but they take advantage of it. You can walk in from the street, or with a special recommendation from a medical man.

* Not printed.

ffect of ut-patient epartment n private ractitioners.

63074. Do you think medical men regard it as a rival to any extent to their practice?—I believe a section do.

63075. Is that not justified?—In some cases. The matter is one which has been before the board of managers for discussion many times, and they are quite satisfied that in the vast majority of cases there is no abuse of the charity.

63076. Is any inquiry made at all?—No.

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63077. Have you any paying patients?—There are no paying beds whatever. We charge for the treatment of poor cases, cases sent direct from the poorhouse on the recommendation of the medical officer or inspector. We charge for soldiers, sailors, and prisoners sent from the jail, because we have been asked to receive those cases by Government. That is done because we are thereby relieving the local and imperial rates.

63078. Would you charge full cost for that?—Till the month of March, I think, of this year we only charged paupers at the rate of 2s. 3d. per day. As a matter of fact, they cost us 3s. 6d.; but we have increased the rate to cover the cost. The managers have intimated that the rate will be altered to cover the outlay from time to time.

uestion of aying wards.

63079. There are at Chalmers' Hospital paying patients?—Yes. A certain number of beds in Chalmers' Hospital are set aside for paying patients, but I think the charge of 7s. 6d. a day is too high.

63080. What would be the best way of starting such hospitals? Would it be through the doctors themselves?—I think a combination of medical men would probably be the best way.

63081. So that they might send their own cases in. Would you have them treat their own cases there?—Of course, many of the surgeons and physicians, surgeons especially, have homes of their own, or homes they send patients to.

63082. That would probably be very expensive?—That is just the objection. We want something between the Royal Infirmary, which is free, and the home where you pay four or five or six guineas a week, besides feeing doctors.

63083. Has there been any movement to start something of that kind?—No, not to my knowledge.

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63084. (*Mr Phelps.*) Is the University in connection with the Royal Infirmary?—In respect that we give facilities for clinical instruction in the wards.

63085. What use is made of it?—We have an attendance of something like 900 or 1,000 students.

63086. What procedure is there in that connection? Have you any rules with regard to it?—Each student must provide himself with a hospital ticket for the period during which he attends.

63087. From whom does he get that?—He gets it at my office.

63088. Does he require to be recommended by a professor?—In no way.

63089. Does he simply state that he is a student?—He enters his name in the register, pays his fee, and gets his ticket.

63090. How much is the fee?—£12 in one payment for the year, and twelve guineas if paid by instalments. That is to say, a guinea for a monthly ticket, and two guineas for three months and so on.

63091. What income does the hospital derive from that in the course of a year?—The exact figures for last year are to be found on page 32 of the report—£3,658.

63092. Are the students accompanied by their professors, or are your surgeons professors in the University?—So many wards are put aside for the professors in the University, and so many are in the charge of extra-mural surgeons and physicians appointed by the board of managers.

63093. When you say so many are set apart for professors, are the professors actually conducting operations themselves in those wards, or do they merely lecture?—They take full charge.

63094. And each professor is accompanied in his rounds by a group of students?—Quite so.

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63095. And each of those students pays so much towards the support of the hospital. Is yours the only infirmary in Edinburgh that is used in that way?—The Sick Children's Hospital is used in the same way.

Voluntary hospitals as medical schools.

63096. Do you ever find the inmates objecting to that?—No, I am not aware of patients objecting.

63097. Have you never heard objections raised by patients?—I have heard outside that they saw in that a reason for not going to the infirmary, but in many cases the patients enjoy it.

63098. Do you think it is for the benefit of the hospital that that system should obtain?—I think, under the regulations with regard to the working of the wards, there is no objection to it.

63099. Would you go further than that?—No, I don't think so.

Question of using workhouse hospitals as medical schools.

63100. It has been represented to us that it would be a good thing if workhouse hospitals were thrown open in some way. It has been suggested that it would tend to raise the level of the administration if appliances were introduced there, and that progress would be secured by its being part of the University. Do you think the standard of the administration generally is raised by having the professors of the University there?—Yes, I believe it is, because you have so many interests concerned in regard to how matters are conducted.

63101. Is it a positive advantage that they should be together?—I do not think so.

63102. And it has never given rise to any difficulties?—Not within my knowledge.

63103. (*Mrs Webb.*) You have no auxiliary visitation in connection with the obstetric department?—No; the students get that practice at the Maternity Hospital and dispensaries.

Danger of infection in out-patients' department.

63104. They don't rely on you at all. Is there not a certain danger in the out-patient department of infectious disease?—Of course infectious disease, such as measles and whooping-cough, present themselves, but it is very, very seldom. We have rules regarding these cases being dealt with promptly when discovered and isolated in adjoining rooms, but we have very few cases.

63105. Have you many cases sent to you by the district medical Poor Law officers?—Not very many.

63106. How many in all?—None from the city. We have them sent from the various parts of the country, but those are mostly cases requiring operation.

63107. Interesting cases?—Not necessarily.

Treatment of pauper cases and extent of investigation by voluntary hospital.

63108. Do you always get paid in cases of that kind?—As far as we know. I may say that a case may come in without presenting a certificate. We are not aware that they have come from the "house" unless it is given out when the nurse is taking down information on the card. If we find a case coming in with the place of residence marked from such and such a "house," I write and ask if the patient has been sent.

63109. If patients are sent by outdoor or Poor Law medical officers, would you dress them?—I have no special knowledge of their being sent in that way.

63110. I am told that outdoor medical officers do send?—They might recommend a patient to go, but they will give no certificate. Of course when we know we are dealing with pauper cases, we can charge. Many of the patients treated are in receipt of parochial relief.

63111. You have no inquiry?—No. I do not think it is practicable in connection with our hospital, owing to the fact that we treat so many cases from the country; it would be unfair to inquire as to the city patients and not do the same with the country patients.

63112. You do not give medicine?—No, we give the dressings.

63113. Do you give the advice?—Yes.

63114. Has it always been the rule not to give the medicine?—Always; that has always been the rule.

Medical students and out-patients' department.

63115. (*Mr Phelps.*) Do the University authorities use the out-patient department at all?—No, the out-patient department is in charge of an assistant surgeon in the

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Medical students and out-patients' department.

case of the surgical, and of an assistant physician in the case of the medical department.

63116. Are the students not admitted to that?—Oh, yes; the students have free admission, but the professors don't attend there. The students are seen to by the junior officers.

63117. Do they use that privilege much?—Yes, just as the ticket carries the privilege of seeing the operative work in the theatres and all the post-mortems.

63118. And do they avail themselves of that with regard to out-door patients?—Yes.

63119. (*Mr Gardiner.*) Have you increasing difficulty in getting the funds you require?—I am sorry to say we have. It is not that our income is going down so much, but that our requirements are growing.

63120. Do you find that the bulk of the money is given by comparatively few people?—So far as the city is concerned, that is certainly so.

Contributions to voluntary hospitals by working men.

63121. Are the working classes contributing more?—We are at present endeavouring to organise them in a better manner than they have been in the past by introducing a system in all the large public works and shops, and in the country districts, such as the mining districts, of having a regular contribution to the Royal Infirmary every pay-day instead of only having a sheet going round once a year.

63122. That will not be a compulsory system?—They are supposed to agree voluntarily. As a matter of fact, the organising secretary appointed fifteen months ago has been very successful in organising these contributions.

Contributions to voluntary hospitals by working men.

63123. You will find as the result, will you not, that the subscribers regard that as a subscription carrying the right of receiving advice?—I don't think so, any more than they did the sheet going round once a year.

Finance of voluntary hospital.

63124. If they pay so much a year, as thousands of them do, they will regard it as a kind of enterprise?—I don't see that it is to interfere with our present system, because everyone who applies receives advice.

63125. You don't think it will run you into increased accommodation?—I hope not.

63126. (*Chairman.*) Have you a Saturday collection the same as we have in London? We have an Hospital Saturday and an Hospital Sunday?—We have no Hospital Saturday, but we have had an Hospital Sunday for many years, but only in the churches. The collection is not taken in the streets.

63127. But does it take place among all kinds of Church bodies?—Yes.

63128. Does that bring in a large sum?—It has been going down. That is principally due, I think, to the number of other competing claims through the churches.

63129. With reference to the question as to there being comparatively few subscribers, that sum, whatever it is, does represent a great many?—Yes, but I rather think the principal subscribers to the church collection are the people who give us a guinea or a couple of guineas subscription to the city collection.

ONE HUNDRED AND SEVENTH DAY.

Monday, 17*th June* 1907.

AT THE CALEDONIAN RAILWAY STATION HOTEL, EDINBURGH.

PRESENT.

The Right Hon. LORD GEORGE HAMILTON, G.C.S.I., etc., etc., etc. (*Chairman*).
The Right Hon. CHARLES BOOTH, F.R.S.
Mr F. H. BENTHAM.
The Rev. T. GAGE GARDINER.
Mr J. PATTEN-MACDOUGALL, C.B.
Mr T. HANCOCK NUNN.
The Rev. L. R. PHELPS.
Professor WILLIAM SMART.
Mrs BERNARD BOSANQUET.
Mrs SIDNEY WEBB.
The Right Rev. the LORD BISHOP OF ROSS.
Mr R. H. A. G. DUFF (*Secretary*).
Mr J. JEFFREY (*Assistant Secretary*).

Mr Thomas Swinton Paterson, B.L., S.S.C.

Mr THOMAS SWINTON PATERSON, B.L., S.S.C., called and examined.

63130. (*Chairman.*) You are Honorary Secretary of the Edinburgh Night Asylum and Strangers' Friend Society, and you are also Honorary Secretary and Treasurer of the Edinburgh Discharged Prisoners' Aid Society?—Yes.

63131. You have been good enough to give us a paper relating to your work, and we shall take it as your evidence-in-chief?—Thank you.

(*The witness handed in the following statement.*)

1. In 1886 I was appointed Honorary Secretary of the Edinburgh Night Asylum and Strangers' Friend Society.

2. The asylum is under the charge of a superintendent and matron. The superintendent deals with the applications, but in any cases of difficulty arising he is in the habit of consulting me, and I have always kept in close touch with him in his work. While, therefore, I have not been brought into constant personal contact with the great number of cases assisted by the society, I have been well acquainted with the classes frequenting the institution, and with the conditions under which the work is carried on.

3. Since 1896 I have also acted as Honorary Secretary and Treasurer of the Edinburgh Discharged Prisoners' Aid Society. There, too, we have a paid agent who visits the prisoners in their cells and deals with them on their discharge. I have made it a rule to see the agent frequently and to talk over the cases with him, and occasionally I interview cases myself.

THE EDINBURGH NIGHT ASYLUM AND STRANGERS' FRIEND SOCIETY.

4. The Edinburgh Night Asylum was established in 1841. In the first annual report the object of the society is stated as follows:—"that no human being, how depraved soever or sunk in the estimation of his fellows, should be

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without a covering or protection during the hours allotted by Providence for rest."

5. The original premises, part of the present asylum in Old Fishmarket Close, Edinburgh, were opened on the 11th of February 1841.

6. I enclose a list of the admissions for each year since 1841. (*See App. CLXXV. (A).*)

mber of nissions to ht asylum.

7. During the first few years the admissions were very high, doubtless on account of the distress in the country at that time. In 1847 they reached 19,564. After that they fell off, until in 1867 they were only 6,148. Since then there has been a steady increase with the exception of two years, 1872 and 1873. In these two years the numbers were very low, but I think that this was partly owing to a difficulty in connection with the management of the institution.

8. When I became connected with the society in 1886 the admissions had again reached 19,000. In each of the last four years they had exceeded 30,000.

9. During the earlier years of the society's existence the proportion of women and children as compared with men admitted was large. Sometimes the number of women even exceeded the number of men.

10. From 1851 to 1872 the reports do not give an analysis of the admissions, but taking the figures of 1873 I find that the number of women was under 11 per cent. of the total, and of children under 5 per cent. For a number of years after that the women seemed to vary from 9 per cent. to 15 per cent., and the children from 3 per cent. to 4 per cent. During the last fifteen years, however, the proportion of women and children has been much greater. In 1896 the admissions showed 17,695 men, 5,658 women, and 2,049 children; in 1900, 16,624 men, 5,257 women, and 2,000 children; in 1905, 22,239 men, 7,866 women, and 1,946 children. Last year the number of women and children showed a slight decrease, and the men, on the other hand, an increase. The numbers were as follows:—22,482 men, 7,586 women (23 per cent.), and 1,763 children (5½ per cent.), —total 31,831.

11. As I have explained, when the society was instituted it was intended that all cases of destitute and houseless persons should be admitted, and there seems to have been only such restriction on this rule as was necessary to prevent abuse of the charity.

algama- n of rities.

12. In 1871, however, the institution was amalgamated with the Strangers' Friend Society, an older charity, established in 1815, the object of which was to assist strangers in Edinburgh to return to their homes, or to make their way to other places where they had a reasonable prospect of providing for themselves. The two charities work well into one another's hands, but the amalgamation seems to have had the effect of restricting to some extent the directors' ideas regarding the cases which the society was intended to deal with, and in rules which they adopted in 1876 there is a clause to the effect that applicants, for the first time, shall be admitted "except those who have resided in Edinburgh for one month preceding the date of application." That clause has remained in the rules ever since, but it has not been enforced, because the directors felt that when a case required shelter it was impossible, if there was room, to refuse admission on such a ground, and because it was impossible to check the truth of the applicant's statements. Even now, though the rule is not enforced, we have in our books a column to enter the place where the applicant spent the previous night, and where he proposes to go the following day, but the agent and the directors are quite aware that no dependence can be placed on the statements made by the applicants in answer to these questions. Now the directors are prepared to admit all cases, whether belonging to Edinburgh or not, if they are satisfied that the applicant is destitute and houseless, but of course they refuse to allow the asylum to be made a habitual resort, and therefore if a man presents himself repeatedly within a short period he will be refused admission, unless there are special circumstances which warrant the extension of unusual assistance to him. Such a case was that of a fitter whose name appears in the list of admissions hereinafter referred to. He was absolutely without funds, and though he had been offered a situation he would receive no wages for the first week. The agent accordingly promised to give him shelter at the asylum till he received his pay and was able to provide for himself.

ss seeking lter at ht asylum.

13. We have occasionally good tradesmen seeking the shelter of the institution, but the great bulk of the inmates are inferior tradesmen, unskilled labourers, and loafers and tramps. I send a list of admissions for the 18th of March. (*See App. CLXXV. (B).*) The numbers admitted that night were smaller than usual, being only 80, whereas our average for last year was 87·2. Of these, 60 were men and 16 women and 4 children. About half were not known to the agent. It is, of course, probable that many of these have been at the asylum before, but they are, at all events, not frequent applicants. As will be seen from the agent's notes, about half of the remainder, while known and recognised by the superintendent, cannot be classed as loafers, though it had been necessary to extend repeated shelter to them. The remaining fourth may be reckoned as of the vagrant and loafer class. Of the men admitted, only eight were skilled workmen. I have prepared a table (*see App. CLXXV. (C)*) showing the number of tradesmen admitted in each month of last year, and the percentage they form of the total number of men admitted. The number varies considerably, but taking the whole I find the proportion of tradesmen to total males admitted 18·8 per cent.

Class seeking shelter at night asylum.

14. Every inmate receives a bowl of porridge with buttermilk at night and again in the morning, and on leaving he gets 6 oz. of bread.

Nourishment given to inmates of night asylum.

15. The necessity of such an institution as the Night Asylum has been apparent in the discussions we have had lately regarding the organisation of charities in the city. One of the greatest difficulties has been the suppression of private promiscuous giving. The organisation committee have tried and are trying to persuade people to refrain from giving to beggars, but if their persuasion is to have effect it is necessary to assure the givers that in some way the immediate needs of the destitute, even though not deserving, will be met. The committee are distributing red tickets with the name of the asylum and the hours of admission printed thereon.

16. The Night Asylum is quite large enough to accommodate all these cases.

17. The Night Refuge in the Canongate has accommodation for about twenty cases of the same kind.

18. There is great need in Edinburgh of accommodation for cases that require shelter for more than a couple of nights, and in connection with such a shelter a labour test should be provided. Much has, however, been done of late years towards meeting this need.

Insufficient provision for homeless women.

19. The Church Army Home and the Church of Scotland Home in Sciennes Road are on these lines, but the accommodation they afford is not sufficient. The Church Army have a lodging-house attached to their Labour Home, and the Church of Scotland have opened a similar lodging-house at Brunswick Street, but in these a charge is made and no labour test is applied.

20. Neither the Church Army nor the Church of Scotland Homes provide accommodation for women, but I believe the Church Army have taken a house in Hart Street, Edinburgh, which is to be used as a labour home for women. At present the only place of the kind to which women can be sent is the Salvation Army Shelter in the Vennel, and that is not suitable for all cases.

21. To such a shelter would be sent cases such as the fitter I mentioned, and many other cases of men and women who are in search of work.

22. If sufficient provision of this kind were made, the immediate needs of the destitute and houseless, except the loafers and vagrants, would be provided for, and I believe that the distress committee and the charities in the city would be able very fairly to deal with such cases as required further help, and yet were not suitable to be dealt with under the Poor Law.

Labour test for loafers and vagrants and need of legislative measures therefor.

23. The loafers and vagrants would soon be marked, and when they were offered and refused the shelter on account of the labour test there would be less compunction felt in dealing with them.

24. I think it is of the utmost importance that, so long as it is possible to relieve able-bodied cases by voluntary assistance, recourse should not be had to casual poor relief for them.

25. With regard to loafers and vagrants, I think we must have legislation to enable the authorities to deal with them effectively.

26. I do not think there should be great difficulty in arriving at a definition of vagrancy persisted in, and the Sheriff might be authorised, on proof of such vagrancy, to order detention for a lengthened period, say not less than twelve months, in a penal labour colony.

27. Some time ago, I understand, the Parish Council made a representation to the Secretary for Scotland seeking power to detain "ins-and-outs" for a period of from three to six months. The object of the Council was entirely

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Labour test for loafers and vagrants and need of legislative measures therefor.

preventive. They believed that if "ins-and-outs" were subjected to prolonged detention, they would then find means of providing for themselves without parochial assistance, or would remain in the poorhouse. Possibly the immediate purpose might be served by the powers sought, but I do not think this would be at all an effective way of dealing with the vagrant class, and I believe it would have the effect of throwing them more and more upon private charity. In addition, I do not think the public would be satisfied to put such powers of detention into the hands of any Board. Such a restriction on freedom must be imposed only by judicial authority. On the other hand, if persistent vagrancy were treated as a serious offence, and provision made for the detention of all convicted for a lengthened time, the confirmed vagrant being thus cleared out of the way, there would, I think, be some hope of organised voluntary charity dealing with some success with destitute and necessitous persons who had not yet been confirmed in vagrant habits. At the same time this is a very big question, and the cost of establishing a great system of labour colonies to deal with these cases is very serious to contemplate.

28. The Departmental Committee's report on vagrancy published last year refers to the census of vagrants for Scotland taken on 26th June and 25th December 1904, and these figures show a vagrant population of nearly 10,000 persons—men, women, and children. I believe that Mr Motion, inspector of poor, Glasgow, who has great experience, estimates the vagrants at a very much larger number, but I suppose, if a strict law were to be put in force, it would be fair to reckon that a considerable proportion would settle down and provide more or less for themselves, or manage by one shift and another to avoid conviction. In any case the children would need to be deducted, say about 1,700. They would require to be provided for otherwise. The colonies should not be merely preventive institutions; they should aim at restoring the cases to physical and moral fitness for life on their discharge. The greater number of cases would probably never be much good; but though we may not anticipate great results, we should aim at reformation.

29. Until some big scheme to deal in a drastic manner with this loafer and vagrant class is in operation, I fear it is hopeless to expect to deal successfully with the necessitous and destitute who might profit by the voluntary relief extended to them. I believe the evils of vagrancy and mendicancy have increased greatly during the last twenty years, and they may become very serious indeed if no effective steps are taken to deal with them.

EDINBURGH DISCHARGED PRISONERS' AID SOCIETY.

Work of Discharged Prisoners' Aid Society and numbers assisted.

30. The work of the Discharged Prisoners' Aid Society is carried on by Mr Davies, agent for male cases, and Miss Gillooly, agent for female cases, under the supervision of an acting committee of directors, and as regards female cases, of a ladies' committee for visiting female prisoners. The society has an office at 51 Broughton Street, and the acting committee and ladies' committee meet there once every month to receive the agent's reports, and give direction regarding the administration.

31. During last year 1,732 cases applied for assistance, of whom 1,696 were assisted, being 957 men and 739 women. I enclose a proof of the report, which gives on page 5 an analysis of the cases and details of the relief extended.*

32. In connection with the experience of this society, I do not think I have much to add beyond what I have said in referring to the Night Asylum.

33. We find here, too, the great usefulness of Homes such as the Church Army and the Church of Scotland Home, to which we can send cases after their discharge. We have felt that it would be a great help if a central labour yard were established in the city, to which we might send cases belonging to the city, and of whose sincerity we were in doubt, before deciding the limit of assistance which we should grant to them. On two occasions we approached the "Help" which is now incorporated with the Charity Organisation Society to see if they would undertake to receive and test cases for us at their labour yard, but unfortunately their directors could not see their way to do so.

Difficulty of dealing with released boy-prisoners.

34. Perhaps our greatest difficulty in connection with prison aid work and certainly much of our saddest experience is connected with boys. In the report which I send you there are several cases of this kind, mentioned on pages 8 and 9, of lads between fifteen and nineteen, but these give no idea of the dreadful state of matters that exists.

* Not printed.

Difficulty of dealing with released boy-prisoners.

35. On the 21st of February three boys presented themselves at the agent's office asking assistance. They had not been in prison, but had been confined in the police cells for three days on a charge of breach of the peace. None of these boys have actually been in prison. One of them, now sixteen years of age, had within the last three years been ten times confined in the cells and three times birched, besides being admonished. He has a younger brother, thirteen, whose record is very little better. The other two boys, one sixteen years of age, had been six times previously confined in the cells, and the other, fifteen years, five times, and I think both these boys had also been birched. I made inquiries regarding the boys at the police office and found that these statements were practically correct. With one exception all the convictions were for breach of the peace. The exception was a conviction for stealing cigarettes. Long before these boys were brought up in the police court they were, I have no doubt, warned not only by the constable but by the chief constable, and only when they appeared incorrigible would they be brought before the magistrate, but the repetition of these orders for detention in the cells occurring over and over again within a year can scarcely have any effect other than confirming the lads in "hooligan" and criminal habits. When these cases come to our society we have the greatest difficulty in doing anything with them. The boys are generally pretty well known, and where they have no parents and are eligible for admission to any of the Homes, they have been there and been dismissed for bad conduct before they come to us. Our agent takes special interest in these cases, and is sometimes able to persuade the authorities at the different Homes to give the boys another chance, but very often all we are able to do is to give them a start selling newspapers. One great difficulty is that the boys have so often to live in a common lodging-house, where the associations are such that any good influence exerted upon them is soon lost. Some little time ago a wing of the Church of Scotland Lodging-House in Brunswick Street was set apart for boys, but they proved so mischievous, did so much damage and caused so much inconvenience to the men admitted, that it had to be given up. The manager, however, has very kindly admitted boys sent to him by our agent. We have made repeated efforts to place boys discharged from prison on farms, but only in one or two special cases have we been successful.

36. It is necessary to bear in mind the case of these city boys when considering what is to be done with the vagrant class which they recruit.

Number of admissions to night asylum.

63132. (*Chairman.*) The table at the end of your evidence shows the use that has been made of the Night Asylum. Has your accommodation been very much increased within recent years?—Yes. The accommodation away back in the forties, when the society was first started, was very small. I don't know how they managed to put up the numbers that you see in that table. The overcrowding must have been terrible. I think they had only one small dormitory in addition to the reception- or supper-room, and I suppose the dormitory must have been used for the women. An additional flat was built that was used for the superintendent's house. The room that had been kept for the superintendent was thrown into the dormitory. That was all that was done down to 1888.

63133. I don't want to follow very much the actual structural additions. I rather want to follow the effect by the figures, because I think the figures suggest a good deal?—They don't suggest as much as they might.

63134. In 1847 there were 19,564 admissions?—Yes.

63135. The number comes down and down until it gets to 4,321 in the year 1872?—Yes.

63136. Then it rises up. Was there any change made in 1872–1873?—No; but in 1872 or 1873 there was some trouble with the superintendent. (That, of course, is long before I had anything to do with it.) I think that accounts for the very serious fall in the figures during 1872 and 1873.

63137. There was an amalgamation, and there was some doubt as to the interpretation by a certain section of the charities, I think?—Yes. At that time the directors seemed to take the view that they were only to assist strangers coming into town, and not townspeople.

63138. From 1876 the numbers increased from 11,319, till we get to 31,831 in 1906?—That is so.

63139. How do you account for this enormous increase?—It would look rather at first sight as if the existence of

umber of missions to ght asylum.

an asylum of this character and so on had encouraged people to come to it?—Yes.

63140. Do you think that the want of a night refuge has increased, and is represented by that increased number of admissions; or do you think it is the other way about, the fact that there was this asylum and this refuge induced people from far and near to avail themselves of it?—If you go back to 1842 you will find that the number of admissions was 15,952. Before that there was no such place as this. I see from the old reports that before this asylum was opened the police had to accommodate in the cells an average of forty persons per night who could not obtain accommodation elsewhere, destitute persons without any means of obtaining shelter.

63141. Has that accommodation been largely reduced within recent years?—They don't accommodate anyone in that way now.

63142. So you would contend that you have undertaken duties which the police previously discharged?—Yes. If you turn to 1888, when we made our alterations to extend the accommodation, which certainly must have been a great advantage to the people that came—we practically doubled the accommodation—you will find that instead of an increase, there is a decrease in the numbers, from 1887 on for three or four years, showing that the increased accommodation again did not lead to any increase in the numbers taking advantage of it.

63143. What is the cause of the increase of recent years?—It is not owing to an increase in the accommodation. Last year we did increase our accommodation, and we improved it considerably, but that was only done at the end of the year, so that it does not affect the numbers at all. I think it must be that there is a much larger number of people requiring such assistance. Of course, undoubtedly, during those last years we have been very much readier to accommodate people belonging to Edinburgh, although we never strictly enforced any rule as to that.

titude of rish uncils to ght asylum.

63144. What view do the Parish Council, and the authorities connected with the Parish Council, take of this asylum?—I don't think they object to it; they consider it quite beneficial.

63145. I see, while you admit cases of persons who are assumed to be destitute and homeless and in want of work, you try and prevent what I may call the ins-and-outs from constantly having recourse to this asylum?—Yes. Of course the ins-and-outs will get in now and then, but if they tried to come persistently for a period, they would not be allowed.

63146. For instance, in the Appendix CLXXV. (B) you give the case of a fitter. That was the case of a man who, I understand, was believed to be willing to work, but was destitute, and you kept him for a week in order that his wages might accumulate, and he would be able to start with something in hand. That was the idea?—Yes.

63147. Did that answer in that case?—I could not tell how it turned out.

63148. Your last Appendix (*App. CLXXV. (C)*) applies to tradesmen, which means, I understand, skilled workmen?—Yes.

ason of rease in missions.

63149. The curious feature is that the number steadily goes up till it reaches a maximum in the summer months, and then it goes down again. That is rather the reverse of the tendency of our evidence, which goes to show that the months there is most demand for assistance, or for refuge, are the winter months. How do you account for that?—We always find our largest numbers to be in the summer—during July, August, and September. It may seem odd with regard to tradesmen, but that is always the heaviest quarter as regards our admissions.

63150. In paragraph 18 of your statement you say that there is great need in Edinburgh for accommodation for cases that require shelter for more than a couple of nights. Why is there this great demand in Edinburgh?—I mean cases like that fitter. The proper place for a man like that was not a night asylum, where he could only get a board to lie upon and a rug to cover him, and only have porridge and milk for his food. He wanted something better. What we really require very much is that cases like that should have a home to go to where they would be treated somewhat better than we treat them in the refuge. I think they should get a proper bed, and get something a little better than just porridge and milk.

bour colony vagrants d tramps.

63151. You make various suggestions about an alteration in the law. You think there would not be much difficulty in defining vagrancy, and on proof of such vagrancy you would be disposed to order detention for a certain period, say not less than twelve months, in a labour colony. Assuming that legislation was passed, would there still be a want for a night asylum, in your judgment?—Yes, I think so, because I think not more than one quarter of the cases that come to us are really such as you could deal with as convicted vagrants; but probably it would become less necessary. Probably, in the course of time, accommodation for comparatively few might be required if that scheme proved successful.

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Labour colony for vagrants and tramps.

63152. I assume that the great majority of the people that come to your night asylum are not in search of work?—I do not think that I would be inclined to say that the majority were not in search of work. I think a large majority of them are in search of work, but they are not good workmen.

63153. Do you suggest you have any considerable number of people who go into the poorhouse in winter and come to you in the summer?—No. I don't think there is a great number that go into the poorhouse and stay there during the winter and come to us in the summer. Of course I don't meet the cases directly myself, but from the account that the agent has always given me, I don't think you would find any large number.

Effects of lodging-houses on night asylums.

63154. These figures would seem to imply that there is an increase in the number of the homeless class?—Yes, distinctly.

63155. That is your impression?—Yes.

63156. And that has been during recent years?—Yes.

63157. The majority of these would come under the vagrant class, I suppose?—There is a little difficulty there. While I speak of the homeless class, I am not sure you could call all these homeless people vagrants. For instance, take the great number of men and women who live in lodging-houses. They are not necessarily all vagrants.

63158. That is the lodging-house element?—Yes. I think that the lodging-house accounts to a large extent for admissions here.

63159. Assuming the law was altered, then the law, as you propose, would only deal summarily with the confirmed vagrants, and there would still be the lodging-house class who are not vagrants?—Yes.

Organised charity for class above vagrants.

63160. You would assume that you could separate that class from the vagrants. You think that organised charity could do something for a certain proportion of them?—Yes. No doubt that class is always recruiting the vagrant class, but I think organised charity might do something to stop those people from going down.

63161. Would you say that the actual vagrant class had increased in Scotland during recent years?—That is a very difficult thing to make a statement upon, and I am not very able to do so, but I should imagine that to be the case from our experience.

63162. It is asserted by one witness that vagrants are in the habit of walking round the parishes near Edinburgh, and where there is no accommodation they get assistance in the shape of money, and then they come back to Edinburgh?—Yes, there is a good deal of that.

63163. And I suppose that some of the people that you shelter would be of that class?—There is no doubt a good many of them are.

63164. Do you examine them to see if they have got money?—No, we cannot do that. I would like to say that we ask them where they have been the night before and where they are going next day. We know that their statements are not reliable, but we very often get a statement from a man that he has gone to Dalkeith or some other place quite near and has come back, and that next day he is going on to Broxburn or some other place not very far away. These men get odd work, perhaps for a day or two, at the pits, but they won't stay at any place for any length of time.

63165. In your last paragraph dealing with the night asylum, you say that you are pretty clearly of opinion that unless some drastic methods are adopted to deal with the actual loafer and vagrant, and to separate him from the other class, it may be difficult for voluntary relief to deal with the other class satisfactorily?—Yes.

63166. You say that as the result of your experience?—Yes.

Operations of Discharged Prisoners' Aid Society.

63167. Coming now to the Discharged Prisoners' Aid Society, I see from paragraph 31 that last year you complied with practically all the demands for assistance on the part of discharged prisoners?—Yes; we assisted practically

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all that applied to us, but of course that does not mean all the discharged prisoners from Edinburgh Prison.

63168. Was last year exceptional?—Our numbers have been rising lately.

63169. Would you say generally that you are able to comply with the requests for assistance from the vast majority of those who apply?—Yes; but we might do a great deal more, I think. I think that a great many cases that do not apply might well be assisted by our society if we had more funds and if we were able to push our work harder.

63170. Has the result of this kind of work been generally satisfactory?—Of course that entirely depends on what you would call satisfactory. We have a great number of cases there that come up again and again, and one cannot say it is very satisfactory. At the same time, when a man is discharged from prison, even although he is a habitual criminal, if he is really in need of clothing or assistance, you cannot avoid giving him something and taking his case into consideration. So a good many of the cases are cases that are just assisted on account of their extreme need.

63171. In fact you are in this difficulty, that if you refused assistance the man might commit some fresh crime?—I do not know. The worst criminals generally know perfectly well how to provide for themselves when they come out, and therefore we do not give them so very much assistance, but sometimes we must give them a little.

Convicted youths and difficulty of dealing with them.

63172. You mentioned the case of three boys. Do you find that that class of boy now represents an increasing class?—Certainly we have had more of them lately than we used to have.

63173. Boys who are morally degenerated?—I do not think I would say that. Of course their upbringing has been such that they are not fine specimens of boys, but I would not be inclined to say that they were degenerate. They are just boys who have been badly trained, and one feels terribly sorry about it, because they have still a lot of the good characteristics of boys about them, and something might be done to reclaim them.

63174. The account you give of those boys is not very pleasant reading?—Perhaps not; but at the same time you will notice that the offences with which they are charged are almost entirely breach of the peace, playing football on the streets, and things like that.

63175. The convictions were for breach of the peace; I thought they might be for fighting or assaulting people?—No, nothing like that. I believe the worst of it is that a good number of the cases are for playing cards in common stairs at night.

63176. Have you noticed among these boys an increasing reluctance to put themselves in regular employment?—Yes.

63177. A dislike to what—a dislike to discipline or regular work?—I think it is this: that they manage to make a good deal by selling papers and flowers and things like that on the streets. I remember one boy telling me that he could make 6s. a day.

63178. The life on the streets has a very great attraction to them and forms in certain cases an adequate livelihood?—Yes.

63179. You say that the number of boys who try and live by that means is on the increase?—I have hardly got access to statistics that would show me that. I suppose they must be on the increase, but I really could not say.

63180. What would be your idea for dealing with this class of boy?—There was one of them, a boy called James Doolan, fourteen years of age, who had eight convictions—six times a fine or confined in the cells, and I suppose it was practically always confinement in the cells, once birched, and once admonished. The offences were entirely breach of the peace and playing football on the streets. He has lately been sent to the Tranent Industrial School by the School Board for non-attendance at school. Now, if boys like that were sent to industrial schools early there would be a better chance for them than you could expect from shutting them up in the cells time after time the way they have been doing.

63181. Do you take boys below a certain age into your night asylum?—We take in any boys at the night asylum.

63182. Have you many boys between fourteen and twenty that come to you?—Yes, quite a lot come to us at the night asylum.

63183. And those would be boys who were living on the streets mainly in some way or another?—No, I do not think we have a great number of boys belonging to the city coming to the night asylum.

Convicted youths and difficulty of dealing with them.

63184. Where do they come from?—They generally come from outside, or they come with their parents.

63185. But I meant boys who came alone?—I do not think we have any very great number. Of course, when you come up to about seventeen and eighteen years of age we might have a good many of those, but we look upon them then as almost adults. Boys of that age and class are almost adults.

63186. Looking at those figures, it would seem that no matter what the condition of employment is in Scotland, you always have a very considerable demand for this class of accommodation at night?—That is so.

Management of night asylum.

63187. (*Mr Booth.*) I think you mention that in your night refuge they sleep on a board with a rug?—Yes.

63188. Is that all they have?—Yes.

63189. Is the board raised from the floor?—Yes, it stands about six inches from the ground, and then it slopes slightly up, and there is a little wooden pillow at the top raised about three inches.

63190. They simply wrap themselves in the rug and lie on the board?—Yes.

63191. Do they take off any clothes?—Very seldom. Some of them take off their coats and roll them up to make a sort of pillow.

63192. How do you deal with the women and children? You divide the men and women?—Yes; the younger children go with the women and the older boys go with the men.

63193. So there is only a sex division?—Yes.

63194. Do you come under any inspection?—I think that practically we do not. I believe the inspectors call occasionally, but I have never heard of them interfering or making any suggestions.

63195. But if accommodation of this kind were provided for payment, would it not be necessarily inspected by the health authorities?—Undoubtedly.

63196. And you practically avoid inspection?—I think it really comes to that. The city, recognising the work we do, do not really enforce the regulations upon us which would be enforced upon any lodging-place taking in cases for payment.

63197. How do you secure the cleanliness of your rooms and rugs? I suppose you scrub out the rooms?—Yes, thoroughly.

63198. How do you clean the rugs?—They are examined every day, and they are fumigated at intervals.

63199. Are the people who come in submitted to any bathing?—No.

63200. They are taken in just as they come?—Yes.

63201. Many of them must be verminous?—Yes. We have sometimes a good deal of trouble. I know that lately there has been a good deal of trouble in cleansing some of the rugs. The rugs are examined every day, and attention is given to them where it seems to be required, and as a rule they are fumigated about once a fortnight.

63202. How many do you provide accommodation for?—We have accommodation for about 130 or 140 if we put in as many as the place will hold.

63203. And then the accommodation will have to be apportioned between the sexes?—Yes.

63204. Can you make some rooms alternatively available for the different sexes?—Yes, we can do that. We have five dormitories. In four of those we have accommodation for thirty, and in the other we can put up about fifteen.

63205. That is filling the floor?—Yes.

63206. It is all on the floor?—Yes.

63207. They are not raised?—No, except about 6 inches.

63208. When your place is full is there room to walk in between them?—Yes, there is always a passage down the centre, and the platforms run from the centre on each side.

63209. There is only one row on each side of the passage?—Yes.

63210. How is order maintained during the night? Have you any watchmen going round?—No. The doors are locked after the cases retire.

63211. The people are locked in?—Yes. Of course the superintendent is on the premises. He sleeps upstairs, but, as a rule, he does not make any inspection during the

Management of night asylum.

night. If any rumpus gets up, then he goes down. There is a bell communicating with his house.

63212. Why are they locked in?—Because we could not do otherwise. They would be all through the place if we did not lock them in.

63213. Is there any danger of fire?—Of course it is a risk, but there has never been any accident.

63214. Is your accommodation frequently fully taken up?—Our accommodation now is rather larger than it has been. We added a new dormitory, which means an additional thirty. I think our highest number has been 115 in one night.

63215. You say that the summer months are the most crowded?—Yes; but I see that there is not so much difference as I thought. The summer months are quite as big as the others, however.

63216. The average being under 90, some days of the week must be more crowded than others?—Yes.

63217. Do those that come on Saturday necessarily stay over the Sunday?—Not necessarily, but they are supposed to.

63218. Do they get any meal on the Sunday except the porridge in the morning?—They get a dinner of soup and bread in the afternoon, but they do not get any porridge at night on the Sunday.

63219. On other days they get porridge at night when they come in and again in the morning?—Yes.

63220. These numbers, of course, look large, because they are the total numbers in the course of the 365 days?—Yes.

63221. If you regard it as an average of 80 or 90, it does not appear to me to be so very great?—No; I sometimes think when you regard it in that way that it is not so very great.

63222. Here there is accommodation which is provided entirely gratis, and without any questions being asked?—Yes.

63223. That number includes men, women, and children?—Yes.

63224. And a good many who are coming in from time to time as occasion arises. They don't live there, but they make frequent use of the place?—That is so.

63225. So with a population such as Edinburgh has, and with the amount of people moving about who may be glad to get some kind of shelter, it does not seem to be such an enormous number. Nor does the increase look so very great if you compare it with sixty years ago. I don't know what the increase of the population in Edinburgh has been during the last sixty years, but it must have been considerable?—Yes, it has more than doubled.

63226. I take it that the accommodation you now offer, bad as it is, is a great deal better than it was?—It is immensely better.

63227. Do you not think it would be desirable if your society was made to follow the rules of sanitation that are now considered requisite?—We could not accommodate the numbers if we did that.

63228. But would it not be better to see that the accommodation was better?—That has never come before me as a practical question. These cases have to be sheltered somehow, and it can only be done in the way we are doing. If the city were to enforce these regulations, then we could only close our doors against a large number.

63229. That is to say, the number is limited by the character of the accommodation offered?—That is so. If we were to give better accommodation we would require to exclude a great number that we assist.

63230. You would have to make a selection?—Yes.

Operations of Discharged Prisoners' Society.

63231. With regard to the discharged prisoners, you say you assist these cases. What is the nature of the assistance that you give them?—We assist them, for instance, with clothing, and we give them tickets for a night's or a couple of nights' lodging, and that sort of thing. It is only in very special cases that we give them money. We might buy tools for a workman to let him start his work again.

63232. You assist them on their way towards employment?—Yes.

63233. I suppose they are people who are resident in different parts of Scotland? What do you do if they wish to go home?—We send some of them home, but a great many of those who are sent home get tickets from the prison. The prison here serves the whole country round about, and if they are convicted in any place within the district the prison always sends them to their homes.

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63234. That is the business of the prison authorities?—Yes.

63235. A railway ticket is given to them?—Yes; they often come to us for some little assistance before they start, but they have got a railway ticket from the prison. We have to send a good many others out of town to different places where they may get work. For instance, we sent a good many across to Cowdenbeath. We had an old discharged prisoner there, who was one of those cases that our society may well feel proud of. This man took a great interest in cases that were sent by us to him, and he looked after them, and did a great deal of good for them. Then we have sent them to other places where we knew that they were likely to get work.

Operations of Discharged Prisoners' Society.

63236. Are your officers admitted into the prison—do they come in touch with the people before they come out? And are those whom you assist largely those with whom you have already become acquainted in prison?—Yes, a great many of them are. Our agent visits specially the first offenders, and it is those, of course, that we are most anxious to assist.

63237. That is the more hopeful cases?—Yes.

Finance of night asylum.

63238. (*Professor Smart.*) How are your funds got?—Entirely by voluntary contribution. As regards the Night Asylum Funds, last year £437 was collected by subscription, and then we had £34 of dividends, and £127 of interest. That interest and those dividends came from legacies. We have always been fortunate in getting legacies. If it were not for these legacies we really could not have carried on the work that we have done. We are always requiring to draw on these legacies, but I think, taking periods of five years, we have always been adding something to our capital through legacies. Then we get £20 from the city. The work, however, is practically carried on by voluntary subscription.

63239. You don't run that whole institution under £500?—You will see from the expenditure side in our report, the whole expenditure was £743, 1s. 2d.

63240. Then you have a deficit?—Yes; but, as I say, our legacies make up for the deficit of our income, and a little more.

63241. Then you are using the capital?—Yes, we use what comes in in the way of legacies.

63242. You have only got £471 last year, even when you include the £34 for dividends?—Ah, but if you take our reports you will find last year that our revenue was £636, 18s. 9d., while our total expenditure was £743, 1s. 2d.; so that there was a deficiency of £106, and that was met out of capital. The capital is derived from legacies, and I say that taking a period of five years we find that our legacies always exceed what we require to draw from capital to meet our expenditure.

63243. You run your institution on the same lines as they do in Glasgow?—I suppose we do, but I don't know.

63244. You don't have an examining committee, that is one difference?—Two of our directors are supposed to attend every week, taking it in rotation.

Management of and qualification for admission to night asylum.

63245. Not every night?—I suppose they ought to attend every night, but as a matter of fact they do not. They take weekly rotation to attend and check the way that the work is going on.

63246. Then the whole thing is in the hands of the superintendent?—Practically.

63247. What are your hours of closing?—The admission hall is opened at 7 o'clock, and the place is generally closed about 9.30, but cases will be admitted after that until such time as the superintendent and everyone else are off to bed. Even special cases may be admitted later; but we take away the door-bell handle so as to prevent disturbance.

63248. What is the qualification for admission?—Destitution.

63249. Asserted destitution?—Yes.

63250. You never examine in any way?—No, we just take their statements.

63251. Do you not find them deceiving you very often?—Yes.

63252. What provision do you make against infection?—We have made no provision against infection, but we have

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Question of spread of infection in night asylums.

never in all our history been able to trace any spread of infection from our asylum. That is a curious thing.

63253. Have the sanitary authorities never interfered with you in any way, or criticised you?—No.

63254. Nor the Poor Law authorities?—No. They all speak very highly of us, and they seem to be quite pleased with what we are doing.

63255. They are not of that way of thinking in Glasgow?—We have never had any hostile criticism from them at all.

63256. How many people will you have sleeping on the one floor?—Sometimes thirty in one of the dormitories.

63257. Are they close together?—There would be room enough for them if they would spread themselves over the floor, but, as a matter of fact, although we never put more than thirty into a dormitory, they crowd away up to one end, and they are lying close together.

63258. So if there is infection, there is every chance of its spreading?—Yes.

63259. The provision you take against that is simply to examine the rugs every morning?—Yes.

63260. Of course germs and microbes cannot be seen?—No.

63261. It is very much the lowest class of the population that you have?—Yes.

63262. And among these there must be a great many venereal cases?—No doubt.

63263. That is very infectious?—Yes. I should explain that if there were evidence of disease in any case we would not admit, but would direct the case to some more suitable place for assistance, probably to the Parish Council offices.

Type of persons sleeping in night asylums.

63264. Then as regards moral infection, is it possible that the worst kind of woman might be sleeping alongside a young girl?—That is quite possible.

63265. And talking all night?—That is quite true. That might happen.

63266. Is there any classification of the women at all?—Yes, sometimes. Sometimes the agent will put a more respectable-looking woman into another dormitory.

63267. You would admit any woman practically?—Yes.

63268. Even although you knew her to be a thoroughly bad character?—Yes.

63269. And you would allow a young girl into the same ward?—Of course, as I say, I know that the agent, when he sees a young girl that seems to be rather different from the most of our cases, would try to separate her from them, but that would not necessarily be done. He might give her accommodation where the women that are employed in the asylum sleep, but that would be exceptional.

63270. (*Mr Booth.*) There are some women sleeping in the place who are employed there?—Yes.

63271. (*Professor Smart.*) Sleeping in the same dormitory?—No.

63272. You mean that a decent girl might have accommodation in another place altogether?—Yes, she might. It would depend on the state of the accommodation, upon the number of applicants, whether that could be done or not.

63273. Does that separation often happen?—I am afraid it does not happen very often.

63274. The view of the superintendent will be that they are all alike bad, and they cannot be much worse?—I don't think so. I don't think he looks on them in that way.

63275. Is there any provision made against people who are under liquor?—Yes, we don't take them in.

63276. How do you judge?—Only by signs of intoxication.

63277. If a person is cunning enough to hold his tongue, he will get past?—Yes.

63278. Most of your inmates are tramps?—No, not by any means. If you will take the night of which I give particulars in my evidence, you will find that about one-fourth of them were what I considered to be distinctly tramps.

63279. You say that these people don't take off their clothes at night, as a rule?—That is so.

63280. If they are wet, is there any provision for drying them?—Nothing, unless in the waiting-room, where there is always a good fire burning.

63281. You have no drying-room?—No.

Type of persons sleeping night asylums.

63282. Does not the rise in the numbers in summer rather suggest that you are housing people who are not in want at all?—I think a lot of people begin to wander in summer who might not wander in winter. Whether they go to the Parish Council or manage to provide for themselves in some permanent abode then, I do not know, but I do not think it shows that those people do not require assistance when they come to us.

63283. Does it not suggest that those people are simply wandering from one place to another?—To some extent probably that is so, but then you see in the summer time, and especially towards the autumn, there is the harvest work to do, and that sort of thing, and that sets a lot of people on the move.

63284. You offer no deterrent to the tramps?—No, we treat everybody the same.

63285. You give them quite a decent meal?—They get porridge and buttermilk.

63286. No one is taken into the police stations in Edinburgh?—I understand that is the case now.

63287. You lock your dormitory doors?—Yes.

63288. Is there any communication?—There is a bell-pull in the dormitory, and the bell rings in the superintendent's house.

63289. (*Mr Bentham.*) In your last Appendix (*App. CLXXV. (C)*) you give particulars of what you call tradesmen. What do you consider to be a tradesman?—For instance, take the preceding Appendix (*App. CLXXV. (B)*), and you will see whom we have marked as tradesmen there. There is first a French polisher.

63290. You don't count labourers as tradesmen?—No. Then there is a moulder.

63291. What about colliers?—I rather think they are classed as unskilled labourers. Then there is a slater.

63292. What about laundry women? Do you count them as skilled workers?—I do not know. We are speaking here only of men. I think if we classed the women we would not include a laundry woman necessarily as being skilled, particularly those laundry women that come to us.

63293. The percentage of tradesmen is rather low?—18·8.

63294. Yes?—I thought it was pretty high considering the class of people we are dealing with.

63295. You have no means of proving their statements at all?—No. I do not think there is much temptation to them to describe themselves as tradesmen if they are labourers.

63296. You speak in paragraph 15 about the distribution of red tickets by a committee. What committee is that?—That is a committee of the Charity Organisation Society, an organisation that has been formed in Edinburgh within the last year to co-ordinate charities.

63297. How is that distribution made?—By the members. Anyone can get those tickets from the Charity Organisation Council.

63298. Of what use are the tickets when people are admitted on application?—They are of no use as far as admission is concerned, but they are of use when a beggar comes to your door at night. You give him one of those tickets instead of giving him money or other assistance.

63299. It is more a direction to the house?—Yes.

63300. You say that about one-half of the applicants are not known to the agent. Would you assume that the other half are known to the agent?—He knows them by head-mark, as they have been frequently about the place.

63301. If half of them are frequent attenders, does that show the necessity of the shelter?—I think so.

63302. Are you not making it possible for these people to live there permanently, as it were?—I don't think so. Of course, I cannot say what they would do if we did not give them that shelter, but I do not think that anything we do tempts them to come.

63303. Do you not think that some of them are cases for the Parish Council?—I don't think that many of them are really cases for the Parish Council.

63304. Would you say that the necessity for a free shelter of this kind is created by the fact that the Poor Law does not admit able-bodied persons?—Of course, if the Poor Law provided for able-bodied persons who were wandering about, there would not be any need for a shelter of this kind, but I think it is very much better that we should

shelter them this way than that we should put them upon the rates.

'oposed eatment of grants.

63305. You suggest in paragraph 25 that you think we must have legislation to enable the authorities to deal with loafers and vagrants effectively?—Yes.

63306. Does that not mean setting up State machinery for dealing with vagrants?—Yes.

63307. And that is what you don't want?—I think not. The idea I have is this, that you might find a definition of "vagrant." Suppose you arrive at a satisfactory definition of "vagrant," you would bring a man guilty of the offence of vagrancy up before the sheriff; you have him convicted and sent to a penal colony for a lengthened period, at least a year. I think that would be a proper way to treat them, and in that way I think you might, in the first place, have a chance of reforming some of them, and you would certainly deter a good many from becoming vagrants. But I don't think it would be at all an advantage—in fact I think it would be a great evil—to have accommodation for people who just happened to be out of employment and required assistance provided by the Parish Council. It would be far more tempting than anything we give. The Parish Council could not accommodate people in the way we do.

63308. Do you mean as unattractively?—Yes. Even allowing that we were to make the accommodation thoroughly sanitary, giving them sufficient air space and all that sort of thing to satisfy all the most modern requirements, still the Parish Council would need to go far beyond that.

63309. How would you define a vagrant?—That is perhaps not very easy, and it would take a little consideration, but a man who had no known occupation and who repeatedly applied for assistance, either to charities or to the Parish Council, or who was repeatedly convicted of begging, would certainly come under the definition.

63310. All that means getting information with respect to each particular person who applies?—Yes.

63311. If the Parish Council had to insist on having sufficient information to warrant them in defining or coming to the conclusion that a certain person was a vagrant, would that not, to a certain extent, deter people from coming near them?—Yes.

63312. And would that not open the door for you to extend your boundaries, and say: "Here are people who 'are thrown on the wide world by the inquisitorial action 'of the authorities. We will give them a free house"?—But they should just be treated in the same manner.

63313. That would mean you would have to give up your original idea of housing a person who applied, or you would never be able to ascertain when a person was a vagrant?—But those cases that our agent knows as coming about so repeatedly when they got to a certain stage, which showed that they were just loafing——

63314. You would report those?—Yes.

63315. And you would give up your object, which is to give a night's shelter to every person without question. So you are really saying that, if the State are to make proper provision and are to treat vagrants as they ought to be treated, there is no need for your shelter?—But I always qualify that by saying that we refuse to allow our place to be abused by loafers, and if we found a man abusing it by coming persistently we would refuse him admission. Such a man would be a vagrant.

63316. No search is made. They may bring in intoxicants?—They might, as they are not searched.

tent of vestigation applicants night ylum

63317. And people may have sufficient money with them to pay for a night's lodging?—Yes, they might.

63318. It would really cease to be a charity if they could pay?—Yes, but I don't think that exists to any great extent.

63319. You have no means of knowing?—No, all we can say is that we don't do anything to make the place attractive.

63320-1. Is any religious instruction given?—Yes, there is a passage of scripture read, and there is a prayer by the agent before they go up to their dormitory.

63322. (*Mr Booth.*) The supper is served in a lower room?—Yes; there is a very short service in the morning too.

63323. Before breakfast?—I think it is after breakfast.

63324. They get breakfast before they go out?—Yes.

63325. (*Mrs Bosanquet.*) I was at a place yesterday where there was porridge from eight to nine and soup from one to two; was that your place?—No.

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Extent of investigation of applicants to night asylum.

63326. Is there another night asylum?—There is a night refuge down in the Canongate.

63327. Does it do the same kind of work as yours does?—To a very great extent. The night refuge in the Canongate is connected with Queensberry House, and they do a great deal of work of a different character. They take in a lot of cases that pay. For instance, they take in inebriate cases and cases of that kind. They have accommodation for about twenty cases a night.

63328. The same class as yours?—Yes.

63329. So they might go between you and them?—Yes, and I have no doubt that sometimes they do.

63330. Do you ever exchange notes with them at all?—Our agents occasionally see one another, but we have no exchanging of notes so as to exclude that.

63331. Have you got any records of your cases?—Yes.

63332. Are they pretty full?—I show you one of our record sheets. (*Exhibits.*)

63333. That is the record of those that come in each night?—Yes.

63334. You don't keep a continuous record of the same man?—No.

63335. Are you able to follow any of the cases after they leave you?—Now and then our agent may be able to do that, but most of the cases that we follow are cases that we assist through the Strangers' Friend department. There are really two societies amalgamated—the Night Asylum and the Strangers' Friend Society. We make a much more detailed investigation into the cases that we assist through the Strangers' Friend Society.

63336. Do they have any records?—No; we keep no records of them except just the notes made by the supenritendent in his own note-books. We have no formal record of them.

63337. You try to keep in touch with them to some extent?—Yes, where there is an opportunity of doing so.

Aims and objects and resultant effects of operations of night asylum

63338. (*Mr Nunn.*) I am trying to understand the kind of good you are attempting to do for these people. I suppose the object of your institution is stated in paragraph 4?—Yes.

63339. That is practically your whole object?—That is really the object.

63340. It is a purely material one?—Yes.

63341. Practically no personal influence is brought to bear on these people?—Very slight. You can understand; a case comes before the superintendent, and if a director is there in the evening he sees him too. The case comes before the superintendent for about a minute, and then he moves away and takes his seat among the others. That is the only personal contact in the ordinary case.

63342. I think the second point that has come out is that a considerable proportion of these people are in an extremely dirty condition, and a good deal of them are positively verminous?—Yes.

63343. And there is no attempt made to clean them at all?—We have accommodation for baths and that sort of thing, but it would only be in some very exceptional case that anything would be done.

63344. Certain facts are stated about their previous night's accommodation, and where they are going next day, but no attempt is made to verify these?—That is so.

63345. That, of course, is a temptation to deceive?—Yes, and I don't think the questions should be asked.

63346. I gather that young girls and hardened women of all kinds are grouped together in one room through the night?—Yes.

63347. And boys and men in the same way?—Yes.

63348. May I ask you what good you think it does?—I think the good that it does is just simply this: the men and women are going about the town and they have no place to shelter themselves, and they come in to us. Otherwise they would sleep on common stairs or some other places about the town, or they would go to the police office.

63349. If that happened, would the police not have to take very much more rigorous steps to prevent such a class going about?—Yes.

63350. And you stand in the way of that reform?—That may be. I know the police look on us as fulfilling a necessary duty.

63351. I think you said that you thought it was better that it should be done by your society than that the people

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should come on the rates. I did not quite understand you?—In the first place, I think that where strictly temporary assistance is required, it is better to be made by voluntary effort than by the Parish Council or the rates.

63352. You don't enlist any voluntary effort to help these people personally, I understand?—No; but we give them the shelter and food that they require for a night, which is always something.

63353. When a person who has begged on the streets of Edinburgh gets a ticket, you don't make any attempt to put any responsibility on the person who gives them the ticket and ask him to help the case?—No.

63354. They don't put their names on the tickets?—No.

63355. So they practically put their charity on a machine?—Yes, but that is what we look upon as a thing that is absolutely necessary, because I think one of the greatest evils at present is the promiscuous giving at the door without any inquiry into the case whatsoever—I mean giving them money and that sort of thing. Now, if these people get a ticket instead of money, if they really require shelter they will come to us. As a rule they don't require anything at all; they are simply professional beggars, and they get nothing, which is an advantage.

Operations of Discharged Prisoners' Aid Society.

63356. In regard to the other department of your work, I think you said that the worst criminals that you came across were generally able to provide for themselves, and you did less for them than for the less hardened class?—Yes.

63357. What sort of things are they able to do for themselves? They return to their gangs, I suppose?—Yes.

63358. Are they not just the people that you want to help most?—Yes, if you could help them in such a way as to bring them out of it. That is why we by no means refuse even the hardened cases if we have the slightest hope of being able to do good. But really you get a little bit hopeless when you come across them a large number of times.

63359. What do you try to do with those discharged prisoners when they come out of prison?—Our main object is to find work for them, and all our energy is directed in that way, to find some honest employment for them.

63360. How long do you keep them under supervision, supposing you find them work?—It varies very much. Of course the more respectable sort of man who has got into trouble doesn't want to be followed up. We help him, and he expresses his gratitude, and no doubt he is very grateful, but he does not like our agent coming about him. We therefore do not persist in keeping in touch with them. If they write to the agent or call on him the agent is only too glad to help them.

Operations of Discharged Prisoners' Aid Society.

63361. You have only an agent; you do not have any personal workers?—In dealing with the female cases we have assistance of a ladies' committee, who do a great deal of visiting. Then we have the chaplains attending the prison, and they do a good deal in following up cases.

Extent of co-operation of various charitable agencies.

63362. I was interested in your reference to the Charity Organisation Council in Edinburgh. What is your connection with them?—I have been a member of the council.

63363. Are you representing your society there?—Yes, I am a member of the council as representing our society.

63364. The Discharged Prisoners' Aid society?—I am not very sure if it is that, but it is the one or the other.

63365. You attend meetings of the council?—Yes.

63366. Are any attempts made by means of the co-operation with the various agencies there to prevent the kind of overlapping that we have been discussing?—That is the very object of the society, and at the sub-committee, that I am a member of, we have been discussing the position of the Night Asylum and the position of the Night Refuge in the Canongate, which has been referred to. We have attempted to draw these two societies more together.

63367. Is the other society represented also?—It is not on the council, so far as I know.

63368. How is that?—Because all societies are not represented.

63369. Did they not wish to be represented?—The council is a limited body, and we have only so many representatives of the charities of Edinburgh on it. Every society is not represented. Last year, I think, the nominations were practically made by the executive council, as it was the first year. I believe that after this the societies are to ballot for the right of representation.

63370. That would involve meeting together?—Yes.

63371. Do you think they will be willing to do that?—Of course I don't know, but that is the idea of the council.

63371A. So at present the council is not really representative; it was selected by the executive?—Yes, I think that was the way it was done.

Mrs Isobel Carlaw Martin and Miss Mary L. Walker

Mrs Isobel Carlaw Martin and Miss Mary L. Walker, called and examined.

63372. (*Chairman to Mrs Martin.*) You are a member of the Dundee School Board?—Yes.

63373. (*To Miss Walker.*) You are superintendent of the Dundee Social Union, a member of the Dundee Combination Parish Council, a member of the Dundee Distress Committee, and Warden of Settlement House, Grey Lodge?—Yes.

63374. You have been kind enough to put in two papers relating to the work that has been done in Dundee, and the social conditions of Dundee. I understand you would like to be examined together. We shall take your two papers as your evidence-in-chief?—Thank you.

(*Mrs Martin handed in the following statement.*)

1. I have been a member of Dundee School Board for seven years. For six years was Convener of the Domestic Economy Classes, and at present am Convener of the Evening and Continuation Classes. I am also engaged in obtaining information at first hand regarding employment for young people in all the trades and occupations represented in the city, and in other directions have acquired knowledge of the conditions of the poor.

Poverty as seen in the Board Schools of Dundee.

2. There are twenty Elementary Schools in Dundee; two Higher Grade Schools (with elementary departments); one Deaf and Dumb School; and one School for Cripple and Invalid Children. The total number of children taught is 20,896.

3. Only in five of these schools is the poverty of the children sufficiently marked to call for the special provision of food on the school premises. In the remaining schools the cases of necessitous children, not numerous, are met by sending them to neighbouring coffeehouses. In all, 14,052 free meals at coffeehouses were supplied during eight weeks, and 103,104 free and assisted meals were supplied in the schools.

Extent of free feeding of school children in Dundee.

4. *How the Dinner Funds are formed:—*

(i.) By voluntary subscriptions obtained by the Free and Assisted Dinner Society.

(ii.) By receipts from school sales of work (cakes and sweets), concerts and other entertainments.

(iii.) By collections from scholars.

5. *Amount applied to Free and Assisted Dinners:—*

From the Society, . . .	£137 15 0
Children's payments—1d. per week, 1½d. per week, 2d. per week, according to school, ...	69 19 6
Donations (small) in money and in kind, ...	

A Typical Poor School (Brown Street).

6. The roll of this school shows 518 pupils, with an average attendance of 442. The domestic circumstances of a large proportion of the scholars may be inferred from the fact that in 73 cases the fathers are dead or have disappeared, and in 150 cases the mothers are at work.

7. In this school 11,684 dinners were supplied during the session 1905–6, the children paying 1½d., 1d., or ½d.,

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according to ability, for five dinners. The very poor are supplied with meals free. The total cost was £30, 9s. 5d., of which amount £10, 19s. 5d. was contributed by the children, £12 by the Society, and £7, 10s. was collected from other sources. Boots to the number of 75 pairs were provided out of funds collected by the teachers and the Chairman of the School Board. Articles of clothing to the number of 150 were similarly collected and distributed. Free books were also supplied to one-third or thereby of the pupils, the money being supplied by the Educational Trust.

8. This school (Brown Street) may be taken as an example of concentrated poverty or of neglected children massed, the children tending towards a school where meals, boots and clothing are known to be given away. Some light is cast on the problem by the fact that one-third of the children in attendance come from homes where the mother is apparently the breadwinner,—the father, where there is one, working irregularly. This justifies the opinion that the employment of married women in the jute mills and factories is a main root of the evil; it tempts to early and improvident marriages, girls who are earning wages being an attraction; it makes impossible a well-kept home and a family properly cared for, especially as there is a want of coincidence between the factory and the school hours. Unfortunately, many married women prefer the life of the factory to the life of the home. The factory has a social attraction. It supplies the interests they understand and enjoy.

Facts suggesting that Poverty may be more apparent than real.

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9. A feature of all the schools is anxiety to secure exemptions from attendance before the expiry of the school period. These exemptions, by the more rigorous action of the School Board, are decreasing, but in the last complete year they still amounted to 574,—811 applications having been refused. They are wanted in order that the exempted boy or girl may take employment in the mill. The impressions of poverty as seen in the schools have therefore to be corrected by the fact that there is an unusual demand for juvenile labour. Boys and girls of 13 obtain employment at from 8s. 9d. to 10s. per week. The abundance of employment offered by the mills and factories, and the relatively high wages paid, make it difficult for other businesses to obtain messengers and apprentices. This demand for juvenile labour also results in an unusual number of high family incomes among the working classes, though these incomes are not always to be suspected from the kind of dwellings, often very sordid, the families inhabit.

Further Facts suggesting that Poverty or the appearance of Poverty is not due to widespread want of Means

10. This matter has to be considered in relation to *thrift*.

Among the Thrift agencies or societies are—

xtent of hrift in Dundee.

(*a*) *The Dundee Savings Bank.*—In this bank there are £2,300,000 to the credit of 53,635 depositors. When deduction is made on account of rural and suburban depositors, it is reckoned that one person in every five of Dundee's population of 166,000 has an account in the Savings Bank. From a classification of occupations, it appears that the depositors are fairly representative of the working classes. As so large a proportion of the people are females at work and living in family, the usual method of stating the deposits per individual or per family cannot be safely adopted for comparative purposes.

(*b*) *The Post Office Savings Bank.*—This means of disposing of savings is said to be taken advantage of to a considerable extent, but figures cannot be stated, as the Controller keeps no record for separate cities.

(*c*) *Yearly Societies.*—These are societies managed by committees. By a payment of 1s. 2d. or 1s. 3d. a week a member secures sick and funeral benefits, and recovers his deposit at the end of a year. There are twenty-five such societies in Dundee, with a membership of 20,000, and annual transactions of £40,000.

(*d*) *The United Oddfellows.*—The various branches of the Dundee district have an accumulated capital of £3,932 for sick purposes alone. The yearly average of payment for sickness is £350, and for death claims £90.

(*e*) *The Ancient Shepherds.*—This society has a membership of 3,830 adults and 342 juveniles. It paid for funeral claims in the year 1906, £599, 14s. 4d., and for sick aliment £2,100, 7s. 8d. Its surplus funds amount to £2,682, 11s. 1d.

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(*f*) *The Free Gardeners.*—The members of this society number 298, and its funds at credit amount to £1,420, 7s. 6d. It paid £36, 10s. for death claims in 1906, and £132, 5s. 9d. for sick aliment.

Extent of thrift in Dundee.

(*g*) *Irish National Foresters.*—This society has a membership of 335, with £1,680 of benevolent funds at credit.

(*h*) *Ancient Order of Foresters.*—This society has 1,167 local members, and a fund of £13,624. Other branches in the district contain 1,304 members, and possess a fund of £14,279.

(*i*) *School Children's Savings Bank.*—(Accounts with Post Office.)—These banks are associated with the public schools. The depositors number 2,452, and the amount at credit is £1,467, 11s. 6d.

(*j*) *Dundee Mill and Factory Operatives' Unions.*—Of these there are two organisations, said to have accumulated funds of £12,000.

Remarks.

Alleged poverty in Dundee more apparent than real.

11. These evidences of widespread thrift, along with the constant demand for, and the high wages earned by, juvenile labour, and the consequent higher average of family income, warrant the belief that, apart from a class who permanently exist on a low economic level, the Poor Law in Dundee should have less need for operation than the signs of squalor or poor living make the philanthropic public prone to think.

Evils of married women working in factories, and need of higher wages for husbands.

12. What seems needed is a gradual change of industrial arrangements, whereby the married woman would be banished from the mill and factory; and the sense, now lacking, should be driven in upon young people who marry, that they are setting up a home in the true meaning of the word.

13. Another industrial change, very obviously needed, though doubtless difficult to bring about, is one that raised up a class of better remunerated adult male worker. The low wages earned by adult males form an inducement to combine them with the wages of a female worker, and thus there is encouraged early marriage on a thoroughly false basis.

14. Further, there is urgent need to correct the idea in the minds of girls, that because they are devoting themselves to the work of the factory, they may neglect the training of themselves for the duties of the home. Mothers who have spent years at the spinning frame or the loom are, as a rule, quite incompetent in the matter of choosing and preparing food, and in the other requisites of a healthy upbringing for children. Hence sickly appearances, which are too readily ascribed to want of food, and want of means to buy food, are often the result of wrong food—innutritious, badly cooked, or combined—as well as of impure air, and generally mismanaged home surroundings. This better training of girls is the work of the schools, but it is much impeded by the prevalent industrial conditions. No reform of the Poor Law will obviate the unhealth, both physical and economic, that starts from ignorance and incapacity in the home.

(*Miss Walker handed in the following statement.*)

Charitable Agencies in Dundee.

1. The Charitable Agencies of Dundee may be classified under the following heads:—

A. For *the relief of sickness*, physical or mental.
B. For the *relief of poverty*.

2. An account of the charities in section A is, we understand, to be given by the Medical Association. This statement will therefore deal only with those n section B.

Extent of voluntary charities in Dundee.

3. Charities for the relief of poverty may be subdivided:—

(*a*) For the relief of the poverty of the aged and infirm.

(*b*) For the relief of the poverty of the specially afflicted.

(*c*) For the relief of the poverty of the able-bodied.

(*d*) For the relief of the poverty of orphans and neglected and poor children.

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Extent of voluntary charities in Dundee.

4. The accompanying tables are based upon information collected during the year 1906 for the use of the Dundee Social Union.

5. Table I. (*see App. CLXXVI.*) gives a classification of the agencies at work in Dundee for the relief of poverty, which may be divided into *institutions*, and those giving assistance in the *home*. Institutional and home relief are of two kinds:—

(1) Official, provided by Poor Law, etc.
(2) Voluntary, provided by charitable agencies.

Table II. (*see App. CLXXVI.*) gives a detailed account of the various mortifications, funds, and pension societies.

Table III. (*see App. CLXXVI.*) gives figures regarding population and numbers receiving relief over 55 years of age. The age of 55 has been taken because it is the age limit of many funds, and because women in Dundee age very early.

(a) *Relief of Aged and Infirm Poor.*

Aid given to aged and infirm.

6. The *institutions* for the relief of the aged and infirm poor are—

(1) Those provided by Poor-Law, *e.g.* the East and West Poorhouse, sheltering respectively 357 and 145 persons above 55 years.

(2) Those provided by voluntary agencies, viz. the Roman Catholic Home at Wellburn, sheltering 150 persons above 60 years, and St Mary's Rest, an almshouse connected with the Church of Scotland, which gives house accommodation to 11 or 12.

7. Financial assistance in the *home* is given—

(1) By Poor-Law out-relief.

There are 508 persons over 55 years receiving out-relief, of whom 79 are men and 429 women.

(2) From mortifications, funds, and pension-giving societies. These give a small pension to 1,200 persons over 55 years. By terms of bequest, this pension is restricted to old men in 34, to old women in 231 cases.

The most important of these funds are in the hands of the Town Councillors, and administered entirely at their discretion.

Overlapping between Poor Law and charity.

8. The total number of persons above 55 years in Dundee is 16,776. The number returned as unoccupied in census figures is 8,801; therefore, if there were no overlapping, the proportion of those provided for by above agencies would be 26 per cent. of the unoccupied, 14 per cent. of the total population above 55 years. This is exclusive of aged persons in hospitals or asylums, of those helped by the Church, of those in receipt of trades or guild benefits. There is undoubtedly much overlapping.

9. The usual aliment given in out-relief to a single old women is 3s. a week, from the funds 6s. a month.

10. Although almost all the funds have the restriction that the beneficiaries are to receive no parochial relief, this rule is rarely enforced. It would be impossible to do so, as the general allowance of 6s. a month is clearly inadequate. The age limit, also, is frequently relaxed. Therefore, it is not unusual for the same old woman to receive 2s. 6d. a week from parish, 6s. a month from the Johnston Charity, and 2s. 6d. a month from Female Society, thus making a total allowance of 4s. 6d. a week.

11. The Relief Committee of the Parish Council is aware that 2s. 6d. or 3s. a week is not sufficient to maintain an old person, but they expect this allowance to be supplemented from some other source. In many cases they expect the old woman to earn a little, as by taking a lodger, sewing, knitting, or keeping a baby. This last is the easiest for the woman, but far from beneficial to the infant. Though the houses visited were found to be fairly clean, these old done women are not suitable guardians. Their ignorance and poverty often lead them to feed the young infant with "bread-meat," which proves a fruitful source of illness and death.

12. Friends and neighbours are often very good to these old persons, but in many cases there is great privation. Moreover, the practice of giving an inadequate pension from several and varied sources to one person reduplicates the machinery and increases the expense of administration.

Evils of quarterly pensions to militiamen.

13. There is another kind of pension payment which, as at present administered, is a curse and no benefit. This is a quarterly payment to militiamen. Poor people reckon their income by weeks, and an occasional £1 is too large a sum for them to handle. The family gets little or none of the money, and pension-day in the poor parts of the city is a time to be dreaded on account of the drunkenness it entails.

Evils of quarterly pensions to militiamen.

(b) *Relief of the Specially Afflicted Poor.*

14. *Institutions.*—The accompanying tables show the various institutions (official and voluntary) which deal with these. The Institution for the Blind and the Institution for Deaf and Dumb are in great measure educational and receive large Government Grants, but they also relieve poverty, and are supported by charitable subscriptions and legacies.

15. *Home Relief.*—(1) There are 79 persons suffering from defect or chronic invalidism in receipt of out-relief. (2) Assistance is given in the Home by pension funds, and the Missions to outdoor Blind and Deaf and Dumb. The Invalid Aid Committee of the Social Union carries on work among cripple and invalid children, and endeavours to start them in work after they leave school.

(c) *The Relief of the Able-bodied Poor.*

Extent of medical relief available to dependants able-bodied.

16. *Institutions.*—There is no official relief, indoor or out-door, for this class; nor is there any provision of medical relief in the Home for the wife and family of the labourer. A worker in the mill or factory can get an out-patient infirmary line from the mill, but for the ordinary labourer there is no method of procuring this, however poor he may be, or however ill the wife or children. The Curr Night Refuge provides a shelter for homeless men and women.

Operations of Charity Organisation Society.

17. *Home Relief.*—The Charity Organisation Society is the only society which professes to relieve the distress of able-bodied men with wives and families, who are out of work, in their homes.

18. The principal object of the society, as stated in the report, is, however, to investigate and report on cases sent in by subscribers. The actual number of applicants in 1906 for relief was 322, showing a decrease of 97 from the previous year. The relief is restricted to deserving cases, and was given to 198 out of the 322, at a cost of £108, 6s. 6d. The society has been in existence for twenty-one years. There is one investigating agent for the whole town. There are no women on the committee or associated with the society as voluntary helpers. A large amount of valuable information has been collected. There has been no work undertaken in the way of providing pensions.

The Relief of Orphans and Neglected Children.

Provision for relief of orphans and neglected children.

19. The *institutions* for orphans and neglected children are—

(1) Those provided by the Poor Law, viz. the poorhouse and boarding-out system. The number of children in the poorhouse, March 1907, was 143; the number boarded out in orphanages and industrial schools 60, in the country 161.

The industrial schools may be considered as both official and voluntary, receiving Government Grants, payments from the Poor Law, and charitable subscriptions. This applies also to the "Mars" training ship.

(2) The orphan institutions are supported by voluntary subscriptions.

The Homes for working boys and the Homes for working girls are to help young people without a suitable home of their own. Both the Girls' Homes and one of the Boys' are very attractive; but the other Boys' Home forms part of the Curr Night Refuge, and though distinct from it, does not give such a pleasing impression.

Agencies giving Assistance in the Home.

Domiciliary visitation and free feeding of school children.

20. The Society for Prevention of Cruelty to Children is the principal agency for dealing with neglected and needy children, and has recently increased its staff, the field being so large. Work is also done in connection with the poorer schools. The Social Union provides visitors for the two poorest, Brown Street and Cowgate; these ladies visit the homes of the children, report necessitous cases, and give advice in the cases of dirty and verminous children. The free dinner fund gives underfed children 1d. or ½d. tickets for dinner for eight or ten weeks. In the two schools above mentioned ½d. and free dinners are carried on all winter, mainly through exertions of headmaster and teachers. The Social Union has two restaurants for school children in different parts of the city; these are not free, but provide dinners for 1d. a day, or 4d. for the week, paid in advance, which covers cost of food and fuel.

These restaurants also provide meals for nursing mothers, —a modification of Madame Coulet's scheme in Paris.

Several hundred pairs of boots are also distributed through the schools at the beginning of winter.

There is a Sunday Free Breakfast mission, which gives its children a week in the country. Various individual efforts are made towards giving the children a country holiday, but there is no systematical work of this kind.

The respective Effect on the Recipients of Charity and Poor Law Out-relief.

21. Among the aged and infirm persons who have applied to me for help in the form of pension or out-relief there have been—

(1) Those who would take a pension, but not out-relief.

(2) Others who would take either or both, but would not go to poorhouse.

(3) Others who wanted out-relief, but were distinctly poorhouse cases.

22. The first class were the most independent, most sensitive; it was bitterness for them to take any help at all; they were perhaps in the direst need.

23. The second class considered the poorhouse a degradation and humiliation. Towards out-relief they adopted the philosophical attitude, that as they had worked hard and paid poor-rates all their lives, they were now entitled to relief. This class was the most numerous.

24. The third class would have liked out-relief, but when refused, were not surprised nor mortified, only annoyed.

25. There was, however, no clear class distinction, such as between skilled and unskilled labourers, weavers and spinners; and after receipt of pension or out-relief it would be hard to detect any difference either in the recipients' own feeling or the regard of the neighbours. Two old widows, both hard-working industrious Scotch-women, lived in our properties. Mrs H. was in receipt of out-relief and a town charity. Mrs B. was a pensioner of the Aged Christian Friend Society, supplemented by private charity. Both were highly respected and kindly treated by neighbours.

Criticism of Poor Law Methods.

26. The Poor Law methods, from the charitable point of view, might be criticised on the ground—

(1) Of inadequacy and of want of a guiding scale.

(2) Of want of personal knowledge on the part of the administrators of the lives of those whom they relieve.

(3) The need of women inspectors.

Inadequacy of Out-relief.

27. *Old Persons.*—The general allowance to single old persons is 3s. a week. The following estimate is based on the budgets of two old infirm women. (*Cp.* Report of Social Union,* p. 40.)

	s.	d.
Rent,	1	6
Coals and gas,	1	3
Bread,	0	6
Meat, fish,	0	4
Butter,	0	3½
Sugar,	0	2½
Tea,	0	3
Ham or eggs,	0	2
Milk,	0	2
Potatoes,	0	1
	4	9

28. *Widows with Young Children.*—The aliment given to widows with young children rarely exceeds 10s. 7s. 6d. is a general one. In remitting the case, the assumption is made that the widow will return to work in the mills, and her earnings are taken into account when the aliment is fixed. Two facts are overlooked,—that housekeeping is expensive and wasteful when there is no one to cook the meals, and that the mother has to pay a considerable sum to a neighbour for taking care of the children. (Report,* p. 29.)

29. There is no minimum scale of relief for widows with children or elderly people, and the allowances granted seem to vary without perceptible cause. (Report of Social Union,* p. 29.)

* Report by the Dundee Social Union on Housing and Industrial Conditions in Dundee, 1905.

Want of personal knowledge of the Poor.

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30. There is in the administration of the Poor Law a certain hard and rigid officialism, which is inevitable under the present circumstances. The officials have no time, and the Councillors do not come in contact with their poor; there might be more personal friendly care of the aged pensioners and of the boarded-out children.

Need of closer contact of Poor Law administrators with poor.

Need of Women Inspectors.

31. The success of the work of the health visitors suggests that, when so many of the problems are connected with women and children, the employment of some women inspectors might be fraught with great benefit.

Need of women Poor Law inspectors.

Co-operation between Charity and the Poor Law, and the possibility of its Extension.

32. There is at present practically no co-operation. Occasionally a case may be referred by Poor Law official to the Charity Organisation Society, or *vice versa*, but this is a purely voluntary action by individuals.

Lack of co-operation between Poor Law and charity.

33. The charitable worker—*e.g.* district visitor or club manager—is frequently either in profound ignorance of the scope or method of the Poor Law, or regards it as an iron and ruthless machine, from whose clutches the respectable poor must be saved at all costs. There is, moreover, little or no co-operation between charitable agencies; each works in a water-tight compartment, without opportunity for interchange of experience.

34. Some co-ordination of agencies would appear to be desirable—almost imperative. It has been a frequent subject of discussion among workers during the past winter, and the following are some schemes which have been sketched out:—

Schemes suggested for better Co-operation in the matter of Pension Funds and Out-relief.

I.

35. That the trustees of all mortifications and funds and the secretaries of pension societies should be obliged to make a yearly return to some official, such as the Town Clerk, of income, expenditure, and beneficiaries, and that this information should be mutually available.

Suggestions for co-operation of charity and Poor Law.

II.

36. That, while leaving the management of funds and charities entirely in the hands of present trustees and committee, there should be a Central Board, on which the Poor Law and all the charities should be represented. The main object of this Board should be to secure adequate relief while preventing overlapping, and it might recommend to congregations or charitable persons such old and infirm persons as needed supplementary relief. Such a Board might also endeavour to secure to these old pensioners who desired it the personal care and interest of voluntary workers.

Schemes suggested for the Co-ordination of Agencies and the Relief of acute Distress.

37. There is a widespread, almost universal, feeling of dissatisfaction among workers in this city with the existing state of affairs, and almost all are agreed that the first step towards a better state of things would be the establishing of an Information Bureau under a committee, representing the principal agencies of the town, where there should be a complete list of all the charitable agencies and their scope. Here persons in distress and charitable workers could receive at least advice and information. The two difficulties in the initiation of such a Bureau, are—

Co-ordination of agencies for relief of distress and difficulties attached thereto.

(*a*) Providing means and office.

(*b*) Finding a ground of meeting which would be neutral and non-committing.

38. This latter difficulty is the important one, but a solution has been indicated by His Majesty's Government in the appointment of Distress Committees.

The Unemployed Workmen's Act ensures that the Distress Committee shall include Town Councillors, Parish Councillors, persons experienced in charity, and expressly states that one at least shall be a woman. The experience of the past two winters has shown that such a committee is a great step towards co-ordination of agencies, if only by bringing the urgent necessity for something of

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Co-ordination of agencies for relief of distress and difficulties attached thereto.

the kind before the notice of the members. Therefore it would seem to be desirable that a proposed committee for the co-ordination of charity should take its composition as a model, though not necessarily adopting the same proportional representation.

The objection to the Parish Council initiating such a scheme would be the difficulty of securing the co-operation of charitable agencies.

The objection to a society, such as Charity Organisation Society, undertaking this task would be the impossibility of securing the co-operation of the Municipal and Parish Councils and the loss of legal status.

Difficulty as to Means of providing Office and Salary.

39. This might be carried out with very little expense as an extension of Labour Bureau. A further recommendation is that the necessary information is already in great measure in the hands of Application Committee of Distress Committee.

40. The objection to associating relief with the Labour Bureau could be met by making such a central office available for merely advice and information, not for actual relief. But a recommendation from such a committee would carry weight, and the knowledge accumulated and the interchange of experience would guide such recommendations.

41. Further, if desirable, sub-committees could be formed for the different wards or districts of the town to deal with distress. Moreover, these committees might develop a system of recognised voluntary helpers, who would give the personal care and watching that in so many cases is more necessary than financial assistance. Such an association of municipal bodies and voluntary helpers could not fail to confer mutual benefit; the latter would be saved from desultory and irresponsible effort, and would gain in dignity and effectiveness, the former in spontaneity and ardour, and in the power of undertaking extra and preventive work, that is, assisting poverty before it becomes destitution.

42. The above sketch presents some features of the Elberfeld system; but as that system has developed in a country without a Poor Law, in Scotland it would be an exotic, and not a natural growth from existing needs.

43. In England the Parish is still a fact, but in a city like Dundee it is non-existent: the Church deals with congregations, below these are the unemployed, the destitute, the starving.

The Possibility of substituting Charity for Out-relief.

Impracticability of substituting charity for out-relief in Dundee.

44. In a city such as Dundee, this would be impracticable. It is a city of workers: only 600 out of 37,000 houses have a rental over £40, and 73 per cent. of these families live in one or two roomed houses. The burden of existing charities is with difficulty sustained.

45. Further, the charities for old age have the same defects as out-relief,—

(1) Inadequacy.
(2) Want of personal care.

Distress and Unemployment as affected by Industrial Conditions.

Effect of industrial conditions on unemployment.

46. I would submit the following evidence on the peculiar industrial conditions in Dundee which seem to be creating the distress and unemployment which the Poor Law and other agencies are striving to relieve. This conclusion is based upon the facts brought under my notice during the recent investigations into the housing and industrial condition in Dundee undertaken by the Social Union (a report* of this investigation accompanies this statement), and has been confirmed by my work at the Labour Bureau of the Distress Committee, where during the past two winters I have given weekly attendance for the purpose of classifying the applications.

Chief Industrial Conditions creating Distress and Unemployment.

47. *Over-employment of women, especially married women, in the jute industry, resulting in high rate of infant mortality and low physique of school children.*

* *Ibid.*

Effect of industrial conditions on unemployment.

The over-employment of women and children emerges from census figures—

(*a*) in reference to whole population,
(*b*) „ „ to total number employed in jute industry.

(*a*) The census figures, for occupied women above 15 and children between 10 and 14, give the following percentages for Dundee and Glasgow respectively:—

	Dundee.	Glasgow.
Occupied women	54·6	39·9
„ boys	17·7	5·5
„ girls	16·4	3·3

(*b*) In the jute industry, which employs over 34,000 persons, the percentages are—

Women over 20 about	51 per cent.
Girls under 20 „	22 „ „
Men over 20 „	16 „ „
Boys under 20 „	11 „ „

During the two winters that the Labour Bureau has been open, while over 1,300 men have applied for work, only two or three women have entered their names, and these were seeking work as charwomen.

Of the women who work in the mills, it is probable that a quarter are married, and with this fact is closely connected the high rate of infant mortality, and the neglected and poor physique of the school children. (*Cp.* Report of Social Union, chap. iv., Infant Mortality, p. 65; and Medical Inspection of School Children, p. 85.)

48. *Great demand for boys' labour in the jute industry, the good wages they earn for a few years, after which the majority are turned adrift to swell the ranks of casual labour and the unemployed.*

The proportion of boys to men in the mill is stated to be 3 to 1.

Boys are employed in the mill more than in the factory. They begin at 12 years as half-timers, or as full timers at 13 if they obtain an exemption certificate.

1. *Shifters*—generally for roving frames, the process before spinning; sometimes, owing to dearth of girls, as spinning shifters, .	4s. H.T. 9s. 5d.
2. *Rovers*—after they have learned how to manage a roving frame, ...	10s. 4d.
3. *Rove-carters*—carting the roves from the roving department to the spinning department, ...	12s. 1d.
4. *Preparers.*—This is unskilled work, and boys entering at 14 years would often go into this work, ...	9s. 6d. to 10s. 6d.

The first of these processes is an apprenticeship for the second. The others do not lead to more skilled work.

At 17 or 18 the majority of the lads are turned adrift. There would require to be three times as much work for men to provide for the lads employed. (*Cp.* Report of Social Union, p. 49.)

The weak spot in the textile trade seems to be the high wages paid to boys, which tempts them to enter the mills, only to become, if they remain, unskilled casual workers, earning as adults little more than they did as lads, and forced to depend on the steady earnings of the wife, and, later, of their own children.

49. *The fact that the wife's earnings and, later, those of the children, come to be the mainstay of the household. The destitution and suffering which often ensue when the wife is unable to work through illness or recent confinement. Effects of married women's work on men's wages.*

It does not appear that early marriages are very frequent in Dundee: only twenty-four men and ninety-nine women under 20 years were returned as married; but in the case of the labourers and unskilled workers housekeeping is generally set up on the joint earnings of husband and wife—about 17s. and 10s.

In 312 cases out of 433 these combined earnings were under 30s. (*Cp.* Report of Social Union, p. 26.)

As long as the wife can work there is 10s. or 11s. coming into the house, but when she is unable to work, either from illness or recent confinement, the household is reduced to destitution. The suffering of such households and the lack of any agency which can deal with them adequately and promptly are facts which have been deeply impressed on me during this severe winter.

The following figures are taken from an analysis of the applications to the Labour Bureau during the winter.

During the winter of 1905–1906, 774 applications for work were made to the Distress Committee.

Effect of industrial conditions on unemployment.

Of these, 80 were skilled workmen.
„ 694 were unskilled labourers.
Of the 751 who had residential qualification—
88 were single men.
663 were married.

The length of unemployment was under three months in 613 cases.

In 263 cases with young families there was no income.
In 259 „ „ the wife was the wage-earner.
In 120 „ „ the children were wage-earners.

50. *The scarcity of work for men and the low wages paid to them in the unskilled occupations:—*

(a) *The scarcity of work for men in trades.*
(b) *The possibility of introducing more men at a better wage into mills and factories.*

The scarcity of work for men is found also in the skilled trades. The president of the Trades Council assures me that these have always plenty of workmen; that lads, after serving their time, are frequently a long time before they get full work, and that therefore a great many leave Dundee after serving their apprenticeship, to find work in other towns or to emigrate to Canada or America. This is borne out by the census figures, which give three women for two men above 15 years of age, and my individual experience has been that in many families where the daughters find work in Dundee as weavers and winders, the sons, masons or engineers, emigrate. It is, moreover, the most capable, the most energetic who go.

The greatest benefit that could come to Dundee would be a fresh opening for men's work. Suggestions have been made from time to time as to the possibility of men working the heavier looms. In some factories men now do the heaviest weaving; the tendency during the last few years has been to increase the width and heaviness of the cloth, and this would point to the greater suitability of men for wide looms. There are, moreover, heavy bits of work in the mill, *e.g.* batching, on which men and women are indiscriminately employed. For this class of work women are less fitted than men, and in some works are no longer employed.

Note explanatory of Tables in Report of Social Union, pp. 58–61.

During the recent investigation full particulars were obtained as to work and wages in five typically good mills and factories and calenders, in which over 1,000 men and boys were employed. The following figures except when stated otherwise are based on the returns given by employers. This spring there has been a rise of 9d. on men's wages.

The main processes which employ adult men are—

(*a*) In the mill:—

1. *Batching.*—Breaking up the raw jute. Average wage, ... 17s.
   In some mills women do this.
2. *Preparing.*—This is quite unskilled work, generally done by women and boys; it consists of attending to machines which dress the jute before roving. It is not recognised as men's work, but they are often forced to take it. 11s. 4d.
   Workers' return, ... 12s., 14s.
3. *Labourers.*—These are found all through mill and factory doing labouring work, 19s. 8d.
4. Returns from 117 labourers in other mills give 16s. average wage, and foundry labourers earn about 16s.

(*b*) In the factory men are employed:—

1. *Bundlers.*—These are piece-workers, few in number, and are better classed in factory, 26s.
2. *Beamers and dressers.*—These are skilled workers, but also few in number. Each has a lad or two helping and learning the work—in fact, apprentices, . . . 24s. & 13s.
3. In the factory and mill there are tenters, overseers, and assistant overseers. This is the best opening for lads in a mill, but only about 1 in 12 can hope to attain to such posts. 30s. tenter. 31s. overseer. 16s. assistant.
4. *Oilers and weighers,* . . . . . 16s. 6d. & 13s.
5. *Weavers.*—Workers' return, hosepipe 24s. broad loom about 19s.
   Boys and lads are only employed in factory as apprentice dressers or as handy lads, sometimes as oilers.

(*c*) In the calender, men are almost exclusively employed. This is part of the jute industry which is men's work, and consists of dressing, pressing, and packing the cloth, ... 19s. 6d.

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Effect of industrial conditions on unemployment.

63375. (*Chairman to Mrs Martin.*) You have given special attention to the condition of the children in the board schools in Dundee?—Yes, I have.

63376. The number of those who, in your judgment, were in want of sufficient food was practically confined to five schools, of which the Brown Street School is perhaps the most typical?—Yes. We have poor children distributed all through the schools in Dundee, because the poor districts are all over the town, but Brown Street represents the poorest type.

Feeding of school children.

63377. In paragraph 3 you state that in the other schools the cases of necessitous children are met by sending them to neighbouring coffee-houses. Has that system worked well?—That system was in force for fifteen or sixteen years, and it has been only within the last few years that an effort has been made to provide the food in several of the schools. We find that when the food is given in the school you can overlook the children very much better; the feeding is carried on more economically, and it unites the children better with the school. In all cases the work has been carried on by voluntary agency in the school, the School Board in several cases giving, say, the boilers, or, in other cases, the dishes. In Brown Street we provide a little out-house, costing some £14 of rent.

63378. Who selects the children? Are they selected by the school authorities or by your visitors?—No, the teachers select them, the headmasters being responsible. The Board give nothing beyond the utensils.

63379. Were any of the children who got these meals, children of widows in receipt of out-relief?—In the case of the boots and clothing fund, of which we have statistics, we found that the children of widows were not the most numerous applicants; we found that children having both fathers and mothers really constituted the majority of those receiving relief in that form.

63380. In Edinburgh I think they have a system by which meals are provided for children of widows in receipt of out-relief, and that forms part of the aliment given by the Parish Council. You have nothing of that kind in Dundee?—No. I understand that works very well in Edinburgh, and I was told by the headmaster of another poor school that he thought the relief might be given in the way of kind, either in the way of meals or clothing.

Lack of co-operation between charity and Poor Law.

63381. I gather there was very little, if any, co-operation between the action of the Parish Council and the action of those who were providing those very meals for the children?—There was no co-operation. The dinner fund is conducted by voluntary workers who work in co-operation with the teachers.

Alleged poverty more apparent than real in Dundee.

63382. Coming back to your paper, you think that the poverty may in certain places be more apparent than real, as there is a very considerable demand for labour, though it is largely for female labour and juvenile labour, but the actual sums that come into the houses in a very large number of cases are considerable?—Yes. In Brown Street, I got two cases from the headmaster where the family income was £2, 10s. a week, and these families were living in houses at a rental of 1s. 9d. per week, and the whole conditions of the homes were exceedingly miserable.

63383. And that although there was this considerable sum coming in?—Yes. In Cowgate we got a well-known case where the family income was £3, 10s. a week, and the conditions were most wretched, the father and mother both drinking. In these houses the father and mother and the children were at work.

63384. Were those cases where the children had to be fed?—In this £3, 10s. case the mother had pawned the father's clothes while he was out, and he returned drunk and assaulted the mother, who was also drunk. The father was sent to prison, the mother was sent to the infirmary, and the children were being fed at school while the home was vacated in this way.

63385. Do you know whether the woman who was assaulted was a worker in a mill?—Yes, she was a worker. In spite of the amount of work which married women do in contributing towards the family income, the husbands and fathers are not very grateful. Wife-beaters in Dundee average 233 as against 26 in Leith, and as regards cruelty to children cases (the children often making up a large

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part of the family income), there were seventy-eight cases, three times the combined totals of other towns.

Relation between drunkenness and pauperism in Dundee and Aberdeen.

63386. I suppose one may infer that where the women supply the larger part of the income, the men get into loafing and idling habits?—Yes, they do. Of course, there is this extenuating circumstance, that men get very low wages in the mills and factories in Dundee, and the other occupations open to men are very few. Dundee is really a one-trade town, and the men are apt to get into this idling and drinking condition. In regard to that, I would like to give statistics as to the relation of drunkenness in Dundee to that in other towns. It worked out 130 per 10,000 in Dundee, while in Aberdeen it was only 33 per 10,000. And still in Dundee there were only 181 paupers to the 10,000, while in Aberdeen there were 247. So there are evidently more paupers in Aberdeen, and yet more drinking, more wife-beaters, and greater cruelty to children in Dundee.

63387. What is your inference from that?—A lack of home life, a lack of the natural relation between men and women and children, neglect of the home, because of married women working, and a lack of the home discipline on the child, which tells all through life. The children having lived on the streets through their early days, are set to work, but they won't be subject to the conditions of work. In this inquiry which I am making regarding the trades, the general complaint is that younger people won't be subject to the conditions of trade, and if the discipline is too severe, if the hours interfere, say, with a football match on the Saturday afternoon, off they go. They simply refuse to be subject to the conditions of work. Then casual work gives them leisure which they don't get in permanent and skilled employment.

63388. You are a member of the Dundee Social Union?—Yes.

63389. Have you noticed of recent years that the number of those who are averse to putting themselves under regular employment or discipline is on the increase?—I think it is. I rather think it is the spirit of the age, everyone wanting to have rather a good time and to do as he likes. I had an interesting conversation with the head of a confectionery firm in Dundee. He was a working man of the old kind who had lifted himself up into an honourable position in his firm, and his contention was that the life of to-day was totally different from the life of his time, that no one would now make that strenuous effort that was necessary to achieve any kind of good in this world.

63390. (*To Miss Walker.*) Do you agree with that statement, that there is this growing dislike for restraint?—I have no grounds for saying so.

63391. You do not have any special knowledge of it?—No. I know that there is great difficulty in the lads getting into trades, but I have never found in my own experience that there is unwillingness to go into trades when there is an opening.

Extent of casual work in Dundee.

63392. (*To Mrs Martin.*) What is the prevailing industry for males in Dundee? Is it dock work?—Yes, and engineering and shipbuilding.

63393. Is there much casual work at the docks?—Yes, a good deal. There is a very large body of dock labourers, who have formed themselves into a very strong union, and they form a very respectable body. They make good wages. They restrict the numbers that enter their union, and I think they make a charge upon those that enter.

63394. There is nothing to complain of with regard to there being a very large amount of casual work in connection with the docks?—That is as a body, but outside that body there is a good deal of casual work. I find that in all these trades, say the confectionery trade, they have a number of labourers. They have a number of labourers in the timber trade, and I think there is a tendency for a good deal of work to be done just by casual labourers.

63395. But I was rather coming to this—the evidence from other places is to the effect that where there are docks, and where the employment is by the day or the half day, it attracts a number of persons wanting employment, and the result is that you have a number of casual workers considerably in excess of the given employment upon any given day, and that entails certain inevitable evils. You have not much to complain of with regard to that in Dundee?—Yes, you have groups of men constantly hanging about the docks, men who are outside this trades union body.

63396. You say that there are many women working in mills whose husbands are only casual labourers?—Yes, a great many.

Extent of casual work in Dundee.

63397. (*To Miss Walker.*) Do you agree with that?—Yes. It was found in a very careful investigation made by the Social Union that the wives of the casual labourers and the low-paid workers formed the larger proportion of married women who were working in the mills. Among artisans and labourers who were earning over £1 a week, the percentage of wives working in the mills went down very rapidly.

63398. I suppose in that case the weekly amount that came into the house from the skilled labourer whose wife did not work would probably be less than the amount that came into the house of the casual labourer whose wife did work?—Slightly less. The combined earnings of the unskilled labourer and his wife would be about 26s., while the earnings of the skilled labourer would be about 21s., and that seemed enough to keep the home together.

(*Mrs Martin.*) In regard to the drinking, out of 1839 convictions, there were 563 unskilled labourers. Out of the body of men making the smallest wage you have the greatest proportion convicted for drinking.

Extent of thrift in Dundee.

63399. (*To Mrs Martin.*) Going on with the material facts connected with Dundee, it would seem that there is a considerable sum of money made and even saved and deposited annually in Dundee?—Yes.

63400. What are the yearly societies that you speak of?—These yearly societies are rather interesting bodies. They just exist for a year. The members deposit 1s. 2d. or 1s. 3d. a week, and in proportion to their contributions they receive certain benefits. For sick aliment, for instance, the men may receive 5s. 2d. and the women 4s. 2d. for thirteen weeks, and after that period 2s. 8d. for the remaining part of the year. The funeral benefit will rise as high as £3, 10s.

63401. They are what we call "slate clubs" in England?—Yes, they wipe out at the end of the year and start again. They are wrought by the working people themselves, and they entail a good deal of work in keeping the members contributing throughout the year.

63402. Have there been many cases of defalcation?—I have not heard of any in Dundee, but I noticed two cases in Edinburgh not long ago.

63403. They are popular?—Yes.

(*Miss Walker.*) We have a good many complaints from workers that if they have been ill one year it is very difficult for them to get on next year.

(*Mrs Martin.*) That is the case, and they won't continue in cases of intoxication.

Lack of medical provident institutions in Dundee.

63404. (*To Miss Walker.*) Are there any large medical provident institutions or societies by which people by paying small weekly contributions can insure medical treatment for themselves?—No, none.

(*Mrs Martin.*) All these societies—the Shepherds, the Foresters, and so on, do that.

63405. (*To Mrs Martin.*) But there are no special medical institutions which only give their funds to medical treatment?—No, I don't know of any.

63406. Are there any free dispensaries in Dundee?—I think the infirmary has one.

Treatment and statistics of aged infirm poor.

63407. (*To Miss Walker.*) Taking that part of your paper which relates to the aged and infirm poor, you give some figures which are contained in Appendix CLXXVI., table 3. What does fifty-five and sixty-five mean?—It means over fifty-five and over sixty-five years of age..

63408. There are apparently 7,973 over fifty-five who are occupied, and 8,801 who are unoccupied?—Yes.

63409. You calculate that there are relieved by official agencies and by voluntary agencies 2,370. That would leave about 6,450 persons in Dundee over fifty-five, who, so far as you know, are not in receipt of either official or voluntary assistance?—Yes.

63410. How did you arrive at these figures?—From the census.

63411. Of course among the unoccupied there would be a considerable number of persons who would be well-to-do?—Yes, it includes all the well-to-do class.

63412. You work the percentages out, and in paragraph 9 you state that the proportion of those provided for would be 26 per cent. of the unoccupied?—Yes.

63413. Putting it another way, 74 per cent. would not be in receipt, so far as you know, of either voluntary or official assistance?—That is so. That is, of course, exclusive of church aid, which I have not taken into account, as I had no means of arriving at figures for that.

Overlapping between Poor Law and charities.

63414. Your experience is that there is a certain amount of overlapping between the voluntary agencies, and even between the voluntary agencies and the Poor Law?—Yes, I think the same woman may get from the Poor Law and from the voluntary agencies, but both are absolutely inadequate in themselves.

63415. You have had some experience. What would you say was adequate relief?—I think an old woman could keep soul and body together on 5s. a week.

63416. And that is considerably less than what I understand the Parish Council are in the habit of giving?—Yes, they give 3s., and the voluntary agencies give 1s. 6d. a week.

63417. The supposition, therefore, which underlies the relief given by the Parish Council is that the persons relieved have other sources of help?—Yes.

63418. You mention the various methods by which people can supplement this relief, and among others there is that of looking after babies?—Yes.

63419. (*To Mrs Martin.*) I suppose you agree that it is a bad practice for old women to look after the children?—Yes, decidedly so.

Ignorance of women as to care of infants.

63420. They are not capable; they don't understand?—No, very few women understand about babies, judging from all that we hear about infantile mortality. Even well-to-do women seem to be ignorant on the subject.

(*Miss Walker.*) I notice the health visitors are particularly struck with the bad care that is bestowed by the old women on these infants.

(*Mrs Martin.*) But I don't think, with the present knowledge which our poorer women have, they would be very much better even with the mothers.

63421. (*To Mrs Martin.*) You think that the ignorance is very widespread?—Yes, I feel very strongly on that point, and that is why I am so much interested in the educational side of it—the training of the future mothers.

Operations of Charity Organisation Society in Dundee.

63422. (*To Miss Walker.*) As regards charities, you say in your paper that the Charity Organisation is not very much developed; its particular work is investigation and reporting. There is no lady on the committee?—No, nor connected with the society as a worker.

63423. May I ask what was the origin of the case of the Dundee Social Union. Has it been long in existence?—It has been eighteen years in existence. It began with housing work,—the management of tenement houses on the lines of Miss Octavia Hill's work. The housing problem was very bad in Dundee, and it was extremely difficult to work effectively on those lines only. Two years ago a special investigation was made into housing conditions in order to try to rouse public opinion. Since then the work of the Social Union has extended in other directions.

63424. Was it the idea that you should work in co-operation with the Poor Law?—To begin with, the work of the Union was mainly housing, as in Edinburgh and Perth. The connection with the Poor Law is accidental, owing to the fact that I happen to be a member of the Parish Council.

63425. You are a member of the Parish Council?—Yes.

63426. You now co-operate to a certain extent?—Yes, as a member of Distress Committee.

63427. In what sort of a way?—It is only the last year or two that the Social Union has had much to do with cases of absolute poverty and distress beyond our own people, which, of course, we looked after ourselves. Two years ago we were asked to supply visitors in the poorest schools in Dundee, who would visit the homes of the children that were either extremely poor, or very dirty, or persistently truant, and two of our workers were appointed to visit these schools. This brought us into contact with very great poverty. Then also in regard to the unemployed distress committee—I was a member of that committee, and cases were referred to us to deal with. These cases might have been dealt with by the Charity Organisation, but the people complained that so long time elapsed between the application and anything being done, that they very nearly starved. We therefore tried to obtain help from various societies; and in some instances the Distress Committee put pressure on the Charity Organisation Society. The Social Union has no relief fund.

63428. How do you get your funds?—From various societies in Dundee. There is a society called the Indigent Sick Society; it has a good deal of surplus money: we worked it very hard. We have also recommended cases to the Parish Council and other societies.

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63429. Do the Parish Council ever refer to the Social Union cases which they don't think they are qualified to relieve from the Poor Law?—No. There is no system of reference. The clerk has occasionally asked me personally to take up cases.

63430. But there is nothing organised?—No.

63431. Going on now with your paper, you think there is not very much difference in the effect on the recipient between out-relief from the Poor Law and grants from charity?—I have not been able to distinguish any difference.

63432. Nor is there any difference in the moral effect?—I have never seen any difference.

Suggestions for co-operation between Poor Law and charity.

63433. You put forward various schemes for co-operation between charity and the Poor Law. One of the suggestions is that charities should be obliged to make an official return of the persons to whom they were giving grants. It is no doubt a reasonable proposal, but it is one that would be rather difficult to enforce. The suggestion made to us, not so much in Scotland as in England, was that there might be machinery set up for securing the co-operation, to a certain extent, of charity with the Poor Law if there was a statutory charities committee associated with every relief committee, and that would be supposed to represent generally the charity organisations of the locality. Have you ever thought of that proposal?—(*Mrs Martin.*) I cordially agree with it. I don't think it has been thought of in Dundee. I think there should be some central body at work, working on a certain line and involving certain principles.

63434. (*To Mrs Martin.*) It seems to one if there was an organisation of that kind, which was recognised by statute, they might be able to put such pressure on the various charities as to ensure the getting of these returns and this information?—Yes.

63435. (*To Miss Walker.*) What do you say?—I do not understand what you mean by a statutory committee.

63436. It would be a committee recognised by law. That is to say, there should be associated with every relief committee a committee representing charities; how the members would be selected is rather a matter of detail. The idea is that there are a number of cases which never would come to the Poor Law at all if they got a little assistance in time, and were kept on their feet when they were stumbling?—(*Mrs Martin.*) Yes. That was the idea of the Elberfeld system, helping people to help themselves?

63437. (*To Mrs Martin.*) Yes?—Two of the masters of these schools suggested something of the kind, that they might be assisted in some way outside of officialdom.

63438. Do you think if some such proposal were made there would be any difficulty in Dundee in getting competent persons to assist?—It is very difficult to get competent people who are really interested in that work to assist. Miss Walker is very modest in what she said about the Social Union. She really started it herself, and she has found it uphill work in getting workers. She has now educated public opinion to a certain extent, and we have a larger body of workers than we have ever had. Some years ago it was felt that public work was rather derogatory, and as for serving on public boards, no lady would dream of such a thing. That feeling still exists to some extent.

Housing of poor.

63439. I gather that the percentage of houses of a high rental is very small in Dundee?—Yes; but I would like to say that the kind of house is not a guide to the income. There were these £2, 10s. people paying only 1s. 9d. a week of rent. Even among the decent working people I do not know that the rent always represents their income. There is a kind of feeling that paying a high rent is not always the best way to lay out their money. They rather save their money on house rent and spend it on other things. They crowd together in two rooms when they might quite easily afford three rooms.

(*Miss Walker.*) But there is a scarcity of three- and four-roomed houses; 72 per cent. of the houses are one- and two-roomed houses.

Need of legalised co-operation between charities.

63440. (*To Mrs Martin.*) It might be suggested if there was a statutory committee, the expense of the office and administration might be defrayed from the rates. Supposing you had that assistance, do you think you would then be able to set on foot satisfactory machinery in Dundee?—I have no doubt it might be accomplished.

63441. (*To Miss Walker.*) Since you have been at work have you been able to largely increase the number of workers?—Yes, largely. There would require to be some

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scheme of legal arrangement, because there is a great tendency on the part of all the little charities to work separately.

(*Mrs Martin.*) They are very jealous of each other.

(*Miss Walker.*) Some legal status would be necessary to make it effectual.

63442. (*To Miss Walker.*) To put pressure on them so as to get the information that you want?—Yes, and co-operation.

63443. I think I have taken you through the main features of your two papers, except those which relate to the industrial conditions of Dundee. Is there anything you would like to add before I come to that point.—(*Mrs Martin.*) It is rather remarkable that in Brown Street, that is where the poor school is, we have sixty depositors in the savings bank with the deposits amounting to £13, 4s. 9d.

Extravagance of very poor.

63444. (*To Mrs Martin.*) And this is by far the poorest school?—Yes. Then I am also told by the masters that these very poor children spend far more in sweets and cakes than children in the better class schools, and very often you see dirty wretched children smoking cigarettes. So they have money, but they do not spend it wisely.

63445. Then we come to the industrial conditions. I think both papers agree that the cardinal feature and evil of the industrial system of Dundee is that it is the women that support the men to a large extent, to put it plainly?—Yes.

Effect on infant mortality of married women working.

63446. And this apparently leads to a very considerable number of evils?—Yes.

63447. I understand the children are neglected, and the death-rate among children is far higher in Dundee than anywhere else in Scotland?—Yes, it is 170 this year.

63448. 170 per 1000?—Yes. I have taken four cases from Dr Templeman's report for this year as illustrating the large families. In all the cases the woman was working. The families are as follows:—

15	born	. . .	11 dead.
12	"	. . .	9 "
11	"	. . .	9 "
13	"	. . .	10 "

The health visitors described the houses as being dirty, ventilation defective, chimneys stopped, windows fixed, ashpits beneath the windows; the beds were bad, clothes defective and dirty, and they reported that the mother worked not always because of lack of means. The woman that works is not necessarily poor. She prefers the work in the factory, as it is brighter and more attractive than simply staying at home and caring for the household.

63449. Has this condition always existed in Dundee, or has it greatly developed of recent years—the women supporting the men?—I have only been twelve years in Dundee, and I do not know.

(*Miss Walker.*) I think it is a curious anomaly in Dundee, this fact of the women having taken up the weaving and getting higher wages than the spinners. I think it must have come from the time when power was introduced and the men refused to work the power looms; then the manufacturers, by offering rather high wages, reached a better social class.

63450. (*To Miss Walker.*) I understand in some of these jute factories there are whole departments where all the workers are women?—Yes, they do all the spinning and all the weaving, except the heavy carpet and hosepipe weaving. My experience has been that it is the spinners and the mill hands, the low-paid workers, who continue to work regularly after marriage. These women marry other mill-workers and poorly-paid labourers. The girls who have been weavers and winders marry artisans and better-paid men, and they may work for a few weeks before a holiday, but the tradition for them is to stay at home. From the cases I have personally known I think that the women who actually prefer the mills or factories after marriage are very few in number.

63451. Then I understand from you that where a woman weaver marries a skilled or good worker, her work to a certain extent ceases in the mill?—Yes, in the factory.

63452. But where she marries a lower-grade workman then she continues to work in the mill?—Yes, but rather as a spinner or preparer. Weaver girls, as a rule, do not marry the low-paid men.

63453. Are there enough men in the higher ranks for the women to marry?—In all ranks there are too few men for the women to marry.

63454. But assuming a woman marries a man who is on a lower grade of employment than herself, you say it is the practice for her to maintain that man to a certain extent?—Yes, she will go back when he is out of work and support the household. I have known cases of that kind.

Effect on infant mortality of married women working.

63455. I understand there is a very large number of boys in these mills?—Yes.

63456. And the proportion that can get permanent employment and well-paid employment when they become adult is limited?—Very; one in three.

63457. These boys drift into casual employment?—Yes.

Effect of casual employment on workmen.

63458. And the result of this is loafing, and other malpractices which we are shown in the returns of drunkenness—wife-beating, cruelty to children, and other unpleasant details?—Yes. If a man has to go week after week and month after month looking for work, though he is really quite a steady workman, he deteriorates physically as well as morally.

63459. I assume there is this further evil, that a man out of employment would be reluctant to change his domicile and go elsewhere, because his wife, who was getting a certain income here, would lose it?—They do very often go away and the wife stays on, and then they come back again. In the cases of absolute distress that I have come across, which have been forty or fifty in this past winter, I have found that the direst poverty has been when the husband was out of work, and the family income cut off through the illness or recent confinement of the wife.

Married women working in factories and results thereof.

63460. Is there much illness which affects subsequent generations from the mother returning too soon after her confinement?—Yes, if it interferes with the nursing of the child, as, of course, the long factory hours do, and necessitates the child being brought up on artificial or mixed food.

63461. (*To Mrs Martin.*) The evil being apparent, what suggestion can you make as regards a remedy?—I think all efforts ought to be brought to bear on the building-up of the home-life, and nothing but that.

63462. That means trying to prevent the young married woman who has children working in a factory?—Yes; I would raise the man's wage and prevent the woman from undertaking that kind of work as long as the family was young. I heard a suggestion made that a board might sit in a town giving exemptions in special cases of distress to married women, enabling them to work for the time being until the family got relief, but they ought not to be allowed to continue permanently. I thought the idea rather a good one. This year there were 186 children who died under two years of age. In 115 cases the mother was at work at the time of the child's death; 21 only were breast-fed, 52 were partly breast-fed, and 112 were artificially fed.

63463. Your suggestion, of course, entails prohibiting married women from working?—Yes. In certain kinds of work it is the custom of the firm simply to let a woman drop out;—they are supposed to drop out when marriage is entered on.

63464. There are some very large firms in Dundee?—Yes. Really the parents are so eager to benefit from their children's work that they are instrumental in lowering their own wages. It is difficult for a man to secure work, and it is still more difficult for him to secure a living wage. Although his wife adds to his income, still her part in the labour market tends to keeping his wages down, and so the man is being actually cut out both by his wife and his children.

63465. There are some very large mills in Dundee which are admirably managed?—Yes.

63466. In the very well-managed mills is there any deterrent used to prevent married women working?—I do not know. I understand in one of the mills married women are supposed to drop out.

(*Miss Walker.*) In Baxter's Work, which is a large mill and factory, married women are not employed. I believe that this firm makes it a principle, they do not approve of the employment of married women, they rather take young girls.

(*Mrs Martin.*) But there is this feeling, that they are conducting a large business concern, they wish to conduct it economically, and the married woman is a much more valuable worker to them than the unmarried woman. The married woman feels the responsibility of life, and she has got over the frivolous period of existence, she settles down to her work, and is much more constant in her attendance, and consequently she is preferable to the young girl, who has not the same sense of responsibility.

63467. (*To Miss Walker.*) Who do they employ in the place of the married women?—They get plenty of girls.

Married women working in factories.

In another work I was told that there used to be a notice, "Married women not employed," but that notice has been taken down. Another firm, I believe, paid off their married women during a recent slack time.

63468. What has been the result?—That was only a month or so ago, and no economic result can be traced as yet. I believe work was slack at the time.

63469. Have you any idea of the number of women working in the jute mills?—It was estimated by the Factory Department, in evidence to the Physical Deterioration Committee, at 6,000. In the visitation made for the Social Union we came across 1,500.

63470. (*Mrs Bosanquet.*) Is that married women?—Yes.

63471. (*Chairman.*) Six thousand married women?—Yes.

63472. And how many women altogether are employed?—I think there are about 27,000 employed in the textile and jute trade, and only about 16 per cent. of these are men over twenty.

63473. (*Mr Patten-MacDougall.*) Is that from Dr Templeman's report?—No. These figures are taken from the Census, from the evidence of the Factory Inspectors, from the Social Union Report.

Statistics of employees in factories.

63474. (*Mr Booth.*) The figures were got from the Factory Inspector's returns?—Yes, the 6,000 married women. The figures of the women working in the jute factories were the census figures.

63475. (*Chairman.*) Have you got any figures showing the number of men employed in Dundee as compared with the number of women?—Yes. In the textile industries there are 12,000 men employed and 27,000 women.

63476. The men would be men and boys?—Yes, a great many young boys.

63477. Would the greater proportion of the males be boys?—16 per cent. are men and 11 per cent. are boys under 20. The next trade is the engineering, which employs 6,000, and is thus a long way behind. Those 6,000, of course, are all men.

63478. (*To Mrs Martin.*) Summing up your evidence on this point, you think that this employment of married women is almost an unmixed evil?—Yes, it is very disastrous on the home life.

63479. (*To Miss Walker.*) Do you agree?—Entirely. I think, moreover, that there are parts of the work in the factory that might be done by men, such as heavy or wide-loom weaving. I think that would be a possible way of improvement.

Operations of distress committee and extent of unemployment in Dundee.

63480 We now come to what possibly is the result of this employment of women, and that is the numbers that applied for relief. In paragraph 49 you state that 774 applications for work were made to the distress committee in the winter of 1905–06, and of these 80 were skilled workmen and 694 were unskilled. The proportion of skilled to unskilled seems to me to be high. Have you anything to say about these skilled workmen—were they thoroughly eligible for employment?—A great many of them were painters, others working at season trades, and also older men.

(*Mrs Martin.*) In regard to painters, I had a talk with one, and he said that he had no difficulty—that when work ceased in Dundee he went off to other towns, say to London, where they were busy decorating when the painters were idle in the provinces, and he was able to keep in employment in that way. Of course, a single man would be more able to knock about.

63481. (*To Miss Walker.*) Is the distress committee still sitting?—Yes, the applications were fewer this year.

63482. I see that in 259 cases the wife was the wage-earner?—Yes. We classify the families for the distress committee according to what seemed their urgency, those where the children being too young to earn there was no income, or where the wife was the wage-earner, and those where the children as well were wage-earners.

63483. In considerably more than half the cases the cause of distress apparently was that the wife and the children, who were the wage-earners, were out of employment?—Not owing to lack of employment. In 263 cases where there was no income the wife was incapacitated either through illness or through recent confinement, the children through youth. In 259 cases the wife was working, but at a very small wage, say 10s., and that was the only thing that kept them from absolute destitution. The husband wanted work.

63484. In almost all these cases, apparently, the first to lose employment was the man and not the woman?—That is so. The woman would be at home owing to her own circumstances, not through want of employment.

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63485. To put it in another way, assuming the wife or the children were in full employment, you would not have heard of these cases, because the man would have lived on them?—The men are not so bad as that. They want work.

63486. But the income coming into the house would be enough without his work?—Children under fourteen do not work, and 10s. is not enough. There were only 120 cases where the children were wage-earners. These men were applicants for work and not for relief.

(*Mrs Martin.*) There is rather an interesting point in connection with that. Since the 1901 Act the school age has been raised to fourteen.—Previous to that time there were no children in our elementary schools over the age of twelve. Since that the number has been increasing each year, and that shows that the children are not sent off to work so early as they were when they were at liberty to do so. In May 1907, there were 1,702 children over twelve years of age in school. Before the 1901 Act there were no children over that age in our elementary schools at all. Of course, the parents have resented that Act very much, and feel that it was a hardship, and in a great many cases they endeavoured to override it, but they are getting accustomed to it now. The parents are showing greater willingness to make a little extra sacrifice for their children.

Domestic training for school girls.

63487. (*To Mrs Martin.*) I think you are of opinion that the girls are not properly taught hygiene or the elements of housekeeping?—They have not been properly taught until within the last four years, until the introduction of the supplementary class. I consider that is one of the greatest educational features of recent years, and it has produced very beneficial results. An endeavour is now made to include in this teaching of hygiene and training of domestic economy, cooking and laundry work. Previous to that girls were taught cookery, but only a limited number would be receiving lessons. Now it is compulsory to give four hours a week to this domestic work, cooking, laundry, and housewifery, and I think the advantage of that will be seen in future years. In addition to that, hygiene is taught now in the schools in all the supplementary classes to both boys and girls; and in some of the schools that I have been personally interested in they have started a scheme beginning with the infants and carrying it through to the highest class. Previous to that our educational systems and methods were very crude. The idea was that education was learning some little facts out of books that had no bearing on real life. Now that is changed, and we shall in time feel the benefit of the new methods.

63488. Are these classes well attended?—Attendance is compulsory. I was responsible for them in Dundee, and I have taken a great interest in them because I have always recognised the educational value of the teaching and the moral bearing that it has on the lives of the people, and also its economic value, because there is no doubt that a good housewife really adds to a man's income; she gives comfort and beauty to the home, without which it is no home at all. I really feel that in doing that kind of work it is constructive work on a sound basis. That side has always appealed to me more than the mere Poor Law side, and it was on those lines that I built up a fairly good scheme which is now being carried out in Dundee. We have a little house furnished as a workman's house, for which we pay £14 of a rent. We send the girls down there in rotation to receive lessons in the care of this household. In one of the schools we have two rooms fitted up and tastefully, but cheaply, decorated to give them an idea of how to arrange a little home. Of course it is true that there is always a lapse between the time the girl leaves school and the time she enters a house of her own, and during that time she loses a great deal of what she has learned. On the other hand, we have great difficulty in getting our girls to come to the evening schools to receive training on domestic lines. Those who have been at work all day are naturally very tired, and the mere heat of a kitchen is too much for them. While the children are compulsorily at school I think it is well to take advantage of their school period. As you are aware, the girls are the mother's helpers at a very early age, and we took advantage of that to give them lessons on the care of children. I had a nurse in with a baby who showed them how to wash the child, and gave them rules for feeding, and so on. The presence of the baby was a great attraction to the girls, and it would impress some of the rules laid down more effectively on them. I also got one of our lady doctors to draw up a little pamphlet on the care of children, and

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every girl leaving school gets one of these leaflets, and we hope that there may be some good results in the home.

63489. This particular work is done during the school hours of those who are compelled to attend the school?—Yes. From twelve to fourteen all girls are compelled to take this domestic training.

Effect on domestic economy of married women working in factories.

63490. In the case of men who are at work, and whose wives are also working, how do the men get their dinner?—They do not get any, I think.

(*Miss Walker.*) They sometimes get it from the coffee-house.

63491. (*To Miss Walker.*) They cannot go home for dinner?—That is so. I think one reason why husbands beat their wives so much in Dundee is that there is very often no food for them; when they come home at night, the house is cold and untidy, there is no comfort for the man, and he goes to the public-house.

63492. (*Mr Patten-MacDougall.*) Do you find that they live a good deal on tinned foods?—Yes, a great deal.

(*Mrs Martin.*) I am told by the headmasters that the breakfast is not a bad one—tea and an egg, or something like that; and during the day there is a piece, and then a meat tea, what they call "kitchen," a tasty bit to tea, a bit of tinned meat, or something like that, and the children share in this general meal.

63493. (*To Mrs Martin.*) They eat tinned things of all sorts; tinned salmon is very common?—Yes.

(*Miss Walker.*) Yes. I went into a house last week, and saw a rickety child being fed with bread and butter and tinned salmon.

63494. (*To Mrs Martin.*) I understand your view is, that the married women should not work in the factories, and in that you are supported, to a certain extent, by the employers, or, at any rate, one large firm takes that view?—Yes.

63495. (*To Miss Walker.*) Is that a view that they have taken recently, or has it always been their custom?—I would limit myself to saying that the mothers of young children should not work in mills. I think this matter has been a good deal on the conscience of the employers within the last few years; they are seriously distressed over the conditions that they see; opinion has wakened up during the last two or three years.

63496. I suppose the figures which show the large rate of infantile mortality in Dundee must appeal to them?—Yes, and I think the report of the Social Union demonstrated something. One employer has given £100 a year in order to try and provide meals for the mothers who are nursing their children, to give instruction in the homes of those round his works, and to try and induce them to stay at home more by means of this Restaurant and Maternity Benefit Club.

Effect on infant mortality of women working in factories.

63497. I notice that last year the figures in regard to the infantile mortality were even more startling than in previous years. In one month last year there were 245 deaths per 1000?—Yes, but I think the total figures were just about what they were in previous higher years.

63498. Is that question being tackled at all in Dundee now?—By the health visitors. Also a newspaper, the *People's Journal*, has instituted a scheme modelled on the Huddersfield bounty babies. In Lochee the mortality was over 200, and, I believe, since visiting has been going on among the people it has been reduced by more than one-half.

63499. In any case, the matter is very prominently before the local authorities in Dundee?—Yes.

(*Mrs Martin.*) They have also a municipal milk depot, but the very class who would benefit most by it do not take advantage of it. I think personal visitation and training are on the right lines. The difficulty is not lack of motherly feeling and anxiety, but a lack of knowledge how to proceed, and also the wretched housing conditions in Dundee.

63500. (*To Mrs Martin.*) And it is also due to the fact that many of the mothers are away during the day and not able to look after their children?—That is so.

63501. (*To Miss Walker.*) Has that aspect of it been considered by the local authority; has the infantile mortality been considered?—Yes, our M.O.H. is strongly in favour of extending the limit of exclusion from work to three months. He points out that half of the deaths occur during the first three months, and that it would be a great thing if the mothers could be at home these three months.

(*Mrs Martin.*) I think they are making investigations as to the causes of death through their health visitors. Each case is reported on as to the home conditions.

Effect on infant mortality of women working in factories.

63502. (*To Miss Walker.*) Another feature is the number of families who live in one room?—Yes, it is very bad; it is terrible.

63503. Are the local authorities dealing with that in any way?—The difficulty is that the sanitary authority and the medical health department are independent the one of the other. The town council has adopted the ticketing of houses, but I am not aware of any action being taken in cases of overcrowding.

(*Mrs Martin.*) There is no control of the sale of milk. Milk is sold in shops where other kinds of produce are being sold, such as vegetables and all other kinds of miscellaneous articles, although I understand there is provision under a local Act for milk being sold only in registered shops

Co-operation between various agencies.

63504. (*To Miss Walker.*) Do you suggest that there is a want of co-operation between the sanitary and the public health authorities?—Yes, and I think there is a want of activity on the part of the sanitary authority.

63505. With regard to better co-operation between the voluntary charities and the Poor Law, and the suggestion that a committee might be appointed in order to effect or promote that, would you include the bequests which are in the hands of the Dundee Town Council and other local bodies?—Yes. The funds or mortifications, as they call them.

63506. Yes?—A very large part of the charity is for aged persons, and I think there ought to be co-operation between the administrators of those funds and the Poor Law so as to secure adequate relief and prevent overlapping, and duplicated machinery.

63507. I see you say the objection to a society such as the Charity Organisation Society undertaking this task would be the impossibility of securing the co-operation of municipal and Parish Councils?—Yes.

63508. To what do you specially refer there?—The Charity Organisation Society's relief amounts to under £200, and I think that the municipal bodies which have these mortifications and funds in their hands would resent their taking the lead, as it were.

63509. At present there is a total absence of co-operation?—Yes, total.

63510. That is between the Parish Council and the voluntary agencies and the municipal authorities?—Yes.

Constitution and operations of Social Union.

63511. (*Mr Nunn to Miss Walker.*) May I ask what is the constitution of the Social Union?—It is a voluntary union of citizens to promote in any way the welfare of the town and its inhabitants.

63512. Have they not attempted the formation of a representative council?—We have approached the Lord Provost privately, and he has promised to call a conference with reference to the unemployed.

(*Mrs Martin.*) There are representatives of a great many of the agencies and public bodies on the Social Union, although perhaps not officially. There are members of the Parish Council, of the School Board, of the Town Council, and of various charities.

63513. (*To Miss Walker.*) You would trust to the representation that might be made by such a body to influence the industrial conditions by bringing to bear an influence on the employers?—I thought we were discussing the relief of distress.

63514. No. I understand that representations have been made to your Lord Provost to call together a representative council of all the agencies in Dundee?—It was more for the relief of distress.

63514*a*. It was not to carry out some kind of industrial reform, if possible?—No, we have not got so far as that. It was the co-ordination of charitable agencies.

63514*b*. Would you not include trades unions, for instance, or the great friendly societies?—Yes, certainly.

63514*c*. And even employers associations?—If they would come.

63514*d*. If you managed to get it representative would you not have a great instrument for influencing the employers?—Yes, but we are not quite so ambitious as that.

Employment of married women in factories.

63515. Might I ask what is the attitude of the trades unions on the subject of the employment of married women in factories?—I think they deprecate the employment of married women

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63516. Are the women organised?—There has been for many years a trades union of women, which has some five or six thousand members, but it has not affiliated itself with the other trades unions in the country, nor done very much either towards securing a minimum wage or a piece-work list. There is no uniformity of wages in the different works. Fifteen months ago a new trades union was formed as a branch of the Women's Trades Union League. I think it started extremely well, and has been working on very sound lines. I am told that it was through this union that the recent rise of wages was brought about in Dundee. I hope it may prosper and do something toward securing a minimum wage.

63517. Are there any indications of its relation to the social welfare of the family?—It is very young yet; it has only reached the first birthday.

63518. (*To Mrs Martin.*) I think in Scotland there is a system of leaving certificates when the children leave school?—Yes.

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63519. Is there a special examination of the children over and above what we have in England, and has a certificate to be given by the headmaster as to the qualifications of the child leaving school?—No. The child must remain at school till fourteen years of age. There are exemptions given under certain circumstances at the discretion of the School Board, subject, of course, to the oversight of the department. These exemption certificates are the only means by which they can leave school before fourteen.

63520. What is the leaving certificate in a Scottish school?—The leaving certificates are in the higher grade schools. There is a merit certificate given at the age of twelve, which allows a child to pass into a supplementary class, but formerly, before this supplementary class was added, the child got half-time exemption on the passing of the third standard or a full-time exemption on the passing of the fifth standard. The educational standard has now been abolished and the age standard has been put in its place. A child may leave at fourteen and yet be at a very low educational standard. It depends on the progress and on the regularity of attendance.

63521. Have you had difficulty in getting managers of a good type in Dundee?—We do not have managers as you have in England. We School Board members are our own managers. I understand that in England the School Boards delegate work to managers. We do not do that in Scotland. In Edinburgh there are a number of lady visitors attached to each school. We had some difficulty in persuading the Board to allow visitors to be appointed to the poor schools. It was said it was an interference with the teacher, and that the teacher would object. Instead of that the headmasters are most kindly in their references to these lady visitors. I have a report from one of them, saying how grateful he is to these ladies for the work they have done in the way of securing greater regularity and cleanliness and forming this connection between the home and the school.

63522. I suppose the appointment of voluntary visitors by the School Board will probably extend in time?—Yes, they are supplied by the Social Union.

63523. But they are officially nominated by the School Board?—Yes.

Infant mortality.

63524. (*Chairman to Mrs Martin.*) You have given some very sad figures as regards the children who die. How does the condition of the children who live in Dundee compare with the condition of the children in other towns?—Certainly the medical report submitted by the Social Union gave a very sad picture. There is another picture. I instituted a children's flower show, at which several thousands of children from all the schools appeared, and they were as dainty, as well dressed, and as well cared for as you would see anywhere; and I said that this was very interesting, that this was the other side of Dundee life.

(*Miss Walker.*) In the Social Union report a sample of schools was taken—the schools were selected by the M.O.H.—the best school in Dundee as well as the Brown Street school. If the figures in the Brown Street school had been taken alone they would have been very much worse than the present totals. They compare badly with Edinburgh and Glasgow. I may say that I personally undressed about a thousand of the little girls and boys for the doctor, and I know the condition that these poorer children were in.

63525. (*To Miss Walker.*) I understand the general result of the examination was that they did not compare favourably with those in Edinburgh, Glasgow, or Aberdeen?—That is so; but Aberdeen is not a fair comparison because they were selected children.

(*Mrs Martin.*) It is very difficult to put one town against another. You have different investigators, and each one looks at the cases in a different way. Take, for instance, the Blackness School in Dundee. Many of the children are shown as being very low physically. Now, when you go in among them you will be surprised. The children strike you as coming out of good homes and as being well cared for. Personally, I was astonished at the report. I would never have dreamt that the children were considered to be so physically lacking, looking so well as they did. If each one of us were medically inspected, I am afraid we would all get a fright.

Infant mortality.

63526. (*To Miss Walker.*) I wanted to find out whether the conditions which tended to this great infantile mortality also affected the health later on?—Yes, they do. We have two restaurants for children, and I have seen the children in these day after day. Of course, I agree that we see a good many well-cared-for children, but some of them are in a very lamentable condition. They have been so starved that they have lost all taste for good food, and it will be a week or two before they can eat the food that we provide for them, and then the improvement is very marked. This is not a free restaurant, but destitute children are often sent to it and paid for charitably.

(*Mrs Martin.*) But, in regard to that, I feel myself very strongly that more physical evil is done to those children in the homes in which they live by the lack of cleanliness and by the lack of supply of fresh air than is done by insufficient feeding. The door, the windows, the chimneys all are shut up, and you poison these children, even although you give them the very best food. Another thing is that a number of the children in the poor homes do not get a sufficient amount of sleep. I may say that the Prevention of Cruelty to Children Act, in regard to the occupation of children on the streets, is not enforced in Dundee, and you see little children of seven, eight and nine on the streets till ten o'clock at night, and even after that. The amount of excitement that these children are subject to prevents the brain being at rest at any time, and then when they are in bed, they are in a poisoned atmosphere. The feeding is only one part of the question.

Social conditions in Dundee.

63527. (*Mr Nunn to Mrs Martin.*) You gave us the figures of wife-beating, drunkenness, and cruelty to children in Dundee, and I understood you to say that they compared very unfavourably with the figures of all the other towns in Scotland?—In giving these figures, I was simply quoting from Captain Dewar's report of this year.

63528. You rely on these figures?—He is our chief constable, and this is his annual report to the town council.

63529. These are things which, I suppose, we all admit tend to break up the home and break up the family, and to lead to dependence of individuals on other sources, and therefore to pauperism?—Yes.

63530. And yet you told us that the pauperism of Dundee compared favourably with that of other cities in Scotland?—Yes.

63531. I asked what was your inference from that. I am not clear as to what your answer was?—The conditions do not lead to so much pauperism as you would expect, because the family income can be so easily got. You will find that a woman and child can get work much more easily in Dundee than in Edinburgh. I think there is greater poverty in Edinburgh than in Dundee, because there is always plenty of work for the women and the children in Dundee, though not for the men.

63532. In Dundee the women and children have an opportunity of bearing that burden?—Yes.

63533. (*Mrs Bosanquet to Mrs Martin.*) What would be the attitude of the employers if any strenuous attempt were made to restrict the employment of married women?—I could not say.

63534. Would you anticipate much opposition?—I think there would be more opposition from the married women themselves, because it would be very hard upon them at first. The transition period would be a hard one.

63535. If the employers chose, they could stop it at once?—Yes, but they need all the labour they can get. The outcry is that they have not enough sometimes.

63536. Has any attempt ever been made to introduce men labour in place of the women?—Miss Walker speaks with authority of Baxter's Mill, and I know that in Arbroath there is a great deal of male labour in weaving,

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but there they make a heavier cloth, from flax, and men are better fitted for that work than women.

Statistics of exemption certificates.

63537. Are there many half-timers in Dundee?—This 1901 Act is getting rid of the half-time system. The granting of exemption certificates is by the School Board, and the number of half-timers, therefore, depends on the School Board and on the stringency or slackness with which they administer the Act.

63538. Is it known how many there are working in the mills just now?—Yes, we have statistics with regard to the number of exemptions that we grant. They have certainly declined very much. In 1905 there were 396 half-timers' exemptions granted and 1077 refused. In 1905–06 we had 338 half-timers granted and 811 refused. I may say that the number of exemptions granted by the Dundee School Board was so great that the Education Department objected, and threatened to withdraw the grant unless the administration was much more vigorously insisted on. With greater stringency on the part of the Board, there are now fewer applications. Even yet, many of the applications are made by parents in receipt of good incomes.

63539. I thought your figures showed an increase in the numbers granted?—At the end of 1905 there were 396 half-timers granted, and in 1905-06 there were 338. Then we also grant full-time exemptions. In 1905-06 we granted 236 full-timers, 338 half-timers, and 811 applications were refused. The total number of applications was 1,385; the year before that the total was 1,854, the year before that the total was 2,571, and the year before that the total was 2,064. So you see that the number is now declining.

63540. You told us about the changes you would like to see in the education of the girls. Are you satisfied with the education of the boys?—The system is well laid by the School Board and continued by the Technical Institute. The supplementary class in school has a view to the future industrial life. The boys receive a hand and eye training, which develops the aptitudes and also the reasoning powers.

63541. Would you like to have power to make their education compulsory to a greater age as half-timers, or to attend evening classes?—Under the present system we can grant full-time exemption with attendance at the evening school. I may say with regard to that that medical men and others interested think that the day is too long for children under fourteen—we have only control of them till they are fourteen. These gentlemen think that the full-time as a message boy, or as a worker in the mill, in combination with two hours at the evening school, is too long for the physical condition of the boys or girls.

63542. I thought you might like control of them past the age of fourteen?—The new Bill which was introduced would give us powers in certain cases to continue the children in the evening schools after the age of fourteen.

63543. Do you approve of that?—Yes.

Insufficient medical aid for poor.

63544. (*Mrs Webb to Miss Walker.*) I gather you are not satisfied with the amount of medical attendance of the poor?—No, I am not. We have met many cases during this winter, where the husband was a casual labourer or an outside labourer, and his wife or children were very ill, and if we had not happened to come across them they would have got no assistance. The Poor Law does not give assistance to the wives and children of able-bodied men, and although the infirmary has a system of lines, it is only the workers in the mills and factories that can obtain them easily.

63545. The casual labourer's wife and child cannot obtain them?—No, not readily.

63546. There is no domiciliary medical treatment?—No, not without lines.

63547. Is there no system of dispensary doctors going to the homes?—No, the out-patient department of the Infirmary the patients must attend.

63548. Apart from the Poor Law, there is no domiciliary medical treatment or inspection?—No.

63549. Do you attribute the amount of infantile mortality largely to this lack of medical assistance?—I attribute it most of all to depriving the children of the care of the mothers.

63550. Do you think there is any considerable amount of it which is due to lack of medical advice at the time of the birth?—No, not so much, because we have a very well-developed maternity out-patient system, and I think the mothers are looked after very well by the maternity nurses and doctors.

63551. Do the wives of the casual labourers get that assistance?—Yes.

63552. It it absolutely free?—Yes.

Insufficient medical aid for poor.

63553. Without any recommendation?—Yes; it is done by the woman reporting herself at the Maternity Hospital, and she can get attendance in her own home.

63554. What proportion of the women do get that attendance?—I could not tell you. It has been growing extremely rapidly. I think there were one thousand cases last year.

63555. You think it would cover the whole ground?—I think there are a great many still who are not attended, but this work is growing more and more, and people are appreciating the benefit.

63556. Are the ill-health and disablement of these children due to a lack of medical inspection?—Of course, medical inspection would help very much.

63557. Would you be in favour of handing over the medical relief of the poor to the public health authority?—I think that something should be done to systematise medical relief; the public health authority seems the natural body to do it.

63558. (*Chairman.*) Is the work of that maternity association done voluntarily?—Yes, it is from the Dundee Royal Infirmary.

63559. It is supported by voluntary aid?—Yes.

63560. They give attendance to any woman who may apply?—Yes.

Treatment of poor children and question of health visitors.

63561. (*Mrs Webb to Mrs Martin.*) I gather you think that the infantile mortality and diseases of the children are due to bad habits of the mothers?—I would not say bad habits. I think it is rather a lack of knowledge on the part of the women as to the care of their children, and also the bad housing conditions.

63562. Do you think if you had systematic health visiting and health inspection you could bring home to the mothers the obligation to keep their children well?—Yes. I think it would be most valuable.

63563. Do you think that would increase the feeling of responsibility?—Yes. The health visitors report in some cases that there is a little betterment.

63564. If you go in for systematic health visiting and medical attendance, when required, do you think you could bring home to the mothers a sense of their responsibility for their children?—Yes, I think so. I think the personal visitation would be very beneficial.

63565. And it would improve their personal character?—Yes.

63566. (*To Miss Walker.*) I notice you have some children in the poorhouse. Do you approve of that?—No, I am very much against it.

63567. (*To Mrs Martin.*) Are you against it too?—I have no knowledge of it, but I must say that I don't approve of barracks.

63568. (*To Miss Walker.*) Has it ever occurred to you that it would be desirable to hand the children over to the educational authority to keep them out of the poorhouse?—My great desire is to get them out of the poorhouse, and get them put under some other care, but I have not formulated any scheme.

63569. Would you like the educational authority to deal with the children of destitute persons rather than the Poor Law?—You mean to have homes?

63570. Either to board them out or to be responsible for them instead of the Poor Law?—It would be a great improvement in some ways.

(*Mrs Martin.*) I don't understand how it would be an improvement, as you are just sending them from one body to another. The idea was to get them out of the poorhouse, but as to the authority looking after the children, I would object to their being taken from the Poor Law and being put on the educational authority. The School Board is an educational body solely.

63571. The argument is that so long as children are left under the Poor Law authority some of them will remain in the poorhouse, while if they were under the educational authority none would be in the poorhouse?—But you have just to say that they are not to be in the poorhouse, and they will be taken out.

63572. We have said that for a long time?—It has just to be said, and compulsorily done.

Question of relief to able-bodied.

63573. (*To Miss Walker.*) Have you any suggestions to make as regards dealing with the able-bodied? I gather you are not content with the Scottish system of pretending

Question of relief to able-bodied.

to ignore the able-bodied?—From what I have been told I am not prepared to suggest that the Poor Law should be extended to give relief to able-bodied men. We have always refrained from that in Scotland. It seems to me that one aim at present would be to distinguish more than is done between the cases that need reformative treatment and the cases that only need relief. To put the relief of able-bodied men under the Poor Law would be a pity.

63574. The Poor Law is connected with mere relief, and not with curative treatment?—Yes. I think if we could separate the curative treatment—it does not matter what the name is——

63575. You wish a separate authority to deal with the able-bodied in so far as curative treatment may be applied?—Yes, or make the Poor Law purely reformative—put the able-bodied people that need curative treatment in one place and take the old people to another.

63576. You would rather like to divide up the Poor Law between different authorities?—Yes.

63577. You would wish an authority of the nature of the distress committee?—Or hand over to the Poor Law those that require curative treatment, and let the distress committee deal with the temporary cases.

Administration of charities.

63578. (*Mr Bentham to Miss Walker.*) In paragraph 7 you say that the most important of these funds are in the hands of the town councillors, and administered entirely at their discretion. That refers to some funds that are at the disposal of the town council?—Yes.

63579. Have you any particulars of these funds?—Yes, I have given these funds in Appendix CLXXVI., table 2. We call them mortifications. The larger ones are in the hands of the town council; the smaller ones are in the hands of trustees.

63580. Do you know how the applicants for these funds are dealt with? Is there a committee of the town council to act as trustees?—I have never heard of that. I have only heard that so many every year are in the disposal of each councillor. That is what has been told to me.

63581. Do you know the annual amount in gross at the disposal of the town council?—The two largest amount to about £2,000, and they are entirely in the hands of the town council.

Question of medical relief to dependants of able-bodied.

63582. In paragraph 16 you refer to medical relief being withheld from the wife and family of a labourer who may be able-bodied. Do you find that there is much hardship occurring from that rule?—Yes, I have found a great deal of hardship and suffering.

63583. Would you suggest that there should be an alteration made in the law to admit of medical relief being given to women and children irrespective of the husband's physical condition?—Yes. The point I cannot understand is why our voluntary infirmary should give its free lines to those labourers who are in the works and should not have any system for giving them to the casual labourer. I would prefer some system whereby our casual and outside labourers could have the same advantage as the labourers in the mills.

63584. (*Mr Booth.*) Do the regularly employed people subscribe out of their wages?—Yes, a penny a month.

63585. That is the reason, no doubt?—Yes, but it is not in any way a provident provision.

63586. (*Mr Bentham.*) Is it a charity?—Yes.

63587. (*Mr Booth.*) Don't they pay a penny a week?—I don't think so. I think it is a penny a month. I know doctors have said to me that it is such a very small sum that it could not be called a provident provision. Some workers object to the subscriber's line, because it states that the lines are given because they cannot afford to pay, and they say, "If we subscribe, then we have a right and it is no charity." I said that to one of the doctors, and he said that their contribution was not sufficient to pay.

Contributions by working men to medical charities.

63588. (*Mr Bentham.*) Their contribution gives them a right to be treated?—They think so, and that should not be called a charity.

63589. Because these people have a right by payment of a small fee, do you suggest that the Parish Council should grant free medical relief to these people?—I would rather see some means by which the masons' labourers and others could have an equal access to the infirmary.

63590. (*Chairman.*) I understand this contribution is compulsory?—Virtually. It is so small that it should be abolished or increased. It makes a very unfair distinction between the labourer in the mill and the casual labourer.

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63591. Your point is this—if there is to be equal treatment there must be equal contribution, and therefore the casual labourer ought also to contribute?—Yes, and the outdoor labourer. It would be fair if he had the opportunity of contributing, but I would be sorry to see him put on parish relief.

Contributions by working men to medical charities.

63592. (*Mr Bentham.*) In answer to a question, I gathered that you were in favour of free medical relief from the parish being given to all people who might apply and who were too poor to pay for a medical man?—I am very much in favour of an entire revisal of the medical charities.

Question of free medical relief.

63593. I don't mean medical charities, I mean medical relief under the Poor Law or other public authority, relief paid for by the rates?—I think there should be some extension whereby an able-bodied labouring man could get medical relief for his wife and children if conditions are to remain as at present.

63594. (*Chairman.*) Gratuitously?—If he is unable to pay for it.

63595. He gets it now gratuitously, if he is unable to pay for it, but he becomes a pauper. You would give it to him gratuitously without pauperising him?—

63596. (*Mr Gardiner.*) What you want is the English system, that anyone can get medical relief if he is destitute?—Yes.

63597. (*Chairman.*) But they become paupers?—Do you take away the right to vote?

63598. (*Mr Bentham.*) They are put off the roll?—Yes, is that so?

63599. In England when medical relief is given, and no other relief, they are not taken off the roll. Would you advocate that in Scotland?—Yes.

Transference of medical relief to sanitary authorities.

63600. Would you say that medical relief should be maintained under the Poor Law, or would you hand it over to the sanitary authorities?—If there was any reconstruction of the Poor Law I would rather it was reconstructed under the medical officer of health than under the Poor Law.

63601. Would the object of that be to give more free access to the medical relief?—And also bring the whole thing under one authority. A phthisis dispensary under the town has just been opened.

63602. You would like to see all medical treatment, not only treatment, but preventive measures in the interest of public health, come under the one body?—Yes.

63603. In that case would you have any system of payment for those who were able to pay?—Yes, certainly.

63604. That would mean that all the machinery would have to be set up under this public health authority for getting at the circumstances of the people and ascertaining what they were able to pay. That would be rather duplicating the machinery, would it not?—But if, in the reconstructed scheme, the public health and the Poor Law were united in one central body, then all the facts which at present are only known to the Poor Law would be in the hands of this central body.

63605. So you would abolish Parish Councils, and put the work all under the town council, and have the various duties carried out by committees of the town council?—Yes. As it is, we have great difficulty in getting thoughtful people to go on to the Parish Council. I think there should be one local body, and the work should be done by departments, every department being in inter-communication with the other.

Extent to which medical aid is accessible.

63606. (*To Mrs Martin.*) Do you approve of that?—I am not following you very easily, because I never thought there was any difficulty in getting medical relief. We have excellent hospitals, and I understood that there was not the slightest difficulty in any person getting admittance there.

63607. Really any working man would have no difficulty in getting treatment for a sick child or for his wife, although he might be considered able-bodied, but not in a position to pay for it?—Yes. I think many people abuse these hospitals and go there although they are quite able to pay. I don't think that this is a difficulty with us at all.

(*Miss Walker.*) I agree with Mrs Martin that there are probably cases in the Infirmary that could pay, but I know there are others that were at death's door for want of medical relief and that lines were difficult to obtain.

63608. (*To Miss Walker.*) And were those cases that would have been refused by the Parish Council?—Yes; the husbands in these cases were able-bodied.

(*Mrs Martin.*) Then we have a large army of nurses going round the town. They perform a great deal of work.

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Besides, we have many doctors who charge very low fees to the poor—1s. a visit.

63609. (*To Mrs Martin.*) In your opinion, then, there is practically no hardship?—I should have thought so, but perhaps my experience does not justify me in saying much about it. I certainly did not know that that was a difficulty.

Need of dissociating children from Poor Law environment.

63610. (*To Miss Walker.*) In regard to children, I understood you to say, in answer to a question this morning, that you were in favour of handing over the treatment of all children to the medical authority—that means maintenance, medical treatment, and education; that wherever a child comes in need of State assistance it would be dealt with under the medical authority?—I think that is broader than what I meant. My great wish is to get these children out of the poorhouse. In a great measure we board the children out, but nothing distresses me more than to see so many children in the poorhouse when I go there. I wish that all these children could be taken out of that atmosphere.

63611. It is the fact that that can be done now without any difficulty. It needs no change in the law?—(*Mrs Martin.*) That is so; and the children in the poorhouse at present are attending our public schools.

63612. (*To Miss Walker.*) I understand the Parish Council have power to set up a receiving house, where all the children could be received instead of being sent to the poorhouse, and therefore no child over the age of three need ever enter a poorhouse at all?—But they are still there. It is terrible.

Abuse of medical charity.

63613. (*Chairman.*) I understand you to criticise, in our present system of medical relief, first, the fact that an artisan who is in receipt of good wages can obtain admission to a hospital which a man working in the same establishment, but at much lower wages, cannot obtain?—That might happen. What I complain of is that the admission is by the subscriber's line, not by distress.

63614. And that the poorest class, for whom the hospital originally was intended, are sometimes excluded by persons who are somewhat better off?—Yes, because of their inability to obtain the lines.

63615. (*Mr Booth.*) But can they not go to the Poor Law hospital?—Not the families of able-bodied men. If the man was ill himself he could go there, but not his family. I represented the matter to the Poor Law Inspector, who said that in an urgent case, if the man insisted, the doctor would visit the wife and children; but then that is only under pressure, and it is not the usual practice

(*Mrs Martin.*) Then, of course, all these friendly societies supply medical relief.

Feeding of school children.

63616. (*Professor Smart to Mrs Martin.*) You say that in the Brown Street school the teachers take something to do with the feeding of the children?—Yes.

63617. Is there any complaint from the teachers about that?—No. The headmasters are exceedingly sympathetic, and they say that the education question there is more a social question, and they feel that this is very helpful to the children, both as regards their attendance and as regards building up a better physique. In connection with the feeding, there is this other difficulty, that the hours of the working parents being different from those of the children at meal times, the children were locked out of their homes during the school meal hours, and so they had no proper dinner. It was thought that the making of soup in the school would get over this difficulty. I may state that, though the children in these five schools were getting food, all but the very poor contributed towards it 1d., 1½d., and 2d. a week, and many of the children who are taking the food there are not really destitute children.

63618. Do I understand that a parent, on showing cause of poverty alone, can get the child taken from the school at thirteen years of age?—They must show the educational standard that is required by the Board. We ask for an educational standard and a certain number of attendances. They must have been fairly regular in attendance, and so we have a sort of hold upon the parents making them feel that it is to their own interest to have their children attending the school fairly regularly.

63619. You demand that educational standard?—Yes; but if the circumstances are very distressing they are let off.

63620. Is it the same in the case of half-timers?—They often get off more easily.

63621. At what age?—They can get off at twelve.

63622. But not before that?—No.

Exemption certificates of school children.

63623. Do you still have the same educational requirement there?—Yes, they must show a certain fitness in accordance with the rule the School Board has set for itself in dealing with exemption claims.

63624. And the poverty must be sufficient?—Yes; the half-timer continues at school alternate days while working, and so we let him off with what is equivalent to the third standard.

63625. Do you confirm what Miss Walker says, that these boys and girls taken on at high wages are generally turned off at seventeen or nineteen?—The boys are, but not the girls.

63626. The girls become spinners and weavers?—Yes.

63627. There is no occupation for boys above that age?—There is occupation for a limited number.

63628. Can you tell me if there is anything in jute manufacturing of late years that has introduced this demand for juvenile labour? Is it a new thing?—No. It begins with the necessity for changing the bobbins by hand on the spinning frame. It is, of course, also the case that spinners are better taught young when the fingers are more nimble, and they become expert more easily and more quickly than at an older age. These arguments have been used at every period of the school age. When the half-timers left school at nine, ten, and eleven, the outcry was raised each time.

63629. Surely this large proportion of boys to adult workers is comparatively new in the jute manufacturing?—No. I think not. I suppose that the boy and girl can do all that is wanted.

63630. Would you be in favour of raising the age at which children would be able to work at full time?—It would be a very great hardship. There were great complaints about raising the age to fourteen, and in many cases, no doubt, it is hard on the parents when the family are young. I thought the compulsory attendance at evening schools might be the first step. A child might secure exemption on condition that it remained at the evening school till it was sixteen.

63631. (*Mr Booth.*) With half-time or whole-time work?—Whole-time work.

63632. Can they go to evening classes if they are employed at full-time work?—They are doing that just now. We have young people of fifteen or sixteen in our evening schools.

Employment of married women in factories.

63633. (*Professor Smart.*) If married women were forbidden to work in factories, who would take their place?—Young girls would have to come in and take their place. We have workers coming from all over the country, just because there is the work for the girls.

63634. Is that all? I thought you had an idea that some of the work would be done by men?—The heavier work could be done by men. I know that in Arbroath there are a greater number of men working than in Dundee, and there are no married women working there. I understand it is only in exceptional cases that married women are working in Arbroath.

63635. But that is not jute?—It is mostly flax.

63636. What support would the trades' union give to this movement to exclude married women from factories?—You would have individual members against it, and the married women themselves would be against it, and you would also have a part of public opinion against it, but I think the best members of the trades' union would be in favour of it.

63637. If you have the employers against it, the women against it, the trades' union against it, and general opinion against it, then that is a pretty strong body of opposition?—Yes, it would be a very big change in the life in Dundee.

63638. Have the "votes for women" party said anything about this?—I don't know that they are a very large body in Dundee.

63639. They have spoken strongly about the Factory Acts?—I know there is a party of women who object to any protective legislation for women until they get votes.

Juvenile labour in factories.

63640. (*To Miss Walker.*) As regards the juvenile labour, is it done indifferently by boys and girls, or are there some kinds of work done by girls and other kinds of work done by boys?—The girls do chiefly the shifting for the spinning frames, the boys for the roving frames, and then there are a great many little jobs that they both do.

(*Mrs Martin.*) It is not very hard work, I think.

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Unemployment in Dundee.

Juvenile labour in factories.

63641. (*To Mrs Martin.*) Is the jute work an unhealthy trade?—There is a good deal of dust and fluff about it, but the factory regulations are so stringent now that these places are less injurious to health than many offices are.

63642. You have not heard any comparison made between jute and linen?—I have heard of a sort of jute sickness that they are subject to, a slight illness when they first begin to work.

63643. Is it not the case that the jute operatives are generally the lowest class of textile operatives?—Yes, there is less skill needed.

63644. Is the industry a very irregular one?—It has been very prosperous this year.

63645. (*To Miss Walker.*) But in former times was it very irregular?—A great many looms were off.

63646. (*To Mrs Martin.*) Can you tell me whether in dull times they go on short time generally, or do they pay off workers, and keep others employed on full time?—I think they pay off.

(*Miss Walker.*) It varies; in some works they give Monday as a holiday, and in other places they pay off.

63647. (*To Miss Walker.*) In the case of workers paid off, the hardship is very great.

(*Mrs Martin.*) The year before last was rather a bad year, I think, and a number were paid off.

63648. (*To Mrs Martin.*) I see neither of you has made any reference to the jam industry in Dundee. Is that not one of the large industries?—Yes, there is a better class of worker there. It is a more agreeable occupation, and the hours are easier, being from 7.15 to 6. The conditions are perhaps more favourable than those of the jute.

63649. Are the wages better?—They run from 5s. to 18s. or 20s.

63650. It is on a higher level altogether, both as regards conditions and wages?—Yes, but it is exhausting work, and it is dusty in the starch department, where the sweets are rolled in starch.

Operations of night shelters.

63651. (*To Miss Walker.*) In paragraph 16 you speak of the Curr Night Refuge. Do you know anything about that?—Yes, it affords a shelter for the night for men and women.

63652. Is it a large establishment?—Fairly large. I went to see it one summer night, and I found there were about thirty persons in it.

63653. Have you heard any opinions expressed about its effect on pauperism?—No. I believe they make it a point not to take the same person for a month afterwards.

63654. They will take him in only once in a month?—Yes.

63655. Have you ever heard any strong opinions expressed regarding it by Poor Law authorities?—Not from our Poor Law authorities.

Relief to widows with children.

63656. In referring to your paragraph 28, I understand it is never an assumption of the Poor Law authorities in Dundee that the maintenance they give is adequate?—I think that is a great mistake in our Poor Law. I think public opinion might be brought to bear on such cases as widows with young families. It is the duty of the Parish Council to give sufficient aliment to enable her to stay at home.

63657. That is a view prevailing in a good many places now?—I was not aware.

63658. In paragraph 47 you speak about the labour bureau. Have any figures been given as regards its work? I think I gave the figures at the end of my statement.

63659. Has it been found successful?—It was a great help in Dundee.

Unemployment in Dundee.

63660. In getting independent occupation?—The great difficulty in Dundee was that a man in distress would say that he only wanted work, and we had absolutely no power of showing that this was true, that he was not really only begging. Now this committee can give the work, and we can say: "There is work for you; you can go and apply for it."

63661. You have been able to find work for them?—Yes; new streets and improvements of that kind.

63662. You don't go to private employers?—No, the labour market in Dundee is overstocked. At the doors of the mills and factories there are crowds of men every morning, and the employers can take their pick. I am told that at the linoleum factory there are about forty men outside the doors every morning. It is a great help to be able to say to a man: "Put your name down at the bureau 'of the distress committee; there will be a job for you 'there."

63663. Referring to paragraph 48, can you tell me what is the difference between a mill and a factory?—The mill is concerned with the preparation and spinning of jute. It is mostly time-work, and the workers are paid a fixed sum by the week. In the factory the weaving and treatment of the cloth is carried on.

63664. It is a spinning mill and a weaving factory?—Yes; as a rule the workers in the mill are on a lower social scale than in the factory. The wages are a good deal lower.

63665. (*Mr Booth to Mrs Martin.*) You spoke of the Dockers Union being a very strong union, and that they excluded outsiders and kept their numbers down?—Yes, that is so.

63666. What degree of monopoly do they have over the work?—I am sorry I have not got the details. I got the papers sent in to me some weeks ago, but I have been abroad and I have forgotten the details. It was represented as being a very strong union, and the men were strong physically. They limited their number, and they had the right of going on board and emptying the ships.

63667. They would get the pick of the work?—Yes.

63668. Beyond their numbers is there a large body which gets less employment?—Yes.

63669. And perhaps lower wages?—Yes. Miss Walker spoke about the linoleum work. Much of the work there, I understand, does not require special skill; so that irregulars are engaged not only in the docks, but in the timber trade, and so on.

63670. There is interchange of work amongst the irregulars?—Yes.

63671. The actual unskilled man may work one day at the docks and another day at the linoleum works?—Possibly, but in the linoleum work I believe they prefer men from the country. I am told that the carters in Dundee are generally from the country. Then they take country men in the brewery.

63672. The shipbuilding is increasing in Dundee?—Yes, trade is very prosperous just now, and they make large wages.

63673. Do the men come from other shipbuilding ports to fill the needs of Dundee?—Sometimes; I have heard that some came from the docks at Chatham. A skilled man often has a labourer under him. That is where the boys get drafted, boys who have been in the mills and have not continued there.

63674. What is wanted at Dundee is more outlet for male labour?—Yes.

63675. And the shipbuilding would provide that?—Yes.

63676. I think you spoke about the married women being more steady and worth more to the employers. I suppose they are paid more according to their age?—I don't think so.

63677. A girl of fifteen would not earn as much as a young woman of twenty-two?—Yes, I think she might, though fifteen is rather a low age for comparison.

(*Miss Walker.*) There is no increase after the first six or nine months as a learner, once the worker has a frame or loom.

63678. (*To Mrs Martin.*) But yet you say that the employers value them more for their steadiness?—Yes. They don't so readily drop out a day or a morning.

63679. But that is not reflected in their wages?—No, they are paid by the piece.

Employment of married women in factories.

63680. With regard to these homes where the wife is working, there will be some homes even of that character which are well kept?—Yes. I have known homes where the woman was working all day, and she would come home and cook the dinner for the next day, and she kept things very tidy, and in good condition; but it is an enormous strain on the woman to work and keep the children, and to be on her feet from six in the morning till late at night.

63681. Does it not tend to come to this, that there should be a larger family where perhaps the mother or the wife remains at home?—But all the married women don't work. A large family is a very good asset in Dundee, especially a family of girls.

63682. One would have thought it was very satisfactory to make a combined home?—Yes, and that is quite possible. I know that, for instance, they give out washing. In the steam laundry I saw a room half-filled with bundles from

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workers' homes, who preferred to pay for this work being done for them and being relieved from that kind of work at home.

63683. I understand they have many ways of putting out work and buying ready-cooked meat, but what I meant was this, is it not possible to have a joint-household in which there may be a younger and an older woman? You don't need to have every woman at home to cook. You could have the household set on a larger scale than merely the man and his wife and children?—Yes, you mean——

63684. The easiest case to think of is the case of a married woman and her mother, who remains at home. You may imagine a fairly reasonable plan by which each woman in turn remains at home?—Yes, that is possible, it is quite common for little children to remain at home and nurse the smaller children. The health visitors state that they found 170 cases in which little children were left uncared for in the homes, and there were a great many cases of child-burning.

63685. Those were all cases of something evil. Is there never a case of something good?—Certainly; I would not say that every case is bad. There are many homes that are well kept where the women are engaged in working, and the children are well cared for; there are also cases, as you suggest, where you might have more than one woman in the home, and it would be possible for the man and the woman to both be out at work, but if a married woman takes up the obligations of home and family, then it is her place to keep the home and not give up her place to, say, an aunt.

63686. But the question we are considering is how we are to alter and improve a state of things which is confessedly bad, and I want to know if there is any way of meeting it, short of abolishing it?—I would think that the method I mentioned before might do. It was suggested by a medical lady; she wanted to have a court in which exemptions would be granted to married women if the circumstances were such as allowed her to work or necessitated her working.

63687. Do any of the mills, where they are considerate, arrange that the married women should not work for some time before or after child-birth?—In this report we have cases of women returning to work a week after child-birth. The women are eager to return, and the manager may make no inquiries. If he did make any inquiries the women would just say that it is all right. He does not and cannot know every woman, and it could not be done unless there was some system of the registrar sending lists through all the mills, and even then they could change their names and override the legislation.

(*Miss Walker.*) I have known one or two cases where the rule of the mill was that the woman did not return till six weeks after, and we found that the workpeople considered that that was a new law, and it was very generally obeyed. Of course, it was only a rule of the manufacturer himself.

63688. (*To Miss Walker.*) It has been tried in that way?—Yes; we found that was done.

(*Mrs Martin.*) But the manufacturers will state the difficulty they have in knowing the cases in a large town.

Mr Alexander Anderson.

Mr Alexander Anderson, called and examined.

63689. (*Chairman.*) You are a member of Dundee Parish Council?—Yes.

63690. You have sent in a statement which will be embodied in the notes as your evidence-in-chief?—Yes.

(*The witness handed in the following statement.*)

1. I have been for 6 years a member of Dundee Parish Council. I have had 25 years of close and practical interest in the social conditions of the poor, 15 years as foreman in large shipbuilding yard, employing, among others, a considerable number of labouring men, and member of Dundee Distress Committee.

Employment women in factories.

2. Being mainly a working-class population, the industrial conditions are such as tend to keep a Parish Council always busy. The industries are principally mill and factory, shipbuilding, and general harbour work. While the great majority of employees in the mills and factories are females, they also employ a large number of lads and men at a wage of from 8s. to 16s. These in turn provide an over supply of cheap labour to the foundries, shipyards, and harbour work generally, at a wage ranging from 16s. to 18s. per week of fifty-four hours, and depend on the earnings of the female members of the household to bring up the income to a living one. The effects of this arrangement on family life, especially on the mothers and children, physically and morally, can be easily understood.

For a description of the method of administering relief in Dundee, I beg to refer the Commission to the "Report on methods of Administrating Poor Relief in large town parishes in Scotland," 1905, p. 28.

Comparative merits of outdoor and indoor relief.

3. Wherever the conditions of living and general behaviour have been, or are, such as would justify outdoor relief, it should be offered in every case, especially, of course, to widows with young families and aged persons. I am positive that this is in accordance with the wishes of the ratepayers.

Class of persons applying for relief.

4. Almost one-third of all the applications for relief come from persons either homeless or living at the time of application in the Curr Refuge, common lodging-houses, or Salvation Army Home.

Causes of pauperism.

5. The causes of pauperism are partly the outcome of the conditions specified in paragraph 2, and very largely by the drunken, dissolute, and improvident habits of the applicants. Dr Sandeman, late indoor medical officer at Eastern Hospital (poorhouse), Dundee, expressed to me her firm belief that 90 per cent. of the patients under her charge during her period of office would not have been there unless through drink. The late Mr Buglass, governor of East Poorhouse, Dundee, gave as a proportion of those whom drink had brought to pauperism and the poorhouse, 75 per cent., and the present governor, Mr Chisholm, puts it at possibly 70 per cent., and not less than 60. This is a state of matters which I earnestly hope the Commission will investigate with a view to representation and recommendation being made to the proper quarters.

Causes of pauperism.

Personnel of Parish Council.

6. The class of persons seeking election as Parish Councillors must—plus a desire for public service—depend largely on the opportunities afforded for attending meetings of the Council. Although where evening meetings are the rule, as in Dundee, working-men and women (*i.e.* factory and workshop operatives) do not show that anxiety to be represented by their own class one would expect from those coming in daily contact with men and women whose distance from absolute poverty and possibly pauperism is measured by only a few days, or weeks at the most, of illness or want of work.

Generally speaking, the class seeking, and securing election, are men in business, or who have had business connections, and whose qualifications for purely administrative work cannot—in most cases—be questioned, and whose services, if disinterested, are of much value; but their fitness, to a very great extent, to understand and deal sympathetically with the deserving poor and real distress, might fairly be questioned; due, in my opinion, to their own comparative affluence and feeling of security, financially and socially, operating unconsciously, I believe, against that "fellow feeling" which those who seek the position of Parish Councillor ought to possess and feel.

Question of relief to able-bodied.

7. I am firmly of the opinion that with strict supervision and in certain exceptional cases Parish Councils should have the power to grant temporary relief to able-bodied persons. The probable effect would be that Councillors would have the opportunity and satisfaction occasionally of giving timely relief to persons of good reputation, who had been steady and consistent contributors to the local rates when able to do so. As it appears to me, the position just now is, a man in fairly good circumstances, and earning more than an average wage, may, by a few days' or weeks' dissipation, become a physical wreck, and bring himself and family to a state of destitution, and they are then, according to law, fit subjects for relief, being "unable to maintain." But another man in humble and poor circumstances, with a low wage, steady and industrious, living a clean and, as far as possible, a healthy life, finds himself and family destitute through circumstances beyond his control; he may apply for relief, but is refused because he is certified to be able-bodied—"able to maintain." His only hope is an appeal to the Sheriff, when he may be literally forced on the parish or

Question of relief to able-bodied.

starve until he is physically disabled and fit to be certified as "unable to maintain," and only then can the Council entertain his application and grant relief. I am not unmindful of the often-expressed fear for the sapping of "sturdy Scotch independence," but more to be feared is the fact that there are "starving Scotch and dependents," whose claim for attention cannot be ignored; even the Scotch, patriotic as they are, cannot make a satisfactory meal of sentiment, plentiful and cheap though it be.

Suggested reforms in Poor Law administration.

8. I am not satisfied that the present method of dealing with applications for relief is the best possible, and I would suggest—

1st. (*a*) That pending a complete reconstruction of the laws dealing with the poor and distressed the present law be altered, so that Parish Councils as presently constituted retain all the necessary power to assess for the upkeep or relief of the outdoor, indoor, and lunatic poor, and the administration of the rates received for such purposes. (*b*) That a Poor Law Relief Commissioner be appointed —say by the Local Government Board—for each parish in Scotland, selected and appointed because of his peculiar fitness to deal impartially, sympathetically, and judiciously with all applications for relief, free from all local prejudice, unmovable by personal pressure or any outside influence. The Commissioner to have all the powers now vested in Parish Councils for dealing with and deciding application for relief, and to be under the direct supervision and control of the Local Government Board, and making use of all, or whatever part may be necessary, of the machinery in existence for investigating and reporting by inspectors or medical officers and by personal investigation. (*c*) That the method of relief be by classification, with a specified rate of relief applicable to each class either in money or in kind. (*d*) The classification and rates to be uniform over all parishes in Scotland. (*e*) That female inspectors (outdoor) be appointed.

2nd. That the parishes in Scotland be re-arranged, so that each city or town with 20,000 or more inhabitants shall be constituted a parish for poor-law purposes, each parish to include for rating and administrative purposes not more than 12 miles of country or rural district outside its present boundary, including all smaller towns, burghs, and villages within that area; or where a shorter distance divides the parishes, the intervening ground to be equally divided between the said parishes. Large country districts to be arranged as at present, but in larger or smaller parishes to facilitate the work of supervision and administration.

3rd. The assessment for poor law purposes to be a uniform rate on all incomes derived from whatever source, within the parish, above £1 per week or £52 (fifty-two pounds) per annum.

Migration of rural poor to towns.

63691. (*Chairman.*) In addition to that statement of evidence which you have been good enough to send in, we have had a good deal of evidence this morning, and there are some points upon which we need not trouble you, but I would like to put one or two questions. Do many people come into Dundee on account of the facilities for women getting employment?—Not so many women as men.

63692. Why?—Men come from the country districts thinking that they would be better in Dundee. For instance, a farm man servant with 9s. or 10s. a week and a free house in the country thinks he would be better with £1 per week driving a cart in the town.

63693. But I understand that employment among men is slack?—These men overcrowd the market.

63694. If there is a possibility of getting £1, that brings them in?—They get it very readily, being accustomed to carts and horses.

63695. You say that one-third of the applications for relief come from the persons either homeless or living at the time of application in the refuges, common lodging-houses, or Salvation Army homes?—Yes.

63696. That would look as if they were not in permanent residence in Dundee, and had not been there long enough to get the settlement?—They would pass the night there and go next day, arriving late the night before and applying for relief.

63697. But those persons would not be charged on the parish; they would be charged on the parish to which they belong?—They would be on the casual roll; they would not be on the roll of paupers.

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63698. You have a very large casual roll?—Yes, fairly large.

63699. Very large?—Fairly large.

63700. What sort of proportion?—I could hardly give you the figures just now of the casual roll compared with the actual roll; I have the figures here of the numbers coming from the various places I have mentioned, from the inspector's report for the six months ending July 1905. From the Curr Night Refuge, 160.

63701. What is that?—Just a night lodging-house. People arrive the night before, and spend the night in the Curr Refuge, and next day ask relief.

63702. What is the Curr Refuge?—It is maintained by voluntary contributions. To shelter people for the night.

Housing of poor.

63703. Have the Corporation any lodging-houses?—No. Then the report gives the following figures:—from common lodging-houses, 301 for the six months; from the police office, 46; homeless, 264; from the prison, 7 (those from the prison are prisoners whose sentence has ended); from the Children's Shelter, 12; from the Salvation Army Home for Women, 80; making 870 altogether, or slightly under one-third for that six months.

63704. Would you say that that is not an unusual proportion?—No, we have it in the next six months, and taking the report for the whole twelve months, ending May 1906, we have slightly over one-third.

63705. That would look as if your poor roll was temporarily much swelled by people from outside?—That is so.

Causes of pauperism.

63706. Then as regards causes of pauperism, you put drink as the first?—Yes.

63707. Are these percentages, amounting in Dr Sandeman's report to 90 per cent. of the cases under her care, official statistics?—Yes. She reported so to the then governor of the Dundee East Poorhouse. In February 1899 the organ of the Independent Order of Good Templars asked a question of the inspectors of poor and poorhouse governors of Scotland: the question was, "In 'your experience what proportion of the cases of poverty 'you have had to deal with are due directly or in-'directly to the use of intoxicating liquor?" I have several of them here if you would care to have them. Mr John Reid, Kilmarnock, says: "I am of opinion, 'after twenty-seven years' experience as an inspector 'of poor, that, but for the drinking habits of the 'people, there would be very few paupers in our highly-'favoured land," and he gives the proportion as three-fourths. The governor of Newmonkland Poorhouse gives 95 per cent; Coatbridge, one-third, subject to correction; the governor of Leith Poorhouse, 90 per cent. of those admitted to the poorhouse; Mr Foreman, Kirkcaldy, three-fourths; the governor of Linlithgow Poorhouse, 40 per cent. to 50 per cent.; the inspector of Newmonkland, 80 per cent.; the inspector of Falkirk, Mr Bebbie, 28 per cent. of the cases of lunacy, and 20 per cent. of the applications for relief. Mr Barrowman, of Pollokshaws, after thirty years' experience, says: "I am convinced that 'from 40 per cent. to 50 per cent. of the poor cases have 'been directly or indirectly through the use of intoxicating 'liquor." The governor of Merryflats, Govan, after twenty-eight years' experience, gives 70 per cent.; Mr Buglass of Dundee, after thirty years' experience of Dundee and other places, says that not more than 10 per cent. or 12 per cent. are totally disassociated from the habit as a contributory cause of their poverty.

63708. Should you say that there is any diminution in drinking within recent years?—I don't think so. I think it is as bad as it was, especially among the people who come generally into the hands of the Parish Council.

Effects of the employment of married women.

63709. We have heard a great deal of evidence about the working conditions existing in Dundee, under which women can get employment so much easier than men. Do you agree that it has a pernicious effect generally?—Yes. It not only keeps men's wages lower, but the men are content with lower wages, that is one very bad feature. Labouring men, as I have stated in my statement, work for 15s., 16s., 17s., and 18s., and they depend on the female labour from their household to make up what is wanted for a respectable income.

63710. You also agree as to the unfortunate effect it has on the mortality and health of young children?—I think so. On page 68 of Dr Templeman's last report you will find that in one case a child of seven weeks died; four children lived, and eleven had died in that family. All except two of them died within a year of birth. The mother works. In case B a child of five months died

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whose mother works. Three lived, and nine had died in that family. A child aged ten months died of diarrhœa. Two lived, and nine died in that family, and six died in the first year. In case D a child of seven weeks died from catarrh; two lived, and seven died in the first year. There are seven cases all the same.

63711. In each case was there only one mother?—Yes.

63712. (*Mr Patten-MacDougall.*) What report is that?—The last report, 31st December 1906.

Attitude of Parish Councillors to administration.

63713. (*Chairman.*) Passing on to the Parish Council, you are pretty well satisfied with the aptitude and classification of those who are elected to the Parish Council, but you think the business men are perhaps disposed to interpret the law rather strictly?—I am inclined to think they are perhaps not too serious in applying it. I don't think they take a serious enough view of the position they hold.

63714. In the sense of not investigating cases?—Yes. They don't seem to take an interest or to feel the position of the poor as I think they ought to; but it is not easy for a man with £5 in his pocket and a bank account to put himself in the position of one with nothing at all; and they don't understand what that position is.

63715. You think the scale of relief is too low?—Not generally; it is in some cases, I believe.

63716. You are a foreman in a shipbuilding yard?—Yes.

Industrial conditions in Dundee.

63717. Is there much casual labour employed, or is there a union throughout the docks?—I rather think, if you will allow me to refer to it, that Mrs Martin meant the "Harbour Porters," who are a close corporation, or practically so. They are appointed or licensed by the harbour trustees, and they have the work of discharging ships in their own hands.

63718. Is it a municipal body?—Not exactly. It has been from time immemorial. I do not know how it began. I know that it is a close corporation, and what labour they require outside of their own body is done by the harbour labourers generally, who have a union.

63719. Then there is a close Corporation of Harbour Labourers; and at times of pressure of work, are people brought in from the outside to help?—Yes.

63720. Through them?—They work along with them. The harbour porters work on the shore only, and those other men who discharge the ships work on board the ships, and, when necessary, on the ships or on the quay.

63721. Do very large numbers of men go down daily to try to get work at the docks?—Yes, as compared with the population of Dundee, a fairly large number.

63722. Do many of them come on for relief from the Poor Law? Does that class drift at all?—Some of them do. The class I refer to here earn fairly good wages. These are not the casual labourers in the ship yards, they are on a much lower scale still.

63723. There is a certain amount of casual labour employed in the shipbuilding yards?—A very large amount.

63724. What proportion in your yards will there be of skilled and unskilled labour?—It would be at about one half, I should think, of unskilled labour.

63725. Do you, as foreman, select the men, or do the skilled workmen select their own men?—The foreman selects all his own men. In the case of piece-work, where they work in squads, they take on their own labour.

63726. Is there a good deal of fluctuation in that particular industry unnecessary?—Yes, a good deal.

Question of relief to able-bodied and dependants.

63727. Would you be in favour of giving temporary relief to able-bodied men in certain cases?—Yes; I do not believe that it would be taken advantage of very largely, but I think it is necessary that it should be there if wanted.

63728. What do you do now with the dependants of the labourer. Do you give them relief?—Not if the husband is able-bodied; they get no relief.

63729. Is it refused even although they are sick?—A family?

63730. Yes?—If the husband is able to look after them, we refer them to the husband.

63731. Assume that he is able-bodied and out of employment?—We make no distinction. I never heard of its being done.

63732. But you would allow the Parish Councils to have the option of giving relief under certain conditions?—Yes.

63733. Coming to your proposals in paragraph 8 you would like a Poor Law commissioner to be appointed in each parish in Scotland. Would you propose that they should carry on all the work that the Parish Council does now?—Only the relief work.

Proposal for appointment of Poor Law relief commissioner.

63734. You would do that in order to obtain uniformity as regards the granting of relief throughout Scotland?—Not only that, but I have other reasons. Parish Councils are very human. The time arises when one member finds fault with another for some bit of business, and you will be sorry to know that that affects them when they come to grant relief. The very fact of one member advocating one case would put the other members against it. I have seen that occur more than once. To obviate that, and to obviate outside pressure as well, I think one man, independent of all, should have the power to grant relief after the recipients being classified.

63735. The classification should be clear and distinct?—Yes.

63736. And you would have an officer to interpret that classification?—Yes.

63737. In Dundee have you an appeal from the relief committee?—No.

63738. Is the decision of the relief committee final?—They can appeal to the sheriff if they are not satisfied.

63739. Supposing the inspector or applicant were dissatisfied with the decision of the relief committee, is there, according to your rule, any appeal from the relief committee?—Not unless through the Parish Council itself, unless in the case of inadequate relief, when they may appeal to the Local Government Board.

63740. (*The Bishop of Ross.*) Have you many relief committees?—One relief committee, which consists of all the parish councillors.

63741. (*Chairman.*) How often do you hear relief cases?—Every Tuesday evening.

63742. And the conditions you describe have arisen rather from the whole council sitting?—Exactly.

63743. (*Mr Patten-MacDougall.*) Do they all attend?—I should say about one-third, rather less sometimes. I am sorry to say that the older members of the council are the worst offenders in this respect. Some of them have only 30 attendances in 5½ years.

63744. Would you rely on a single officer?—Yes. (*The witness subsequently added the following explanation:*—"I 'would like it to be clearly understood that I do not single 'out the relief committee of Dundee Parish Council for 'special notice, nor do I believe that there is any marked 'difference between it and other committees similarly con-'stituted, unless it be in efficient and capable chairmanship 'in which the Dundee Relief Committee is particularly 'well served.")

Proposal as to assessment and rating.

63745. As regards the ways and means; I understand you would abolish the existing rule and assess for Poor Law purposes locally above £1 per week?—Yes. I think it is a hardship on many householders in towns, because in many cases, where there are large families, they are forced to take large houses, and they are assessed on a large rent while their income is very small. Those who have not large families live in very small houses and escape the taxation.

63746. You mean income rather than the house?—Yes.

63747. Would it be difficult to get at the income?—I do not think so. The income-tax people have no difficulty in many cases.

63748. Of course there might be great complaints locally with the inspector for giving relief in a manner that was not pleasing to the locality. I suppose you would say in reply to that objection, that he was interpreting the law as it was laid down?—Yes, in every case the decision of the relief committee is final, unless on appeal to the Parish Council as a board. They may accept the inspector's recommendations or reports, or they may seek to investigate for themselves and settle it in their own way.

63749. You think there may be variations in the numbers attending, and with the composition of the Council, so to say, as much as from time to time, does not lead to uniformity?—It does not; it leads to inconsistency in a great many cases.

63750. (*Mr Booth.*) Do the men whom you say come into Dundee come at all in search of wives? We hear that there is such a superabundance of women there that perhaps that may be the attraction?—I do not think so. It never struck me.

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63751. All the more so if the women are earning money?—Of course, there have been cases, many of which are cases of young men having come to Dundee and secured wives there.

63752. I do not think they looked forward to that?—I do not think so.

63753. Then you say, pending a complete reconstruction of the law, you would suggest certain cases. What you suggest appears to me to be a very great reconstruction, but you have something still more complete behind?—I rather think that our views are narrow and parochial in regard to this question. My idea is to have a classification and rating equal all over Scotland. I think a poor man in Edinburgh is of as much consequence to me as one in Dundee. I do not see why we should not assess a uniform rate all over Scotland.

63754. And there would be very little objection to that if you had a uniform administration, which is part of your suggestion?—Exactly; of course, they must go together.

63755. The proposal you make certainly goes a long way, viz., to take out of the hands of the elected body the administration of the Poor Law and put it entirely in the hands of an appointed official?—Only one part of it. The whole of the administrative part I should leave in the hands of the Parish Council as at present constituted.

63756. But that part consists of the entire expenditure?—Not exactly. There are the poorhouse, offices, etc.

63757. But the official you suggest would have nothing to say as to whether the applicants were to be treated with outdoor relief or in the institution?—He would decide as to whether the application was to be sustained or not, and decide according to the applications where the successful applicants were to be put, whether they were to be indoor or outdoor.

63758. So that the sole decision would rest with him?—Yes, as far as the appointing them to their several places was concerned, but the keeping of the inmates in the poorhouse would remain with the Parish Council.

63759. But the amount of aliment given to the outdoor poor would be in his decision?—I would have them classified uniformly all over Scotland, so that he would have no difficulty in knowing what to give.

63760. And with that provided, it would also be possible to have a uniform rate?—Yes.

Cause of pauperism.

63761. (*The Bishop of Ross.*) You consider excessive drinking is a great cause of pauperism?—Yes.

63762. Then you think you can best attack pauperism by relieving the causes? Do you think the Commission ought to make some recommendation on that subject?—I think so.

63763. Would you suggest any recommendations? We cannot go very minutely into this question; but in a general way what would you suggest?—I have nothing particular to suggest. I think it should suggest itself. The less facility there is for drinking the less pauperism there would be.

63764. Do you think a reduction in the number of licensed houses would lessen drinking?—I think the removal of the public houses altogether would relieve all the poverty we officially know of.

63765. Would you restrict and restrain the trade very much?—Yes, to extinction.

Enlargement of Poor Law areas.

63766. You suggest the enlargement of the areas, that small parishes should be amalgamated and conjoined so as to have a population of at least 20,000?—In Dundee, for instance, we have men in businesses conducted in a small way, in small offices principally, who have a very large turnover and have very large incomes, and who reside outside of the parish. We have no means of getting taxation from these gentlemen as we ought. They have the whole revenue from the work conducted in the parish, and they reside outside our boundary altogether. If it was extended to not more than 12 miles we would perhaps take in these residential people.

Proposal for appointment of Poor Law relief commissioner.

63767. With regard to the Poor Law commissioner you suggest, would you be satisfied with the present inspectors of poor, giving them that power, or would you think it necessary to send men who do not belong to the locality?—I think there should be sufficient work for the inspectors there. They would have all the work they have at present to carry on. I think an outsider would be desirable, one who did not belong to the locality at all.

63768. He would have no other occupation in the district, so he should be, I suppose, a whole-time officer?—Yes.

63769. You should pay him a substantial salary, as he would not have other means of living in the district?—I do not think it requires a very large salary. It would require a very particular man.

63770. A man of considerable independence of character?—Yes.

63771. You would also require to give him such a salary as to make him above suspicion?—I do not know that salary makes a man above suspicion. His character, I think, would do in that case.

63772. You see, if you give a man a very small salary, and he has no other means of living, possibly you would throw temptations in his way?—I admit he would have to be a very good man, with qualifications to suit the office, who could fill such an office very sympathetically, and who was above being moved, but I don't think it would require a very large salary for the work he would have to do.

63773. But remember it is a question of his living. You send a man from a distance into a particular parish to do this particular work, and he has to live by it?—Yes.

63774. You must pay him at least a living wage?—I don't deny that at all.

Suggestion as to assessment and rating.

63775. You suggest to collect the poor rates on income, on all incomes above £1 per week? Do you mean to assess the rate on entire income or only on the excess of the income beyond £1 per week?—£1 a week and upwards.

63776. But take a person with an income of £80 a year. Will you assess the poor rate on the whole £80 or only on the excess beyond the £52?—On the £80.

63777. When doing so, do you take a man with £52 a year and another man with £55 a year, would it not be a very hard thing to assess a man earning £55 on the whole £55? I quite agree about a man with an income of £500 a year. I would assess him without any trouble, but with £55 or £60 or £70, would it not be very hard compared with the man with £52?—A man at £52 would be assessed, on £1 a week or above that—you must draw the line somewhere. A man with £51 would get off. Many of them are earning only 17s. and 16s. a week, and they are assessed very heavily just now.

63778. (*Mr Phelps.*) You propose to assess every working man who earns £1 per week for poor rate?—Yes.

63779. Is that with a view to increasing his interest in the administration?—No, he is assessed now.

63780. Does he pay a poor rate?—Yes.

63781. Do you find the majority of the working men in Dundee pay a poor rate now?—They all pay it.

63782. Is there no compounding?—No.

63783. For instance, take the case of a man who has a house outside Dundee and works in Dundee. How would you propose to distribute the assessment for poor rates in Dundee?—We can only take the poor rate once from him. That would be on his income.

63784. Where would you have him pay that?—From the work carried on, whatever source of income he has within the district.

63785. Take a man like the Duke of Buccleuch, who has four houses in different parts of the country. How would you assess him for the poor rates?—I would assess him on the revenue of his land, if it were only land that his revenue came from.

63786. On the whole of his income in each of the four places where he has dwelling-houses?—Yes, certainly.

63787. (*Chairman.*) What you said was that you would assess him on the whole income. Assume that his income was derived from land?—Where the houses are, yes.

63788. Supposing there were four houses with his property all round these four houses, each house would pay a proportion?—Yes.

63789. (*Mr Booth.*) The witness also said nobody would pay twice?—If the works are in Dundee his income would be from his works.

63790. (*Mr Phelps.*) He would pay nothing in the parish in which he lived?—If he was within the limit of Dundee he would be within the parish.

63791. (*Mr Booth.*) Supposing his house was outside the parish of Dundee, would he pay anything?—Nothing really, if he had no income there.

63792. What do you think the other parish would say to

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that?—I think it is the parish that he draws his income from, where the parties are making the income really, that should get the money.

Suggestion as to assessment and rating.

63793. Supposing his money is invested in public funds, where would you assess him?—I am not very sure what might be done in a case of that kind.

63794. These are all difficulties which have been suggested to your plan; I did not know what suggestions you would make with regard to them?—My idea was that any man who had an income derived outside of the place altogether, outside of the country especially, should, in that particular parish or district from which his income is derived, pay tax, and where he is really contributing to the pauperism.

63795. He would be assessed on the roll on the value of his house and no more?—Yes, providing his income was not available and above £1 per week.

63796. How far down does the assessing of the poor rate for Poor Law purposes go now? What proportion of the inhabitants of Dundee pay a poor rate?—The whole pay poor rate in Dundee: that is, owners and occupiers, of course.

63797. Supposing you take, for instance, a tenement in which there are twenty-five families living, let out in houses. Would each of these houses pay poor rate?—Yes.

63798. Are there great difficulties in the way of collecting them?—A roll is taken usually from the house factor's let bill and the valuation roll.

63799. How often are the rates collected?—Once a year.

63800. Do you find great difficulties in collection?—Not very. There is some trouble in many cases with the rates below £1, with people who are perhaps out of work for some time and not able to pay at the time of collection. We have trouble sometimes with men earning above £2 a week who may be in difficulties.

63801. What proportion of the expected rates do you actually get in?—We get 90 per cent. at least.

63802. Do you find that you lose much through removals?—Not a great deal. We hold the goods of the parties. We have a right over those goods belonging to the tenant, and can arrest at any time we think fit.

63803. Do you find people flitting from one place to another, and getting lost?—Not lost.

63804. Are they traced and followed?—Yes.

63805. How much do you lose?—Not a great deal considering the class of people we deal with.

Suggestion to assessment and rating.

63806. Speaking roughly, you think 10 per cent. would be enough to allow?—Yes, that would cover it all easily.

63807. Is that general in Scotland, that every tenant pays his own rates?—I could not say.

Classification in poorhouse.

63808. (*Mrs Bosanquet.*) Have you any accommodation for married couples in your poorhouse?—We try to keep them separate as far as possible, and allow them to see each other as far as possible. Sometimes they don't want to.

63809. Have you any separate apartments for them?—No.

63810. Have you any classification in the poorhouse?—Yes.

63811. On what lines?—There are the test cases. These are cases where we are not convinced that they are really genuine poor. They are tested and sent to work directly. Then there is the case of the old married couples and old people past working. They are kept by themselves as far as possible, and get a better class of diet, and they are made easier in every way. Their comfort is more looked after.

Poor Law areas.

63812. (*Mr Patten-MacDougall.*) You propose to include 12 miles within the area of Dundee?—Not more than 12 miles.

63813. Was it not the case that Dundee included a large landward area along the burghal part of the parish, and that the Boundary Commissioners altered it, or that it was altered since 1889?—That was about 2 miles to the north of Dundee, but it is to the east that we want it particularly. That is where the people live who have money.

63814. A part of the landward portion of the parish was taken from them and conjoined to another part?—Yes, at one time.

63815. Were all those considerations which you now advance, for including the 12 miles outside, before either the Boundary Commissioners or the Commissioners who dealt with that question?—I don't know that that point was raised particularly, but in the meantime we have people coming from the country districts very near the town. Most of those coming to the town come to within 10 miles of the city.

63816. You have existing powers for altering your boundary. If you could make out a case could you not effect it?—We have no power as a Parish Council.

63817. To alter boundaries?—No.

Rev. A. B. Macaulay, M.A.

The Rev. A. B. Macaulay, M.A., called and examined.

63818. (*Chairman.*) You are a minister of St John's United Free Church, Dundee?—Yes.

63819. You have been good enough to send us a very interesting paper, a great deal of which deals with the conditions in Dundee?—Yes.

(*The witness handed in the following statement.*)

Qualifications of witness.

1. I am minister of St John's United Free Church, Dundee, and have been so for the past four and a half years. For four years previously I was minister of a working-class congregation in the manufacturing town of Forfar. In my work I have the help of two assistant ministers, both of whom, like myself, are graduates in Arts of a Scotch University, and have spent four years in a Divinity College in Edinburgh.

During my undergraduate days I lived at different periods in two settlements in poor districts of Edinburgh. One of these was under the auspices of a University society, and its aims were chiefly of a social nature. The other was conducted in connection with the Theological College which I attended, and was consequently denominational in character and distinctly religious in its ideals.

St John's Church is the largest of the denomination in Dundee, and consists both of well-to-do and poor people. In addition to the regular intra-congregational work, St John's undertakes responsibility for a definitely prescribed district in a part of the city where several of the poorer streets are situated, and there it possesses premises, in which, besides the ordinary religious services, extensive work of a social and educational nature is carried on. I quote these facts in order to show that, in addition to my connection with the Social Union and several of the charitable associations of the city, I am brought into contact, in the course of my regular duties, with problems of poverty, and that I am a constant visitor in the homes of the poor, and responsible for the method under which a good deal of charitable relief is distributed.

Church and Charity in Dundee.

2. The statistics which are supplied below represent the operations of one religious denomination in the city, viz., the United Free Church of Scotland. They are compiled from the most recent official returns and from authentic information derived from the treasurers of the various congregations.

3. *Number of Churches, with Accurate Record of Members and Estimated Population Represented thereby.*

Statistics as to churches and their membership in Dundee.

(*a*) There are in all thirty fully-equipped congregations (exclusive of Missions) belonging to the United Free Church of Scotland in Dundee.

(*b*) The membership, *i.e.*, the number of adults in full communion with these different churches is 16,836.

(*c*) In connection with my own congregation a very complete record is kept of the adherents, *i.e.*, those men, women, and children who belong to the church but are not communicants. Basing my calculation on the statistics which are ascertained, and trustworthy as far as my own congregation is concerned, I conclude that out of the total population of the city there must be between 28,000 and 30,000 persons, adult and juvenile (exclusive of those connected with missions), who claim religious

connection with, and are recognised as belonging to, the United Free Church.

4. *Statement Regarding the Amount of Money Devoted Annually to the Relief of the Poor.*—(Returns have been received by me from twenty-eight out of the thirty congregations mentioned above.)

(*a*) Total amount of capital funds, the interest of which is available annually for the poor belonging to the particular congregations by whose church courts these funds are held—£1720, 2s. 11d.

(*b*) Amount raised in these twenty-eight congregations by means of church collections—£472, 2s. 3d.

The average sum per congregation is thus £16, 17s. 2d., and the estimated total for the thirty congregations on this basis is £505, 15s.

(*c*) Amount raised and distributed under the auspices of church societies of various kinds.

I asked returns under this head, but a large number of church treasurers found it impossible to give any indication on the point. The figures I did receive are therefore of little value. If the givings by individuals privately to individuals, and the givings of church members in response to appeals from those in charge of Mission districts be included under this head, the sum annually disbursed must be regarded as evading estimation. I reckon it, in my own mind, at a very high figure.

5. *Method of Distribution.*

(*a*) Remarks regarding monies available under (*a*) and (*b*) of section 4 above.

The returns show that almost without exception the distribution is conducted by the office-bearers (laymen) of the various churches, with whom the respective ministers are *not* associated as often as they are. Office-bearers represent the claims of individuals and families in the districts assigned to them at a meeting of the church court called for the purpose of allocating the funds. They are supposed to know the circumstances of the people in whose behalf they make an application, and the sum obtained is handed over to them, as a rule, for personal distribution. It is generally known, I think, whether the persons in question are already in receipt of private assistance from individuals belonging to the church, but this is not always the case.

(*b*) Remarks regarding the assistance referred to under (*c*) of section 4 above.

It is here that abuses in the bestowment of church charity chiefly come in. These are not due to denominational over-lapping [see (*d*) section 6 below] but to several persons giving privately to the same people in a congregation without being aware of the fact. Efforts are being made to my knowledge in one or two congregations to prevent this happening. But the matter requires to be dealt with in a systematic and thorough fashion, both in our churches and missions. There seems to me to be no reason why a particular office-bearer and a committee in each congregation should not be appointed to receive private notification of what individuals are doing in the way of assisting their poorer fellow-members. The personal distribution of the help would not be interfered with, but the possibility of mistaken kindness, with its mischievous consequences, would be avoided.

6. *General Observations with regard to the Subject.*

(*a*) It must not be supposed that those who receive help from the churches are, as a rule, in receipt of Poor Law relief. Only a small minority are. The conditions which a church court would regard as creating a claim on their assistance would not be admitted as necessitous by the Poor Law authorities.

(*b*) In cases of abject poverty, arising, *e.g.*, from the death of the head of a family, parties belonging to the church with which the family is connected, and who are interested in the welfare of the family in question, endeavour in the first instance to obtain Poor Law relief for them. This, at least, accords with my experience.

It is often difficult to get the persons so situated to make an application. Outdoor relief bears the character, to their minds, of an alternative to the poorhouse. This is unfortunate, though I quite recognise that the authorities must frequently present the matter in this light in order to make relatives realise their obligations. But the line I take with persons, whom I urge to make the application, is that they should look upon outdoor relief as a pension to which one in such circumstances ought to feel himself entitled, without any idea of a stigma attaching to it. If relief is ultimately asked for and obtained, the assistance rendered by the church is given by way of supplement.

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(*c*) In view of the multiplicity of denominations existing in Dundee, not to mention other considerations, it seems to me idle to suppose that churches would ever consent to "pool" their charitable funds along with the funds available from other non-church sources, and allow them to be apportioned and distributed by a board, on which they might have a representative, set up for administering relief in a particular district of the city. For such a scheme for organising the city's charities there is no doubt much to be said. My point is that the givings of churches could not be included in its operations. Many of the poor members, for whom a congregation naturally held itself responsible, would be found living outside the area administered by the particular board on which the congregation to which they belonged was represented; and the congregation would never consent to its charity towards them being bestowed by a person or persons not connected with it.

Question of co-ordination of church charities.

But in the event of such a method of co-ordination, as that referred to above, being put in practice (subject to the qualification with respect to church charity which I have indicated), a system of notification to ministers or their respective church officials with regard to the persons who claimed to belong to their congregations, and who were either under consideration for receipt, or actually in receipt, of relief at the hands of a particular board, ought to be carried out. And the same system might be followed by the Poor Law authorities (supposing it were found impracticable for them to go the length of entrusting the payment of the allowance granted by them to an individual carefully selected by each congregation). The privacy of such notifications could, I believe, be secured in the same way as the privacy of the allocations referred to under section (5) (*a*) is secured. An arrangement of this kind would prevent churches from exercising mistaken liberality.

(*d*) Church connection, of one kind or another, is claimed so generally by the inhabitants of Dundee, and respected so punctiliously by the various denominations, that I am of opinion that there is very little overlapping as far as the bestowment of church charity by different denominational bodies is concerned. This applies even to mission districts, for these are apportioned out to particular churches under a definite scheme—a scheme to which most of the denominations are parties. Particular congregations know their own poor and the poor connected with their own mission districts, and, as far as my experience goes, they hold themselves responsible for them alone. [See, however, section 5 (*b*).] The existence of the parish, as an ecclesiastical area, does not affect what I have said.

SOCIAL AND INDUSTRIAL CONDITIONS IN DUNDEE.

7. As a member of the Dundee Social Union I am aware that the Commission has been furnished with its "Report on Housing and Industrial Conditions," published in the year 1905. An analysis of that report need not be undertaken by me, but there are certain facts referred to in it, and in the most recent reports by the Medical Officer of Health and the Chief Constable of the city, that ought, perhaps, to be emphasised.

8. *Housing.*

(*a*) The statistics given in the Social Union Report reveal the fact that 63·1 per cent. of the total population of Dundee live in one- or two-roomed houses. (The corresponding figures for Aberdeen, Edinburgh, and Glasgow respectively are 39·3, 38·9, 55·1.)

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(*b*) Of the total population of Dundee, 49·2 per cent. are living more than two to a room. (The corresponding figures for Aberdeen, Edinburgh and Glasgow respectively are 37·7, 32·7, 47·8.)

When it is noted that this congestion in the case of Dundee occurs in connection with one- or two- roomed

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houses to the extent over the other cities indicated in (*a*), it is evident that the condition of things is graver here than elsewhere. Overcrowding in three-roomed houses is not such an appalling feature as it is in one- or two-roomed houses, for the possibilities of distributing the inhabitants according to sex and age are, of course, much more favourable in the former than in the latter case. The report, in so far as it deals with the sanitary conditions of the houses in Dundee, may be left to speak for itself (chap. i, pp. 1–23).

9. *Infant Mortality.*

Infant mortality.

The Report of the Medical Officer for Health (1906) shows that the average annual death-rate of children in Dundee for the past twenty-five years has been 165 per 1000 births. For 1906 the figure was 170 per 1000 births. In the months of January, March, and December (1906) respectively, the figures were 245, 214, 215.

When Dundee is compared with Aberdeen, Edinburgh, and Glasgow, it is found that these cities show an infant mortality for 1906 of 127, 112, and 131 respectively per 1000 births.

10. *Drunkenness and Crime.*

Statistics relating to drunkenness and crime.

A Report, issued as lately as 20th April 1907, by the Chief Constable of Dundee, reveals certain striking facts.

(*a*) In Aberdeen during 1906 there were apprehended or cited 29·3 per 1000 of the population; in Leith, 30·9; in Dundee, 37·7.

(*b*) The number of wife assaults in Aberdeen was 68; in Leith, 25; in Dundee, 233.

(*c*) In Dundee there were seventy-eight cases of cruelty to children, or almost three times the combined totals of the other towns chosen as the basis of comparison.

(*d*) The report further contains statistics with regard to drunkenness. These reveal the fact that during 1906 the number of arrests for drunkenness in Aberdeen was at the rate of 33 per 10,000 of the population; in Leith, 76; in Dundee, 130.

In this connection it is worth remarking that the number of licensed premises of all kinds in Aberdeen, with an estimated population of 171,022, is 332, as against 413 in Dundee, with an estimated population of 165,007.

Of public-house, Aberdeen has 144, Dundee 212.

11. *General Observations.*

Extent of thrift of Dundee's poor.

(*a*) I do not profess to be able to give an adequate statement of the causes that account for the facts mentioned above. To say that they are due to Dundee's being the seat of, and dependent for its prosperity on, the cheapest textile industry is to take refuge in a general proposition. Statistics could be furnished to show that poverty, *i.e.* want of money, is not the cause. For example, the amount deposited in the local savings' bank is £2,300,000, representing the deposits of 53,635 persons, or more than a third of the population. The transactions with the post-office savings' bank, which are not available, have to be added to this sum. Twenty-five yearly societies, representing 20,000 people, have annual transactions, I have been informed, to the extent of not less than £40,000. Other figures illustrative of the same prosperity are doubtless in the hands of the Commission. A trustworthy return of the wages of 5,537 weavers (women), for the week ending 23rd March 1907, shows that the average wage earned was 15s. 1¼d.; in the case of 5,772 spinners (women) for the same week, the average wage was 12s. 3½d.

Where, as frequently happens, several daughters are at work, the income of families must be considerable.

The amount of drunkenness itself proves that there is no lack of money. That Dundee is over-licensed there is no doubt, and it suffers also from the intermixture of a large Irish population with the native Scotch.

Industrial conditions in Dundee

(*b*) The great mass of the male working population belong to the labouring class. The opportunity afforded by the jute industry to boys to earn a substantial wage as half-timers and subsequently as full-timers (something over 4s. in the former case, and over 9s in the latter, on the average) chiefly explains this fact. The consequence is, that at the age of seventeen or eighteen, when their boyhood has been exploited, they are face to face with a grave problem. (1) Some of them enlist. For the year ending with October 1906, the number of recruits who joined the militia in Dundee was 212. The entire Aberdeenshire district only supplied 146. The regular army during the same period received 308 recruits from Dundee, as against 249 from the Aberdeenshire district. But, taking into account the rejections both of the recruiting officer and the doctor, 75 per cent. of the applications for the militia, and 60 per cent. of those for the regular army, were rejected. (The difference is explained by the fact that lads who present themselves at the age of seventeen for the militia, and are rejected, do not, as a rule, apply again to be admitted to the regular army at the age of 18; and also by the fact that the training in the militia brings a number up to the standard required for the regular army). (2) Others leave the jute industry and seek employment as labourers in connection with other trades. Very few, I am informed on trustworthy authority, emigrate. Many become casual labourers. (3) The majority remain in the mills and factories. "One in twelve," the Social Union Report says, "rises to be an overseer or a tenter, and the average 'wages for men's work in the mill and factory '(excluding mechanics, etc.) are under 15s. in five 'processes, under £1 in eight processes, and £1 or 'over in five processes." (These figures would need to be revised in view of recent increases in the wages.)

Industrial conditions in Dundee

(*c*) A characteristic feature of Dundee social life is directly connected with what has been stated immediately above, viz., homes based on the principle that husband and wife both work. The joint earnings of these couples, so long as both are faithful, or able to keep, to the bargain, may be considerable. In this connection the Social Union Report calculates that there must be about 6000 married women at work in the textile industry in the city.

Employment of married women in factories and resultant effects.

(*d*) There seems to me to be much to justify the conclusion that the conditions referred to in sections 9 and 10 above are, in part at least, if not very largely, due to the forces that are at work in the city tending towards, or rather effecting, the disintegration of the home. Boys earning the wages they do in the jute trade become independent and unsusceptible to parental discipline. In the many homes where husband and wife are both working, it is not to be wondered that the infant mortality is high, and that the males who survive are unenterprising and unfit for any but labourer's work. Here, where there is no housewifery, no thrift, no parental control, where the whole household economy is conducted on the most extravagant principles, where comfort and rest are impossible, are bred, in the opinion of not a few who have considered the matter carefully, many of the future criminals, paupers, and drunkards of the city. The social organism would undoubtedly sustain a severe shock if married women were, as a rule, excluded from the mills and factories, either by the combined action of the employers or by the operation of an Act of Parliament. But if the family is to be retained as the social unit, something drastic must be done in this direction. What the jute industry could stand in the way of increased wages to its employees has never been properly proved, on account of the lack of effective union amongst the employees, male and female. Nor has the question of men acting as weavers ever been fairly put to the test, nor its consequences ascertained.

Supplementation of Poor Law relief by charity.

63820. (*Chairman.*) We have gone rather exhaustively through that with the preceding witnesses, and will not take you at any length through that part of your paper, but there are one or two questions I should like to ask you on various paragraphs of your statement. Are the parochial limits, generally, of the Free Church the same as those of the Established Church?—Originally they were, but not now. We have no prescribed limits. It is simply a case of where a church is needed.

63821. The limits of the parish depend on the number of persons attending?—Yes.

63822. You have argued, I think very well, some of the difficulties of combining charities and poor relief. I gather that there is a certain amount of overlapping in the sense that a certain number of patients in receipt of poor relief also receive charitable relief?—Yes.

Supplementation of Poor Law relief by charity.

63823. What would be your idea about that? Do you think that where the Poor Law gives relief it ought to be adequate, or do you not disapprove of the system of a person receiving relief from the two sources?—No, I do not think I do. I think that the church, for instance, would supplement and can supplement the giving of the Poor Law relief.

63824. Of course. Assume that is done, there is sometimes a disposition on the part of the parish councillors to reduce the relief, because the applicants, since they got it, had their incomes supplemented by charity?—Yes.

Co-ordination of church charities.

63825. You point out at the top of your paper the extreme difficulty of getting churches to pool their charitable funds; if you pooled the few it would very much weaken the effect of the appeal of a minister to his individual congregation?—It certainly would. That would be one reason.

63826. If there was pooling it would tend really to diminish the sums now contributed to the individual churches?—I think it would; but that is not my sole reason.

63827. I see the other reasons, but I add that only as an additional reason?—Yes.

63828. You think it advisable that information should be supplied so that those in charge of different charities might know all the other charities who were receiving charity?—That is so.

Question of co-operation of charity and Poor Law.

63829. I do not know if you heard my question put to a previous witness. There is an idea that has been advocated in various quarters by persons of authority that it might be possible to have a statutory committee approved of by the law, which would be associated with that relief committee, and that that committee should have a certain recognised status, and that the Parish Council might be able to hand over to them certain cases which they could not relieve, and that in some way they might get into touch with the cases of persons who wanted a little support, persons who are not yet destitute, and with whom charities might deal. Would such an idea meet with your approval?—I think it would. I do not think that even to such a committee, churches in the areas would commit their charitable funds.

63830. No, I do not say that, but still take these cases: a person comes up belonging to a church of a certain denomination, a respectable person, struggling, but still with some means. The Parish Council do not think that is a fit case for relief, but it is thought a fit case to be dealt with by charity. Would this committee find out what denomination he belonged to and probably recommend him to the minister of his parish?—Yes.

63831. Would there be any objection to that course?—No, certainly not. It would help greatly.

63832. Do you think the charities outside the church authority would be at all disposed to combine?—I think many of them would, and of course, in a place like Dundee, there are men on different charities, and their opinion would be entirely in favour of combining the foundations.

63833. The same persons on different charities?—Yes, and different persons on different charities representing the same interests.

63834. Are there very few endowments, as we call them, what you call mortifications in Dundee? There are a certain number in Dundee, are there not?—On the contrary, I think there are a great many. I think Dundee is well supplied.

63835. Do they belong to different churches?—No, they are public.

63836. Assuming that co-operation could be secured, they would have a tolerably large field on which to work?—In respect of the funds at their disposal, undoubtedly, yes.

Housing conditions of poor.

63837. Is overcrowding very bad in Dundee?—Yes.

63838. It is bad in your parish?—Yes, what I regard as my parish.

63839. Is it very bad there?—It is not the worst part of the town, but it does embrace a district where the condition of affairs is unsatisfactory.

63840. Do you put overcrowding far forward in the contributing causes of pauperism in the sense that it destroys a sense of self-respect and decency?—I do.

63841. That it destroys the sense of decency, and consequently leads to immorality, owing to people herding together?—Yes.

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Employment of married women in factories.

63842. Is that the result of your long experience?—Yes.

63843. The peculiar feature of Dundee is that a very large proportion of women get employment compared to men, and we understand that there is rather, in consequence, a tendency for the women to be the wage-earner, sometimes the principal wage-earner in the family. Have you many families so circumstanced in your parish?—I have not many actually in my own congregation, but there are numbers in the district for which we hold ourselves responsible.

63844. And the evils generally arising from the system are somewhat far-reaching?—Yes.

63845. Do they destroy permanently in many cases the domestic life of the family? Do they place great impediments on the woman in the discharge of her duties as a mother and the head of her household?—Yes.

63846. Is the system not unpopular with the women themselves?—It is not unpopular inasmuch as it allows them to make money often, when it is necessary that they should have money.

63847. We have been told that it goes further, that a good many of the married women like the life?—I doubt that. I think that would be very difficult to prove.

63848. Supposing there was an attempt made gradually to get rid of married women's labour in these mills, would that be very much resented, do you think?—It would be misunderstood, certainly, on the part of the women themselves who are earning money. Many of the masters prefer married women, because they are steadier at their work.

63849. Would the women think it a punishment if they took it in that sense?—I think they would think it was a hardship. I don't think they would think it was a punishment.

63850. But you say here, "If the family is to be retained 'as the social unit, something drastic must be done in this 'direction?"—I think so. I think the children are neither being cared for on the basis of the family unit nor on the socialistic basis at present.

63851. Have you been a good many years in Dundee?—I have been there for four and a half years.

63852. Where were you before?—In Forfar.

63853. You say the children are less well looked after in Dundee than in Forfar?—Far. In Forfar, for one thing, there are no mills. The work is all weaving, and wages are better.

63854. Are the women employed in the weaving?—Solely, in Forfar.

63855. Then women are employed, but it is in a higher class of labour?—Weaving is paid by piece-work, and they make better wages at weaving than at spinning, though why they do no one seems to know.

63856. Then do the children suffer now in Forfar from married women working in the factory?—I was not aware of any special problem arising in connection with that.

63857. As I understand it, there were women working in factories at a higher class of labour than those employed in the mills, and the family system was not dislocated in Forfar. Now we know in Dundee, where women work in mills, you have the family system dislocated?—You see it in Dundee, and in Forfar it is not so obvious.

63858. Still you think it is there?—To some extent, yes.

63859. Would it be possible in Dundee to substitute the system in Forfar, because I understand that though wages are better, there was some discrimination exercised as regards the employment of women?—I think there is probably more discrimination exercised in the smaller places where the women are known better, but I think the fact that there are no mills in Forfar has some relation to the question.

63860. The mill and the factory have not the same marked distinction in England as they apparently have here. What is the difference that causes the lower class of labour? Is the method different or the hours?—No, the hours are the same in the mill as in the factory. It is a standard wage as a rule in the mill, not piece-work as it is in the factory. There are more boys employed, and more men at the lower standard of wage than in the factory, and you do not find the problem so acute of men being underpaid and boys being attracted by a high wage in a place where there are no mills.

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63861. I am coming back to the family matter. In both cases the woman is away from her home, and for the same hours. Why is the result less unsatisfactory in Forfar than it is in Dundee? Is it that the women are of a higher stamp in Forfar, or what?—I think that is so because they are weavers, and they are certainly better housed.

Administration of charities.

63862. (*Mr Patten-MacDougall.*) With regard to these mortifications in Dundee, does your knowledge extend more or less to the whole of Forfar, and do such mortifications exist in considerable numbers in that county?—Yes.

63863. Parish mortifications for the benefit of the poor?—Yes.

63864. Can you say whether the distributions contribute to the benefit of the population. Is it not the fact that they are doled out in sums of a few shillings, or something like that, and given to a great many people, and do not afford them any real benefit? Have you had experience of that?—I think both things are true. Some of them are administered in a way that involves the giving of a considerable sum, and I think others are administered in the dole fashion.

63865. And does that apply to the older mortifications?—I do not know.

63866. Would you be of opinion that if such a committee were established as the chairman has suggested, all these old mortifications could come within its purview?—I think so, unless the terms of the mortifications are so strict that it would be an injustice.

63867. Have you knowledge yourself of what was done in the case of the parochial educational endowments of the country about thirty years ago, as to how they were brought into line, and so revised as to be made to apply to the requirements and interests of the present day?—I have not sufficient knowledge, to use my knowledge analogically, in regard to charitable mortifications.

63868. Assuming that was done, do you think the same method might be applied in regard to parochial endowments for the benefit of the poor?—Yes, it could, and probably ought.

Question as to legality of church collections.

63869. (*Mrs Bosanquet.*) Did the law as to church collections ever apply to the Free Churches?—It is not a law; it is purely voluntary.

63870. I thought at one time they were legally obliged to give a certain amount of collections to the poor?—We are not under the law.

63871. Is it only the Established Church that is under the law?—I expect so.

63872. I rather gather that as a rule the cases helped by the church are not in receipt of Poor Law relief?—As a rule they are not.

Adequacy of existing church charities.

63873. Do you try to keep the more respectable cases off the parish?—I confess that we regret having to apply for parochial relief; but if it is a case of absolute destitution, we use what influence we have to get them on the parish, and then, knowing how much they have from that source, we supplement it.

63874. But in a case that was not one of absolute destitution, would you rather make an effort to keep it off the parish?—Yes.

63875. Are you able in your congregations to know of a case of destitution pretty early, and to get it on the Poor Law?—Without any difficulty.

63876. You can really meet all the cases of the poorer members?—We can, in congregations such as I have; but it must be very difficult in poorer congregations.

63877. Is there any system by which the wealthier congregations assist the poorer ones in that way?—Not in respect of helping them with their poor. I do not know of any.

63878. Has nothing been attempted to link them in any way?—Not that I know of.

63879. But it will be the case, will it not, that the wealthier congregations have missions in the poorer districts?—Yes.

63880. And in that case the money from them would get into the poorer districts?—It does, of course. Where our system is weak is in this, that we might have a mission running in a poor district which had resources from the richer congregation, and quite near that there might be a poor congregation on its own basis which was unable to meet the necessities of its poor to the same extent as the mission could. That is the weakness of our present system.

63881. Are there no provident associations in connection with your churches?—There are savings banks, and some attempt has been made in a mission district for which we are responsible to get even grown-up people to keep a bank-book.

Adequacy of existing church charities.

63882. Are there any provident societies for medical work or anything like that?—No. All our medical work in cases of destitution is done by doctors whom we know personally.

Charitable medical aid by private practitioners.

63883. Would these be members of your congregation who would attend your cases free of charge?—Yes.

63884. (*Mr Phelps.*) Speaking generally, would you be in favour of poverty being relieved by Church or by State if you were creating a new system?—I do not think it is possible by church in Scotland.

63885. Do you think the present division between the two is satisfactory?—No.

Question of charity superseding Poor Law relief.

63886. In what way do you think it is defective?—I think a very simple improvement would be effected if notification were made to churches with which individuals claim to be connected, to the effect that they are applying for relief or are actually in receipt of it. It would save overlapping.

63887. I am rather thinking of principle. Do you think members should look to members of the same religious body for assistance of that sort?—That, of course, is the temptation we are trying to avoid. I think we recognise that this precisely is what they should not do, and it is a rock to keep clear of.

63888. I do not quite mean as much as that, simply rather that a person falling into poverty would naturally be assisted by members of the congregation or by members of the larger community. Which of those do you think is the best?—I think ideally the best course is by the religious community, unquestionably, but whether that is possible in a community which is not essentially religious alters the question.

63889. In which, you mean, there are diversities of religious bodies?—Yes, that is partly what I mean.

Administration of church charities.

63890. I gather from your evidence that in your case the minister does not distribute relief?—I personally never do so.

63891. Is that exceptional?—I think not. In a return to questions which I issued I gathered that in the majority of cases relief was not distributed by the minister in person.

63892. I mean that a person falling into poverty belonging to your church would not go naturally to you, but would go to an office-bearer?—Yes, such a person, at any rate, would as soon go to an office-bearer as to me.

63893. Would the minister preside over committees to decide such questions?—He presides *ex officio* over the body which decides such questions in relation to people who belong actually to the church. He is not necessarily present when such questions are discussed.

63894. He would *ex officio* preside over it?—In many churches, but not in all, in our denomination.

63895. Do you know enough of other bodies to say whether the minister is often a distributor of alms?—I imagine he is, but I don't think I have any right to say I believe he is.

63896. You think, on the whole, that this is not a good system?—I think it is not a good system for the minister to do it.

63897. Do you find in the case of the people whom your religious body relieves that you can tell when cases of sudden catastrophe arise, as a rule?—Yes, we certainly can, but poorer congregations in our own denomination could not, I fear.

63898. I was going on to ask whether the difficulty is found to be more in chronic cases of old age and infirmity—permanent grants?—In chronic cases, if the people are respectable, there is very little difficulty in Dundee in getting them on a mortification.

63899. Getting a pension practically?—Yes.

63900. Do you ever recommend such cases to the Poor Law for relief?—It would be the last resource.

63901. At any rate, you would not go to the Poor Law first?—Not for such cases as we clearly saw were likely to go on a mortification, and when we felt we had influence to get them on it.

63902. Can you carry out what a good many people have told us, that people feel less responsible for the

support of their relatives now than they did?—I do not think I should like to generalise.

Juvenile employment in Dundee.

63903. In the last paragraph of your statement you say, "Boys earning wages in the jute trade become independent 'and unsusceptible to parental discipline." When boys go into the jute trade, what are they employed at?—Shifting the bobbins after they have been filled, and feeding the machines with jute, etc.

63904. Does that mean that they require any technical skill?—No, but they will develop quickness in doing it. Of course there are other branches of the work.

63905. Can you say whether the number of boys taken in in that way is larger than the number of men who are employed later?—Undoubtedly.

63906. Do you find boys being discharged when they come to be eighteen years of age or so?—Yes, they are discharged, but a few of them are kept on. Most of those who are kept on would be better off if they were discharged. Their chances would probably be better.

63907. Do you find boys stepping on to a higher rank as men?—A certain percentage.

63908. What sort of percentage?—That percentage I quote from my statement from the Social Union's report; one in twelve rises to be an overseer or a tenter.

(*Mr Booth.*) I think one in three may be kept.

63909. (*Mr Phelps.*) And the rest go to swell the ranks of the unskilled?—Yes, some of them of course enlist.

63910. Have you any other casual calling to which boys go? I suppose they sell papers?—Yes, but I do not think after being in a mill a boy would sell papers.

63911. But when they leave school?—Yes.

63912. Is anything done with regard to those boys in Dundee?—I have no information to answer that.

63913. Do you know at all with regard to post office employees, and as to telegraph boys?—I think something is done for them.

63914. Some attempt to find them employment afterwards?—I think there are people who voluntarily hold themselves responsible for the general well-being of the post office boys, and they would naturally include the finding of posts for them.

63915. That is not a difficult class to provide for?—No, they have steadiness and discipline.

63916. Do you find that the overgrown boy has become a great difficulty?—I think he has.

63917. Have you any remedy to suggest with regard to that?—If someone would invent for the machinery a way of altering the bobbins which would do away with the necessity of a great many boys, that would be remedied, and that might be discovered at any time.

63918. Would you like to see the age at which a boy may leave school raised?—Personally and theoretically, yes.

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Juvenile employment in Dundee.

63919. Do you think in Dundee anything can be done in the way of compulsory evening classes or continuation schools?—I think compulsory evening classes for boys and girls who are working from six o'clock in the morning till six o'clock in the evening would almost amount to cruelty.

63920. Would you put them on the half-time list?—If they are to be compulsorily educated in the evening, they would have to be on half-time.

63921. Do you think that would be possible?—It would not be impossible. It would be difficult. A year or two while it was in the transition stage would be all that would be required to mediate the plan, I should think.

63922. And you would welcome such a proposal?—Yes, I should.

63923. (*The Bishop of Ross.*) I gather from you that the boys and girls are at work from six o'clock in the morning till six o'clock at night. How much time have they off during that?—An hour for breakfast and an hour for dinner.

63924. So that they have ten hours' work?—Yes.

63925. Does that long period of work affect the growth and development of boys and girls, in your opinion?—It struck me when I first went to Dundee that the people were diminutive in stature. Of course, I have got accustomed to it since.

63926. Do many girls get into a bad state of health, passing through a critical stage at that time?—Many of them do.

63927. Do they suffer from anæmia, hysteria, and all these troubles?—These are common complaints.

63928. You think it would be necessary to shorten the hours?—Certainly, if there is to be compulsory evening education; and shortening of the hours, I personally think, would be desirable even although there was no such scheme.

63929. For the sake of their health?—Yes.

63930. You think home life has been greatly disrupted?—I think so.

63931. You would wish to see home life restored, I suppose?—That personally is my view.

63932. You say, "If the family is to be retained as the 'social unit, something drastic must be done"; you do not contemplate any other social unit?—I do not personally; still I do recognise that the needs of the children are not being met at present on that basis.

63933. Would you contemplate substituting the authority of the State for the authority of the parent?—I should not, personally.

The Hon. Walter G. Scott, Master of Polwarth, called and examined.

The Hon. Walter G. Scott, Master of Polwarth.

63934. (*Chairman.*) You are a member of the Parish Council of Humbie, and are a member of the Parish Council which took its place in 1881. You are a member of the County Council and vice-convener of the county of Haddington?—Yes.

63935. You have been chairman of the General Board of Lunacy for Scotland since 1897, and are convener of the Church of Scotland Committee and Association Work, a body whose work is similar to that of the Church Army or the Salvation Army in England?—Yes.

63936. The statement of your evidence which has been handed in will be held as your examination-in-chief?—Quite so.

(*The witness handed in the following statement.*)

Poor Law Administration.

1. Humbie parish, in county of Haddington, is a purely rural parish with population between 600 and 700. The children's village in the parish, a series of cottage homes, the property of the Edinburgh Children's Holiday Fund, causes the population to fluctuate somewhat, but these children are really quite independent of the parish.

The population is entirely engaged in agriculture, mostly arable, but the south of the parish consists of sheep farms in the Lammermoors.

Industrial conditions of Humbie Parish.

2. The ordinary wage of married men is about 17s. per week, with free house and garden, and allowance of potatoes worth about £2 to £3. Women and boys who work on farms receive 9s. to 10s. a week. The people are as a rule thrifty and careful. They do not marry early, and their families usually are not large.

There is no real village, but workers live on farms on which they work, each farm having the required number of cottages. Men are engaged to work for twelve months, and cannot leave before expiry of time or be turned off except for serious misconduct, and cannot be turned out of their house for a year. Men's full wages are paid for six weeks legally in case of illness, and often very much longer.

There are practically no unemployed men, and very few who are not regularly engaged,—that is, bound to work every day for same master.

Irishmen come in considerable numbers for extra work in summer.

Poor Law administration.

3. There is nothing peculiar in the Poor Law administration. The Parish Council consists of seven members. The schoolmaster is also inspector of poor.

Cases are dealt with by the whole Council—emergency cases by the inspector after consultation with the chairman.

There are very few paupers (six or seven) usually. There are two or three pauper lunatics in the poorhouse (lunatic wards).

The Parish Council have shares in Inveresk Combination

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Poor Law administration.

Poorhouse. Two or three old people receive outdoor relief from 2s. 6d. to 5s. a week. One or two old women are in the poorhouse.

4. I do not consider that here there is any objection to outdoor relief. The circumstances of people are well known, and people do not take relief unless really needing it. I have known relief given to a widow with young children returned, because she was too proud to keep it when neighbours spoke of it.

5. Indoor relief for ordinary paupers is in our case merely the provision of hospital, or comfortable treatment for old or infirm persons who cannot otherwise be properly cared for.

Class of persons applying for relief.

6. The only persons who apply for relief are sick or infirm, or widows with or without children. We have however frequently had to admit liability for paupers who got relief in towns who had no claim upon the parish except that of perhaps mother's birth settlement,—being illegitimate children of a woman herself born in parish, or men who had been born in parish but never really lived there, but for whom it was impossible to prove any other parish of settlement.

Causes of pauperism.

7. The chief causes of pauperism are—old age, sickness, death of husband, etc.

8. We have some difficulty in getting people to do the work of the Parish Council, which at present consists of ministers (two), farmers, and one working-man (joiner).

Question of relief to able-bodied.

9. With regard to the question of giving able-bodied persons a claim to parochial relief, probably only vagrants and tramps would apply here.

Suitability of existing Poor Law areas.

10. The existing areas are quite suitable: in my opinion they are better than larger areas. More power of combination might be desirable for some purposes, *e.g.*, to employ an inspector to arrange boarding out jointly for a number of parishes.

11. A larger area would tend to make personal knowledge impossible on the part of members of Council and also probably tend to extravagance. We have in our small area many of the advantages of the Elberfeld system, inasmuch as the Councillors take a personal interest in those of the paupers who are resident in the parish. This does not, of course, apply to those given relief in other parishes or sent to the poorhouse from elsewhere.

Settlement.

12. The Law of Settlement, as at present, causes much hardship as explained above. We have to pay for paupers who have no real claim on the parish, and who, had they remained in the parish, would probably not have been paupers at all.

Provision for aged poor.

13. I would like to see some provision, such as power to rent or build one or two cottages in which old persons could live instead of being sent away to poorhouse. There is a scarcity of cottages for any except those actually employed on the farms in the parish, but this partly arises from there being no real village in the parish.

Tramps and vagrants.

14. The law as regards tramps and vagrants greatly needs reform. Personally, I agree generally with the recommendations of the Departmental Committees on Vagrancy.

Our Council expressed the other day a strong feeling that it ought not to be lawful for vagrants to trail whole families of young children about the country, getting no education and learning no trade except that of begging in their turn.

These vagrants live on the charity of the working classes, to whom they are often a terror.

Charities and Voluntary Effort.

Charitable homes for destitute men.

15. The Church of Scotland has in operation five labour homes for men, in Edinburgh, Glasgow (two), Dundee and Ayr. Destitute men are received into these, and in return for work done are given bed and board and occasional small grants of money and clothing. It is sought to bring religious influence to bear on the inmates and so to induce them to give up drinking or any other bad habit that may have brought them to their destitute condition. It is felt that it is the special mission of these homes to endeavour to influence and restore to self-respect and employment those who have fallen from this position through their own fault.

Many respectable men who are destitute are, however, received into these homes.

Men from prison are also received into some, and helped to get employment outside when fit for it.

As the beneficiaries of these homes are living in them, we know that they are not receiving other charity simultaneously. 515 men were during 1907 received into these homes, and about 100 destitute boys into the two homes for lads up to 17 years of age maintained by the committee—one in Glasgow for town work, and the other in the country where boys are trained to farm work and for emigration. The difficulty in latter is felt, that as there is no power of detention, many return to the idleness of the streets before they have got over the first difficulties of steady work.

Homes for women.

16. The Church of Scotland Industrial Home for Women, Watson Street, Glasgow, while largely a rescue home, employs a considerable number of older women who, but for its help, would probably be destitute through spending any earnings they got in drink. The Women's Labour Bureau, Bank Street, Edinburgh, has found employment at charring, etc. for a large number of poor women, but it is difficult to discriminate between those who really need to support themselves and those whose husbands ought to support them.

17. The Edinburgh Industrial Brigade already mentioned does good work in training lads.

18. The Edinburgh "Help," now Charity Organisation Society, need not be described by me, as it is well known, and so are many other societies.

Inadequacy of charity.

19. Those engaged in charitable work cannot help feeling that private effort is insufficient to deal with the large number of able-bodied men, many of them married, who are out of work and in need.

20. Co-operation between Charity and Poor Law exists to a certain extent, but should be extended: *e.g.*, in a county parish the minister and kirk session have funds at their disposal for the poor derived from trusts or from church collections. The Parish Council do not know to whom they are given, though the minister, if a member of Council, can know to whom the Council give relief.

Co-operation between charity and Poor Law.

21. The Social Work Committee has co-operated with the Parish Council authorities in testing men in the labour homes who had been discharged from hospital as fit for work. In almost all cases they were found unfit to do sufficient work to support themselves.

22. The officers of the Parish Council have given great help to our women's home in tracing the history of cases.

23. I do not think charity can now be substituted for out-relief, though co-operation might enable voluntary help to be much more largely used in administering it somewhat on lines of the Elberfeld system. I believe in properly worked charitable institutions being used by public bodies as far as possible and subsidised by them.

Unemployment.

Extent.

24. *In country* districts there is practically no unemployment, and this is due to the fact that all the men are engaged to work for twelve months; and though rate of pay may not be so high, yet they get it regularly whether weather be good or bad, and even in sickness for at least six weeks.

Extent of unemployment.

25. *In cities* in Scotland during the last few years there has been a large amount of unemployment. In Glasgow this year some say it is not so serious as last year owing to the shipbuilding and engineering trades being brisk. In Edinburgh some say it is worse this year, owing to slackness in the building trade. I am not in a position to estimate the numbers, but the class of men out of work consists chiefly of so-called "labourers."

26. Unemployment is chronic to a considerable extent, but also periodic, viz., more prevalent in winter owing to many trades being at a standstill, such as painters, plasterers, etc.

27. In Dundee, while there is a demand for women's work, this aggravates the unemployment amongst men. Families come in to get work for women and girls and there is not corresponding employment for the men.

Causes of Unemployment.

Various causes of unemployment.

28. The chronic causes are so well known, they need not be repeated, but the modern system of erecting buildings etc., in a very short time with a large staff merely gathered together for the job, and paying them off immediately it is finished, tends to aggravate unemployment at the seasons when work is not so pressing.

29. More permanent causes are the unskilfulness of many of the men classified as labourers.

Various causes of unemployment.

30. One serious cause is that so large a number of boys grow up doing nothing after leaving school but selling papers or other street trading till the age of 17 or 18. Such a life in which work, if it can be called work, does not begin till about midday and goes on till nearly midnight, makes it very hard for a young fellow to stick in to steady employment, even if he were fit for it, beginning early every morning, and continuing with steady monotony all day. It is greatly to be desired that street selling by boys should be largely put an end to, as it has in the case of girls. Institutions such as the Edinburgh Industrial Brigade Home, which has for many years housed such destitute lads and got them apprenticed to trades, do most valuable work. Similar work is done in Glasgow by Quarrier's Homes for working boys, and by the small Church of Scotland Boys' Home in Herbert Street. In my opinion, boys are often discharged too young from reformatories and industrial schools, and fail to find or keep proper employment. A good many past inmates of such institutions have applied for admission to our Church of Scotland Homes for lads, showing that they are destitute.

31. *Drink* is, of course, the cause of much unemployment. A large percentage of the 500 men admitted to our homes last year entirely destitute were there because of intemperate habits; but, on the other hand, there were a considerable number of respectable men, especially over middle age, who could not get employment.

32. The small profits made in most businesses, in spite of large volume of trade, compel employers to employ only the most efficient workmen; and consequently older or weaker men are the first to be turned off, and after illness it is very difficult for a man to get work again.

Effects of Unemployment.

Effects of unemployment.

33. The effects of unemployment are sufficiently well known. In many cases it leads to crime; hunger prompts to theft. It leads to indiscriminate charity, and injustice is done to the deserving, because they are mixed up with a large body of so-called unemployed who do not in the least wish to work.

Remedies.

Effect of Unemployed Workmen's Act.

34. The Unemployed Workmen's Act in Edinburgh and Glasgow does not seem to have met the need. Many respectable working men will not apply to the Committee and be seen mixed with a more disreputable class of men.

In Glasgow last year unmarried men and men who lived in lodging-houses were not helped. Our Committee, during a period of special distress, had special relief work, and gave meals in return for work done. These unmarried men, many of them ex-soldiers, came to us in large numbers for this help. Most of them were genuine deserving men.

Labour colonies.

35. *Labour colonies* will supply a very limited remedy for chronic unemployment, because it occurs at a season when, except land reclamation, little work can be done on the land. There are some portions of waste land where the climatic conditions are such that it would be worth reclaiming them; and there are portions of land now submerged by the sea in the Firth of Forth where a Government reclamation and building of sea-walls might be very advantageous.

Afforestation.

36. *Afforestation* will not directly be of much use, because, during severe frost, trees cannot be planted; besides, there must be remembered the difficulty of housing a number of men in such areas as would be planted. In after years, no doubt, afforestation would give regular employment to a number of men, and so tend indirectly to diminish unemployment.

Emigration.

37. *Emigration*—one of the best remedies.—Much could be done by a system by which public bodies could send out selected men, recovering fare paid from their earnings in Canada with help of the Canadian Government Agents. This is done now by agents for railway contractors, but they are irresponsible, and men cannot be recommended to go with them.

63937. (*Chairman.*) Your experience is largely in a rural parish?—I have lived there, but latterly I have had a good deal of experience of the general conditions in regard to poverty all through Scotland.

63938. In the parish of Humbie, have you seven councillors on the Parish Council?—Yes.

63939. How often do they meet?—Only as a rule to hold statutory meetings, three or four times a year.

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63940. Does the inspector practically give the relief for the whole of the period between the time at which the application is made and the period at which you meet?—He would consult with the chairman, but the cases requiring relief are so few that it is comparatively a rare thing to have any change between one meeting and another.

63941. (*Mr Patten-MacDougall.*) Have you only seven paupers?—Seldom more than that.

Meetings of Parish Council.

63942. (*Chairman.*) I assume that in the parishes where there is a small population the councils only meet three or four times a year?—That is so.

63943. Then the administration is, to a considerable extent, controlled by the inspector, assisted by the chairman?—It is, but of course he reports everything at the next meeting. It may happen that he has to give relief for perhaps a couple of months without a meeting, but it is a chance.

63944. Are all the decisions the inspector arrives at generally maintained?—Yes.

63945. Do you know anything of the English Poor Law system?—Not from experience, but I have read it a good deal.

63946. The inspector of poor takes a greater part under your system than he does in England?—Very much more.

Extent of pauperism in rural districts.

63947. On the whole, do you think that works well?—I think so. Really the question of pauperism in a rural district such as that in which I live is comparatively a small one. There is really no pauperism there except in cases of sickness or insanity, or occasionally in the case of a widow.

63948. There is a greater amount of pauperism up in the north?—Yes, the conditions there are quite different.

63949. It seems to me the system you have in Scotland ensures continuity and uniformity more than the English system?—Yes, I think it does.

Suitability of existing Poor Law areas.

63950. Are you averse to a larger area?—I think the small area is good in this way, that all the parish councillors know, or at least there is always someone who knows, personally, the applicants for relief. We thus get many of the advantages of the Elberfeld system, and so on. I should very much like to see power of combination given for certain purposes. It was brought very much under my notice in connection with the lunacy board. You will probably have evidence which will show you that the boarding out of pauper lunatics by the different parishes varies very much in proportion to their size. The Parish Council is, of course, responsible for that both in town and country. The large Parish Councils carry it out on a much more extensive scale, in proportion to population, than the rural ones, and the reason, in my opinion, chiefly is, that they are able to make special arrangements. In the first place, they employ an inspector of poor who gives his whole time, and they employ officials for the purpose of finding residences and visiting and inspecting the boarded-out cases, where children and lunatics are boarded out. I would like to see power given—there may possibly be power now, but I would like to see encouragement given—to parishes combining for that and similar purposes, employing an inspector. Then I believe we would get it done in a similar proportion from the rural parishes to that in which we now get it done from the city parishes.

63951. Assuming you maintain the same personal supervision of applications as you have now, would your objections not be largely removed by the area of administration being larger for all purposes?—If you could maintain a personal interest and supervision; that, of course, is the difficulty.

Tramps and vagrants.

63952. Have you much trouble in your parish with vagrants?—A good many come along the main roads, and they are a great nuisance.

63953. How do you deal with them?—We practically do not deal with them at all. That is to say, they beg at the doors, and get probably more from the poor people than they do from the others.

63954. Supposing a vagrant goes to the inspector of poor, what does he say?—He may give him some relief to get lodging with, if he sees they are in bad health; that is all he can do.

63955. Relief in money, I suppose?—Yes.

63956. It is suggested to us that vagrants get relief from one parish and go on and get it from another parish?—Very likely.

63957. Is there nothing to prevent that?—It is impossible.

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Tramps and vagrants.

63958. In a parish such as yours that is really the only means at the disposal of the parish of dealing with them, to give them a certain sum of money for lodging?—Quite so. He may arrange to give them some food if he thinks it is needed, but they can get more food than they can eat by begging. They are a great nuisance. Especially we feel how wrong it is that their children should be dragged along with them about the country.

63959. Would you say tramping was worse in Scotland than it was?—I do not think so; it is about the same. I do not think it is any better.

63960. Do you agree with the recommendations of the Departmental Committee?—Generally I do.

63961. Whatever system is adopted, you think that absolute uniformity of treatment is essential to success?—In dealing with vagrants I think it certainly is.

Extent to which voluntary help might be used.

63962. With regard to charities and voluntary effort, is there room for a great deal more co-operation than at present exists?—Yes.

63963. You do not think that charity should be substituted for out-relief, but you think charity might be much more largely used on the line of the Elberfeld system, which really means protecting people from becoming paupers by helping them at a critical time?—Yes; and voluntary help might be used more largely even in helping those who are paupers by giving them good advice and helping them in that way as well as by merely distributing money.

63964. You have heard the suggestion I made to a preceding witness that there should be a statutory committee?—Yes.

63965. What do you think of that? Would it meet with your approval?—It would be extremely difficult to work, I think, to get the co-operation which you desire.

63966. Admitting that, can you suggest anything better to secure co-operation?—I do not know that I quite heard how the committee would work.

Co-operation of Poor Law and charity.

63967. It would be a committee recognised by statute, upon which the endeavour would be to place persons of responsibility and knowledge connected with the various charities, or taking part in social work, and the proposal is that they should work with the Poor Law—that is to say, the Poor Law should hand over to them cases which they thought might be dealt with by charity, and thus prevent them from coming on the Poor Law?—I think it would be a good thing. Of course, an attempt to do something like that has been made voluntarily in Edinburgh by working out the Charitable Organisation Society, but I am afraid it is not quite a success. If it was statutory they might do better, but I think each individual church and society of that kind would always want to keep their own to a certain extent.

63968. I was not thinking so much of churches; I was thinking of other charities and possibilities through the medium of this committee getting at the persons who were assisted by the different charities?—Yes.

Juvenile employment.

63969. You are impressed by the large number of boys who will not take the trouble to qualify themselves for a serious trade?—Yes, I think that is one of the most serious causes, not only of pauperism, but of crime at the present time. There are a great number growing up without learning any trade. They are not fit afterwards to be anything more than extremely unskilled labourers.

63970. Has this class increased of late years? Do you think the reluctance to qualify for trained work is increasing among a section of boys?—I do not know that one could say that exactly, but it is probably easier for them to earn a casual living now than it was. There are more opportunities than there were of picking up a living. The great increase of golf caddies is another contributory factor. Boys get ridiculously big pay for little work, and do not learn any trade at all.

63971. (*Chairman.*) And they have the example and the notoriety of the successful caddie to encourage them?—They all hope they will become great professionals, but the percentage is very small.

63972. Do you think the attractions and the means of livelihood by street or casual employment are greater than before?—I do not think that I have sufficient information to say so, but I do not think they can be any less. They may be rather more, because there are fewer girls selling papers on the streets. One scarcely ever sees girls selling papers now, and no doubt boys have taken their places.

63973. Did many ex-soldiers come to you for relief last year?—A good many came to the various homes.

Juvenile employment

63974. What sort of age were they?—They were not old men at all, but fairly young.

63975. Had they good characters?—Some of them had.

63976. And they could not get any work?—They could not get work.

63977. I assume many of them had been in short service?—Yes.

63978. They had no pension, I suppose?—No pension, as a rule. There were a good many reservists, and they get a little.

63979. Had you any reservists who had help?—Yes, we have had them in the homes.

Labour colonies.

63980. Coming to the question of unemployment, you are rather sceptical about the labour colonies?—I do not think they do much good to make them helpful for chronic employment in winter time, because there is not so very much work that can be done, unless you have land that can be reclaimed. Perhaps I have not made that very distinct, but the very time you want to employ a large number of men is just the time when there is least work possible under ordinary circumstances, although if you have a piece of moss to reclaim or moorland to drain there may be a good deal of work to be done.

63981. Would you object to labour colonies as a test?—No; I think it would be a good test. It is only a test, if you could get reclamation works of that sort.

Afforestation.

63982. You are also rather sceptical about afforestation?—Yes, for the same reason. I cannot see how much can be done with the sort of country you want to plant. You cannot do much in the middle of winter. It is no use doing it in mid-winter, and I do not see how at enormous expense the men are to be housed and fed. You cannot put them under canvas in encampments. Of course, once you had a big tract of forest, it would employ a good many men permanently.

63983. These would have to be trained men?—Yes; it would diminish perhaps the immigration into our towns which has been going on. You have referred to the boys. I have been very much struck lately by the number of these boys who are defective slightly, both mentally and physically, and who cannot support themselves.

63984. Are they not fit for really continuous or serious work?—No; they are slightly deformed, or otherwise defective. A good many are blind, and some are mentally defective, not to the extent of coming under our present system, and possibly not to the extent of coming under any future certificate, but still they are childish, to say the least.

Suitability of existing areas.

63985. (*Mr Booth.*) You say large areas are quite suitable. Are you thinking of acreage or numbers of population?—I was thinking of the present size of the country parish. I was not referring to the city areas.

63986. It is rather a question of size?—Of population really.

63987. You were thinking of country districts only?—In my answer to that question, I am referring only to country districts; I was not referring at all to the cities.

63988. Even in the inland districts a parish with as few as 600 or 700 people is small?—Very small.

63989. You would not suggest that it would be desirable to cut up the existing ones into smaller areas?—No, I am content with the area. I think our general system of Poor Law relief in country parishes works fairly well.

63990. Whatever the area happens to be?—Yes, I think so. There may be some parishes in the Highland districts, with which I am not very well acquainted, which may be too large.

63991. But mainly you do not think it necessary to condemn an area because it is too small?—I do not think so.

63992. On the other hand, you would be glad to see greater combination for certain purposes?—Yes, just as we combine at present for the poorhouses or asylums.

Vagrants and tramps.

63993. With regard to what you said about the law of settlement and your having to pay for paupers with no real claim upon the parish, if they have been living away from the parish, probably they would have lost a settlement from you?—They very often do not acquire a settlement anywhere else. As an example, I may give the case of a man who lived in a lodging-house here, but always shifted about between Edinburgh and Leith. Although he had practically been in one city all the time he never got a settlement.

63994. Was he a vagrant?—A casual labourer, not a vagrant, in rather poor health.

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Vagrants and tramps.

63995. You speak lower down in your statement of the vagrants living on the charity of the working classes, to whom they are often a terror. That is a very serious thing. I think that must be worse in Scotland than in England?—I think it is. It may be because there are more lowly cottages in Scotland, and because the country people do not live nearly so much in villages, but are scattered about on the different farms.

63996. And distance is a great advantage to the vagrant?—Yes, with only the women at home.

63997. What cure would you suggest for that?—I think we should be very much more stringent in dealing with these professional vagrants. I do not mean a man who is honestly tramping in search of work; but there are many vagrants well known to the police who go their regular rounds, dragging their families with them, or borrowing other people's families.

63998. A man who would bully or threaten would be known to the police?—I do not think they should be allowed to go about simply making their living by begging.

63999. You think they should be kicked out, and what?—Put into a colony or something of that kind; and I do not think they should be allowed to drive children about with them, because they are merely producing another generation to do the same thing.

64000. A labour colony would be a kind of prison?—Unless they could show that they were likely to do well, when they might be tried out on probation. But the children should stand a good chance. If they were removed from that life on the road, they ought to be quite capable of being trained up for better things.

64001. In your last paragraph you say the Unemployed Workmen's Act in Edinburgh and Glasgow does not seem to have met the need, because many respectable working men will not apply to the committee and be seen mixing with the more disreputable class of men. That is a very serious thing if it is so, and if it really does not cover the very thing it was intended to do?—I am afraid not. We are still left with the problem of the respectable man out of work in winter.

64002. And the only way to deal with that problem alone would be first of all to deal with the disreputable class with whom these respectable men do not wish to work?—They will hardly mix with them, come down to that level, so that we would almost need to deal with the habitual loafer in a different way.

64003. Would that be done, in your view, in the same kind of way, or under the same organisation as you deal with vagrants, with power of control?—Well, it would be perhaps more difficult to take away all these people and put them into a colony. That would be rather a drastic measure perhaps.

64004. What do you suggest?—I do not know that I have anything very adequate to suggest for that.

64005. Do you think it is a matter that should be dealt with under the Poor Law or not?—I think it might. There are a great many of these men on the verge of getting relief. They are the men we cannot deal with in Scotland, many of whom would be found in the casual wards of England.

64006. If there was additional legislation to give the Poor Law proper authority for dealing with them?—Yes.

64007. So as to leave room for the Unemployed Workmen's Act to relieve what men who really wish to work?—That is what it was understood to be for, to give relief to men temporarily out of work. It seems to fail to do that. There are a great many out of work at present without help.

Children of vagrants and tramps.

64008. (*Mr Phelps.*) With regard to the children of vagrants, have you any figures as to their numbers?—I have not, but there is a police census taken every year of the numbers in each county.

64009. Would that distinguish them according to their age, more, or sex?—Speaking from memory, I think it does. Age and sex are given, but I am not quite certain as to that. The chief constable of any county would produce those figures.

64010. My idea is, that in England the number of children is diminishing rapidly. Supposing your remedy was effected, and those children were taken away and brought up, are there not great difficulties in the way of that. Can you say the children suffer more from their parents than a large number of children in large cities?—I think they do, but I think I am one of those people who would interfere, to a certain extent, with the liberty of the children in the large cities too, if the parents were neglecting them.

64011. You think we are ripe for more drastic measures with regard to enforcing the responsibility of parents?—I think we are.

Children of vagrants and tramps.

64012. How would you propose that the cost of the maintenance of these tramp children should be met?—I would make the parents work if they could.

64013. There is a great difficulty, because the paupers come under the local charge of the parishes they belong to, but these vagrants belong to no locality?—No. If there were larger areas you could fix them down.

Housing of poor.

64014. We have not had anyone giving evidence with regard to country districts. What is the cottage accommodation in your part of the world?—Fairly good. Most of the cottages are not large, but, as a rule, they are in very fair repair, and fairly good. Some are very good indeed.

64015. What proportion of them have three bedrooms?—A fair proportion have three; frequently the third is only a sort of attic, but, generally, it is occupied by the boys and young men, who are only in it for sleeping.

64016. Could you say what the cottage accommodation is like in the Lowlands?—In the Lowlands the cottage accommodation, on the whole, is very good.

64017. You do not think the reason of any degeneracy in the rising generation is at all due to deficient accommodation and overcrowding?—In the country districts I do not think it is due to overcrowding. Some of the houses are damp, especially the older ones, and that, I think, perhaps affects health. I think food has more to do with the degeneration than anything else.

64018. Is that a change which has occurred in late years?—Yes.

64019. In what direction?—There is much greater difficulty in getting milk in the country districts than there used to be.

64020. Has the consumption of tea and bakers' bread increased?—Enormously.

64021. And tinned meats?—I do not know that very much tinned meat is used.

Extent of disease among children.

64022. Do you think that much of the defects in children that you have noticed are due to inherited disease?—In the town population those children we see and get into our homes, I should say, do suffer from inherited disease. In the country we do not see much of it. Most of the children of the country are fairly healthy, though not so robust as they used to be. They have not much actual disease.

64023. Have you much evidence of inherited syphilis?—I have not, specially.

64024. You could not say as to how far it is a cause?—No, I could not give any figures about that.

64025. Have you schools for defective children?—There are very few. I think there is one in Glasgow.

64026. Day schools for defective children?—I do not know of any myself.

64027. Have you any experience of those in England?—No, we have great difficulty in dealing with defective children. Of course, we have institutions for imbeciles, but that is a stage further on.

Treatment of pauper lunatics.

64028. (*Mr Patten-MacDougall.*) As chairman of the General Board of Lunacy, you have great experience, and you are able to tell us what the result of the boarding out of pauper lunatics is?—I think it is good, taking it all round.

64029. As far as you have been able to judge, is it good all over Scotland?—I think so. I say that it is best where they are boarded out with unrelated guardians. As a rule, it is less satisfactory when they are boarded with relatives. That is to say, where an imbecile is left in the charge of a grandparent, say, it is not so satisfactory as when he or she is boarded out, sent from Edinburgh, say, to a guardian altogether unrelated.

64030. Have you had few cases calling for inquiry or complaint of any sort?—Not many in proportion to the number.

64031. (*Mr Booth.*) Where there is more than one lunatic boarded out, do you certify in any way the house in which they are boarded?—They may have up to four, I

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think it is, without any special certificate, although they are all known, recorded, and registered.

64032. I thought it was over one, and up to four, for which you had to have a certificate?—We can have two in a house without a special certificate, but it is all by permission of the Board.

64033. Is a certificate given after inspection?—Yes, our inspector has to see the house.

64034. (*Mr Patten-MacDougall.*) Has another system, which has been brought into operation by your Board in conjunction with the Local Government Board lately, been the system of observation wards?—Yes.

64035. In every instance, is the best case, the only case, in which it has been brought into operation at present, in Glasgow; and is it the opinion of the General Board of Lunacy that that system is working well?—Glasgow is the best. They have it in Dundee a little, and in Govan too, but it is doing best in Glasgow, no doubt.

64036. And are you of opinion that it is a system which is calculated to be of benefit to the cases which it is treating?—I think it is, certainly. I think it may in many cases avoid the necessity for going to the asylum at all, and unfortunately people do not regard asylums merely as hospitals. Therefore it is as well to avoid sending people there. In Glasgow the wards are no doubt beneficial. There are many drink cases which never need to go to the asylum at all.

Treatment pauper lunatics.

64037. And these are cases many of which are treated in the observation wards?—Yes.

64038. As regards the Pauper Lunatic Grant, is that a sum of £20,000?—Yes.

64039. And as lunacy is unfortunately increasing, of course the grant per head is decreasing?—The grant is diminishing.

64040. Have you any views of the Lunacy Board to offer as to the inadequacy of the grant?—The grant is becoming less and less adequate as the numbers increase, and I should like to see grants of public money given in aid of building, as well as for providing accommodation for them. The grant only goes to the parishes for maintenance, but it does not in any way help to provide accommodation for lunatics.

64041. Have you expressed the view at the Lunacy Board that this should be an imperial grant?—Instead of this fixed sum?

64042. That all lunacy should be met out of an imperial rate?—No, I do not think they have ever expressed that view.

Rev. G. G. D. S. Duncan.

Rev. G. G. D. S. Duncan, called and examined.

64043. (*Chairman.*) You are the minister of the Parish of Glencairn in Dumfriesshire?—Yes.

64044. You have given us a paper very clearly indicating your views, and it is written in connection with the Parish of Glencairn. That will be taken as your evidence-in-chief?—Yes.

(*The witness handed in the following statement.*)

Charities and Voluntary Effort.

Charities in Glencairn.

1. The chief charities in the parish and neighbourhood are those raised by voluntary effort by the congregations of the various churches, or those left as a permanent trust fund for the poor connected with these congregations, all monies not specially ear-marked for congregations' poor being taken over by the Parish Councils. One charity in this neighbourhood, left by a son of a minister, is given on the condition that each recipient receives a sum of not less than £10 a year, but in no case is this to operate to the relief of ratepayers or heritors in their respective liabilities for the poor. The effect of this is morally and socially excellent. It assists persons to retain their self-respect and independence, aiding people who have seen better days and who will take gifts from Christ's Church where they would not accept a penny from the rates. Such a charity, with its substantial relief, does not demoralise like promiscuous doles, but lifts a person to his feet, providing relief from anxiety and securing a degree of comfort in declining years otherwise impossible amongst the respectable class. No system could be better, operated by the minister and Kirk Session, the minister obtaining the secret confidence of persons who would rather starve than let their affairs be made public. This fund, like others in the district, is disbursed without anyone in the neighbourhood except the trustees knowing who are recipients.

2. Each congregation raises sums annually for the poor and sick, also for local infirmaries. Glencairn Church, for instance, raises a sum for its own sick and poor but also a larger sum each December for coals, which are given to poor or sick irrespectively of their church connection, the united Kirk Sessions of the parish conferring as to needy cases and distributing thereafter. The effect of this is very salutary.

3. In addition, private individuals give money directly for the payment of nurses to attend on sick poor people, often dependants or employees on their estates, or retired from their service. This is a boon to several who would otherwise go the poorhouse; but who would rather die, even starve and suffer, than go to the poorhouse.

Then by private personal charity, a parish nurse is provided for nearly all neighbouring parishes to attend all sick and poor. These nurses do invaluable work for those receiving parochial relief. I know not what the Parish Council would do without them, though it does not contribute.

4. From my remarks on above subject, it will be obvious that I regard the effects of charities well disbursed as vastly more salutary, morally and socially, than the effects of Poor Law out-relief; especially in such a parish and neighbourhood as this, where the resident proprietors see that no one wants food or nursing through the minister, who knows the needs of individual cases better than any inspector of poor can.

Respective merits of Poor Law and charitable aid.

5. One point I would lay stress upon—the defect of Poor Law out-relief as administered at present is, that each recipient receives his or her dole from the inspector of poor, and is allowed to spend it as he or she likes, often foolishly. My method in disbursing charity is to allow the recipient so much per month or week at the grocer's, butcher's, and baker's with whom they deal; in addition, I see that they leave a margin for rent. I do not believe in the moral or social benefit of inadequate doles, or the practice of inspectors allowing the out-relief recipients to do as they like with the money.

6. I regard the out-relief usually given by Parish Councils as inadequate doles—not sufficient to lift a person out of the rut, but sufficient to demoralise the recipient. If the present grants are to be made, I should say that the system of weekly doles should be stopped and a sum given quarterly or even half-yearly, the accounts of the recipients at the different shops being examined by the inspector, and an allowance at each shop being stated beforehand. The present out-relief tends to bad debts on all hands, and is more demoralising than ethically and socially helpful.

7. One defect in Poor Law methods that appeals to me is where, as recently, a mother is deserted, comes on the parish, and the local Board offers as the only alternative that she go with her young children—two and four years old, with a baby in arms—to the poorhouse. This is harmful in the extreme, especially to children.

Desertion

8. In some cases those who are receiving out-relief under the Poor Law *have* to be assisted by Christian charities, owing, as I have pointed out, to the inadequacy of the relief. The two do and must co-operate in present circumstances. Personally, I have had to pay for a woman to wash an out-relief recipient weekly, and also to wash out the house fortnightly. I had to supervise her expenditure of the out-relief money, to keep her from debt or starvation.

9. The possibility of extending such co-operation is difficult to formulate. The churches will not be compelled to charity. In fact, the action of Parish Councils claiming collections for the poor, has greatly injured Christian or church charity. On the other hand, owing to the overlapping and sectarian jealousy in Scotland, a Parish Council often resents the superintendence which ministers can personally give better than any inspector. Sometimes parochial charities are dangerously promiscuous. I have succeeded in centralising the disbursement of charities here by asking the donors to pass it all through me, and I render an account. Previously, some favourite poor person had

Need of greater co-operation between Poor Law and charities.

Need of greater co-operation between Poor Law and charities.

more food than she knew what to do with, while others were neglected. Centralising is needed; and it might be possible to form a Board with representatives from each congregation in the parish along with the inspector of poor, the disbursement resting, if possible, with the most efficient clergyman, who knows all the people, and the inspector of poor; otherwise, let each clergyman have a district for disbursing along with inspector.

Possibility of substituting charity for out-relief.

10. The possibility of substituting charity for out-relief is simple in some well-to-do parishes; but not in others where there are not many resident people-of-means. I believe that if people unfit for work were provided for by law, the churches might be left to undertake all cases of temporary relief. If old age pensions for women as well as men were introduced, the churches could and should, as most do at present, provide for all other cases of poor and sick. But this is only possible on condition that the trust funds bequeathed to the various denominations be safeguarded as Church property, and not appropriated by Parish Councils or Poor Law corporations. In each parish the clergyman should constitute a Board of Christian Charity to avoid promiscuous overlapping, and to regulate the expenditure of charitable gifts in securing the necessaries of life for the recipients. I think the State should provide for people unable for work through old age, and also for free medical attendance upon those without work in cases of age or infirmity. Remove these two items from the list of charity, and the churches must and will substitute charity for the present demoralising method of out-relief.

11. In all this I speak concerning rural parishes, having had active experience in three, in different parts of Scotland, Highland and Lowland — Renfrewshire, Perthshire, and Dumfriesshire.

Friendly, Co-operative, and other Self-help Societies.

Subscriptions and benefits of friendly societies.

12. In this and neighbouring parishes, the societies of the Oddfellows, Ancient Foresters, and Shepherds are of great social benefit, especially in meeting expenses connected with illness and funerals. The weekly subscription varies according to benefit desired. In the Oddfellows' society there is no wage-limit, while there are honorary members who contribute 10s. 6d. a year to help the funds, receiving none of the benefits. Owing to the arrangement with local physicians, the limit prescribed (two miles) is too narrow. Many more would avail themselves of the benefit, were the territorial area increased—made parochial. These societies have in many cases obviated outside charity during illness and non-employment, and at time of death. The Oddfellows' subscription, including funeral benefit is 1s. 9d. per month; benefit, 9s. a week.

Provision of old age pensions.

13. To provide old age pensions by friendly societies is conceivably feasible, were they subsidised to some extent by the State. This method would be acceptable to the majority. At present, however, the members find the weekly or monthly subscription enough to raise, especially in times of domestic trouble, or weather which stops regular outdoor work. At such times the subscriptions are apt to lapse. But with State help, I believe old age pensions might be wrought in this way. The only objection is that there are not such societies open to women, who constitute the majority of our aged poor. I have a self-help society for women, according to which each woman contributes one penny a week, and at the end of the year I double their 4s. 4d. by a gift from individuals and church funds for the purpose; thus enabling thrifty women to order clothing, etc., to the amount of 8s. 8d. This should have been mentioned in pars. 1–3; but I feel that too little provision is made for women in these friendly societies. They cannot be ignored in an old age pension scheme, through friendly societies.

Effect on friendly societies of free medical State aid and of Poor Law out-relief.

14. Free medical State aid would set free a greater amount of money for charitable uses by the societies, and at same time do away with the narrow area-limit above complained of. Thus the revenues would be increased and membership enlarged; the funds becoming proportionately increased for benefits or old age pensions.

15. *Voluntary Hospitals.*—The admission cards to hospitals are at present given by the Church or Parish Council or private subscribers. These hospitals, voluntary or State aided, relieve the society of medical fees, and help the funds.

16. With a State system of old age pensions, friendly societies could with a slightly increased premium look after cases of illness and necessity.

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17. Freely given Poor Law out-relief would never be voluntarily accepted in preference to society relief. The advantage of society relief is that the members can claim it as their right. People here would rather be helped to pay their society premiums than accept Poor Law relief.

Effect on friendly societies of free medical State aid and of Poor Law out-relief.

18. I think friendly societies could well co-operate with hospitals in paying an annual sum entitling them to admission cards; but in most parishes the parish church receives sufficient cards in return for the collections. But where the people are poor, the church offerings do not secure more than one card. The societies, inasmuch as they have to pay a medical officer, should pay to infirmaries when these relieve them of their patients.

Need of State aid for friendly societies.

19. Friendly societies naturally only benefit the man who has a weekly wage. Outdoor relief affects those out of employment, and comes to the rescue of those whose illness extends beyond the society's time-limit for relief. In societies, the longer the illness the less the grant. Here outdoor relief from other institutions has proved invaluable, *e.g.* in incurable cases. The effect of Society Acts is excellent on the people, tending to thrift and self-dependence. Outdoor relief is a great benefit to those who cannot join the societies. Here the societies have greater influence than any other voluntary institution. I feel they should be encouraged by grants from the public purse, and their area made parochial.

Progress of friendly societies.

20. In this district friendly and thrift societies are progressing much more than ten years ago—savings-banks connected with the church, Women's Clothing Society, Oddfellows, Foresters, and Shepherds and Gardeners. There is a long list of applicants for admission to the societies connected with the church, organised by me; and young men are more readily taking advantage of the friendly societies than ever.

64045. Whereabouts is Glencairn? — Fourteen miles north-west of Dumfries town.

64046. Is it a rural parish?—Purely.

Question of effect of substitution of charity for Poor Law relief.

64047. Now you consider that the effect of charity if it is properly superintended is much more salutary and has a much better effect than Poor Law relief?—I find it so.

64048. Persons who get it, I suppose, feel that they are in a better position, so to say, than if under Poor Law relief?—Perhaps it is due to the nature of the Scottish character, but they retain their self-respect and self-dependence more than if they take it in the form of the parish relief.

64049. In your view, the recipient is allowed very much to spend the dole that they receive as they like?—I think there should be superintendence and supervision in that matter.

64050. Also, I think, you imply rather that in certain cases what they receive from the Poor Law is hardly adequate?—Without the relief I have been able to give from church funds some people could not have lived respectably, *e.g.* the woman whom I had to pay a nurse to wash weekly.

64051. I assume the Parish Council rather give relief on the assumption that the recipient has other resources?—It may be, but they do not know.

64052. What is your opinion? Do you think that is a satisfactory way?—No, I do not.

64053. Do you think it ought to be adequate when given by the Poor Law?—I think there should be consultation between those who distribute Poor Law and charities.

64054. At present there is very little?—Very little.

Co-ordination of charities.

64055. Of course there would be difficulty, as you point out, in getting the churches to pool together their funds, but do you think there would be any difficulty in getting some sort of organisation in connection with charities in each locality, so that they might get to know who were in receipt of charity from the different churches and different bodies?—I think there should be no difficulty if the churches, between which there is such feeling in Scotland, were represented.

64056. I imagine that churches would fight tenaciously to retain the power of distributing whatever sums they had?—For their own people. There are funds in connection with congregations, especially parish churches, which are by will or trust-deed dedicated for the poor of the parish. In that case these should be pooled, but those for congregational purposes, I imagine, would be retained jealously for the congregation in each case.

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Substitution of charity for out-relief.

64057. But, even with that retention of special funds, it might be quite possible to get general co-operation?—Perfectly.

64058. You point out, and your argument is in accordance with the evidence we have received before, that though it might be possible to substitute charity for out-relief in some well-to-do parishes, it would be impossible in the very poor parishes?—I believe so, quite.

Old age pensions.

64059. A good deal of the out-relief in the rural districts is very much in the shape of old-age pensions?—It is, largely.

64060. Once given, it is received in perpetuity?—From the Parish Councils; yes, it is very seldom taken away.

64061. You would be in favour, I think, of old-age pensions?—I am.

64062. You would like, if possible, to see them provided by friendly societies?—I do not know that I would prefer that, but when the question was put, I felt that it was possible.

64063. Are the friendly societies and others strong about you?—Yes.

64064. And you say they are increasing in numbers?—The members are increasing, except in so far as the young men are leaving the rural districts altogether.

Difficulty of medical aid through friendly societies.

64065. Amongst your own people there is not the disposition to put on one side or to ignore arrangements for self-support, trusting to Government help?—No. The friendly societies are greatly taken advantage of. As I point out, the area for medical relief in connection with these being two miles, and my parish being eighteen miles long, the majority of the parishioners were not able to avail themselves.

64066. That was really a sort of geographical difficulty?—It is a common one, the parishes being so large in Scotland.

64067. What do the people do who could not get medical relief through, say, the Oddfellows? Would they get it from the Poor Law?—In some cases I believe they do, but the congregations see generally to cases of individual sickness.

64068. So as to prevent their applying to the Poor Law?—Yes. The people would not take it if they knew it was from the Poor Law, if they could help it.

Charitable medical aid.

64069. The fact of medical relief being associated with the Poor Law is rather a deterrent to people applying for it?—It is. Then the minister of the parish usually knows these cases before an inspector of the poor or anyone connected with the Parish Council, and he has means from funds in connection with the church, or from well-to-do individuals, which enables him to support these cases and pay for medical relief.

64070. There is no age limit in the Oddfellows' Society. Is that a local rule or a general rule?—I am sorry I cannot say definitely.

64071. Is there no age limit?—Not as far as I know. There may be a limit as to entrance-age, but as long as premium is paid the benefit lasts for life.

64072. Is the medical relief now adequate to the wants of the poor in your neighbourhood?—Augmented by the relief given in voluntary ways by congregations and individuals paying for many cases, perhaps the majority of cases, of sick poor.

64073. Have you a self-help society for women?—Yes.

64074. Do the women work in the fields?—It is becoming less common.

64075. When they do work, are they ever taken on by the half-year at all?—Mostly. They are all, I should say, in the parish of Glencairn, taken on by the half-year.

64076. What is the effect on the health? Do they keep their health?—I think so. I do not know of any illness being caused by their outdoor work. The habit is to select estate- and farm-labourers who have able-bodied daughters.

64077. But the practice is dying out?—Yes, the women dislike it, preferring lighter and indoor work.

64078. Do you not think that their health in after years suffers?—I have not found it so; rather the contrary. Outdoor workers live to a good age.

64079. You would rather like to help the friendly societies and encourage them by subventions?—In the case of their being used at all. I was merely considering the possibility of their being used in the way of old-age pensions.

Charitable medical aid.

64080. There is a great deal to be said for it; the difficulty is that perhaps the very persons who would most rely on getting a pension would be the person who has not put by?—True.

64081. Do you think that if medical relief was made free it would free a certain amount of funds, and these contributions of societies would go to other purposes?—Quite.

64082. Is your population increasing?—No; it has remained steady, perhaps decreased seventy in the last ten years.

Class of persons applying for relief.

64083. Is the pauperism falling, or is the percentage very low?—The paupers in the parishes with which I have been personally connected have been just elderly people whose children have gone abroad or otherwise deserted them, or infirm people with no one to depend upon.

64084. Any widows and children?—A great many.

Administration of charities.

64085. (*Mr Patten-MacDougall.*) Have you many charities in your parish, voluntary or bequeathed, or mortified?—There is only one in the parish of Glencairn that I know of now. It was left, as I state, a sum of £2100 many years ago on the condition that no one received less than a grant of £10 per annum.

64086. Who are the trustees of that?—Four trustees at present legally assumed. The parish minister is operating trustee. He acts with the advice of his kirk session.

64087. Are the Parish Council represented on the trust?—No, not officially.

64088. They have power to be?—No. It is not for the poor of the parish, but the poor of the congregation. There was a trust in connection with Glencairn for behoof of the poor of the parish. It was a small sum, and was distributed among people connected with the parish church and other denominations.

64089. If this bequest had been for behoof of the poor of the parish, and not for the poor of the congregation, you know that the Parish Council might have had a representation on the trust under the provisions of the Act of 1894, and that in all similar cases throughout Scotland the Parish Council have power to be represented if they so please?—I quite understand that. In this case it is a trust deed, and the trustees are appointed by co-option, quite independently of the Parish Council, and legally.

64090. As to church collections applying to the poor, are there none returned from your parish?—No, there are none taken for the poor of the parish except the one taken in December for supplying coals to the poor of the parish. That is pooled with the contributions given for the same purpose by the other two churches in the neighbourhood, and a representative committee applies the results to the poor.

64091. I see in the return that out of £73 for the year 1905, £67 is expended on other purposes, nothing on relief of the poor. I do not quite see what happens to the other £6. That will probably be expended on coals at Christmas?—It would just be about that.

64092. Where you supplement the relief which is given by the Parish Council by contributions from church funds, of course it is competent for the applicant to go to the Local Government Board if he thinks he gets inadequate relief. How does that stand, in your opinion, if it is necessary to get contributions from church funds?—It makes the people who have been accustomed to a better state of living as comfortable as possible, and more comfortable than they can possibly be by relief given by the parish. In the parishes in which I have been I have not known a person who would be so courageous as to make an application even if they themselves wanted the money. What the Parish Council gives is the minimum for subsistence. The Church adds to the comfort of those thus aided.

64093. But if they complain, it is the duty of the inspector of poor to apply for adequate remedy?—I quite grant that.

64094. (*Chairman.*) Would the notoriety prevent them?—Yes. They are very quiet people.

64095. That would be a deterrent?—Yes.

64096. (*Mr Patten-MacDougall.*) In order to meet that there is a duty put on the inspector when any complaint whatever is made?—I have never heard of a complaint, at least of a formal complaint, but I know they have been very much the better of such help as I have been able to give them, and the supervision of what they do get would be a great help.

Desertion cases.

64097. Are you a member of the Parish Council yourself?—I was. I am not now.

64098. (*Mr Phelps.*) I see in No. 7 of your statement you call attention to the case of a deserted wife who comes on the parish and is offered the poorhouse. Do you think, in the case of a deserted wife, it would be safe to give outdoor relief?—I think so.

64099. Do you not think that if the man knew that his wife would be provided for by the parish it would rather encourage him to go away?—He goes away, and cares not what happens to her. This man could not be traced.

64100. Would you extend that to cases in which the wife herself was the cause of the desertion?—In the sense of thinking it right that she should be supported by outdoor relief?

64101. Would you give outdoor relief where the wife was herself the cause of desertion?—If the case were clear that she had caused the desertion, I should be diffident about giving it.

64102. Would you take a case of that kind; you give outdoor relief to a woman with children; what scale do you think it should be given on? Do you think she ought to be made independent of working herself?—If she has health, I think she should work. In the case in point, I helped her to get work.

64103. Do you think she should have more occupation than looking after her children?—In so far as it did not interfere with her looking after the younger children. If they were all well enough to go to school, I should say that she should work during that time, and be with her children after school-time.

State aid for friendly society old-age pensions.

64104. You say, "To provide old-age pensions by 'friendly societies is conceivably feasible were they subsi-'dised to some extent by the State." Have you thought out any principle on which that could be done?—I fear that, as I was in the midst of a removal from one parish to another, I had no time to think it out, but if they were able to take the responsibility of providing old-age pensions, they would need to be subsidised from some source.

64105. If a man had provided 5s. a week for himself in a friendly society, he would ask the State to double it, as a general principle?—Yes.

64106. Do you think that would entail the State auditing the accounts of all friendly societies?—I think so.

64107. Do you think that friendly societies would welcome that?—Those that I know would not object.

64108. Do you think they could, as a rule, stand the stringency of a State audit?—I should hope so, and I think so, from my personal experience.

64109. Do you think that a State audit would in time diminish a good deal of the interest that the members take in the working of the society?—That is conceivable.

64110. I mean that it is sometimes represented that a State audit would be inevitable, and that it might be the beginning of its being a State affair altogether?—As the accounts are audited officially each year, I do not think it would interfere with the popularity of the friendly societies if they were merely audited by a State auditor, while managed locally.

Effect of free State medical aid on friendly societies.

64111. You say, "Free medical State aid would set free 'a greater amount of money for charitable uses by the 'societies, and do away with the narrow area limit." What do you think are the principal objects of a man in joining a friendly society?—The objects at present are to provide against illness and to provide for funeral expenses.

64112. Suppose the State provided against illness, do you think it would diminish or weaken the number of people joining societies?—If they provided a sum of money not only for medical attendance, but a sum such as these friendly societies give each week during illness, I fancy the use of the friendly societies would vanish.

64113. Then you say you would like to see a system by which the State provided old-age pensions, the societies providing medical aid during sickness or necessity. You would divide the responsibility between the two?—Yes.

64114. Do you think a distinction might be drawn between medical relief in the institutions and at a man's own home? Would you be prepared to see all the relief in the institution made free?—I should. It would not be so popular as the relief given by friendly societies at home.

Rev. G. G. D. S. Duncan.

17 June 1907.

Effect of free State medical aid on friendly societies.

64115. That is to say, people prefer to be treated in their own houses?—They do. That is why many join the friendly societies, to keep them out of the hospital.

64116. Do you find it difficult to persuade people to go into the hospitals?—Yes.

64117. Is Dumfriesshire well provided in that way?—Yes.

64118. Have you no difficulty in the cases of accident?—None.

64119. Are the hospitals well supported?—Fairly well.

64120. Do you think that it would be advantageous if the State took over the hospitals?—I have felt that they should be taken over by the State, although I believe theoretically and ideally in the voluntary support of such institutions.

64121. Supposing the State gave free medical aid, do you think the friendly societies would do more in the way of old-age pensions?—Not unless they were approached before that, and they saw no possibility of old-age pensions coming from elsewhere.

Old-age pensions.

64122. Do you think the working classes, as far as you know them in the country, are really desirous of old-age pensions?—I have no doubt they are.

64123. To the point of making any great sacrifice to obtain them?—I am afraid the current feeling is that the State should provide them.

64124. They would welcome them as a gift?—Yes.

64125. But not deny themselves much to provide themselves with it?—I think they would, if a scheme were devised.

64126. Well, supposing the friendly societies put out a scheme, do you think their members would join?—Promptly, I would venture to say.

64127. Do you find many people taking advantage of the post office facilities for old-age pensions?—I do not know of any. I have not heard of one.

64128. Have you never heard the question discussed why they had not?—I think few know of it, and I know of none who do it.

64129. (*Mr Booth.*) Your language is very cautious, and I am not quite sure whether you actually advocate provision of old-age pensions by friendly societies. You do say it is conceivable if they have State aid?—Yes.

64130. If I have read arightly your remarks, you rather show the various ways in which these things would interact one upon another, because in one paragraph you say, "Free medical State aid would set free a greater amount of 'money for charitable uses by the societies," and a little further on you say, "With a State system of old-age pen-'sions friendly societies could, with a slightly increased 'premium, look after cases of illness and necessity"?—I stated these as alternatives.

64131. You balance it rather?—Yes.

64132. So you do not actually here state that you advocate one system or another?—I think I was asked to express my opinion on feasibility.

Lack of women members of friendly societies.

64133. And you think it feasible but difficult, and one of the reasons you think it is difficult is that at present they do not deal with women at all?—That is so.

64134. And the women are the larger number of the old?—Quite. In the rural parishes that is so.

64135. And in some ways the most deserving of consideration?—I should say so, quite.

64136. So that, at bottom, is the great difficulty?—Yes, the fundamental difficulty.

64137. You balance the ideas in these remarks of yours without definitely expressing an opinion?—That is what I meant to do. I thought I was asked to express my opinion as to the feasibility and the difficulties about friendly societies, seeing that no women were members.

64138. The same with the voluntary charities. You think it is better left to them rather than to the law?—I feel, for an ethical and moral effect, that is so.

64139. In the very last sentence you say that young men are more readily taking advantage of friendly societies than ever. That is a more cheerful view of the subject than we have had taken by others. Is it your own experience?—It is; it is solely in the parishes in which I have been.

ONE HUNDRED AND EIGHTH DAY.

Wednesday, 19*th June* 1907.

AT THE CALEDONIAN RAILWAY STATION HOTEL, EDINBURGH.

PRESENT.

The Right Hon. LORD GEORGE HAMILTON, G.C.S.I., etc., etc., etc. (*Chairman*).
The Right Hon. CHARLES BOOTH, F.R.S.
Mr F. H. BENTHAM.
The Rev. T. GAGE GARDINER.
Mr J. PATTEN-MACDOUGALL, C.B.
Mr T. HANCOCK NUNN.
The Rev. L. R. PHELPS.
Professor WILLIAM SMART.
Mrs SIDNEY WEBB.
The Right Rev. the LORD BISHOP OF ROSS.
Mr R. H. A. G. DUFF (*Secretary*).
Mr J. JEFFREY (*Assistant Secretary*).

Mr C. B. Williams.

Mr C. B. WILLIAMS, called and examined.

64140. (*Chairman*). You are Inspector of Poor at Aberdeen?—Yes.

64141. You have supplied us with a paper, which we will take as your evidence-in-chief?—Very well.

(*The witness handed in the following statement.*)

1. I beg to say that I am sixty years of age. On 14th October 1872 I entered the service of the late Parochial Board of St Nicholas or City Parish of Aberdeen as Assistant Outdoor Inspector. In 1885 I was promoted to be Collector of Poor and School Rates and Cashier. In 1895 the two parishes of St. Nicholas and Old Machar were combined, and I was appointed Inspector of Poor of the amalgamated Parishes, and I still hold that appointment.

THE SOCIAL AND INDUSTRIAL CONDITIONS IN ABERDEEN PARISH.

2. The latest returns show that the population of the City parish of Aberdeen is 171,022, that the area of the parish is about 6,748 acres, and that the valuation for 1906–7 was £898,024, 13s. 1d.

Housing of various classes of community in Aberdeen.

3. The following is a list of the rents paid by the various classes of the community for 1905–6:—

	Number Occupied.			Number Vacant.	
	Houses.	Shops, etc.		Houses.	Shops, etc.
Not exceeding £5, . .	5,734	1,210	6,944	455	143
Above £5, not exceeding £10	16,128	1,370	17,498	524	130
,, 10, ,, 12	4,035	434	4,469	241	34
,, 12, ,, 15	2,796	566	3,362	131	52
,, 15, ,, 20	2,510	757	3,267	95	61
,, 20, ,, 30	2,186	847	3,033	109	69
,, 30, ,, 40	1,083	432	1,515	52	32
,, 40, ,, 50	408	285	693	21	15
,, 50, ,, 60	170	165	335	12	9
,, 60, ,, 70	103	124	227	5	6
,, 70, ,, 80	79	121	200	4	3
,, 80, ,, 90	35	84	119	...	2
,, 90, ,, 100	33	87	120	6	4
,, 100, . . .	37	563	600	1	14
	35,337	7,045	42,382	1,656	574

Industries and extent of unemployment in Aberdeen.

4. Aberdeen is fortunate in having a variety of industries,—granite quarrying and cutting, fishing, paper manufactories—in which work is provided for a large number of both sexes; jute, linen, bleaching and engineering works, shipbuilding, cabinetmaking, and all the various smaller trades usually found in a large city. There has been considerable want of employment among masons and labourers during the past winter, but I need not go into that, as from the returns of the Distress Committee information will be obtained as to the number of unemployed.

Industries a extent of un employment in Aberdeen

THE METHOD OF ADMINISTERING RELIEF IN THE PARISH.

5. The District Medical Officers call at the inspector's office daily from 10 a.m. to 1 p.m. to grant certificates and to receive attendance lines to those who are already on the outdoor rolls.

Method of administerin relief in Aberdeen.

6. Applicants, if able, are required to come to the office to make personal application. After a statement has been taken down by the application clerk, the applicant is, if necessary, medically examined, and a certificate granted for the guidance of the inspector by the medical officer of the district in which the applicant resides.

7. If the application is for outdoor relief and the case appears urgent, the applicant is requested to call again on the morning of the day following, to receive the decision of the inspector on the application. The statement taken down by the application clerk is then handed to the district assistant inspector, who, either on the day of application (if made before 12 o'clock) or on the day following, visits the applicant at his or her home, and writes on the application form any additional information which he may obtain during that visit. That form is handed by the outdoor investigating officer to either the chief inspector or to his depute, who gives instructions as to how the case is to be dealt with prior to the meeting of the Relief Committee.

8. At the annual statutory meeting of the Council in December a convener is appointed for the Relief Committee; the remaining number of the Council, thirty, is divided into three Relief Committees of ten each, who meet weekly in rotation on Monday evenings. The decisions of these Committees are printed and circulated monthly among the whole members of the Council, and if any member has any objection to any decision of the Committee, it is open to him to bring the case before the Council in committee at the ordinary monthly meeting. We have had in all twenty-two such appeals during this present Council's term of office (2 years 7 months). Prior to the election of this Council in November 1904 the whole Council met weekly as a Relief Committee, and Oh! ! !

THE RESPECTIVE MERITS OF INDOOR AND OUTDOOR RELIEF.

Relief to widows and deserted wives.

9. There can be no doubt that were only indoor relief granted the pauperism of this parish would be very largely reduced, but there would be so much hardship incurred by such a drastic change that, even were it desirable, which I do not think it is, the community would not permit it. Only indoor relief is granted in this parish to all who cannot be trusted with outdoor aliment. If a widow with a family, while in receipt of outdoor relief, has an illegitimate child, her aliment is discontinued, at any rate for a time, and indoor relief offered her and her dependent children. This offer is rarely accepted. When in such circumstances outdoor relief is discontinued, there can be but little doubt that the children suffer to a more or less extent; but were the Council to act otherwise and to take no notice of such misconduct, the feeling of the majority

of my Council is that there would be a considerable increase in illegitimacy. Deserted wives having good characters are put on the outdoor rolls along with their dependants, and it would appear from recent experience that this is pretty well known throughout Aberdeen. Within the past three weeks I have had no less than three applications from women with families whose husbands have gone to Canada. In one of the cases the man left Aberdeen on 22nd February, and his wife applied to me on 2nd March, and admitted that her husband had informed her before leaving that she would get outdoor relief from the parish for a year or so till he could save money to take the family out. A similar statement was made in case No. 2. The third woman denied that she had received any hint from her husband to apply for relief, but she admitted that *her husband did not run away from her*, and she supposed that he understood that she could not keep the children without parish aid. These three cases have meantime been offered indoor relief. The offer of indoor relief is the only means by which the Parish Council can protect itself from imposture by persons who have relatives in a position to maintain or contribute to their maintenance. While there is not now anything like the same objection to enter the poorhouse that there was a few years ago, still there is a wholesome dread at being sent there, and I think it would be a great pity if that "dread" was removed by changing the statutory name of "poorhouse" to any other term, such as "parish home," etc.

10. If it were made a hard-and-fast rule that all deserted wives and families should receive indoor relief only, I am satisfied that it would tend to a large reduction in the number of desertions.

11. I think outdoor relief must be continued in this country to well-behaved aged and infirm persons, respectable widows with families, and to orphan, deserted, and separated children. In the case of an aged or infirm person having relatives liable in law for their maintenance, indoor relief should invariably be offered until it can be proved by the applicant that the relatives have been applied to, that the case has been in the hands of a Poor Law agent, and that everything possible has been done, in the interests of the applicant, with the relatives, before an application for outdoor relief is sustained.

12. We have frequently had applications from persons whose families were able to contribute to their maintenance, but who would not on any account complain to a Poor Law agent; and when told that the Parish Council would sue the members of the family for any advances made to them, the applications have been withdrawn.

13. I do not think it advisable to extend outdoor relief further than has already been done in this parish.

14. In October 1903 a remit was made to a committee of the Parish Council to inquire how many of the poor in the poorhouses over sixty-five years of age could be boarded out with relatives. On inquiry by a committee of the Parish Council, it was found that there were 97 males and 105 females=202 over 65 years of age in the Aberdeen poorhouses; that 78 of that number had no relatives; 39 had families, but stated that they could not live with them; 49 had lived with members of their families, but, on account of their own habits, had to be admitted to the poorhouse; 21 had families supposed to be in this country, but whose addresses were unknown; 3 had families living abroad, but whose addresses were not known; 3 were unfit, from infirmities of age, to be in a private house; and that there were 9 who might be tried to live with relatives, but "the committee were by no means sanguine that such 'an arrangement would be either satisfactory or permanent 'in any of the cases."

Classes of Persons applying for Relief.

15. The chief classes of persons applying for relief are widows with families; deserted wives with families; wives whose husbands are in prison; wives whose husbands are in an infirmary or lunatic asylum; women with illegitimate children; sick, aged, and infirm persons; weak-minded persons; orphan children; deserted children; separated children; insane persons whose relatives are unable to maintain them in a private asylum or institution; men and women suffering from venereal disease, and who are sometimes certified able-bodied, although suffering from that disease.

16. It is very seldom that I have applications from able-bodied men.

The Causes of Pauperism.

Mr C. B. Williams.

19 June 1907.

17. The main factor is undoubtedly drink (either direct or indirect).

18. Early and improvident marriages.

Causes of pauperism.

19. To some extent, the workmen's unions, in respect that aged tradesmen are not now allowed to work under the standard rate of wages. Men turned over in years would be perfectly willing to work at reduced wages, and masters would be perfectly willing to employ them, but the workmen's unions prohibit any arrangement of this kind between masters and men.

The Class of Persons seeking Election as Parish Councillors.

Personnel of Parish Councils

20. I think the best information I can give under this heading is to give you the professions and trades of the present members of the Council of this parish:—1 solicitor, 1 architect, 2 doctors, 1 master chemist, 1 head male teacher, 1 retired tea, wine, and spirit merchant, 1 grocer, 1 head engineer (Aberdeen Comb Works), 2 fleshers, 1 master builder and contractor, 2 master drapers, 1 master plasterer, 1 master stonecutter, 1 letter cutter, 1 master photographer, 1 master plumber, 1 operative plumber, 1 master shoemaker, 1 foreman shoemaker, 1 master slater, 1 fire and life insurance agent, 1 operative tailor, 1 foreman moulder, 1 operative moulder, 1 operative ironworker (turner), 2 funeral society collectors, and 1 labourer.

The Expediency and probable Effect of giving Able-bodied Persons a Claim to Parochial Relief.

Question of relief to able-bodied.

21. I am of opinion that it would be inexpedient to give able-bodied persons a claim to parochial relief.

22. We have ample provision in this parish to meet the wants of the deserving able-bodied in the Association for the Improvement of the Condition of the Poor, and in the Distress Committee, the former giving temporary relief and casual employment, and frequently giving loans of money to those who can be trusted, and the latter giving employment, or temporary employment, so as to tide them over their difficulties.

23. In the event of a workmen's or labourers' strike, hundreds might apply for and obtain relief, and thus protract the strike to any length of time.

The Suitability of the existing Areas for the Purpose of administering Relief.

Suitability of existing Poor Law areas.

24. So far as this parish is concerned, I consider the existing area quite satisfactory.

Reforms suggested by Experience.

Reduction in number of councillors.

25. I am of opinion that there are too many members on the Council of this parish at present, and that the interest of the ratepayers, as well as that of the poor, would be much better attended to if the Board were composed of, say, from fifteen to eighteen members. It would then be possible for the whole Parish Council to be members of each committee, and to be conversant and in touch with all the business of the Council.

26. The School Board of Aberdeen is composed of fifteen members, and the expenditure for last year amounted to £130,000. It has never been hinted that the interests of the ratepayers have been neglected in any form on account of the number of members of the School Board, and it appears to me that there is no good reason why there should be thirty-one members on the Parish Council to control an expenditure of poor-rates to the extent of £56,000, and £16,000 as District Lunacy Board.

Tripartite election of Parish Councillors.

27. There is no reason why the present electoral divisions of the parish (11) should not be reduced to five and three members elected from each enlarged division. The election of the Parish Council should not take place on the same day as that of the Town Council. One-third of the members of the Parish Council should retire annually.

Terminology of poorhouse.

28. Generally, I agree with the recommendations made by the Parish Council as stated to you in my letter of even date, except that, with regard to article 1 thereof, I do not, for the reasons stated herein, think that the name of the poorhouse should be changed; and with regard to article 3, I have already indicated to you in this statement how I think the Parish Council should be elected.

29. I think Parish Councils should have powers to grant

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Superannuation of Poor Law officials.

superannuation allowances to their officials. Boards of Guardians have this power in England and Ireland. I think Scotch Poor Law officials ought to be placed on the same footing as their English and Irish brethren.

64142. (*Chairman*) Is the area of your Parish Council the same as the municipal area of Aberdeen?—Yes.

64143. How many assistant inspectors do you have?—One indoor, three outdoor, three clerks, and two typists.

Procedure for obtaining relief.

64144. The procedure through which an applicant has to go is this: he comes to your office and then he is medically examined, and his statement is taken down by the application clerk?—Yes. The statement is thereafter handed to the chief assistant inspector or to myself to go over. We hand it back to the assistant inspector and give him notes as to any special inquiry that we may think is required. The assistant inspector goes and makes these inquiries and then comes back.

64145. You have, so to speak, two classes of inspectors—you have the district out-inspectors, and then you have an indoor inspector who more or less represents you?—Yes.

64146. When the applicant comes up does the outdoor inspector or the indoor inspector attend?—It depends on whether the one or the other is disengaged. If the district inspector is engaged, then a case from his district will come before my chief assistant.

64147. One of the objects of the indoor inspector is to see that the relief is given in the different districts more or less on uniform principles?—Yes, exactly.

Relief committees and system of appeal.

64148. Have you a relief committee or committees?—The council is divided into three committees. There are thirty-one members in the council, and ten of them sit weekly with one chairman as a relief committee.

64149. Is there any appeal?—Yes; the deliverances of the committee are all printed and published in the monthly minutes, and if any member of the Parish Council has any fault to find with any case, then he can bring up that case at the meeting of the Parish Council before the ordinary business is brought up. It will be discussed by the whole council.

64150. I think you have had twenty-two of such cases?—Yes.

64151. You evidently do not think that the council sitting in its entirety as a relief committee tended to a rapid transaction of the business?—No, because everyone had something to say on each case that came up, and then there were the reports by the assistant inspectors—it was quite impossible.

64152. You have divided yourselves into committees now?—Yes.

64153. How does the appeal work?—We have only had some twenty-three or twenty-four appeals. I forget how many of them were carried against the decisions of the committee.

64154. But I understand they can bring them up without notice?—All that they have got to do is to give me notice that they are going to bring a case up. It may lie over for three weeks until the meeting of the Parish Council. All that I want to know is that a member is going to bring up a case so that I may have the case re-investigated before the meeting of the Parish Council.

64155. So there is full time for a further investigation of the case if any member is dissatisfied?—Yes.

64156. Does the applicant ever appeal?—No, we give no room for the applicant to appeal. If he is not satisfied with the deliverance of the committee, then we cannot do any more for him, but he may get the member for the ward to bring up the case.

64157. The redress of the applicant would take the shape of going to the sheriff?—Yes.

64158. Do they go much to the sheriff?—No, not very often. I do not send cases to the sheriff more than I can help, because it is useless. He grants interim relief until parties are heard, and we may as well do that ourselves. I have only seen the sheriff refuse relief once during all my experience.

64159. Assuming the sheriff grants relief, and you contest his decision, you have then to bring the case up?—Yes, and it costs money to contest his decision.

64160. How much will it cost?—From 30s. to £14.

64161. As much as that?—Yes. I have seen it as much as £14, but sometimes as low as 30s. It just depends on circumstances.

Relief committees and system of appeal.

64162. (*Mr Patten-MacDougall.*) Have you to bring witnesses?—Yes, and a law agent as well.

64163. (*Chairman.*) The minimum will be about 30s. and the maximum about £14?—Yes.

64164. And that is a consideration?—Yes. It is a great deal more than we would have to give to the applicant in interim relief, and we choose to give interim relief rather than be bothered sending the case to the sheriff.

64165. If relief is refused by the Parish Council after it has been given for a short period, could the applicant then appeal to the sheriff?—Yes, but he has an appeal to the Local Government Board as well.

64166. Only on inadequacy?—Yes; but the refusal of relief would be inadequate relief if the person thought he was entitled to it,—if you offer a man the poorhouse.

64167. That is relief. The applicant then really has the same remedy against the final decision of the council as he has against an interim decision of the inspector?—Yes.

64168. But it is very rarely availed of?—Very rarely. It is perfectly right to say that of course the offer of the poorhouse is relief, but that is where the Parish Councils can protect themselves in cases of that kind.

64169. Where they think that the applicant is a person unfit to have outdoor relief, then they offer indoor?—Yes; we know it won't be accepted.

64170. You have been for a long time connected with the administration of the Poor Law in Aberdeen?—Since 1872.

64171. Are your decisions generally supported by the council?—The decision given by the inspector of poor is put in the application register. I don't put forward my own opinion to the relief committee when they are granting relief. I, or my chief assistant, say that the inspector has granted 4s. a week to this person. Well, the Parish Council may give 5s. a week or 2s. 6d. a week, but it is not put as going against my opinion.

64172. Have you any fixed scale of relief?—No.

64173. Each case is considered on its merits?—Yes.

Relief to aged and widows with children.

64174. What is about the minimum?—An aged person of, say, seventy, with no physical ailment except old age, would be getting 3s. 6d. or 3s. a week—generally 3s. A woman with two children, who was able to do a day's work, would get 4s. a week, and also clothing for her children.

64175. She would get 4s. if she could do some work?—Yes, such as knitting or sewing, or cleaning schools—we have a good many employed at that in Aberdeen. She might have 7s. a week for cleaning a school, and then with two days' washing she would get 5s., and she might perhaps get an odd job here and there. The ordinary relief in such a case would be 4s. a week.

64176. For herself?—Yes, and for the children also.

64177. That would be for the three of them?—Yes.

64178. The 4s. is given on the supposition that there is more money coming in?—Yes.

64179. Assuming that no money was coming in, what would she get?—It would depend entirely on circumstances. If she was not able to do anything, then she would get 7s. or 8s., but we have no limit in a case of that kind. Each case is considered on its own merits.

64180. One of your difficulties in dealing with widows with children is that if you think they are not conducting themselves properly, or if a woman has an illegitimate child, then her aliment is discontinued, and indoor relief is offered to her, and that is almost invariably refused?—I suppose it is refused in 90 per cent. of the cases.

64181. The probability is that the children suffer?—Yes, to some extent. There is no doubt about that.

64182. Have you got sufficient powers to protect the children?—No, not unless the mother accepts indoor relief.

64183. If she neglected them so as to amount to cruelty, then you would have a remedy?—Yes, the inspector under the Cruelty to Children Act would come in.

64184. You see no way out of that difficulty?—I really do not. I don't know what the parish can do to protect itself. If no notice were taken of women having illegitimate children, it would be a very serious difficulty for the parish.

64185. You have also a difficulty as regards emigration,

Wives and families of deserters.

that some men emigrate and leave their wives in the belief that they will be maintained by the parish?—Yes, we have had several cases of that kind since 24th February of this year.

64186. Your remedy for that is to make it known that indoor relief only would be given?—Yes.

64187. You think that if the man was a decently-conducted fellow he would not go away without making some provision?—That is so. We have found that to be the case. These cases to which I refer in my statement have never made any further application than is referred to in my note.

Aged and infirm.

64188. On the whole, you think that outdoor relief must be continued to well-conducted, aged, and infirm persons, and so on?—Yes.

64189. Though you admit that if nothing but indoor relief were given the amount of pauperism would be diminished?—Yes; but I think the applicants would suffer. Many of the aged and infirm would not go into the poorhouse, and these have no means of subsistence beyond what they get from the parish.

64190. The outdoor relief system rather fits in with the habits of the Scottish people?—Yes.

After careers of boarded-out children.

64191. You are satisfied with the boarding out of children?—Yes, it has been very satisfactory. Since 1872 I have only had four breakdowns among the children boarded out.

64192. By breakdowns what do you mean?—Girls coming back with illegitimate children. We have had two of them. Then there was one boy who was not altogether right, and was put into prison for stealing; and another boy committed breaches of the peace dozens of times till he became a tramp.

64193. There must have been hundreds of children boarded out in that period?—Yes, there are 119 boys and 107 girls boarded out at present, and we have 5 boys and 4 girls in the industrial school. The figures I have given to-day are the figures for the whole city of Aberdeen. I should think that the parish of St Nicholas, with which I was concerned up to 1895, would have about one-half of that number of children boarded out.

64194. Still the number must have been large?—Yes. The children get off at fourteen years of age, and generally go into farm service.

64195. Have you had any cases of maltreatment of or cruelty to the children?—Just one.

Boarded-out Poor Law children.

64196. How did you find that out?—Through the schoolmaster. We get information from the schoolmaster or schoolmistresses of the district, from the inspector of poor of the district, and from the police if anything of that kind occurs. This case was just an unmerciful whipping of a boy who deserved correction, as he had taken a hatchet and smashed an apple-tree in the garden. The guardian was in a great rage at him, and gave him a good lashing with a cane.

64197. I suppose you rely a good deal on the schoolmaster?—Yes, but really on the inspector of poor of the district.

64198. They voluntarily undertake that work?—Yes.

64199. I suppose it is reciprocal?—Yes, quite.

64200. In your experience have you known an inspector decline to do the outside work?—No. We have had some of them in distant parishes very anxious to get 10s. a child for attending to them, but we point out that we don't charge anything in Aberdeen, and we don't think it is fair that we should be charged.

Relief to aged.

64201. Your council made an analysis in 1903 as to how many of the poor over sixty-five in the poorhouse could be boarded out?—Yes.

64202. Was that in connection with old-age pensions?—I think it was a return that was called for in connection with that, and there were a few socialist members of the Board who had the idea that at any rate three-fourths of the poor in the poorhouse could be boarded out.

64203. The result of the examination was to show that there were very few in the poorhouse that could be boarded out?—Yes.

64204. I think the number was 9 out of 222?—Yes.

64205. Therefore, whatever provision was made in the way of giving people a certain annual income to take care of themselves, that would not have relieved materially the poorhouse of the people in it?—No. Most of the people, if you gave them 5s. a week, would come back to the poorhouse in a couple of days. That is our experience.

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Charitable help to poor.

64206. Has pauperism gone up in Aberdeen?—Yes, very greatly, especially since the Parish Council came into office.

64207. Our next witness is Mr Diack, the Secretary of the Aberdeen Association for Improving the Condition of the Poor. I understand you work a good deal in accord with this association?—Yes.

64208. I suppose you find that there are two separate spheres of work for each?—Yes.

64209. Are there not certain funds at the disposal of the municipality which take the shape of charities and which are annually given out by them?—The police get certain donations from the town council to distribute amongst necessitous cases—out of work, and so on.

64210. Do they do that in consultation with you or the Poor Law?—They always make sure before they grant any relief that the Parish Council is not giving anything.

64211. They do that through the police?—Yes.

64212. How does that work?—Very well indeed.

64213. Of course, you could get from the police a list of those who were in receipt of the relief?—It is only temporary relief that they get.

64214. But you would be able to get the names of all the persons receiving it if you wanted it?—Yes; we have only to ring them up on the telephone. We generally do that to ascertain if they have been giving anything.

Reduction in number of councillors.

64215. Coming to your recommendation—you would like a smaller Board?—Yes; it would be of very great importance to have a smaller Board in Aberdeen. Considering the size of our parish, I do not think there is any necessity for a Board of thirty-one members. Then I should like to have the whole of the members of the Board on each of the committees, so that they might know the whole of the work of the Parish Council instead of knowing only bits of it.

64216. You mean not only the relief committees, but the other committees?—Yes; the finance committee, the law committee, and so on.

64217. Do you think you would have a better attendance with the smaller Board, relatively?—I do not know that, but the business would be better done. With a committee of thirty we found business to be impossible.

Superannuation of Poor Law officers.

64218. You suggest that the Parish Council should have power to give superannuation allowances, as is the case in England?—Yes, they should have power to do so, but I don't say that they should be compelled to do so.

Question of relief to able-bodied.

64219. What are your views about the able-bodied? Would you keep the law as it is?—We are unable to do it, but it is a knotty point. I don't know of any case of breaking the law so far as the able-bodied are concerned, except one case where a woman had cancer in both breasts. She had four of a young family at home, and her husband was earning 18s. a week. He came and applied to get his wife into the poorhouse. I got the Parish Council to take his wife in without any trouble at all. It was a case where the man was simply unable to meet his requirements, and where it was only humane to help him.

64220. Is that the only case?—Yes, that is the only case I can remember where we have overstepped the law. The Parish Council of Aberdeen is in a peculiar condition in this respect, that we have had a sand-pit in our possession for the last ten or twelve years, and when an able-bodied man in destitution has applied I have been able to say to him, "You go down to the sand-pit and 'you will get work there."

64221. (*Mr Booth.*) Would he be a pauper if he worked at the sand-pit?—No. He is paid wages for working there.

64222. (*Chairman.*) He does a regular day's work?—Yes.

64223. How many do you employ there?—We gave lines for about twenty-four during the last three years. I am sorry to say that only some thirteen of them took up the work.

64224. (*Mrs Webb.*) Is that in connection with road-making?—No; it was a great hill that we had on one of the pieces of ground belonging to the poorhouse, and we took the sand out of it and sold it.

64225. (*Chairman.*) You don't think it is an adequate

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test?—It was not altogether given as a test. Men might come and say, "We don't know what to do; we have 'got no work, and we have four or five of a family"; and then we would say, "Since you are in that position, there 'is a line for the sand-pit, and you can get work there and 'be paid for it."

64226. Is the woman with the cancer the only case?—Yes. We have a hospital in Aberdeen where cases of that kind are generally readily enough admitted, but in this case there was no vacancy in the hospital, and the woman might have had to be kept at home for two or three weeks, and that was impossible.

Co-operation of Poor Law and charity.

64227. Have you not had cases coming up where the dependants were ill?—We might have cases of half-witted children.

64228. And sick people?—No, I could not say that.

64229. Do you hand them over to this other association?—Yes.

64230. Do they generally take them?—I have never heard of any really necessitous case being refused by the association or by the police.

64231. You have really, then, got a sort of charitable organisation working alongside the Poor Law, to whom you can refer these cases?—Yes, the Association for Improving the Condition of the Poor.

64232. Do representatives of this association attend the relief committees?—No, not the Parish Council relief committees.

64233. But there is co-operation?—Yes, we work hand and glove together, the Parish Council and the association.

64234. There is thorough co-operation?—Yes.

64235. Have they got hold of all the charities, or are there a good many charities that are outside?—There are other charities in Aberdeen with which the association has nothing to do. There are, for instance, the coal fund and the dispensary.

64236. You have found this association of material use?—Undoubtedly.

64237. I suppose it enables you to get rid of the hard cases which are just on the edge of the law?—Yes, and cases of imprisonment where the husband may be sent to prison for a short time. We would not very readily relieve a case of that kind, and we would tell the wife of the man who was in prison that Mr Diack's association would tide them over.

Out-relief to discharged paupers.

64238. Do you ever give out-relief to persons after they have been discharged from the poorhouse for a short time in order to enable them to get on their legs again?—Very seldom. We have done it, but it has been very rarely. If we had a woman in the poorhouse, with two or three children, who had accepted indoor relief, having had an illegitimate child, and we saw that she was willing to do well and to better herself, we would try to give her outdoor relief. I may say that some years ago, when I was an assistant inspector, a ship captain's wife became chargeable to the parish in such a state of destitution that when I went for her, I had to get the caretaker from the office to get clothing to put on her and her children. She was for about two years in the poorhouse when I got a situation for her eldest boy, George, at the Co-operative Society. His earnings were augmented by the Parish Council. The boy got on exceedingly well, took a shop in Glasgow, educated his brothers, took his mother off the parish altogether, and he is now owner of a large warehouse in New York. The brother is a clergyman in New York. The sister is married to a clergyman in New York, and the mother is living with the family of the clergyman, and is a most respectable old woman.

64239. You attribute that to giving her the relief after she came out of the poorhouse?—Yes. We tried her five or six times for two or three days at a time to enable her to get a house, and we saw that she was coming back perfectly sober and willing to do better. We therefore gave her a trial, and that was the result.

64240. Of course, that is very exceptional?—Yes.

64241. There are not very many cases where people pull themselves together after being in the poorhouse?—Yes. We have several widows with children who have come out of the poorhouse and done well enough.

Unemployment in Aberdeen.

64242. Is there a distress committee in Aberdeen?—Yes.

64243. Has it got many people on its books?—I really could not give the statistics of the distress committee.

64244. You are not on it?—No.

Unemployment in Aberdeen.

64245. Is employment plentiful in Aberdeen?—Yes, it is better. I understand they stopped the distress committee work about a fortnight ago, and I think they had something like twenty-four men at the time that they were giving employment to, but I really could not give the number.

64246. Are you clerk as well as inspector?—Yes, I am both.

64247. May I ask you what your salary is?—£400 as inspector, and £100 as clerk to the District Lunacy Board.

Out-relief to discharged paupers.

64248. (*Mr Booth.*) Supposing a sick person left the poorhouse nominally cured, but still requiring some convalescent treatment before being able to earn wages, I suppose out-relief might be given under these circumstances?—Yes, if the person was of good character.

64249. The condition of convalescence would be sufficient to entitle him to out-relief?—Yes; they are entitled to relief if the medical officer certifies that they are not able to work for their maintenance.

64250. Although they may be well enough to be dismissed from the poorhouse, they may still need a little assistance before they can get work?—I would not say dismissed from the poorhouse: they leave voluntarily. We could not dismiss a person from the poorhouse if he was not certified as able to work for his maintenance.

64251. So the period would include all that was requisite for convalescence?—Yes.

Reduction in number of councillors.

64252. If the number of members on your council were reduced to sixteen or thereabout, would you adopt the principle that one member should be the convener, and there should be three committees of five each?—No, if it were reduced to sixteen, I would have them all on the committee.

64253. The relief committee?—Yes.

64254. You would not have three relief committees?—No.

64255. Is not the number of ten rather unnecessarily large?—It is large enough, but not too large. We get on well enough with the ten. I would rather have the whole council at each case, if it were a number that we could have present, and have their decision on each case, but that is impossible with thirty members.

64256. You are not proposing to divide again?—No.

System of appeal.

64257. That would put an end to the appeal system; that is to say, the appeal that there is now from the relief committee of ten to the whole council?—No. It did not put to end to the appeal when we had the thirty members on the committee. The whole council might not be present in committee, and we had an appeal from the committee to the Parish Council when the whole Parish Council were sitting as a committee. That would be continued, even if the members were reduced.

64258. Although you had all the fifteen summoned, still some of them might not come, and, in any case, even if they should come, there would still be an appeal to the monthly meeting?—Yes; it is only a committee, and they are quite entitled to appeal to the Parish Council.

64259. With regard to the appeals to the sheriff; those, in the first instance, are to get interim relief, which would be given by you previous to the decision of the relief committee?—Yes.

64260. You used the word "interim." Do you mean simply the relief given previous to the meeting of the relief committee?—No; interim relief from the sheriff means relief until parties are heard, and that might be a fortnight or three weeks before they are heard before the sheriff.

64261. They are heard before the sheriff?—Yes.

64262. Is it usual that the relief is continued?—I have only had three cases of it, and the relief was continued in each case—indoor relief.

64263. (*Mrs Webb.*) The Parish Council was beaten?—Yes.

64264. With regard to this appeal to the sheriff, supposing the inspector gives interim relief and the case comes up to the committee, and the committee refuse to give relief, there is also an appeal to the sheriff?—Yes.

64265. So it looks as if you were always obliged to give relief?—Not always. With the number of cases we have in Aberdeen, I think we are exceptional in the number of cases that we have to refuse relief to, or that might be refused relief. They are very, very few indeed. We have very seldom an application from an able-bodied person, with the other organisations throughout the city; it is only now

System of appeal.

and again that a case turns up. The last case I had was that of a young woman with an illegitimate child, and her father was in a good enough business position in Aberdeen as a butcher. I refused her relief, because she was living at home in her father's house. The sheriff upheld that view, that living in her father's house there was no reason for her coming on to the parish.

64266. You don't get cases of men who fancy themselves ill, who have a sore foot or something like that, and who the medical officer says are fit for work—you don't get those cases appealing to the sheriff?—No; but the medical man would not say that a man with a sore foot was able to work. It would depend on circumstances. A tailor without a leg might be certified as able to maintain himself at his trade, but if a labourer had a sore foot then he might not be able to maintain himself owing to his sore foot.

64267. (*Chairman.*) I understand that although the applicant for relief has the same power for appealing to the sheriff from the whole council as he has from a decision of the inspector, in practice he very seldom does so appeal?—Very seldom. If the medical certificate shows in any way that there is an opportunity for the sheriff to grant relief, then we consider it is very little use for us to appeal.

64268. But if the applicant for relief does appeal to the sheriff against the inspector's decision, he very seldom appeals against the council's refusal to give him relief?—I have never had a case of the kind where the applicant went to the sheriff after the Parish Council had refused.

64269. (*Mrs Webb.*) I gather that a man would be as likely to appeal against a decision of the committee as against a decision of the inspector?—Yes.

64270. But he does not, as a matter of fact, because the case does not arise?—No.

64271. (*Mr Booth.*) What I gather from what you say is that there are very few cases which are disputable, and there is not much cause for dispute?—Yes.

64272. It is a mere question of whether a man is sufficiently suffering and not able-bodied, and on the whole the points are simple, and not disputed or disputable?—That is so.

64273. But you have another form of appeal, and that is as to whether or not the relief should be indoor or outdoor?—Yes.

64274. Such appeals are not made to the sheriff?—No.

64275. He has nothing to do with that?—No.

64276. It is an appeal to the Local Government Board, or it may be an appeal to your full body?—Yes.

64277. And it would be, in the first instance, an appeal from the relief committee to the whole council?—Yes.

64278. And you have such appeals?—Yes. Sometimes I have known a person appealing to the Local Government Board against the committee's decision before waiting for the decision of the Parish Council.

64279. (*Chairman.*) There might be an appeal with a case that was not an able-bodied case. For instance, a widow might appeal for relief, and you might come to the conclusion that the money coming into the house was sufficient without your giving her any relief?—Yes. She might appeal to the Local Government Board.

64280. Surely there must be cases where relief is refused other than in connection with persons who are supposed to be able-bodied, and where there is an appeal to the sheriff?—I cannot say.

64281. (*Mrs Webb.*) Supposing you had a widow with five children, and two of them earning as much as 30s., you might refuse relief because the income was sufficient?—We would offer that woman relief in the poorhouse to test the case.

64282. (*Mr Booth.*) Then there is the power of appeal to the Local Government Board?—Yes, and that is frequently done.

64283. If they have chosen to pass over the first possible appeal, which is to your council?—Quite.

64284. Then there is another point: suppose the sheriff orders interim relief, and that interim relief is continued by the relief committee, it is not for any particular length of time?—No.

64285. If by and by it comes up for revision, and is then refused, would the pauper perhaps again appeal to the sheriff?—He is entitled to do that, and he would get a line to the sheriff.

64286. That would happen possibly if there was no change in the circumstances?—Yes, but it is mostly indoor relief that is given on an appeal to the sheriff—invariably it is indoor relief.

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System of appeal.

64287. And then it ends itself?—Yes. I have had cases of able-bodied women coming from the prison who have been in the poorhouse prior to being in prison, and they come to us saying that they cannot find work. I have taken one or two of these cases to the sheriff, and the sheriff has said, "I must grant order for relief here unless you can 'find employment for them." Invariably I have got employment for them in the course of a day or two, and sometimes I have got Mr Diack of the Association to grant temporary relief until I could find employment for them.

64288. In regard to this inquiry as to the 222 over sixty-five years of age who were in the Aberdeen Poorhouse, I suppose a good number of those had been there for a considerable time?—Yes, for many years.

Relief to aged.

64289. They were the accumulation of those who had come in?—Yes.

64290. Would there be any large number over sixty who had come in recently?—I could not say. We did not look into the dates of the admissions, but they are just as may be found in any ordinary poorhouse in Scotland, some of them very aged and a very long time in the poorhouse, and a proportion only lately admitted.

64291. It would be natural that a certain number of them could not find any other source of support, but if there were many that came in between sixty and sixty-five, then the question would arise whether they would have come in if they had had a pension?—That class of people does not come to the poorhouse in Aberdeen at all. Any person that is able to live outside and to be entrusted with an allowance is never asked to take indoor relief.

64292. Would not the numbers who are able to live outside be increased if those who had not been in the poorhouse up to sixty-five at all came in at that time for a pension—would it not increase the numbers who would be able to continue to live outside?—I am perfectly satisfied of this, that if you give all the men over sixty-five in the present poor house in Aberdeen 5s. a week and ask them to go out, we will have three-fourths of them back before three weeks. They won't live outside, as they are simply sodden with drink and dissipation.

64293. But the question in my mind is solely with regard to those who break down, whose savings are exhausted, or whose health and strength are exhausted, who break down and become perfectly destitute at the age of about sixty-five. Now the question which I want to know about is whether those who have a little means do not keep outside the Poor Law?—If you take a man sixty-five years of age who is outside, and who has no furniture in his house, and you give him 5s. a week, if he is a decent person he cannot live outside with the 5s.

64294. But it would be in addition to what he had. The idea in my mind is——?—That the man would have some private means?

64295. Those means gradually become exhausted when they cease to be able to earn. What is the meaning of destitution except the exhaustion of earnings?—Quite so; but we don't put those cases into the poorhouse at all.

64296. And therefore they need not come to you?—Yes; we give them outdoor relief. We would give outdoor relief to a man of sixty, or whatever age he was, if he was not able to maintain himself, and if he was a respectable citizen; but as to the people who come into the poorhouse, there are only at the outside 10 per cent. that come to us who come from the outdoor roll to the poorhouse.

64297. With regard to the outdoor roll, they can live outside, but an extra few shillings would not keep outside those that come into the poorhouse?—That is so.

Question of relief to able-bodied.

64298. (*Mrs Webb.*) I want to ask you a little more about the able-bodied men. There seems to be a problem in Edinburgh and in Glasgow which I gather you do not have in Aberdeen—that is to say, a man coming before the doctor and stating that he has got sciatica or something which cannot be tested, and the doctor giving him a line for the poorhouse, and that man going and spending three or four days in the poorhouse and coming out again. I gather that you do not have that kind of person in Aberdeen?—If a man had sciatica or rheumatism, which cannot be seen, and if the doctor certified to me that he had this illness, then it is not my business, nor would it be competent for me, to say that that man had not that disease, and I am therefore bound to give him the poorhouse.

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Question of relief to able-bodied.

64299. That is the weak point of your system where you say you do not give relief to able-bodied men. We grant relief in England to able-bodied men; but as we assume them to be able-bodied, we make the workhouse very unpleasant for them. Now my point is this, that as you assume this man is ill, and as it is impossible to test his illness, then the man gets a different kind of treatment from what he would get if he was accepted merely as an able-bodied destitute person?—Yes, he would be put in through the hospital.

64300. We say that that is rather encouraging a form of pauperism?—But it is for the doctor to say whether this man is able-bodied or not. If he finds that he is able-bodied, then he certifies him, and I order him out of the poorhouse.

64301. I have spoken to some of the doctors, and they say that it takes three or four days to discover these persons?—Yes.

64302. And by that time they have had a very nice little rest and a nice little week-end holiday?—If we had a person of that kind belonging to any parish in Scotland and treating the poorhouse in that way, then the inspector would mark the man, and the moment the case was sent to another parish the inspector of poor would write to the inspector of the parish of chargeability, and say, "This 'man has been found to be malingering and saying that he 'has sciatica. There is nothing wrong with him. Dis-'charge him at once."

64303. In Glasgow and Edinburgh they are getting a regular class of week-enders?—We are not in that position in Aberdeen.

64304. You are rather exceptionally placed in Aberdeen; in the first place you have the sand-pit, and then you have the other agencies?—Yes.

64305. What is your suggestion with regard to these week-enders in Glasgow and Edinburgh?—It is really a very difficult question. What you speak of will be the ins-and-outs.

64306. Yes, people who come with some little complaint which the doctor dare not say is not a complaint, but which is merely something that they invent and gives them lodging for three or four days?—The only remedy I see for that is to have a probationary ward where they could put these people, and not treat them the same as they are doing in the workhouse.

64307. Would it not be better to give up the notion of not relieving able-bodied destitution, and to transfer these cases to a body which had a semi-penal establishment, or establishments, where you could apply the test?—I cannot see what any community can do with a man if a doctor certifies him to be suffering from any disease.

64308. But it seems to me that the medical officer, when we watch him at work, is willing to certify a man as having some complaint, because there is no other method of relieving his destitution?—But that is very wrong of the medical man. He is not there for that purpose.

64309. But it seems to be the way that it works in his mind, that if he felt sure that there was a way of dealing with that able-bodied man, other than sending him back on to the streets, then he would not grant a certificate?—But that is the fault of the medical man. No person can answer such a question, because the medical man has no right to consider the outcome of his certificate.

64310. Yes; but you see it is not what he has a right to do, it is a question of what he does. If you put an ordinary medical man in that position, what will he do? You have to consider that. I saw two cases being dealt with the other day. The one was a case of an obvious blackguard about forty years old, who had left his ship and wanted a little rest. He said he had sciatica, and he was certified and sent to the poorhouse. The other was an excellent old gentleman, who said he had nothing wrong with him, but he could not get employment, and he was not strong enough to walk to Glasgow. The medical officer certified him as fit for work. The consequence was, as the doctor suggested, that he would go round the corner and get a certificate from another medical man, saying that he was unfit for work, and he would go to the sheriff. Now that is an unsatisfactory state of things—the blackguard got relief and the other did not?—If the medical man were playing that game in Aberdeen I would clear him out very shortly.

64311. Then take the case of a woman that goes to the inspector; she is able-bodied, and she is certified as such, but she cannot get employment. That case is refused, with the obvious result that she goes back to prostitution. Is that satisfactory?—No. If an able-bodied woman was refused relief, having been certified as able bodied, we would take good care that she was recommended to the Association for the Poor or that employment was found for her some way or another.

Question to relief to able bodied.

64312. In some places there is no such association for them. I saw a case yesterday, a case of an able-bodied woman that was refused, and I said to the inspector, "That means prostitution," and he said, "I suppose so"?—Surely other parishes should be as humanitarian as we are in Aberdeen. We would never think of doing that in Aberdeen.

64313. (*Chairman.*) You would hand that woman over to the Association?—Yes.

64314. But assuming there was no association?—I would get the police to take such a case in hand at once if the woman was worthy of being taken in hand at all. If we knew that she was a disreputable woman, and that nothing would do her any good, then we would let her go.

64315. (*Mrs Webb.*) But if there is reason to think that she is redeemable?—It is very rare that you get one that is redeemable and is not ready to work.

64316. I daresay your clever medical man would get over it? I notice in paragraph 15 you mention as persons applying for relief men and women suffering from venereal disease, and who are sometimes certified able-bodied though suffering from that disease. Are there many such cases?—No. If they are suffering from that disease our medical officers would not certify them as able-bodied.

Relief to venereal cases

64317. What do you do with them?—Some of them we put in the poorhouse, but that very rarely. They are generally put into the Royal Infirmary.

64318. They have a lock ward there?—Yes.

64319. Do you not think it is desirable that you should offer every facility for the treatment of that disease?—So we do. We would never send them away without saying, "Go to 'the infirmary." We ring up the infirmary, and ask if they have accommodation.

64320. Supposing you had no infirmary?—We would have to relieve them.

64321. Although they are nominally fit for work?—No. You could not say that they were fit for work—our medical officers would not say that.

64322. If it is the first stage of the disease they might be fit for work?—Cases of that kind would not come to the Parish Council. It is only in the secondary stage that they would come.

64323. Supposing they did come, and you were faced with the alternative of sending the person back to infect the neighbourhood or dealing with him, what would you do?—I would not be inclined to take him in. I would tell him to go away and cure himself.

64324. In spite of the fact that there is no provision in the locality for curing him?—I don't see why one man should come to the Parish Council in that way while fifty cure themselves.

64325. I was thinking of it from the public health point of view. You would think it desirable in the case of smallpox, for instance?—Yes, but that is a different thing. You would not then say that they were able-bodied in any sense of the word.

64326. (*Mr Nunn.*) Referring to paragraph 15 of your evidence, I should like to run through your classes of persons applying for relief, and ask how you deal with them. First, there are widows with families?—Yes.

Extent of Co-operation between Poor Law and charity.

64327. Does your Association ever take these up and endeavour to make some family arrangement for the woman or obtain suitable employment for her?—The Association for the Poor have a register for the employment of females, and any person applying to them is put on that register, and suitable occupation is recommended to them when it turns up.

64328. When a widow applies to you, is her case ever taken over by the Association who would give her relief as long as she required it?—No.

64329. Then the next class you mention is that of deserted wives with families?—Yes.

64330. That class you consider suitable for indoor relief?—Yes; but there may be exceptions.

64331. You give two or three rather bad instances in which attempts have been made to get relief really fraudulently?—Yes. We have had it since the emigration scheme

Relief to various classes of applicants.

Relief to various classes of applicants.

began. We find in Aberdeen, at any rate, that married men go abroad—masons, plasterers, and such like—continue to send money home to their wives for two or three years, and then it inevitably follows that they are unheard of, they are away with some other women. In cases of that kind, where the woman has been well-behaved all the time, we would not think of offering her the poorhouse, because it was beyond her power to have avoided what has happened.

64332. And also because you have a certain amount of evidence that for a long time the man did assist her and now does not?—Yes.

64333. That is the important point, to know that there is no collusion going on?—Yes.

64334. Your next class is that of wives whose husbands are in prison. Are these cases taken up by the Association?—Very frequently.

64335. And assisted for a time?—Yes.

64336. Is there any Association that takes the men up when they come out of prison and tries to give them a start?—Mr Forbes, inspector of the police, does that duty with the men, and then there is a Prisoners' Aid Association for the women.

64337. The next class is that of wives whose husbands are in an infirmary or lunatic asylum. Are these considered cases exclusively for the Parish Council?—Yes, and the relief is readily given. Whether we find that the husband has been intemperate or otherwise, if the wife is of good character we give her relief.

64338. Are women with illegitimate children usually offered the house?—Invariably.

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Relief to various classes of applicants.

64339. Sick, aged, and infirm persons—those are people who are allowed outdoor relief if they are able to take care of themselves?—Yes.

64340. Weak-minded persons are almost exclusively given indoor relief?—It depends on the family circumstances.

64341. Orphans, deserted children, and separated children are all treated by boarding out?—Yes.

64342. Insane persons, whose relatives are unable to maintain them in a private asylum or institution, get indoor relief?—Yes.

64343. Then men and women suffering from venereal disease are invariably offered the poorhouse?—Always.

64344. That is the only offer that is made?—Yes.

64345. In certain cases would it not be possible that the Association should take up certain women who have lost their husbands, and, by relieving them for a short time and gradually making them independent, keep them altogether off the Poor Law?—I don't think that would be possible for a voluntary association. They would not be able to raise enough means.

64346. They are not sufficiently supported?—No.

64347. Even although that was known to be their policy, you don't think they would meet with the necessary support?—No.

64348. It is done in London?—Yes, but there is more money in London than in Aberdeen.

Mr Peter Diack.

Description and administration of charitable Association.

Mr Peter Diack, called and examined.

64349. (*Chairman.*) You are Secretary and Superintendent of the Aberdeen Association for Improving the Condition of the Poor?—Yes.

64350. You have given us a very interesting statement, which we shall take as your evidence-in-chief?—Very well.

(*The witness handed in the following statement.*)

1. In submitting the following statement to the Royal Commission on the Poor Laws and Relief of Distress, I beg to state that for 24 years I was chief assistant Inspector of Poor in the City Parish of Aberdeen, resigning that post in 1895 to take up my present appointment of secretary and superintendent of the Association for Improving the Condition of the Poor. I have thus been brought into intimate contact with the problems of poverty for 36 years, and have had experience of the working of both kinds of relief agencies, the statutory and the voluntary.

Aberdeen Association for Improving the Condition of the Poor.

2. The Association for the Poor is the principal organisation in the city of Aberdeen for charitable relief. It was founded in 1870, at a time when there was more unrelieved poverty than there is to-day, and the Poor Law was less liberally administered. The primary object of the founders no doubt was to secure the means of relief for those who were in pressing want and who had no claim on the rates. But besides this, as the name of the Association indicates and as may be seen from the Constitution, other objects were kept steadily in view. It was sought to inculcate the virtues of thrift and self-reliance, to promote temperance, to discourage mendicity, and to secure co-operation among the other charitable organisations. The chief method to be adopted in carrying out these objects was to be personal visitation of the poor. The visitors were to make themselves acquainted with the circumstances of each case, and to give such relief as seemed most likely to be permanently helpful, or, it might be, to refuse it. These are the broad lines on which the Association was founded, and on which it still continues to be carried on. The city is divided into districts, to each of which a number of voluntary helpers are attached. These visitors become known in their respective districts, and applications are made to them by the poor themselves or by their friends on their behalf. A large proportion of the cases make application direct to the head office. The Acting Committee meet once a month, and review such cases as it may be necessary to bring before them. The number of district visitors is about sixty-five, many of whom have been engaged in the work for a long period. The Acting Committee and district visitors contain representatives from different classes. Business and professional men supply the greater proportion, but there are also working men who make excellent visitors, their more direct knowledge of the wage-earning population being of great value.

Description and administration of charitable Association.

3. The Association has been well supported by the general public, and is recognised by the community as a valuable organisation, not only for distribution of relief to those in need, but for ascertaining those who are deserving of it.

4. Funds are supplied by subscriptions and legacies, and, except in abnormal times of distress, the income is sufficient for meeting the demands made upon it.

5. In the course of a year there are about two thousand applications. The main cause, which is annually responsible for about half the number, is want of employment. As regards the other half, ill-health and temporary misfortune account for the largest proportion.

6. The Acting Committee and officials make efforts to provide openings for the unemployed, and in a limited way are able to do something in this direction. They have also their own workshop. Various forms of industry have been tried in the past, both for men and women, but of late years the making up of firewood is the only one which has been found feasible. For the year closing 1906 the Association paid in wages and relief in various forms the sum of £800.

7. As regards the class of applicants which the association is most familiar with, they may be described as the casual or unskilled labourer, with a small proportion of tradesmen. From my experience of them, the chief causes that lead to their having to apply to the Association are these:—

Inefficiency and thriftlessness of applicants for charity.

(*a*) They are the least efficient workers, and in times of dull trade are the first to be paid off, and the last to be taken on again. Many of them, too, are below the average physically.

(*b*) They are members of no sick or benefit society, and have made no provision for ill-health.

(*c*) They are lacking in energy and resource, which is due very often to habits of intemperance. It is found by those who work among the poor that as long as a man has courage and hope in his misfortune, it is not a difficult matter to help him to regain his independent footing, but when he has once sunk into listless indifference, the case is very

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Inefficiency and thriftlessness of applicants for charity.

different. The Association is fully alive to the importance of help in time.

(*d*) The evils of thriftlessness are much accentuated by early marriage. Many of the cases that come for assistance are those of young men with several dependents who make no attempt to provide for the casualties of the future, but are content to live from hand to mouth.

8. Since the establishment of the Distress Committee, cases arising from unemployment merely have been referred by the Association to it. From data in my possession 60 per cent. of those who have been dealt with by the Distress Committee had previously applied to, or been assisted by, the Association. Many of them, too, may be described as chronic cases. About half of the applicants this year had been assisted the year before.

9. It will probably be found that applicants who are deficient in energy and self-respect will soon regard the relief works, if the wages are tolerably good, as a permanent provision.

Other Charities.

Extent of charities in Aberdeen.

10. Besides the Association there is a large number of other charities (about 50 in all) in the city. It is difficult to give exact statistics concerning them, but it may be stated that more than £5000 is annually distributed, this large sum arising almost entirely from invested funds. Some of the charities are devoted to the relief of indigent members of the middle classes, and these need not be considered here, but the remainder and by far the greater portion deal with the same class of people as are relieved by the Poor Law and the Association for the Poor. It is obvious that with such a large number working in the same area, there ought to be some central committee where information could be exchanged. As it is, many of the recipients from a particular charity do not disclose the relief they are receiving from other sources. Negotiations are at present proceeding with a view to securing this co-operation. Already a fair number of the various managers have recognised the value of concerted action, and agreed to an exchange of the names of their beneficiaries.

11. As indicated in another part of this statement, the better class of poor prefer to receive help from these private charities rather than from the Parish Council. They are treated with less official rigour, and publicity is avoided.

Respective Effect of Charity and Poor Law Outdoor Relief.

Respective effects of charity and Poor Law outdoor relief.

12. The aversion of the poorer classes in Scotland to parochial relief has often been commented on. The spirit of independence and self-reliance is traditional. On looking back to the sentiment prevailing among them towards the Poor Law thirty-six years ago, when I first became officially connected with them, and comparing it with to-day, I am inclined to think that there has been something of a change. Among the class of what may be called the decent, respectable poor, the failure to maintain their independence is still one of the bitterest of calamities. But those who will accept Poor Law assistance without reluctance or regret are, I should be inclined to say, a growing class. In this connection the figures of outdoor relief granted by the Parish Council may be not without significance. In 1896 the sum thus expended was £10,000, and ten years later it had risen to £17,000. The explanation of the increased expenditure is partly to be sought in the growth of a greater feeling of humanity towards the less fortunate members of society. As an extreme manifestation of this feeling we have the socialist advocating what most people call wholesale distribution of outdoor relief. Without going so far as this, the average opinion of the community has gradually consented to a more liberal treatment of those who apply for relief.

13. The greater willingness to accept relief from the Poor Law which has been mentioned above, may be paralleled also in the sphere of charity. Briefly put, there is a spirit abroad which demands assistance rather as a right than as an act of benevolence. This of course is far from being universal, but it is especially marked among certain cases of the unemployed.

14. As to the different effect on the recipients of Poor Law and charitable relief, I am not aware that any real distinction can be drawn. It is a regrettable necessity in either case. An ideal state of society would dispense with both. One statement may be made with certainty by those who have experience of the working of the Poor Law and charity, that the respectable poor, who have been reduced to need assistance, will much rather have it from the latter source than the former. Whether this is a prejudice on their part or not need not be discussed. As matters stand, their feelings of self-respect are less wounded by accepting aid from private and voluntary sources.

Respective effects of charity and Poor Law outdoor relief.

Co-operation between Charity and the Poor Law.

Co-operation between charity and Poor Law.

15. As regards the Association of which I am secretary, the rule is that cases shall not be dealt with who have a claim on the Parish Council. This, however, is not interpreted in an exclusive sense, and thus occasion frequently arises for an exchange of information or advice regarding particular cases between the Association and the Parish Council officials. It has to be noted that almost all the charities of the city make the same rule—that their recipients shall not be in receipt of Poor Law relief.

The Possibility of Substituting Charity for Out-relief.

Impracticability of substituting charity for out-relief.

16. This, in my opinion, however desirable, is not feasible. The difference between the joint income of all the charities and the sum spent by the Parish Council on out-door relief is too great to be made up by voluntary contributions. Even if the money could be raised the various charities would have to be reconstituted on a unified basis, and administered by a central body.

17. In conclusion, I would beg to say that I can lay before the Commissioners copies of the Annual Reports and other documents relating to my Association, and a printed statement of particulars regarding the various charities of the city, so far as they are known to me.

64351. (*Chairman.*) I understand you have been secretary and superintendent of the Aberdeen Association for Improving the Condition of the Poor for a good many years past?—Yes, for twelve years.

64352. Previous to that you were an inspector of the poor?—Yes.

64353. You have a large number of workers in connection with your Association. Are any of them paid?—I have one paid assistant in the office.

64354. I was thinking more of the visitors, putting the office on one side?—The workers are all voluntary. Some of them have been with us for a number of years.

64355. Have you had much difficulty in getting these helpers?—No.

64356. Could you get more if you wanted?—Yes.

64357. How do you get your income?—From two sources, viz., legacies left to us and subscriptions made to us.

64358. You say you spend a little over £1,500 in the year on ordinary expenditure?—Yes.

Co-operation of various charities.

64359. Have you been able to get any charities to co-operate with you?—We have been making a steady endeavour to get other charities to allow us to see the lists of their recipients. This is the first year that we have really made progress in that way. There is a wonderful amount of conservatism, but they are agreeing to send in lists, and they have, as a matter of fact, sent in lists to us. That has not been done by all the charities, but we have not given up working to that end.

64360. I suppose the church charities, which are raised by collections, and are more or less under the control of the churches, have not come in?—One church has. We are not so anxious for a list of the recipients of church collections, because they are purely voluntary. Still, it would be well if we could get them, not for the purpose of publication at all, but for reference, to know that there is no overlapping to any great extent.

64361. I understand that the municipal council have a considerable charity which they dispense through the police?—The town council have a great many very old charities, but they entirely dispense them through the town council for the time being.

64362. Do they not give from their charitable funds temporary assistance to individuals through the police?—In 1904, I think, they made a donation of about £100, and since then, I believe, two other donations of the same sum. There is no systematic giving of the funds under the control of the town council to the police for distribution.

o-operation various harities.

64363. Does the municipality supply to you information about the disbursements from their charities?—No.

64364. If you applied about a particular case would they give you information?—Yes, most readily.

64365. You work in co-operation with the Poor Law authorities?—We do.

o-operation etween harity and oor Law.

64366. You are able to deal with a limited number of applicants who have applied to the Poor Law, and which the Poor Law have referred to you?—Yes.

64367. Reversing it, you are able to deal yourselves with a certain number of cases which wanted help, and which, if they had not got help, would have had to apply to the Poor Law?—Yes. That is one of the main intentions of the association, to prevent their going to the parish.

64368. To prevent those who, unless they had someone to help them, would probably so go downhill as to be compelled to apply to the Poor Law?—Yes.

64369. Have you any idea of the number of cases that you deal with in the year?—Yes, about 1500.

ffect of haritable aid n pauperism.

64370. Do you think that your Association has made really a substantial contribution towards stemming or reducing the tide of pauperism in Aberdeen?—We have endeavoured to do it. I could not say that we have sensibly done it, because of this one reason, that the pauperism in the parish during the last ten years has increased enormously out of proportion to the increase of population.

64371. Admitting that, would it not have increased more if your Association had not been in operation?—I think it would.

64372. I see that in the year you had 1,695 cases of applications?—Yes, that includes a certain number of people assisted from the sick fund.

64373. Apparently only twenty-eight out of all these were found unsuitable, and five only refused the assistance given?—Yes.

64374. So in the overwhelming majority of cases you were able to give some relief?—Yes.

64375. And you did that not without investigation?—That is one of the points that we insist upon. Of course, if a case was coming to us from the parish, and if they had particulars about it, and they had sent it to us to deal with, then we would not be so particular about sending to a visitor right away. Ordinarily, when an applicant comes in, we send particulars to the visitor for that particular district.

64376. It appears that 60 per cent. of those who have applied to the distress committee were persons who had come to you previously?—Yes.

64377. A great many of those cases were chronic cases?—Yes.

64378. Supposing the suggestion were given effect to which has been made to us, that there should be a statutory committee representing charitable effort and organisation in each parish associated with the relief committee, would that materially assist you?—Yes.

64379. It would be very much what you want?—Exactly.

64380. Do you think, if there was such an official public recognition given to organised charity, it would enable you to bring most of the charities in Aberdeen into co-operation?—Certainly. I don't know how it might be framed, but if there was such a committee, with powers to get all the information that is necessary, to be a sort of bureau of information regarding every charity of a voluntary kind, it would be an immense benefit.

64381. Your experience is that the reluctance to go to the Poor Law for assistance is diminishing amongst certain classes?—Yes.

64382. As regards the moral effect on a person receiving relief from the Poor Law and from charity, you don't think very much distinction can be drawn?—Not a very marked distinction.

64383. Then whilst you think it would be impossible to supersede out-relief by charity, still if you were organised in the manner in which I suggest, do you think such an organisation would have an appreciable effect upon pauperism?—Yes, if proper organisation could be got.

64384. One of the first steps is to obtain accurate information as to the recipients of other charities?—Yes.

Operations of Association.

64385. Is your Association gaining ground in Aberdeen?—It is maintaining its position. I think we stand very well in relation to the public, who are our supporters. So far as legacies and subscriptions are concerned, we have a steady income. Then we may deal with anything special that turns up. For instance, in 1894 there was one of our mills closed down, a cotton mill. The matter had to be dealt with speedily, and we at once arranged to deal with the whole of the employees. Out of some 400, there were 234 or 254 who came to us. The public supported us, and we took a hall, and at the close of six weeks the whole of those were disposed of. We were helped by a society of women workers. Then in 1905, when the town was distributing relief in the shape of work to those who were out of employment, there was a land association which gave work for some 40 or 50 men, and spent some £160 in the shape of wages for work done. I point out these things to show that we are alive to the conditions of poverty as they emerge.

64386. You don't merely depend on the support of one or two rich people, but you have a considerable organisation?—Yes.

64387. (*Mr Nunn.*) Referring to your paragraph 12, I don't feel quite clear as to the causes which, in your opinion, have led to the increased expenditure on Poor Law relief in Aberdeen. You speak of a greater feeling of humanity, and a socialist opinion that men and women have a claim to parish relief. Do you think those are the only causes which have produced this increased expenditure?—No.

64388. What would you say were the chief causes that have led to it?—Lax administration is one.

64389. You say that your society does not attempt to assist people who have a claim on the Poor Law?—That is so—that is to say, a permanent claim. If a person who applies to the Association is only temporarily disabled, but still has a claim on the Poor Law, and if we think we can manage to tide the case over, then it is done, otherwise it would come on the parish.

64390. When you speak of laxity of administration, you mean to include both Poor Law and charity? I suppose if charity were strenuous enough in taking up cases of distress they would not require to apply to the Poor Law?—I think they would prefer getting it from a voluntary charity rather than from the parish, although there is a drift of feeling among certain classes that do not care how they get the relief.

64391. Then I understand there is a certain class of persons constantly recurring in Aberdeen who are obliged through destitution to apply to the Poor Law, and the Parish Council feel compelled to assist them, but these cases might have been intercepted by charity if it were properly organised, and that would prevent an application to the Poor Law, and an increase in the Poor Law relief?—Yes, I think that every effort should be made to prevent a man or woman going on the rates. I think that human sympathy shown by a proper visitor helps to lift the person applying to a more hopeful condition than if they receive relief from the parish.

64392. What actual steps do your Association take to intercept persons on their road to pauperism?—Cases in need of aid come through our visitors. Our visitors are distributed over the town.

64393. I see no list of visitors in your annual report?—We have the numbers in some of the reports and in other reports we don't have them.

64394. I see the number of district visitors is about sixty-five?—Yes.

64395. Are these district visitors of the clergy or of your Association?—Of our Association, but there are missionary visitors connected with congregations through the town. There are other visitors who are not connected with congregations. There are foremen in works and a few working men who have been appointed and who do very good work for us. There are women missionaries in Aberdeen—parish sisters—and some of them do very excellent service for us.

64396. You have a band of sixty-five visitors controlled by you to a certain extent?—Yes; I could not manage the place at all without them. It would be impossible for the office staff to do the work without the visitors. Indeed, we encourage visitors, because we think that the influence of good men and women, sensible men and women, is a very desirable thing to have.

64397. They hear of cases of distress. For instance, a man dies, and his widow is in distress, and they hear of such a case. Would they preferably send the case to you or

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to the Poor Law?—They would send it to us if it is not a permanent chargeability. If a widow is left with three or four children, then we cannot take that case.

64398. Why not?—Because the continuity of the chargeability is more than the funds could bear.

64399. Do you never deal with a case in co-operation with the Poor Law? If there is sent to you a case of a widow with four children, and one of your visitors took the case up and found means by which the widow was made sufficiently independent to support two of the children, would it not be possible to get the widow to apply to get the other two of her children into schools, while you kept her and her two other children independent?—There are no schools in Aberdeen where they could be admitted.

64400. Then your Association flinches from the actual cost of assisting those children at home?—Yes. The Poor Law is for continuity of chargeability. We are only for temporary cases.

64401. I see. That is the real ground of distinction between your work and the work of the Poor Law?—Yes.

64402. I do not see how you hope to reduce pauperism if that is your view of the case, because women will continue to lose their husbands and they will continue to have children left on their hands?—Don't you think if this Association were to become a second kind of medium of relief you would need a far greater income to meet it?

64403. Yes, or skill?—A voluntary association that has only a slender income could not take such cases as these, however desirable it might be for them to do so.

64404. If it were realised that your visitors were bringing all their personal influence and skill to bear on these cases, and devoting time and leisure to them permanently, and so tending to reduce the rates, would there not be a greater contribution to your society?—Probably there would. You took the case of a widow with four children. As I say, we have no schools to which these children could be sent, and then this woman would require 10s. or 12s. a week at least if the children were all young.

Charitable aid for aged.

64405. Do you never raise 10s. or 12s. a week for your pensioners or aged couples? Have you no pensioners in your society?—We would hardly call them pensioners, but certain charities which do not feel free to distribute their monies have sent us so much to distribute for them. They make a gift to the Association—they could not make the gift to these people direct under their constitution.

64406. You could derive a good deal of income from that source?—I believe if it was worked we could make things easier for many families.

Co-operation between Poor Law and charity.

64407. It is a want of co-operation among the charities that makes it impossible for them to prevent these people falling on the Poor Law?—Yes.

64408. There is a want of funds and there is also a want of co-operation?—Yes.

64409. Have you any representatives on the Parish Council?—Only two.

64410. That is want of organisation again, I suppose? It would be a good thing to have representatives of your society on the Parish Council?—There is a certain section of the members on the Parish Council who are unsympathetic towards my Association.

64411. I suppose there are elections held?—Yes.

64412. How often are they held?—Once in three years.

64413. Then you have a chance of putting people on who are in favour of your Association?—Yes. The chairman of the Parish Council is at this moment a district visitor and a member of the acting committee of the Association. It is only a certain section of the Parish Council that does not look with favour upon the work of our Association.

64414. I suppose the work of your association is to win over as many of the parish councillors as possible to work in harmonious co-operation with all the other associations in the district?—If they were all like the chairman we would be very happy.

64415. Are the districts of your district visitors the wards of the parish?—No. They are divisions. We take a map and cut it into blocks.

64416. It is quite conventional?—Yes.

Voluntary visitors.

64417. May I ask you how you keep up your supply of visitors?—When they fall out we just get new ones.

64418. How do you reach them?—I have forty-two members on the acting committee, and those members are always interested in the Association. Through them we get visitors, and sometimes I hit upon one or two myself.

Voluntary visitors.

64419. Have you any friendly society men on your Association?—Yes.

64420. Do they take an active part in the work?—Yes. When you get a good foreman in any of the public works, he is a valuable asset.

64421. Do they not assist you with the cases of the widow and children; are you not assisted by the Foresters and Oddfellows and Shepherds?—My acting committee is rather above that. They are not members of benefit societies, they are men of rather higher standing in the town.

64422. But would they not welcome men of that other standing to help them?—Yes, as visitors.

64423. But on the committee?—The committee holds its meetings in the afternoon, and it is not suitable for working men to attend them, but there are meetings with the visitors from time to time.

Co-ordination of charities.

64424. You were telling the chairman that with regard to registration you would like to get statements of all the relief given by all the agencies in Aberdeen?—Yes.

64425. Does the Parish Council send you a list of that kind?—Yes, a printed list. In any case that we are in doubt about we speak through the telephone to the Parish Council offices.

64426. Does the municipal body send you a list of all the beneficiaries?—They have not done so, but they are perfectly ready at all times to supply information.

64427. But would they send you a complete list of all their beneficiaries? Unless they did that, it would not be of much use?—It would be of use. Of course they have some beneficiaries where the payments are above the ordinary rank. There will be a good many payments up to £20, and even higher, from some old charities.

64428. (*Professor Smart.*) Are your visitors men only?—No, we have lady visitors as well as men.

64429. You say business and professional men supply the greater proportion. I thought that meant that you had men visitors only?—No, there are women.

64430. Have you no branch of the Charity Organisation Society in Aberdeen?—Not under the name of the Charity Organisation Society, but we fill that part of the work.

64431. It seems to me that you are doing very much the same kind of work?—Yes.

64432. And your complaint against the charities is the complaint of the Charitable Organisation Society, viz., that they are not organised and they overlap each other?—Yes.

64433. You try to bring them into some sort of organisation?—Yes.

64434. But you don't succeed very well?—It is rather dilatory. You would like to know how much they distribute, and there is a good deal of reluctance to supply full lists of beneficiaries.

64435. The distress committee has taken over part of your work?—Yes.

64436. If the Charity Organisation Society took over the other part of your work, then there would be nothing left for you to do?—We are a Charity Organisation Society, though not under that name.

Charitably provided work for unemployed.

64437. (*Mr Booth.*) With regard to the work of the distress committee, I see that a considerable number of those who applied to it were those you had had to deal with before?—Yes.

64438. That means, does it not, that they were not well-employed labourers temporarily out of employment, but they were drawn from a usually unemployed class?—A good deal. For instance, one month they took forty men over that were breaking firewood and making it into bundles in our yard. They took them bodily over during the month.

64439. So they were people who were accustomed to practically charitably provided work?—Yes, in the main they were. Between 1st October of last year and this month 756 men out of employment applied to the Association. Of that number 448 were dealt with by handing them over to the distress committee. That is practically 60 per cent.

64440. I don't quite see that that is what you state in paragraph 8. You say there, "From data in my possession, '60 per cent. of those who had been dealt with by the dis-'tress committee had previously applied to or been

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'assisted by the Association." I think you said just now that 60 per cent. of those who had been previously dealt with by you applied to the distress committee. I don't quite understand you?—I put it this way: 756 persons applied to me between 1st October and June. They were either relieved with some slight order for provisions or they were down in the yard. Of those 756 men, 448 were afterwards given assistance through the distress committee and put on their books.

64441. That is not what is stated in paragraph 8, because what is stated there is that 60 per cent. of those dealt with by the distress committee had previously applied to or had been assisted by the Association. Now, you only mean 60 per cent. of those who had applied to you were afterwards dealt with by the distress committee, which is quite different. This statement is that of the total number dealt with by the distress committee, 60 per cent. had been previously dealt with by you. The two statements don't agree?—I did not send them on. The distress committee's superintendent went to the yard and took forty out in one month, and gave them work at breaking stones or making a road.

64442. Yes; that is to say, out of the 756 who had been assisted by the Association, 60 per cent. were dealt with by the distress committee?—Yes, they were afterwards dealt with by the distress committee.

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Charitably provided work for unemployed.

64443. So that is a different point?—I had not the time at my disposal to make up this list, as I got very short notice, and we had not gone very carefully over the distress committee people, but since then it has been gone carefully over.

64444. At any rate, a very large number of those who come to the distress committee have been among your previous cases?—Yes; and when the distress committee are through with them they come back to me.

64445. So they are dealing practically with the same class as you are dealing with?—Up to 60 per cent. they are.

64446. You say further that it will probably be found that applicants who are deficient in energy and self-respect will soon regard the relief works, if the wages are tolerably good, as a permanent provision. That is not what was intended by the Act?—I think not. Since the Act came into force, a certain percentage of people seem now to take the assistance as a right. They come in now and they are not easily got rid of. What I mean is that the exertion that should be shown by them to get work of their own motion seems to be weakened by getting relief from the distress committee.

64447. It tends to create the class that it relieves?—Yes, I think so.

Mr William Pressley, called and examined.

Mr William Pressley.

64448. (*Chairman.*) You are Clerk of Fraserburgh Parish Council and Inspector of Poor since 4th December 1888; you are also Secretary of the Society of Poor Law Inspectors for the Counties of Aberdeen, Kincardine, and Banff, which has a membership of 100 inspectors?—Yes.

64449. You have been good enough to send us a statement, which we shall take as your evidence-in-chief?—Very well.

(*The witness handed in the following statement.*)

Social and Industrial Conditions in Fraserburgh Parish.

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1. Fraserburgh is the chief seat of the Scotch herring fishing. The normal population of the parish is 11,000, but during the fishing season the population would number close on 20,000. The most of the inhabitants are directly interested in the staple industry.

2. Besides several kippering establishments and a large factory for tinning fish employing 400 hands, there are between 70 and 80 fishcurers engaged in the curing of herrings. These curers employ—all the year round—about 500 coopers. When the season approaches (June–September) they also employ about 900 crews of women, each crew consisting of 3 persons. In all, 2700 women would be employed. Fishing from the port, there would be about 600 boats, with an average of 8 men each—or, in all, about 4,800 men.

3. The coopers, who are all local men, earn during the winter, while making barrels, 30s. weekly, and during the fishing season, 35s.

4. Of the women employed, about fifty crews only would belong to Fraserburgh, the others coming from every part of the Scottish coast, from Eyemouth on the east, right round to Sutherlandshire and Ross-shire on the west—including Eyemouth, Anstruther, Montrose, Aberdeen, St Combs, Cairnbulg, Inverallochy, Sandhaven, Rosehearty, Pennan, Gardenstown, Macduff, Banff, Whitehills, Portsoy, Cullen, Portknockie, Findochty, Portessie, Buckie, Portgordon, Lossiemouth, Hopeman, Burghead, Nairn, Avoch, Cromarty, Brora, Golspie, Lybster, Loch Eriboll, Loch Clash, Loch Inchard; while from all parts of Lewis, Harris, Benbecula, North and South Uist, and Barra, probably 1,000 of the women would come.

5. These women are employed here about ten weeks of the year, running from the end of June to the middle of September. Their earnings are as follows:—Each woman receives from 8s. to 10s. per week as a retaining fee, each crew of three receive 8d. per barrel for herrings gutted, and for the work of filling up each woman is paid at the rate of 3d. per hour. Counting everything, women, in an ordinary season, would make about £12, and, in addition, the Highland women are provided with lodging and fire free. About a month after the season closes here, these women proceed to the English fishing ports of Grimsby, Lowestoft, and Yarmouth, where they continue the same work at similar rates until the end of November.

Social and industrial conditions in Fraserburgh Parish.

6. Included in the 4,800 fishermen frequenting the port, probably 1,500 are drawn from the parishes of the Western Highlands, mainly from Lewis, Barra, and the west coasts of Sutherlandshire and Ross-shire. In an average season, for their ten weeks' work, these men would earn about £20. At the close of the season here, they go home to secure the crops on their crofts, very few of them going to the English fishing.

Methods of administering Relief.

Methods of administering Poor Law relief.

7. By refusing outdoor relief to the undeserving we have succeeded in reducing, and keeping low, our roll of poor. We have endeavoured, at the same time, to slowly increase the individual allowances to those left, with the result that the aliments are much more liberal than they used to be. During the past seventeen years they have been almost doubled. About the year 1889 allowances of 1s. 6d. and 2s. per week were not uncommon; we have no such cases now. From 2s. 6d. to 3s. 6d. per week were the highest individual allowances then; they are the lowest now—such a small aliment as 2s. 6d. being unusual. Old couples on our roll at present receive from 6s. to 10s. weekly.

8. When I consider that any of the cases on the roll ought to be able to get along without further relief, I withdraw the allowance on my own responsibility. Should they express a doubt as to their ability to manage without assistance, I ask them to try for a month, and if they don't succeed, that I will take them by the hand again. I rarely require to do this, as the time chosen is generally favourable. (I refer, in this connection, to the recommendation in the Report on the methods of administering poor relief in certain large town parishes in Scotland, 1905). My Council invariably approve of my action. As to other cases, regarding which there might be some doubt, my usual practice is, when visiting the poor previous to the revision of the roll, to first mention to the parties themselves that the aliment will probably be withdrawn or reduced at the next revisal, in order to afford them the opportunity of stating any reason why this should not be done.

9. I send herewith copy of my last annual statement to my Council, showing the percentages for maintenance and management as compared with the rest of Scotland. (*See App. CLXXVII. (A).*)

The respective Merits of Indoor and Outdoor Relief.

Respective merits of in- and outdoor relief.

10. Outdoor relief ought to be given in all deserving cases, the poorhouse being used as a check and a test.

11. In Scotland, our system of relief, unlike that of

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Respective merits of in- and outdoor relief.

England, has always been regarded as an outdoor one; and, I think, there is little likelihood of any change in this respect, unless perhaps in the large town parishes, in which we witness a steady increase in the number of indoor poor, necessitating additional accommodation, and new and costly establishments. It has always seemed to me a great pity that the empty accommodation in the other poorhouses could not be utilised. (See *Poor Law Magazine*, 1905, p. 234.) In the eight large town parishes one-fourth of the ordinary poor receive indoor relief, while in the remaining parishes the proportion is only one-twelfth.

12. As to the disproportion in these figures between city and county, it is my experience that the poor not only in the towns but also those belonging to the counties are more ready to accept indoor relief if they are allowed to go to a city poorhouse than they are if offered relief in a combination poorhouse—which, perhaps, partly explains the crowded condition of the city houses. In the large houses they appear to have more comforts; and the excellent hospitals, too, in connection with the city poorhouses, quite equal to the best equipped infirmaries, seem to attract cases that would not go in otherwise.

13. If there were trained sick-nursing in all the combination poorhouses, the accommodation might be a little better utilised, as cases could be taken in that have to be refused at present. Some Combination Boards, however, on the ground of economy, are slow to adopt the trained nurse, as the person meantime occupying the position also acts as a general servant and is willing to put her hand to any kind of work when required.

The Classes of Persons applying for Relief.

Classes applying for relief.

14. These may be summarised as follows:—

General labourers, fishermen and seamen, female outdoor workers, coopers, and domestic servants. A considerable proportion would belong to the class known as "general labourers."

Causes of Pauperism.

Causes of pauperism.

15. The causes of pauperism are usually sickness in the home or bereavement, old age, physical unfitness (I find that a good many people are never in a position to save sufficient for a period of sickness or unemployment, apart altogether from a provision for old age), the marriage of persons unfit to have the care and upbringing of children, improvidence (including intemperance), unemployment, and desertion.

16. Pauperism is also hereditary. Children, in many homes, do not get a chance. We often find children, their parents, and their grandparents all chargeable at one time or another.

17. I referred, in a short article in the *Poor Law Magazine*, 1903, p. 521, to the increasing number of "separated children," and I think Parish Councils are really striking at one of the roots of pauperism in removing the children from absolutely hopeless parents.

Suggested Reforms.

Need of more liberal relief to aged and widows with children.

18. Relief should be granted on a more liberal scale to the aged respectable poor, and to deserving widows with young children.

Liability of relations for maintenance.

19. In the evidence taken by the Select Committee of the House of Commons (*Poor Law Magazine*, 1869, p. 543), Sheriff Fraser advocates the extension of liability to collateral relatives in affluent circumstances. "No person," he says, "is bound to support a brother or sister; the only liability for aliment is in the ascending or descending generation. I do not propose to alter the law which exempts the collateral line from liability to support as against the relatives themselves, but in a question of relief under the Poor Law you must have exceptional legislation. . . . . Therefore, in any question in which the Parochial Boards sue for relief administered, it should be no defence that the defender is in the collateral line."

I would recommend, with much more confidence, the adoption of the Sheriff's suggestion, in connection with the liability of an illegitimate son to support his mother. When it comes to be a question as to whether the burden should be borne by the community or the woman's own son, there should be no doubt as to the answer. (See *Poor Law Magazine* for April 1907—Report of Aberdeen, Kincardine, and Banff Shires' Association.)

20. I would support the suggested amendments of the law transmitted to the Royal Commission by the Association of Poor Law Inspectors for the Counties of Aberdeen, Kincardine, and Banff.

Liability of relations for maintenance.

21. Also the written representation sent in by my own Council.

Vagrants and tramps.

22. In connection with the recommendation of the Inspectors' Society and of my Council as to workhouses or labour colonies, close observation has convinced me that in many cases work is a greater hardship to those worthless fellows than being sent to prison. The remedy, therefore, is clearly "work," which, besides being a *punishment* to them, gives more hope of their reclamation. Imprisonment has failed in this respect. It is not too much to expect that they would soon commence to realise that they might as well be working at home for themselves, with their liberty regained.

Operations of friendly societies in Fraserburgh.

23. With reference to the statement contained in the written representation by my Council as to the excellent work that is being done by the friendly societies, I may explain that in Fraserburgh we have the following societies, viz.:—

1. Fraserburgh Sick and Funeral Benefit Society, membership	554
2. Free Gardeners, membership .	250—funds £1000
3. Oddfellows, membership . .	200—funds £450
4. Shepherds, membership . .	40
5. Rechabites, membership . .	80
Total membership	1,124

Subscriptions and benefits of friendly societies.

24. As regards the first society, which owed its inception thirty-six years ago to the then Chairman of the Parochial Board, and which is being carried on with ever-increasing success for the benefit of the working-men of the town—the present Chairman of the Parish Council being its hon. president—the following particulars may be of interest:—

The weekly contributions are threepence, and the benefits are—a sick allowance of 7s. per week for thirteen weeks, 3s. 6d. per week for the following thirteen weeks, and 2s. per week during the rest of the year while sickness continues; and funeral allowance on the death of a member £5, a member's wife £3, and a child under fourteen years £1.

The surplus funds are equally divided amongst all the members at the close of each year, and, taking the average for the last ten years, the sum returned out of 13s. paid in has been 5s. 3d., so that the total cost to the member for participation in all the benefits is, practically, 1¾d. per week.

Procedure of applicant for relief.

64450. (*Chairman.*) Would you please describe the procedure through which an applicant has to go in order to get relief? I suppose he makes an application. Can he apply at more than one place?—He either applies at the office personally, or some friend calls at the office and states that within his knowledge there is a person suitable for relief. In a case of that kind, where the person is not physically fit to call at the office, I call and take the application at his house.

64451. Have you a clerk or anyone who classifies or deals with the case as it comes in?—I usually do it myself. I have two assistants in the office, but I attend personally to almost all the cases.

64452. You have an assistant inspector?—Yes, an assistant inspector and a junior clerk.

64453. The assistant inspector is an out-inspector?—He sometimes goes out. I very often go myself.

64454. When you have dealt with the case it comes up before the committee or the council. How often do they sit to consider these cases?—The council sits monthly.

64455. And they consider the cases as a council?—Yes. We usually commence our meetings with business of public interest, and then we go on to the Poor Law administration.

64456. That is the final decision of the council?—Yes.

64457. Do you find that, as a rule, or invariably, the council approve of what you have done?—Yes.

64458. If you think that any case on the roll can get on without relief, you are able to take it off on your own responsibility?—Yes.

64459. And has the person power to go to the sheriff if you withdraw the relief?—In the event of any question arising, I would not withdraw it. I usually get the concurrence of the person.

System of appeal.

64460. I suppose they would have power to appeal?—Yes. But I would not do it unless the person were

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satisfied and willing to make an effort to do without relief.

64461. Do you have many appeals to the sheriff?—No; I have never had one in my experience.

64462. Have you had any appeals to the Local Government Board as regards inadequate relief?—Not from our own poor residing in the parish, but I have had it from poor belonging to other parishes. I have encouraged one or two myself to appeal where I thought that the case ought to be appealed.

64463. That is to say, they were receiving relief from another parish?—Yes, through me.

64464. And you thought that the relief was inadequate?—Yes.

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64465. I think you have a sort of scale in Fraserburgh?—We do not have a scale, but at the last meeting of our Inspectors' Association, which I represent here, it was remitted to our executive committee to draw up a scale of aliments. Our committee has met, and I have the proposed scale here.

64466. Did you do that, so to speak, on your own initiative, or did your Parish Councils want you to do it?—They did not ask us to do it. It is only for the guidance of the parishes connected with the association, and they do not need to adopt it. The inspectors thought it would be useful as a guide. It has not been adopted by the association yet. I exhibit the recommendation of the executive committee.

64467. I see from that recommendation you propose to give, in the case of boarded-out children, infants under one year, 5s. per week; from one year to fourteen, 3s. 6d. per week, with clothing; respectable widows unable to get out to work, being burdened with young children, 2s. for each child, and 4s. for the mother; for a single woman partially disabled, 3s.; aged and infirm poor, 5s.; and old couples, 8s. This scale is proposed to be applicable to the whole three counties?—Yes.

64468. Do any of the rural Poor Law inspectors think it is too high?—No; that is the unanimous recommendation of the executive committee, but it is just intended to be a guide. Of course, exceptional cases will require exceptional treatment. Where there is sickness the aliment will have to be increased in proportion where attendance and special treatment are necessary. The aliment is made high for infants under one year because nursing is required, and a great deal of trouble is caused.

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64469. What is your Board composed of? It is representative of the different industries of Fraserburgh?—Yes, it is a representative Board.

64470. I suppose you have the fishing interest and the curing interest?—The curing interest is fairly largely represented. Then we have the parish minister as chairman; there are three fishcurers; the superior's factor is a member; there are two farmers; and we have a draper—in fact, you may say the general run of people in the district.

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64471. Has the result of increasing the amount of aliment been to increase the number of applicants?—No, I cannot say that there has been any particular increase. Our system of relief is almost entirely an outdoor system. We have only one ordinary pauper in the poorhouse, and we usually don't have more than one or two. In fact, our whole expenditure for poorhouse relief last year was just between £30 and £40. We administer Poor Law relief very strictly. We give no outdoor relief to mothers of illegitimate children or to persons of idle or dissipated habits.

64472. Have you a poorhouse?—We have twenty-one beds in the Buchan Combination Poorhouse, that being about one-ninth of the whole house.

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64473. What is the meaning of your statement in paragraph 11, where you say, "It has always seemed to me 'a great pity that the empty accommodation in the other 'poorhouses should not be utilised." Was it your idea that they should be utilised for purposes of classification?—They might be utilised in different ways. I think that an arrangement might have been made which would have effected a considerable saving to the large city parishes by having their poor sent there when the accommodation was available. It is a pity it should not be used. If it were used it would save the erection of many costly establishments.

64474. What you think is that where there is surplus accommodation in the smaller and less populous areas, it should be availed of by the more populous areas?—Yes. I also remark that the combination poorhouses do not seem to be quite so popular with the poor as the city poorhouses.

64475. Your idea would be to send the less deserving cases to the less popular poorhouses?—Yes.

64476. Has that ever been mooted?—I think the Local Government Board has considered it.

Need of utilising empty accommodation in poorhouses.

64477. (*Mr Patten-MacDougall.*) You find a good deal about it in the report of the Departmental Committee?—Yes.

64478. It is suggested that there should be a revision of the poorhouse accommodation in Scotland, and some of the poorhouses should be utilised for the sick and infirm, and others for test cases?—Yes, and I think also observation wards for lunacy cases.

Social and industrial conditions of Fraserburgh.

64479. (*Chairman.*) You state that you find that the pauperism in certain families and cases is hereditary?—That is so.

64480. What is your industry?—It is almost entirely fishing. That is the staple industry, and most of the inhabitants are directly interested in it.

64481. Have you many widows of fishermen?—Yes, we have a few.

Extent of pauperism in Fraserburgh.

64482. More than they have in other districts?—I could not say. You mean as the result of loss of life through fishing?

64483. Yes?—No, it is not excessive; it is not remarkable.

64484. What is the number of your paupers?—Including dependants, we have about 160. Our population is about 11,000, so that our pauperism is just about 1½ per cent., which is very low.

64485. Has it gone up or down?—It is not so high as it was at the time of my appointment, eighteen years ago.

64486. Relatively, I suppose you mean?—No, it is not so high actually.

64487. And the population has increased?—Yes, considerably so; you may say that the pauperism has gone very much down.

64488. Fraserburgh prides itself on spending a much larger amount of its outgoings in actual relief and maintenance than is the case in the rest of Scotland?—Yes, it is above the average.

64489. Is your medical relief satisfactory?—It is rather low.

Lack of trained nurses in poorhouse.

64490. But is it satisfactory in the results?—You will observe in paragraph 13 that I favour trained sick nursing in the poorhouses. We have not got that. I have been urging that upon our representatives; the three gentlemen who represent my council on the Buchan Combination Poorhouse Board are favourable to it, and I think it ought to be done. Our poorhouse has not the comforts that you find in a great many of the city poorhouses. In these city poorhouses I am afraid it is overdone, and they are apt to attract a great many cases, but I would certainly have the best nursing available for the sick.

Extent of provision for medical aid.

64491. I suppose you have a medical ward in your poorhouse?—Yes, we have a sick ward.

64492. Have you any place where you can send serious cases to?—We have a local hospital, and we also send our serious cases to the Royal Infirmary. My council takes great interest in the Royal Infirmary. For the last five years we have been sending a considerable sum of money there—we make a parish collection.

Parish contribution to voluntary hospitals.

64493. Which Royal Infirmary is that?—Aberdeen. I invited the secretary to come to a meeting of our association five or six years ago, and I urged on my fellow-inspectors that they should give him every assistance in the way of making a parish collection. That is done by nearly all the parishes in the three counties, because we greatly depend on having the privilege of sending our serious cases to the Royal Infirmary. We have also a local hospital, which takes the place of a casual sick-house for us. We subscribe £20 to the local hospital and also £20 to the Queen's nurse. The Parish Council were instrumental in getting that Queen's nurse. We subscribe £20 to the local hospital because we can send any of our sick poor there.

Tramps and vagrants.

64494. Are you much troubled with tramps at Fraserburgh?—No, they get no countenance from us. It is the poorhouse that is offered and nothing else. I never give a penny to anyone that way.

64495. You express rather a strong opinion in paragraph 22, where you say that labour colonies with stiff labour

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Tramps and vagrants.

tests would be much more effective than prison for a certain class of loafer?—Yes, it is work that they stand most in dread of.

64496. What is the particular class you are thinking of?—Just the persons who are inclined to be idle and to loaf, who have not any inclination for work and who drink a good deal.

64497. But they do not come to you now for relief because they are able-bodied?—But their wives become chargeable. They come up at the police court and are sent to jail for several weeks, and then their wives and children become chargeable to us. This representation by our council is signed by the chairman of the council, one of the magistrates, and myself. At present the magistrates send a man to jail for a short period. They are quite convinced that those short terms of imprisonment do not do anything to effect any reformation.

64498. What you think is that where there are cases of persons coming up before the magistrates for neglecting their families or not properly paying the charges for which they are liable, they should be sent somewhere where they should be made to work rather than to prison?—Yes; and we think if that were done they might commence to realise that they might just be as well working for themselves outside.

Operations of friendly societies.

64499. Do you know if friendly societies are increasing in Fraserburgh?—Yes, they are. There is one of them considering just now about a pension fund. It has not actually decided upon it. I think that society is the Free Gardeners' Society.

Deterrence of combination poorhouses.

64500. *(Mr Patten-MacDougall.)* In paragraph 12 you contrast your combination poorhouses with the large city poorhouses?—Yes.

64501. You say there is not the same readiness to go to the country poorhouses as there is to go to the large city poorhouses?—That is so.

64502. In that I suppose you mean the hospitals?—No, just the ordinary cases. I find that out most readily with the poor belonging to other parishes. Of course, we send our own poor to our combination poorhouse, as we have no alternative, but sometimes a case applies belonging to another parish, and I offer to send them to our combination poorhouse. I have really no right until I have an admission of liability from the other parish to send the case to the poorhouse of that parish. They say they won't go to our poorhouse, but they are willing to go to any of the city poorhouses—to Aberdeen, for instance.

64503. Is that because there is more comfort in the Aberdeen City Poorhouse?—Yes.

64504. Or is it because of the isolation of your combination poorhouse? It is in the country?—Yes, but it is just at the railway station. I have no doubt it is on account of the comforts.

64505. Do you also find that cases requiring medical relief show a reluctance to go to the combination poorhouse?—I would not send a case requiring very special medical treatment to the poorhouse; I would send it to the hospital, either to the local hospital or to the Royal Infirmary.

64506. Because in the combination house there is not the necessary equipment nor are there the necessary appliances for the treatment of such cases?—In the Royal Infirmary they get the very best treatment available, and the best treatment is always the best even in the case of the poorest. The chargeability ceases sooner.

Boarded-out pauper children and after careers.

64507. You say in paragraph 16 that pauperism is hereditary. You board out all your children?—Yes.

64508. Do you find any of these come back to you as applicants for relief?—No, we get very good guardians.

64509. How do you select your guardians?—I generally write to some of the inspectors of the country parishes with whom I am intimate. I meet them at the meetings of the Association and I get to know a man who will be very careful in recommending a good guardian. Then I go down and see the guardian myself, I make inquiry at the schoolmaster or the minister, and after satisfying myself that the guardian is suitable in every way, I then board out the case.

64510. Where do you generally board out? Not in the immediate proximity of Fraserburgh?—No, but within twenty miles or so. We are not at all particular if we get them a good home. We usually board them out on small farms.

Boarded-out children.

64511. Do you find that the children that you board out are often claimed by their parents subsequently?—No.

64512. You are able to avoid that?—Yes.

64513. Do you never have any difficulty in finding suitable foster-parents?—No.

64514. It has been represented to us by some that they have difficulty in getting suitable foster-parents?—I have no difficulty at all. I can get more homes than I require.

Liability of relatives for maintenance.

64515. In paragraph 19 you advocate the liability of an illegitimate son to support his mother?—Yes.

64516. And you refer to the *Poor Law Magazine* with regard to that?—Yes.

64517. Can you say how that matter stands, because up till recently it has been the case that an illegitimate son was liable to support his mother?—Yes, that was the view held by the Court of Session, but it was overturned by the House of Lords; and, of course, we have gone by the judgment of the House of Lords that an illegitimate son is not bound to support his mother.

64518. At the last meeting of your Association you discussed the question in all its bearings?—Yes.

64519. And you are of opinion that the law should be altered?—Yes.

64520. Do you think the present law leads to any unfortunate results?—Yes, I think it does. It is an unfortunate thing to find a son in comfortable circumstances neglecting his mother. It always has a bad effect on the community.

64521. Have you known cases of that?—Yes. There was a case came up at our Association meeting a few months ago where an inspector had that difficulty, and where the son was fairly well off—I do not remember how many hundred sheep he had, but he was in fairly comfortable circumstances—and he simply replied that he was not bound to do it. On the suggestion of some of the members of our Association I prepared a short paper placing the state of the law before the members for discussion, and the resolution of the meeting was to the effect that where a person becomes chargeable, if the burden is to be borne, then it should be borne by the son rather than by the community.

Housing of fishwives.

64522. Is there in Fraserburgh any difficulty in housing the large number of women and others who go there for the fishing season?—The curers generally have buildings suitable for housing their workers. Of course, they perhaps do not have all the comforts of a house inhabited all the year round, but in the summer time the women are mostly outside all day, and it is a healthy season of the year and healthy work. Until recently I think the lavatory accommodation was not quite so satisfactory as it might have been, but the Local Government Board moved in that matter, and I think it is greatly improved now.

64523. The conditions are not what they were?—No.

64524. There is no lack of proper accommodation?—Not now, so far as I understand.

Question as to liability of illegitimate children for maintenance of parent.

64525. *(Mr Phelps.)* To take up that question about the liability of illegitimate children; did your meeting think that it was proper that they should have all the duties of children if they had none of the rights?—That was brought out in the case that came before the court. In a question of succession an illegitimate son is deprived of the rights of a lawful son, and the members of the Association considered that there was a hardship there. Of course, the Crown has power to give a gift, but the members thought that was not sufficient for what in most cases should be the son's by right. There is, no doubt, a certain hardship involved there.

64526. Are you prepared to say that all distinctions should be abolished between legitimate and illegitimate children?—They did not go that length. In a question of poor relief, there may be room for exceptional legislation.

64527. Do you think, morally speaking apart from legally speaking, that that liability is one that fairly can be put on the children?—As between the community and the son bearing the burden, the view taken by the Association was that the community should not be called upon to bear that burden where the son was in comfortable circumstances. Of course we admit that the question is a difficult one, but it has certainly a bad effect on the community for a son in comfortable circumstances to be neglecting the discharge of what is considered a natural duty.

64528. On the other hand, he is saved very great disadvantages from the circumstances of his birth?—Yes, that was all brought out in the case in Court.

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64529. With regard to the relief to mothers with children, you say that relief should be granted on a more liberal scale to deserving widows with young children?—I think that relief should be granted on a more liberal scale to deserving widows with young children.

64530. That is to say, the deserving widows would be primarily widows in need?—Yes.

64531. What is the ideal you aim at as regards relief? When you board out children, how much do you pay for their maintenance?—Usually 3s. 6d. a week, with clothing, in the case of a healthy child. Sometimes we pay as much as 6s.

64532. Are you prepared to give as much as that to a widow who is keeping her own children?—It depends if it is necessary.

64533. I am assuming that it is necessary?—Of course, we would do that if it were necessary.

64534. How would you define "necessary"?—She might be a young woman able to go out and work and earn some money, and, of course, that would not be such a necessitous case as the case of a widow who was weakly and not able-bodied and had a young family.

64535. Would you assume with regard to the foster-parents that they did nothing when they had no other source of income than what they got from you for the boarding out of the child?—We have nothing to do with the earnings of the foster-parents.

64536. Where would you distinguish between the mother of the children and the woman with whom the children are boarded out—where would you distinguish as regards the amount that you give?—They are different cases altogether.

64537. Is it not just as expensive to a mother to bring up her child as it is for a person with whom the child is boarded out?—It is a different matter altogether. We don't board a great many children in one house.

64538. But you see my point?—Yes, I see it quite well.

64539. Why do you take a different standard in the two cases?—The cases are not similar.

64540. How do they differ?—You will observe from the scale of aliments recommended by the Association that they put down 4s. for a mother and 2s. for each child. That is a guide. You cannot possibly lay down a hard and fast rule. Each case has to be decided on its own merits.

64541. Quite true, but why do you assume in the one case 2s. and in the other case 3s. 6d. as your normal?—I mentioned these as the average rates. The relationship of mother and child is different from that of guardian and child. The mother we expect to care for her own without recompense for her services, and the allowance she receives is for maintenance simply. The guardian is entitled to more than that.

64542. But why do the rates differ so much?—They differ with the circumstances. Suppose the case of a widow with six children, their ages ranging from 10 months to 13 years, relieved, as you seem to suggest, at the same rate as is allowed for boarded-out children. She would receive 3s. 6d. each for five of the children, and 5s. for the youngest, or £1, 2s. 6d. a week of aliment. Many working men in the parish paying rates for her support, and with quite as large families, might only be making £1 a week. That would be making the recipient of relief better off than the ratepayer.

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64543. With regard to idle people, you say they are much more afraid of work than imprisonment?—Yes.

64544. When you speak of imprisonment, do you simply mean imprisonment, or with hard labour?—Simply imprisonment.

64545. Do you think that the persons administering justice would bear that out?—We have a magistrate in our council—he is one of the parties who signed the representation—and that is his opinion.

64546. You know the difference of diet that goes with the two kinds of imprisonment?—You mean the diet for simple imprisonment and the diet for imprisonment with hard labour.

64547. Yes. Would you say that people are more afraid of imprisonment with hard labour and with a high diet than imprisonment without hard labour and without that diet?—Yes.

64548. Do your friendly societies make any provisions for old age?—No; but I stated that one of them was considering the matter.

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Benefits of friendly societies.

64549. When a friendly society makes grants in sickness, do you find that these ever become old-age pensions, that people go on drawing their sick grant to the end of their days?—I have particulars here with regard to the Fraserburgh Sick and Funeral Benefit Society. The other societies are pretty much national societies.

64550. But take an imaginary case. A man draws sick pay, and he becomes infirm. In these circumstances does his sick pay practically continue for the rest of his life?—I think not. I don't know what the rules of those national societies are. I made no inquiry, because I thought that these were particulars that the Commission could easily get at.

Old age pensions.

64551. Supposing the system of old-age pensions were set on foot, what effect do you think that would have on the administration of the Poor Law?—I could not say. It would relieve a considerable proportion.

64552. Do you think it would diminish very much the spirit of provision?—On the part of the children for their parents?

64553. On the part of middle-aged people, provision for their old age?—I am not quite sure how it would affect them there. You mean receiving a pension without contributing to it?

64554. I was taking the case of a pension where you did not contribute?—Yes, I should say it would undoubtedly have that tendency.

64555. What do you think the average poor person would do with the money that he would otherwise have put by if the State provided for his old age?—Where people are inclined to be thrifty they usually join one of those friendly societies. Those who are not inclined that way would probably spend the money.

64556. Those who are thrifty belong to a friendly society already?—Yes.

64557. If the State were to give them an old-age pension, how do you think they would spend their money?—They would probably improve their circumstances slightly.

64558. Do you think they would give their children a better education, for instance?—Working men, as a rule, have it pretty much in their power to give a fair education as it is.

64559. But would they carry on their children's education to a further point?—It is not so difficult now as it once was to send a lad to the university.

Relief to widows with children.

64560. That is quite true?—With regard to paragraph 18, where I say that relief should be granted on a more liberal scale to the aged respectable poor and to deserving widows with young children, I should like to say that I consider deserving widows with young children entitled, if anything, to more sympathy than even respectable aged poor. You referred to a pension for the aged poor, and we have heard a good deal about it. I don't know but what there may be some political considerations in connection with it, otherwise we might not have heard so much about it. An old person comes to a condition of dependence gradually and does not therefore feel that condition of dependence so much as a young widow burdened with a young family. Up to the time of her husband's death she has probably had a comfortable home, and perhaps all at once her breadwinner is cut off and she has to apply to the parish for assistance. We don't hear so much about saving her feelings by making some State provision for her.

64561. Supposing the State were to give an old-age pension, do you think that would stimulate the spirit of providence?—I don't think it would.

64562. Do you think your friendly societies could draw up schemes which would meet it?—I would hope it was possible to do it. Those who are in the meantime making provision through friendly societies deserve every encouragement.

64563. Do you think the societies would be able to manage it?—They are doing a great deal that way.

Widowers with young families.

64564. What provision do you make for widowers with young families?—If they are able-bodied we don't require to make any provision for them. It is a very exceptional thing to have a widower with young children who is not able-bodied and not quite able to work.

64565. You would regard him as outside your sphere?—Yes. He would not have any difficulty in getting a middle-aged woman to keep his house.

64566. Would he have accommodation for that?—Yes; as a rule the best of working men would have two rooms.

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Widowers with young families.

64567. But it is rather difficult to accommodate a man and his family, and a help, so to speak, in two rooms?—Yes, but that is the least accommodation that they would have. I refer in my statement to the coopers. They make very good wages, and some of them have four rooms. A house of two rooms and a closet can be had with us for about £10.

64568. What proportion of your working class have three bedrooms in their house? Do you think there are many?—I could not tell exactly, as I have no statistics.

64569. But what is your impression?—I suppose the best of them would have two or three rooms.

64570. Three bedrooms?—No, not three bedrooms; I mean living rooms. As a rule, you will find a bed in their living room.

64571. That is not a very desirable arrangement?—It was very customary throughout Scotland for a very long time, and people were quite as healthy then as they are now.

Tramps and vagrants.

64572. You say, with regard to tramps, that nothing is given them except the poorhouse?—That is so.

64573. Under what powers of the law do you get them into the poorhouse?—Unless they are proper objects of relief we do not send them to the poorhouse.

64574. What is a proper object of relief?—A person who is not able-bodied. We send a case at once with a certificate to the medical officer, and he comes back with it. If the medical officer says that he is able to work then we refuse him relief.

64575. If a tramp comes to you at one o'clock in the morning and knocks you up, what is your procedure?—I have an arrangement with the police. I am not in the habit of being knocked up at that time of night. The police take care of any such case till next day.

64576. The police relieve them?—They make arrangements for anything occurring during the night.

64577. That is to say, they relieve them?—No, they send them, by my instructions, to a lodging-house for the night.

64578. Who pays for their lodging?—The Parish Council.

65579. That is to say, practically, you relieve able-bodied men in that way?—No. If a person were applying who was quite able-bodied, then no relief would be granted. If he alleged sickness he would get shelter for the night.

64580. If he goes to the police at twelve o'clock at night and says that he has no place to sleep, then I understand from you that they would send him to a lodging-house?—No, you cannot understand that from me.

64581. What would they do?—I suppose there are not many people going about at night.

64582. (*Chairman.*) If a tramp comes to you or to the police, and has nowhere to sleep, you have either to provide lodging or to give him money?—It is not the province of the Parish Council to provide everyone who has not a bed with a bed.

64583. But what you do is, you do provide lodging for him in some way?—Not if he is not a proper object of relief.

64584. We have had it in evidence that there are tramps that go round the different parishes about Edinburgh, and then return to Edinburgh because the parishes do not give them lodging. You do not medically examine a tramp if he applies?—Yes, every tramp is examined that applies.

64585. (*Mr Phelps.*) Take the case of a man that rings you up at one o'clock?—He may get shelter for the night.

64586. But you pay for it?—Yes; but it is a very rare thing for a case of that kind to occur. Of course the police would not give an ordinary tramp shelter.

64587. But the person, whether he is qualified for relief or not, is taken off your hands if the police so decide?—Yes; but the police would not take up a case of the kind.

Children of dissolute parents.

64588. In paragraph 17 you say that the Parish Councils are striking at one of the roots of pauperism in removing the children from absolutely hopeless parents. You do not have any powers of adoption on the part of Parish Councils in Scotland?—We can remove children who are being cruelly treated by their parents.

64589. What can you do under these circumstances?—Where cruelty is proved?

64590. Yes?—We or a constable might remove them to a poorhouse.

64591. Can you forbid the parents access to them?—We do not inform the parents where we have put the children.

Children of dissolute parents.

64592. You board them out?—Yes. In a case of that kind the parent is generally hopeless, and it is in the interests of the children that they should be kept away from the parents. I think the court would always be inclined to support us in withholding information from the parent where the parent was really of very depraved habits.

64593. Who would you go before first of all?—I suppose the parent would make application to the Court of Session if he wished production of the child.

64594. But in regard to the Parish Council, how would you get control of the child? To what court would you go?—A constable can remove the child, and the sheriff can grant an order.

64595. And hand it over to the Parish Council?—He will remove it to the poorhouse, and the Parish Council will board it out.

64596. What powers do you have to prevent the parent from removing the child from the poorhouse?—If the parent were getting hold of the child and taking it away, it would simply be a case of trying to get possession of the child again.

64597. To what court would you go to prevent that?—I have never had any application to make to the court in such a case. It rarely occurs.

64598. Do you know that in England a board of guardians can go to the magistrates and get an order to adopt the child and forbid the parents to have access to it? Do you think it would be useful if the Parish Councils had the same power in Scotland to adopt children permanently?—I do not think it would be a bad thing at all that the Parish Councils should have that power. Of course, if the mother of the child were to show the court that she had reformed and was worthy of receiving back the child, I do not know that the court would refuse her application.

64599. But still you do not think it is very necessary?—No; we have very little experience of it. There are only one or two cases where I had to remove children from parents in that way, and I have never had much difficulty.

64600. Do you think there is a class of persons who would be glad to get rid of their children under these terms?—You generally find that there is a good deal of affection even amongst the lowest class of people.

64601. Do you think in the majority of cases domestic bringing-up is better than bringing-up in an institution?—Yes, I believe in home bringing-up rather than in institution training.

64602. You would give considerable latitude to the goodness of the home?—Yes, a home is much to be preferred to institution training, in my opinion.

Combination poorhouse.

64603. (*Mr Bentham.*) Have you a poorhouse in Fraserburgh?—No; there is a combination poorhouse sixteen miles away from Fraserburgh. We are the largest shareholders in that poorhouse; we have twenty-one beds.

64604. Do you pay a sort of retaining fee for those beds, whether they are used or not?—We pay our proportion of the management expenses.

64605. But apart from that do you pay so much per bed, and also so much for each inmate per week?—Yes.

64606. And your share of the management expenses?—Yes. At present we pay 2s. or 3s. a week for maintenance. It is a very small sum.

64607. Do you find the distance of sixteen miles to be any inconvenience?—No; we send them by train.

Contributions of parish to voluntary hospitals.

64608. What do you do with bed-ridden people?—We have a local hospital, and a case that is not suitable for the poorhouse will be sent, as a rule, to the local hospital. But bed-ridden persons are usually relieved outdoor.

64609. A voluntary hospital?—Yes.

64610. Do you pay the maintenance there?—Yes; we pay the weekly rate of maintenance, and we also contribute £20 a year.

64611. So in that way your want is met?—Yes.

64612. You advocate that in all combination poorhouses there should be a proper system of trained nursing?—Yes.

64613. Do you advocate that so that you might send all your cases to the poorhouse hospital rather than to the voluntary hospital?—Not them all, but we might send cases that we are perhaps reluctant to send at present. The present arrangement is for the person who acts as nurse also to do general housework, and we consider that

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that is not so satisfactory as it should be. We should have a trained sick nurse in every poorhouse.

64614. In recommending that, do you believe that more people would be sent to the combination poorhouse if there was proper nursing?—Yes, a few more might be sent.

64615. You feel that people are getting outdoor relief now who ought to be sent to an institution?—No, I do not say so. We always prefer to give outdoor relief where we can do so safely to the deserving poor, and we would rather board out a case and spend a good bit on outdoor relief than send it to the poorhouse, because there is a certain stigma attached to the poorhouse relief, and we do not wish to remove that stigma; we think it is a good thing that that should be so. We only send the worst cases to the poorhouse. Our system is mostly outdoor.

64616. It would be very difficult to get trained nurses to settle in a place where there was no one to nurse. If there is no need for nursing, then there is no need for recommending that trained nurses should be employed?—The whole house does not belong to us. There are thirty or forty parishes in the combination, and some of the parishes send a good many to the poorhouse.

64617. What accommodation is there in that combination poorhouse?—The sanctioned accommodation is for 138, and the vacant accommodation in the last report was 74.

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64618. In paragraph 16 you claim that the children ought to have a better chance?—I say that the children in many homes do not get a chance.

64619. In what way would you remedy that? When people are in receipt of relief, and the children live in the same house, how would you get over that difficulty?—It is not easy to get over the difficulty; it is an easier thing to make the statement. In some homes the children do not have much of a chance, and the only way to give them a chance would be to remove them from the homes; but that would be a very drastic thing to do, and I could never recommend anything of the kind.

64620. The worst class would be those constantly in receipt of relief, what you might call the ins-and-outs of the workhouse. The children have the least chance with that class of person?—Yes.

64621. What provision do you make for the children?—Do you mean separated children?

64622. No, children with their parents who are given an order for indoor relief?—We do not send children to the poorhouse.

64623. Where do you send them?—We give them outdoor relief.

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families.

64624. Do you give outdoor relief to a deserted wife with children?—Yes.

64625. Is it a general practice?—Very often we give outdoor relief. The Local Government Board laid down certain rules, but these are not expected to be adhered to altogether. Some of the rules are more for our guidance. Very often you will find that a deserted wife is a very respectable woman; she may have been united to a scamp, and it would be very hard to send her to the poorhouse. She has suffered quite enough, and it would be a great hardship to send her to the poorhouse, and also a very bad thing for the children; because I do not believe in sending children to the poorhouse at all, if it can be avoided.

64626. In order to save the children from contact with the poorhouse, do you at times give outdoor relief?—In some cases that might happen.

64627. Would it be better to take steps to make provision for housing the children apart from the poorhouse?—You mean, separate them from the parent?

64628. Yes, if necessary, and send the parent to the poorhouse?—You cannot do that if she does not apply for relief. If she were relieved of the children, she might not be an object for relief at all.

64629. I am assuming she does apply?—But if you take her children away from her, she is no longer an object of relief.

64630. You really treat the children and the woman as one family, and you can send the children to one institution and the woman to another?—I do not think so.

64631. Could you not send a child to an hospital, and still the mother would be an object of relief?—I do not think so.

64632. Suppose a woman is in the poorhouse with two children, and these two children are taken ill, and they are sent to the fever hospital or to another hospital, would you immediately discharge the woman because she was able-bodied and not an object for relief?—Yes; I think so, and I do not see any reason why she should not be discharged.

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Relief to deserted wives and families.

64633. Do you know a case?—I do not see any reason for keeping anyone in the poorhouse, or giving them outdoor relief, if they are not requiring it.

64634. But do you know of a case where that has been done?—I have no doubt cases are quite common. I know of ever so many cases. I had a case not many weeks ago where a woman was getting assistance. She had a child who was sick, and who required attention. The child had to be sent to the hospital and his leg was amputated, but as soon as he was sent to the hospital the outdoor allowance to the woman was withdrawn, because she was not requiring it, and it was not necessary to continue it.

64635. But she was living in her own home?—Yes.

64636. That is rather a different case?—I do not know.

64637. Do you not think it is necessary in the interests of the children to have separate provision for housing children apart from the poorhouse, in order to get children away from the association with adult paupers? Don't you think that is necessary?—If the mother was so bad that it was necessary, the probability is that we would separate the children, as we do, altogether from the parent.

64638. Where would you put the children?—Board them out.

64639. Would you send them straight away from their home, or would you send them to the poorhouse first?—Sometimes we send them straight away, and sometimes we send them to the poorhouse for a week or two, until we can get a suitable home for them. It is not often that we send them to the poorhouse, and if we do send them it is just for a few days.

64640. Do you think it would be advisable to have some provision made instead of sending them to the poorhouse?—What provision can you make, unless you get someone in the parish to take them in for a few nights?

64641. (*Chairman.*) In Dundee Poorhouse there were 100 children, the children of ins-and-outs, whose parents were in the poorhouse. Mr Bentham suggests that there might be some place away from the poorhouse where these children could be placed?—In Dundee they are just in the ordinary poorhouse.

64642. Yes, but separate from the rest of the paupers?—And under the supervision of the children's superintendent in a separate ward.

64643. Yes?—It is just a matter of sentiment. In the one case you would have homes for children, and in the other case you have a children's ward connected with the poorhouse.

64644. Mr Bentham wants to have a building separate from the poorhouse for receiving children, so that they shall never come in contact with adults in the poorhouse?—It would be better that they should be kept separate from the adult paupers.

64645. (*Mr Bentham.*) They are not so in the poorhouse you are connected with. They mix with the other paupers, they dine in the same hall, and they are received in the same ward overnight. That is common all over Scotland?—I do not think so.

64646. Can you give me the name of a single exception where that is not done?—In Aberdeen the children dine separately, and they have a separate building for the children altogether, although it is within the poorhouse grounds.

64647. Does any of this migratory class fall upon the rates in Fraserburgh?—Do you mean tramps?

Industrial conditions in Fraserburgh.

64648. No, the girls that come for the fishing?—Sometimes, but not often. They make very good wages, as you will see. The fishcurers, in whose employment they are, generally take an interest in the women, and probably they would be removed home or sent to the local hospital, and provision made for them if anything went wrong.

64649. (*Professor Smart.*) Do I understand that your fishing season lasts only for ten weeks?—Yes.

64650. And then the men go to their crofts?—Yes.

64651. And the women go south to England?—Yes.

64652. What kind of women are these? Are they dependants of the fishermen?—They are different classes, mostly dependants of the fishermen.

64653. Do the women who go south to England go in

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the fishing boats?—No, they go by train. The fishcurers generally have one or two special trains to take them south in.

64654. These are Scotch women, and they come north again?—Yes. They are not confined to fisher people by any means. A good many of the young women belong to the general community of Fraserburgh, women who are sometimes employed as domestic servants, and who go to the fishing in consequence of the very high wages.

64655. What do these people work at during the winter?—There is the white fishing, of course. They work at the fishing during the winter.

64656. That is for the market?—Yes. A number of them will do outdoor work of all kinds. Some of them are washerwomen, and so forth, and they do anything of that kind during the winter.

64657. The white fishing continues all winter?—Pretty much.

64658. Are the men pretty well employed when the weather is good?—The white fishing is not what it used to be.

64659. What is that owing to?—Since the trawling commenced, there have not been so many of these fishermen going out in the small boats, and going after the ordinary white fishing. The fishermen go pretty much all over—they go to Stornoway and Ireland, and then to Shetland, and then to Fraserburgh, and then south to England. They will remain there till about 1st December, and then they come home, and remain at home probably for the first three months of the year, and then they follow the herrings all over the coast.

64660. That is those who have not crofts of their own?—The men who go home to their crofts are hired men who do not have boats of their own. The fishermen who have boats of their own are generally local people, people belonging to Buckie, and people all round the coast.

64661. You have some people belonging to Fraserburgh?—Yes, a good many.

64662. I see no mention of places on the West Coast where your fishermen come from. They are mostly East Coast and North?—The women come right round from the West Coast, from Loch Eriboll, Loch Clash, Loch Inchard, Lewis, Harris, Benbecula, North and South Uist, and Barra.

64663. None of them come from the Clyde?—No, they do not come from so far down as that.

64664. What kind of class are these fishermen; do they often come on you?—No, they are generally hardy, healthy men.

Classes applying for Poor Law relief.

64665. The cases where you do give relief will be cases of widows whose husbands have been drowned?—We very seldom have applications from strangers for relief unless in case of sickness.

64666. What do you mean by strangers?—I mean those residing in the place during the fishing season. You mean applications from local fishermen's families?

64667. Yes?—Yes, we will have applications from widows.

64668. Then you mentioned domestic servants applying for relief?—Yes, but that is not so common. The commonest class is that of the general labourers.

64669. Why do you have domestic servants applying to you at all? Is it because of the poverty of the people? Don't they remain in service for the natural term of their life?—No, they shift about.

64670. And come on you in the end?—Yes, as a rule. If a woman is a domestic servant all her life, it would be a difficult matter for her to make provision for her old age.

64671. My impression was that the domestic servant was rather a class that poorhouses did not get at all, and I was rather struck with what you said in your statement. Might it not be because people employed domestic servants and then dismissed them when they got older?—No, I do not think so.

Classes applying for Poor Law relief.

64672. (*Mr Gardiner.*) What kind of wage do these domestic servants earn?—From £5 to £8 a half year.

64673. That is £16 a year?—Yes.

64674. With board and lodging?—Yes; but there will not be many who will get as much. I think £6 a half year will be a fair average.

Treatment of loafers.

64675. I did not understand what you said to Mr Phelps about paragraph 22 in your statement, that work is a greater hardship than being sent to prison. Is it your opinion that the people in prison are idle?—They are not perhaps altogether idle, but they have not to work so hard as we would expect them to work in a labour colony. These people are inclined to loaf, and we think that if they were got into working ways they would be better men, there would be more hope of their reclamation than there would be by sending them to prison for ordinary police offences. Perhaps they are taken up for being drunk, or disorderly, or striking their wives, and they are sent to prison for a short time Their wife has to apply to us for relief for herself and her children. We think that these short terms of imprisonment do very little good. A number of them, apart altogether from these police offences, are inclined to take life very easily, and to do little or nothing.

64676. You think there is more loafing in a prison than there is in a poorhouse?—No, not in a poorhouse—I mean in a labour colony.

64677. You think there is more loafing in a poorhouse than in a prison?—Yes.

Operations of friendly society.

64678. As regards the friendly society to which you refer in paragraph 24, is it registered under the Friendly Societies Act?—I think it must be. A copy of the rules has been sent in. (*See App. CLXXVII. (B).*)

64679. I do not think it told us anything about the valuation?—This society is dissolved every year, and the money is divided amongst the members.

64680. And the same members are re-admissible —Yes.

64681. Is there no age limit?—I do not think so.

64682. May a man join at sixty-five?—He cannot join over sixty-five.

64683. Do they have to pass a doctor before they join?—The man has to be in good health for six clear days before his enrolment.

64684. A man with phthisical tendencies would be refused?—It is more than likely he would. I do not take any part in the management of the society myself. It has been established for thirty-six years, and I know it has been doing a great deal of good. Probably, if it had not been for the society, we might have had a great many more applications for relief than we have had. A person having to pay say £5 for funeral expenses would be put very far back if he had not this society to fall back on.

64685. The benefits are very high compared with the contributions, if the society is financially sound?—It is financially sound. They have never had a deficit in any year.

64686. Are there any guarantors?—I do not think so. It is managed almost entirely by the working men. The present chairman of our Parish Council is the president. It has had an uninterrupted run of success. I asked the secretary if they had been short any year, and he said that he did not think they had been. He has been connected with the society for twenty years, and he has never known of a year when they were short.

64687. By sixty-five a man ceases to be a member by reason of his age?—No person is admitted over sixty-five. He might become sixty-five immediately after he joined, and he would continue all that year, but he would not be re-admitted afterwards. Of course it is a sick and benefit society; it does not profess to give any provision for old age.

Mr William Murray.

Mr William Murray, called and examined.

64688. (*Chairman.*) You are Headmaster of the North Public School, Peterhead, Vice-Chairman of the Parish Council there; and you have been a member of that Council for thirty years?—Yes.

64689. You have been Convener of the Finance and Law Committee for twenty years, and for a similar period entrusted with the oversight of the orphan, deserted and separated children chargeable to the parish?—Yes.

64690. We have got from you a statement of evidence which will be used as your evidence-in-chief?—I understand.

(*The witness handed in the following statement.*)

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1. *Peterhead* is a clean, healthy, granite-built, well-situated seaport town in Aberdeenshire, on the eastmost point of Scotland, with a population of 15,146 at last census, and probably nearly 16,000 now—over 12,000 in the burgh, and over 3,000 in the landward portion of the parish. For nearly a century it was the chief whaling port in Britain, sending out at one period a fleet of over thirty vessels annually to the Arctic regions. With the introduction of steam in these whalers, the catches became uncertain and meagre, and the enterprise so unprofitable that the whaling was gradually abandoned. For many years past the chief industry has been fishing and fishcuring, with barrelmaking, boatbuilding and other allied trades conducted on a considerable scale. Many men are employed also in the quarrying and polishing of Peterhead granite, which abounds in the neighbourhood—an industry which for quality of material and excellence of workmanship holds a world-wide reputation. In connection with the great Harbour of Refuge in course of construction during the past twenty years, and in addition to the hundreds of convicts from H.M. Convict Prison near the works, a large number of paid workmen are steadily employed on certain parts of the undertaking. The boundary of the parish of Peterhead is so situated that three fishing villages on the neighbouring coast are included, and one of them in particular—the village of Boddam—is an example of the decay that has overtaken such places since fishing has become confined, as it now is, to large centres like Peterhead. The village in question, formerly a very thriving place, is now so altered that the amount paid in parish relief to the enrolled poor of the village far exceeds the amount paid in poor rate by all the occupiers in the place—the amount of poor rate recovered last year being £30, while the amount paid in parish relief to the poor of the village was £173. In contrast to this, another seaboard parish in the same county is so situated that four fishing villages are excluded, being just outwith its boundary.

2. The fishcuring industry gives employment not only to many men, but to a great number of women who, when the fishings are successful, earn very good pay. With occasional fluctuations the fishing is, as a rule, very successful, and employment is plentiful, but, as may be expected in a seafaring community there are many widows and orphans, and a large number of derelicts who drift in from the country districts (often very decent, well-doing people) in the hope of picking up easy odd jobs in the closing years of their working life; and these latter, after a few years of poorly paid labour, no longer able to support themselves, and having acquired a settlement, become and continue a charge upon the parish.

3. About such a seaport also there exists a numerous class of able-bodied men, young and middle-aged, who seem never to work, but loaf about, and sponge off acquaintances and poor relatives whom they ought rather to be supporting. It has to be confessed, too, that many of the fishworkers (not the fisherwomen, but other women employed in fishcuring operations) are not very provident, and the intervals of idleness between the several fishing seasons occurring during the year, make heavy inroads on the earnings of even the more careful. Yet they shun other and more regular occupations, such as domestic service, in which the demand is abundant, and hold themselves ready for the call of the fishcurers when the vessels arrive with catches. Hence, although Peterhead may justly be classed as a prosperous town, it is saddled with its own share of destitute people in the poorer quarters. Although there is still room for improvement, much has been accomplished during the past twenty years. Peterhead at the beginning of that period had 43 paupers per 1000 of the population, while the average for Scotland was 25 per 1000. Gradually decreasing, it had fallen to 23 per 1000 last year, which was also the average for Scotland. While aiming at still further reduction, I am of opinion that seaport towns, especially busy fishing centres (where there is much exposure and risk, and frequent loss of life among breadwinners) cannot be much under the average for Scotland, and if Scotland have 23, I should fear that any seaport with less than 20 (properly vouched) is either very favourably circumstanced, or is ungenerous towards its destitute poor.

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4. The principles and methods of administering relief are probably the same as in all well-managed parishes. Every application is promptly inquired into, and most carefully considered by the Relief Committee, the meetings of which are open to all the members of the Council. For many years no applicants have been allowed to appear in person at meetings of Committee or Council, a precaution which has obvious advantages.

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Visitation of paupers by Parish Councillors.

5. An arrangement has long been in force which has much to recommend its more general adoption. Members assigned to given districts of the town have oversight of all persons receiving relief, and they visit from time to time in an informal and friendly way those on their district lists, as well as applicants in their respective districts, in order to ensure as far as possible effective relief to the deserving poor, and prevent needless assistance of the undeserving. In this way the formal visitation by the inspector is supplemented by the members, who thus have a personal knowledge of all the cases coming before the Relief Committee. It is no task; it takes little time; an hour now and again devoted to calling on one or two cases keeps the members in touch with the poor in their homes, and, judiciously conducted, the visits are received in a most friendly spirit.

Extent of Poor Law relief.

6. More than ever is it the aim of the Council to withhold relief from such as seem at all able, with a little exertion, to do for themselves, and from such as are known to misuse the relief when it is given. On the other hand, the utmost generosity is shown to the truly needy applicants, especially the aged, the sick poor, and well-conducted widows struggling with young families. This ideal can only be attained by a strict scrutiny of all new applicants, a rigid exclusion of those who are not really destitute, especially if not children or aged, and a firm application of the poorhouse test in all appropriate cases, while as firmly refusing even that form of relief in cases where the refusal can be clearly justified in the event of appeal. For in large towns at least, the trouble and expense with ins-and-outs show that a very degraded class nowadays regard the poorhouse as a comfortable resort for the "rest cure" between their spells of debauchery.

Question of relief to able-bodied.

7. Applicants certified able-bodied should on no account be eligible for parish relief. Neither they nor their dependants should have the way to the inspector made easy, for the habit of turning to that quarter in every time of stress is more easily learned than unlearned, and one of the hardest obstacles in the way of reducing pauperism is the difficulty of removing names that have once been put on the roll. In these days, when so many friendly societies are in active operation, there is less need than ever for parish relief to the class who can so easily avail themselves of a provision which is daily proving a blessing to many who join these societies.

Relief to aged and children.

8. The two classes that appeal most to the relieving authorities, and have by far the strongest claim upon the sympathy and generosity of the public, are the children and the aged. Only those who are in close and constant touch with the poor can imagine how the helpless and the destitute in the first and last stages of life's journey are apt to be trodden down or jostled aside in the scramble of less needy and less deserving supplicants. If relief committees would unsparingly purge the roll of all in middle life who are not disabled by sickness, or otherwise incapacitated, or whose friends ought to assist them, more could be done for the friendless children and aged poor, without any increase of expense.

Liability of relatives.

9. A sad sign of the times is the callous indifference of many families towards necessitous parents. Even less than a generation ago, sons and daughters, married or single, and earning much smaller pay than now, visited their parents more, looked after their comfort, and had a pride in saving them from dependence on others. But so great is the change nowadays that there is need for statutory power to compel the neglectful families, including sons-in-law and daughters-in-law, to contribute according to their means to the support of their parents. In the work of "lightening the burden of the poor" one often encounters pathetic examples of worthy old people who, after an industrious and blameless life, have been overtaken by poverty in their old age, and are meekly enduring their hard lot in obscurity, having outlived the relatives that were able and willing to assist them. As no humane Council would think of sending such people to mix with the type of characters too common in poorhouses, the only alternative was outdoor relief, generally quite inadequate in amount, and too often squandered, owing to their dependence upon the doubtful attentions of dissolute or thriftless neighbours. And in times of sickness medical assistance was hard to give, and very apt to be defeated for the same reason.

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Home for aged infirm.

10. Nearly twenty years ago, moved with pity for this interesting class, I began to think of the possibility of establishing a Home for the care and comfort of aged, infirm, and friendless poor, to be reserved exclusively for those of really deserving character. With that aim as the strongest incentive, though not the only one, I proposed, and promoted with zest, the abolition of classification of rates, knowing that with the heavy share of assessment resting mainly on dwelling-houses, and therefore affecting the whole working-class more severely than others, the fear of expense might operate against my project, however attractive it might appear in the abstract.

Equalisation of rates.

11. The movement for the equalisation of rates met with almost undivided support when the change was brought about in 1890. One feature of the movement, pleasant to observe at the time, and most creditable to those concerned, was the readiness with which those who were supposed to benefit by retaining the antiquated classification admitted the justice of the proposal, and assented to the change. One result, as I had anticipated, gave early proof of the wisdom of the step taken. Instant relief was experienced by the overtaxed householders; and the burgh and landward school boards, hitherto hampered by insufficient funds for their important work, were able to obtain a larger revenue with a smaller rate per pound. For many years the poor-rate had been 2s. 6d. per £1 on occupiers alone, and on one occasion 2s. 8d. Later on, under a partial revision of the classification, it ranged from 1s. 4d. to 1s. 8d., while now under non-classification it has varied from 8d. to 11½d. Investigation with a view to a change showed that not only were subjects very inequitably classified, but that unauthorised exemption had been carried to great excess, and that Peterhead had not been singular in that respect. Hence the marked improvement when classification ceased and the method of collection was reformed.

Parish Home for aged.

12. After some years of delay from various causes, hopes of Poor Law amendment and local government being in the air, I first mooted, at a meeting of the Parish Council, my proposal to institute what I suggested might be named the Parish Home, and I was much gratified by the immediate and hearty approval of the entire Council. From first to last they co-operated with unflagging zeal and the most perfect unanimity, overcoming one obstacle after another, and by the year 1900 a handsome granite building was erected, with the title "PARISH HOME" carved in large, raised, polished granite letters over the front entrance, and with a garden of an acre and a half walled in, which yields considerable profit, besides supplying the Home with all the vegetables required. Gardening and stick-breaking provide light work for such of the male inmates as are able to do a little.

13. The ground on which the building was erected had been purchased by the Parochial Board more than fifty years before, and contained an old brick building, which the Board used as a parochial lodging-house. It was so defective, and had become so dilapidated, in spite of much outlay from time to time, that, if the same site were utilised for the parish home, rebuilding was a necessity. In the circumstances Peterhead was perhaps more favourably situated than most places for the experiment.

14. The new building, in addition to quarters for governor and matron, has accommodation for forty-two inmates, and the rooms are of various sizes, containing one, two, three and five beds respectively, besides dining-hall, dayrooms, bathrooms, storerooms, kitchen, laundry, and all modern requirements.

15. The estimated cost of the building, exclusive of furnishing and unforeseen extras, was about £3,000. The statutory borrowing powers could not of course be applied, as it is not a poorhouse, but a bank loan was arranged locally without other security than a minute of the Council authorising the loan and a bond over the subjects, without pledging the rates, and without personal liability of the members. Such an arrangement might not have been possible had the scheme not had the hearty approval of the community and the unanimous support of the Council. No appeal was made to the public, and details, financial and otherwise, were considered in committee, but at various stages progress was reported in general terms, and always met with approval from the press and the community. The upkeep of the house and repayment of the loan are included in the annual assessment, as in the case of the old lodging that was replaced.

Parliamentary action as to deserving poor.

16. It may be interesting to mention that, on the morning after the Parish Council had fixed the various contracts for the erection of the parish home, the newspapers showed that, while the Council had been thus engaged on the previous night, Parliament had been discussing a private Bill in favour of more humane and kindly treatment of deserving poor. So favourably was the idea received on both sides of the House, that the Government took the matter up, and a Parliamentary Committee was appointed which in course of time recommended a scheme almost identical with ours, the only difference being that a wing or a section of each poorhouse was to be set apart so as to save the inmates of that section from "the stigma of the poorhouse," which of course it would never do, seeing that they would still be inmates of a poorhouse. But it was gratifying to us to find that while Parliament was wrestling with the question, the Parish Council of Peterhead had already quietly solved the problem.

Admission to and rules of Parish Home.

17. Admission to reside in the home is controlled by the Parish Council, each case being specially considered and decided upon by the whole Council. Only decent, deserving poor, well known by the Council to be of that character, are eligible for admission, worthless applicants for relief being sent as formerly to the district poorhouse at Maud. The first three of the rules and regulations for management will indicate the character of the institution:—

> "I. The Parish Home being intended exclusively
> 'for deserving poor, especially the aged, infirm, and
> 'friendless, those entrusted with the management
> 'are to keep in view that the institution is a home
> 'and not a poorhouse.
>
> 'II. While obvious distinctions are to be avoided,
> 'the inmates shall be classified as far as possible
> 'in keeping with their character, disposition, habits,
> 'and previous circumstances.
>
> 'III. In addition to inmates maintained by the
> 'parish, helpless applicants who are not in poverty,
> 'but having no friends to look after them, are
> 'willing to assign their means to the Parish Council,
> 'to be expended in their maintenance, and destitute
> 'persons of good character whose friends agree to
> 'pay for them, may be admitted as boarders on
> 'terms to be arranged with the Parish Council."

18. One feature in the management may be considered worthy of imitation. From the first all the Protestant ministers in town have cordially joined in conducting in rotation the Sunday afternoon services in the home, the turns being regulated by a printed calendar issued to them annually by the Council, and suspended one in each manse and one in each vestry to ensure its being kept in mind. Each minister attends on his appointed dates, accompanied by an organist and a small choir, as well as by other friends from his congregation. All the inmates who are able to leave their rooms assemble in the dining hall, and as the ministers and the other friends are engaged in a labour of love, the services are characterised by freshness and variety, and are very much enjoyed by the inmates. There are frequent indications that the community are justly proud of the institution, and they have the satisfaction of knowing that even including the expense of the erection, which is being paid off from year to year, the rates are much lower than in the days of classification.

Care of orphans and deserted children.

19. The care and supervision of orphans, deserted and separated children, have long engaged the attention of the Council, and they have tried to perfect, as far as possible, the system that has done so much to rescue destitute children from pauperism, and train them to lead industrious, independent, and respectable lives. That the Local Government Board of Scotland is warmly in sympathy with such effort is clearly shown by the admirable paper of the Vice-President, Mr J. Patten Macdougall, at the International Home Relief Congress in 1904—a paper which should be widely known and studied. The marked success attending the Council's efforts has deepened the conviction that no form of supervision is to be compared with that of close personal oversight by members whose hearts are in the work. The desire to shield the children from the stigma of pauperism is defeated when it is seen that the local inspector has to keep an eye on them, visiting now and then, paying aliment, ordering and paying for clothing, etc., to them. In the work of guarding and uplifting these children the official element cannot be too carefully excluded. With properly selected guardians they are as safe as with the best of parents.

Boarded out children.

20. When children are boarded out from the parish of Peterhead, particulars are sent to the local inspectors on a printed schedule bearing this notice:—"In order that you 'may be in a position to inform me of any circumstance 'affecting the welfare of our boarded-out children that may 'come to your knowledge, I beg to intimate that the 'following children chargeable to Peterhead are at this date 'boarded-out in your parish. As under the boarding-out

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'regulations of this Council payment and supervision are 'managed direct, you are not expected to visit the homes or 'enrol the names, but merely to render the aforesaid favour 'when it seems necessary to do so, and I shall gladly do the 'like service for you."

21. The experience of the Council has shown that direct unofficial supervision by themselves is best supplemented by ministers, teachers, and other friends of standing in the various localities who are necessarily coming into frequent contact with the children and their guardians. To have the children within easy distance of the Council and yet well out of the reach of undesirable relatives, the homes are invariably chosen within the limits of the county, but as far as possible from railways. (*See App. No. CLXXVIII. (A).*)

22. At irregular intervals, usually once a year and without notice, some of the members visit in turn the districts in which the homes are situated. Apart from these annual visits by two or three members, I have occasionally to pay a visit to one group of homes or another on behalf of the boarding-out committee. I am always warmly received, often indeed written for, to come and advise personally on matters relating to the welfare of the children. The guardians and the elder children correspond with me on the most friendly and affectionate footing, and during the first years of employment, when the children are learning to do for themselves and acquiring the quality of self-reliance, it is of the utmost importance that they should be wisely guided. It is pleasant to note how well they generally realise this themselves. As a rule all the children grow up to look upon their guardians as their parents, and even call them by that name; and considering the class of guardians whom the Parish Council of Peterhead have the good fortune to employ, they may well do so. A course of judicious selection begun many years ago has enlisted the interest of a number of respectable small farmers who are pleased to have one or two friendless children to bring up, and who really treat them as their own. Before sanctioning the engagement of any of our boarded-out children old enough to begin work, we require, among other particulars, to know and approve of the amount of wages to be paid, so that no advantage may be taken of their dependent position. We have had only one instance of adoption of a boarded-out child by its guardian. It was quite satisfactory, but information regarding a case of adoption in another parish is such that I should in future regard with grave concern any proposal of the kind, and should agree only after close investigation, the most satisfactory evidence, and with proper legal safeguards in the interests of the child—the Council of course still retaining its control during all the statutory period. It might happen that a Council desired to rid itself of the maintenance of, say, a young girl of tender years, and that a frugal guardian wished to rear from childhood a servant who would work without pay on the understanding that she was adopted, while the so-called adoption could at any moment be repudiated. If, in addition to these considerations, a girl is placed in an unwholesome moral atmosphere, an awful responsibility is incurred.

23. In no part of the work has the Council greater satisfaction than in the protection and salvation of separated children whose parents, utterly lost to all sense of duty or natural obligation, were training up their offspring to become as vicious and destitute as themselves, and in turn become heads of similarly debased and destitute families, and swell the poor-roll in their own generation. The rescue and good upbringing of this class abundantly justifies the experiment, and is the best economy in the end. Whatever means may be devised to punish such parents or compel them to contribute to the maintenance of their children, it should be recognised that they have forfeited all right ever to recover possession of them.

Need of greater powers for Parish Councils concerning children.

24. It would be a great assistance to Parish Councils, and a boon to the young people themselves, if a similar provision to that in the English Poor Law Act of 1899 were extended to Scotland, giving the Parish Councils, who stand *in loco parentis*, all the powers of parents until the children reach eighteen years of age, thus covering the most critical period of their upbringing.

25. It would also be an immense assistance if provision were made for aiding the emigration of suitable examples of boarded-out children. In 1896, with the approval of the Local Government Board, we paid the passage and outfit of a deserted girl of eight years old to accompany a very respectable couple to New Zealand, and treated the outlay as aliment in advance, by which means the aliment of several later years was saved. I would not be in favour of sending children away as a rule until over school age, but after they have had some training, say at farm work or domestic service, and had given promise of doing well. I should like to see Parish Councils, with the approval of the Local Government Board, empowered to defray, in whole or in part, the passage and outfit of selected cases, at any age up to eighteen. With a good elementary education, the industrious habits acquired in rural homes, and a short experience of service after ceasing to be chargeable, those inclined for emigration, say to Canada, and considered suitable for nomination, would have an excellent equipment; and as the proportion eligible would probably be small, the cost would not be serious, and might well be met by a grant in aid.

After careers of Poor Law children.

26. Some of our protegés have already gone abroad, much to their advantage, but with the utmost frugality it takes a long time to save from the small earnings in this country sufficient to carry them across. Some are saving up at present with Canada in view, and find it slow work, yet would be welcome in the colony, and would enter on a career full of promise for themselves and their descendants. Wise and efficient oversight would be assured for such in Canada, where probably most Parish Councils on this side could rely upon influential friends there, who would gladly find openings for those sent out, and keep a friendly eye upon them. Peterhead can reckon many holding influential positions in Canada, including a well-known senator and his wife (both natives of Peterhead) whose good offices there is no doubt would be at the service of the Council on behalf of such emigrants. It is not as if those to be sent were city slum children. Many of them are chargeable merely as orphans who have been left friendless, and even the separated class includes excellent examples of what timely rescue and kindly training can do. A considerable number have gradually passed out of sight, but having made a promising start in life, there is every reason to believe that they are all doing well, and are reaping the benefit of their careful upbringing. It is a remarkable fact that, so far as known, not one of them has been dependent again. Most of the girls have entered domestic service, where they have given the utmost satisfaction, several of them being models of efficiency in that sphere of life. Many of the boys became farm servants, and several became tradesmen. Six of them emigrated—one to South Africa, two to California, and three to Canada, where others have a mind to follow, and all are doing well. Three of a restless sort became soldiers.

27. Although it is our practice to keep a friendly eye upon our young people for some years after they are doing for themselves, great care is taken to do so in such a way as not to identify them with the Parish Council. Interesting examples might be quoted but for the difficulty of avoiding identification, however discreetly they may be alluded to. Even with that risk, I may venture to mention the most conspicuous instance. It is that of a boy who, when first visited in a country district, was living in the very humble abode of an aged relative, who died not long afterwards. He was a bright-looking boy, but much enfeebled by long spells of illness from asthma. Although the school was not far off, his state of health prevented anything like regular attendance, yet a compact with class-fellows, who kept him informed of each day's lessons in his periods of absence, enabled him to keep pace so well that by the time that he was over school age he had made excellent progress. Expressing a wish for a particular calling, his wish was given effect to. About this point in his career a determined attempt was made to capture the lad, as is sometimes done when there seems a prospect of profit for relatives who have kept aloof during the period of guardianship. The attempt was successfully repelled by the Parish Council. Attaining robust health and good physique as he grew up, the young man devoted himself to the mastering of his occupation, ardently pursued the line of study it required, and was very successful in his various examinations. Obtaining a good situation in London, he went in for a course of study at a well-known technical college there, and at the close of the course carried off the chief medal. Always leading an exemplary life, and carefully saving up for the ultimate aim of his studies, after a considerable period of service as a dispenser in Guy's Hospital, London, he is now a medical student at a celebrated university, and has in the session just closed passed "with distinction" in several subjects. Considering that what he has accomplished, in spite of long hours and very little spare time, since he was fourteen years of age, has demanded enormous perseverance, great mental and physical endurance, and much expense, and that that expense, as well as the heavy cost of the university training now in progress, has thus far been met solely by his own earnings, we have a striking example of the type of

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Various suggestions as to amendments in Poor Law.

Scotsmen who, in thousands of instances, have reflected credit on themselves and on their country.

28. In closing, I may be allowed to add the following suggestions:—(*a*) That in addition to the liability of descendants and ascendants, some degree of responsibility might be laid upon certain collateral relatives. (*b*) That desertion and neglect of wife or child should be punished by a long term of imprisonment with hard labour. (*c*) That Parish Councils should have power, with sanction of the Local Government Board, to compulsorily remove and detain in poorhouse, hospital, or elsewhere, destitute persons whose cases require indoor treatment, and whose reluctance it is considered a kindness to disregard. (*d*) That in view of the heavy expense caused by the large and increasing number of lunatics, drastic provision should be made for recovering a just proportion of the cost from relatives, and some means should be devised for obviating the waste of funds occasioned when a lunatic's estate of small value is administered by *curator bonis*. (*e*) That "observation wards" should be established in which to deal with cases of suspected lunacy not sufficiently declared to warrant immediate committal to an asylum. An opportunity would thus be afforded of deliberately studying such cases before finally certifying them insane, while such as speedily recovered could then be liberated. (*f*) That without exception, all cases of disputed settlement should be referred to the Local Government Board, whose decision should be final and binding. I hold this opinion although the only case referred from Peterhead under the Act of 1898 was decided against us. But in constituting the Board sole arbiter, inspectors' associations should be precluded from posing as judges and publishing "findings." I entirely agree with Mr Motion, inspector and clerk of Glasgow Parish Council, when he says, in a recent memorandum:—"I think inspectors of poor over the 'whole country spend too much time over legal conun-'drums and hair-splitting points of law. I agree with 'the opinion expressed by a Scotch barrister (who had 'considerable experience in Poor Law cases) that the Local 'Government Board should have on its staff an advocate 'of seven years' standing at the Bar, who could act as a 'standing arbiter for the whole country." (*g*) That the Agricultural Rating Act should not again be renewed; and (*h*) That sec. 37 of the Poor Law Act of 1845 should be repealed, all deductions and exemptions abolished, and assessment levied on the gross rental. (*i*) That the average amount of exemptions on the ground of poverty should be taken off before, and not after, levying the assessment in equal halves on owners and occupiers.

Procedure of applicants for Poor Law relief.

64691. (*Chairman.*) Would you just describe what the procedure adopted at your poorhouse is where a person applies for poor relief? I assume they make an application at some office?—At the Parish Council office.

64692. That case, I suppose, is investigated by a medical officer and by the inspector?—That is so.

64693. The inspector deals with it *ad interim*. How often does the Parish Council meet?—Once a month.

64694. Are these cases considered by the Parish Council as a whole or by a committee?—By a committee open to all the members.

64695. Is there any appeal from the committee to the council?—None whatever to the council.

64696. So that practically the inspector deals with all cases during the month, and they come on to a committee of the Parish Council which is the council?—That is so. Sometimes at the council meetings they are revised in the light of later information.

64697. Do you generally agree with your inspector's decisions?—I should say almost without exception.

Parish Home for deserving poor.

64698. We have a great deal of evidence about the administration and the practice and procedure of the Poor Law in Scotland, but there is a particular feature in this paper. You describe an institution which you were mainly instrumental in creating, known as the Parish Home. I understand that you were influenced in setting up this institution by the fact that it is the practice in Scotland only to send what I may call the less respectable of the people who apply for poor relief to the poorhouse?—Yes.

64699. And there are occasionally persons hardly able to look after themselves to whom that would be hardly applicable, and you have a great reluctance to send them to the Parish Home?—That is so; that was the main reason undoubtedly.

64700. You give here a description of this Parish Home. Was it entirely built out of parish funds?—That is so.

Parish Home for deserving poor.

64701. So really, though you gave it another name purposely, it is a sort of improved poorhouse?—Well, we do not think so.

64702. I mean it is supported entirely by parish funds?—In that respect it is. It is managed entirely by the council.

64703. Have you any poorhouse or any institution to which you can send paupers other than the Parish Home?—All the test cases are sent to the district poorhouse.

64704. (*Mr Booth.*) Where is the district poorhouse?—At Maud Junction, thirteen miles distant.

64705. (*Mr Patten-MacDougall.*) That is the Buchan Combination Poorhouse?—Yes, that is so.

64706. (*Chairman.*) Was this idea ultimately approved by the whole of the council?—It would hardly be correct to say "ultimately," because it was approved right off without any exception, and has been very heartily approved of from the outset to the present time.

64707. Does the building accommodate forty-two inmates?—Yes.

64708. And it only cost £3,000?—Yes, that was the cost of the building alone. That did not include furnishing and certain extras.

64709. Does it require special qualifications in the pauper to be admitted to this Parish Home?—It is wholly a question of character.

64710. And may the persons who go there take their furniture?—Not unless it is considered in good condition. If it be in such a condition as in any way to injure the fittings of the building, it is not allowed to be taken. Sometimes there is an article in good condition which they wish to be taken with them, and that is allowed at once.

64711. Has everybody a separate room there?—Not everybody. It is mentioned in my statement that the rooms are of various sizes, some containing one, some two, some three, and some five beds.

64712. Is it rather a privilege to be a one-roomed person there?—They do not think so. We assume that the person admitted is likely to think that, but they very soon tire of it. Generally within a week or so they wish to have company; indeed, that is almost invariably the case. There are just two single rooms on the male side and two on the female side.

Paying inmates of Parish Home.

64713. How do you explain paragraph 3, clause 17—"In addition to inmates maintained by the parish, help-'less applicants who are not in poverty, but having no 'friends to look after them, are willing to assign their 'means to the Parish Council, to be expended in their 'maintenance." Have you any of that class?—Yes, we have some.

64714. How do you put those on the poor roll if they are not in poverty?—They are not in any way indebted to the poor rate. They pay the full cost of their keep.

64715. Do they cost nothing?—Not a penny of expense.

64716. Have you many of those?—There will be three at least at present paying in full.

Effect of experiment of a Parish Home.

64717. Did you do this of your own authority, or did you get the assent of the Local Government Board?—The arrangement was founded upon a decision of the Board come to a good many years ago; an opinion was issued by the Local Government Board.

64718. And have the Local Government Board expressed no dissent?—None whatever.

64719. Does the admission of these persons who are not paupers, but who have assigned their means to the council, tend rather to elevate the whole tone and character of the home?—I think there is no doubt of that whatever. There is a marked distinction between it and the poorhouse.

64720. And has the knowledge that people who are not paupers go there rather contributed to that sense of difference?—That is undoubtedly so.

64721. Is the Parish Home full?—No, there will not be over thirty inmates just now.

64722. Has it been a costly experiment?—I do not think so.

64723. What is the cost per week of maintenance?—I cannot tell. I have not gone into that. Perhaps I should have done so.

64724. Is it much more than the poorhouse?—I could not at all compare them. I might have got information if I had thought that that was to be a question.

64725. Has it assisted you very much in your classification?—Very much so. The test is much more rigidly applied now, and without any compunction, because we know we can sift out the meritorious cases and accommodate them there, while the others go to the test house.

64726. The elimination of the well-conducted persons has enabled you to apply much more rigidly the test to those persons?—Yes, there is no doubt of that.

64727. I suppose there is much less reluctance to go into this house than into the ordinary poorhouse?—There is practically no hesitation whatever after they know about its character.

64728. Have you had the cases of elderly persons, old mothers or say grandmothers, put into this home with their relatives contributing to their support?—Yes, I remember one just now. A very old man, very helpless and difficult to manage, and not likely to live very long, was admitted, and his relatives agreed to pay for his entire maintenance there. I should mention perhaps that we have had aged couples living together in the Home.

64729. It is a very interesting experiment, and from an administrative point of view it seems to have been a great success according to your evidence. I daresay when you return, and when you correct your evidence, you could put in a statement showing what the actual cost per inmate is as compared with the sum that you pay under contract to the combination poorhouse?—I will make a point of seeing to that. (*Table subsequently sent. See App. CLXXVIII. (B).*)

Decrease of pauperism.

64730. Has the number of paupers increased of recent years in Peterhead?—It has not increased.

64731. Has it been stationary?—It has been slowly declining, much more slowly than I should like, but in the right direction steadily. There has been a steady-going decrease within the last twenty years, but it is still too high, I think.

Boarded-out children, and their after careers.

64732. Are you very well satisfied with the results of the boarding out of children?—Very much so.

64733. As you speak with some scholastic knowledge, may I ask how do you say those children turn out as compared with ordinary children in elementary schools? Do they do nearly as well?—Quite as well, I have no doubt of that.

64734. And do very few come back?—Not one has been dependent again, so far as I know, and we know most of them.

64735. Would you like the Parish Councils to have further power of adoption of children, and would you like that power of adoption to reach in certain cases to the age of eighteen years?—As in England, yes. I think it would be a very great advantage. That would not imply the cost of their maintenance extending any further than it does at present, but the Parish Council's right to the oversight and control of children and to the defence of the children from those who would exploit them.

L. G. B. to decide cases of disputed settlement.

64736. Would you like the decision of the Local Government Board to be final in settling cases of disputed settlement?—Yes, final and binding.

Sufficiency of Peterhead parish for administrative purposes: methods of dealing with children.

64737. For administrative purposes, I suppose you find the parish of Peterhead large enough?—Yes, quite.

64738. And that would be as regards the actual supervision of relief, but you have a combination with other parishes?—We have ten beds rented under the combination.

64739. I suppose all your children are practically boarded out?—Practically all of them.

64740. Have you any children belonging to ins-and-outs?—No, not any at present. We have a number separated from their parents.

64741. What would you do with children of the ins-and-outs? Where would you put them, supposing you had them?—I am afraid I could not say. We have not had any experience of that at all that I can recollect.

64742. It has been rather impressed upon us, and I daresay you will agree that it is inadvisable that young children should be kept in the poorhouse?—It is very undesirable.

64743. In the system of general boarding out, is there some difficulty in knowing how to dispose of the children whose mothers are in the poorhouse? Have you had very little difficulty of that kind?—You refer to persons who, as soon as they are relieved from prison or discharged from the poorhouse, would claim the children again.

64744. Yes?—In some of the larger towns it must be very difficult, but we have not any experience of that.

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Treatment of lunatics.

64745. Is there anything else you would like to add in addition to your paper?—Not except that there were a few additions to one or two of the parts sent to Mr Jeffrey. I would be glad if they could be added, because the notes are incomplete without it. I had to write my notes very hurriedly, being so busy, and they were not so well considered as I would have liked at the time. There is nothing that will be in dispute in these additions. There is just one thing that I overlooked. I made a recommendation with regard to reform in the matter of dealing with lunatics with small means, and if you would kindly allow me I would put in a memorandum I have obtained from a gentlemen very well versed in matters of the kind.

64746. What is the principal difficulty that it would meet?—The appointment of a *curator bonis*. There is the cost of appointing a *curator bonis* and administering the estate, and the cost of discharging him, with the result that a man perhaps comes early out and finds that the money is all gone, whereas there might have been perhaps half of it still to the fore.

64747. Is this the case of a man who unfortunately becomes a lunatic, and is not a pauper, who is sent to a lunatic asylum, and his estate is taken charge of during his confinement in the asylum?—Yes. The suggestion is that banks might be empowered to pay over sums as required by the accredited authorities.

64748. It is not a matter that has been brought to notice, but I am sure we can allow that to go in.

(*The witness handed in the following memorandum.*)

MEMORANDUM ON CASE OF LUNATICS POSSESSED OF SMALL MEANS.

Lunatics possessed of small means.

It frequently happens that persons of the humbler ranks, admitted to asylums, are possessed of small sums of money deposited in a joint-stock or savings bank.

Their certification as lunatics incapacitates them from intromitting with such means, and, legally, no one else is entitled to do so except a duly appointed judicial factor. Before the funds can be made available for the owner's maintenance such an appointment has to be made. In many cases the expense of appointing and remunerating the curator, and of discharging him on the exhaustion of the fund, is quite out of proportion to the estate involved. This is specially so where relatives are numerous and the discovery of their whereabouts requires extensive inquiry.

The interests of the lunatic are adversely affected in that the want of access to his means, pending the appointment of a curator, may result in his being at once made chargeable to the parish. Though this might only be temporary, the stigma of pauperism has been incurred. The hardship of this, and also of the application of the means to expenses, is probably greatest in cases where the asylum treatment is only required for a short time. On the patient's recovery he finds that, in order to provide for his maintenance out of his own money, he has been reduced to pauperism, and has had a portion of his savings spent in expenses. In other words, he finds that his treatment has cost him twice or three times what it would have cost but for the cumbersome and costly method of setting free his own money.

And even in cases where recovery may be hopeless, and it, therefore, is only a question of the date when the lunatic will become chargeable to the parish, the application of the lunatic's funds to the expense of appointing, paying, and discharging a curator, accelerates his pauperism, and throws a charge upon the parish before there is any need for it.

It is suggested that banks should be invested with statutory powers to pay money belonging to such lunatics to the authority maintaining them, as required for that purpose. The receipts of such authority should specify that the money has been, or is to be, applied to the depositor's maintenance as a patient in the asylum, and should also form a sufficient discharge to the bank and indemnity against claims at the instance of the depositor, or his legal representatives or others. Similarly, the asylum authority should be indemnified against such claims, the only obligation upon it to be to satisfy, say, the sheriff—at the expense of anyone requiring such satisfaction—that the money was applied solely for the purpose for which it was given. Of course, this suggestion would, in some quarters, be regarded as an outrage on legal tradition. The principle is, however, already to some extent exemplified in the cheap means provided for the realisation of small estates of deceased persons. It could be quite simply carried out, and the advantage in many cases—both to individuals and parishes—would not be insignificant.

One possible objection may be mentioned: What of those

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possessed of small means invested otherwise than in banks? In such cases it would probably still be necessary to have a curator. The machinery for administering such investments might not permit of deviation from the recognised methods. But the number of such cases is very small as compared with those where the small savings are wholly represented by a bank deposit receipt.

In regard to them, no inconvenience would be caused, as the system above suggested would, to all intents and purposes, be ordinary banking transactions.

Effect of steam boats on whaling.

64749. (*Mr Booth.*) Was the loss of the whaling a serious loss?—Yes. It has a curious history. Many fortunes were made by whaling, and a good many were lost in the end. They kept hoping against hope, equipping fleet after fleet, and sending them out, and owners came to grief one after another, until finally the enterprise was abandoned altogether.

64750. Was it a very risky and speculative business?—Yes.

64751. Did the introduction of steam drive away the whales?—I think so. I wrote a pamphlet on the career of the late Captain David Gray, who, as shown by the records of whaling in this country, was by far the most successful of those engaged in that adventure. He attributed it solely to the introduction of steam. He was of the opinion that the whales were as numerous as ever, but that they kept within the shelter of the ice floes. He found sometimes that the first pulsation of the engine would alarm them in the far distance. I think he quite establishes that fact.

64752. Has the trade gone for ever?—That was his opinion, and he was a very experienced whaler.

Administration of relief.

64753. I see that you say in paragraph 4 that it is an obvious advantage that applicants should not come before the relief committee?—Yes.

64754. Have you found that so?—Yes.

64755. At any rate you think it necessary that the members of the committee should see the people, or that some of them should?—Yes. There is a system of visitation.

64756. So that if the applicants do not come before the committee, it is necessary that the committee should go to see the applicants?—Yes, some of them do very conscientiously.

64757. Is the visitation directly organised?—Yes.

64758. I do not mean by the inspector?—No, by the council.

64759. Is every applicant seen?—I would not say every applicant, because they do not need to see them all. They and their family history are often known to members of the Council, but in the case of a doubtful applicant, concerning whom they have no information but what the inspector has to tell, one or two members who visit that particular district will arrange to go and see for themselves.

64760. Is your objection to the applicants coming before the Board on account of the distance they have to go, or because you think it is undesirable that they should be seen?—It is not a matter of distance, for that is not much, but it was sometimes very unpleasant to have them in the condition in which they came.

64761. Unpleasant to the relief committee?—Well, sometimes they would come not in a condition to plead their own case. Sometimes they have been very abusive. Sometimes they would be so got up as to mislead members who did not know about them, and on many grounds I have come to the conclusion I have stated.

64762. Would not the seeing of the applicants be rather illuminating to those who did not know the case?—It might have that effect in a large city, but in a town of that size, where most of the applicants are known beforehand, as a rule, they do not need much information about them.

64763. Is it quite clear to you that it is desirable?—That has long been my feeling.

Parish Home for deserving poor.

64764. With regard to paragraph 13, about the building of the Parish Home, it certainly has been a very cheap structure. Was it the fact that it was built on ground which had been purchased fifty years before, and which contained an old brick building, that made it cheaper, owing to the fact that the drains were laid, fences made, etc.?—Not in that respect, but there was no ground to purchase.

64765. Was it merely a question of the ground?—Yes.

Parish Home for deserving poor.

64766. What was the old brick house that was built used for?—It was an old parochial lodging-house.

64767. What is the exact use of the parochial lodging-house?—Just as in other parts of the country cases would be relieved temporarily, and not sent to the district poorhouse. It was used before there was any district poorhouse.

64768. Was its use replaced by some other building?—No.

64769. Did you not need it?—No. This was to be exclusively for the deserving, and the test cases were sent off straight to the common poorhouse.

64770. Are cases which you would have put temporarily into the parochial lodging-house now sent straight?—Yes.

64771. Is that because the classification has become more simple owing to the use of the Parish Home?—There was scarcely any attempt at classification before. They were a very mixed lot.

64772. Was the parochial lodging-house merely for temporary accommodation previous to sending them to the combination house?—No.

64773. If it was wanted before, why is it not wanted now?—Because the new house meets all the necessities of the deserving cases, and the undeserving are sent away without any hesitation.

64774. So that you arrive at a separation by having the two methods of treatment?—Yes, in a much more effective manner.

64775. Did I hear you say that you had only ten beds in the combination poorhouse?—Yes.

64776. Are these filled?—Yes, but they are not always full.

64777. If a case is not really suitable for the Parish Home, you would not send it there?—No, such cases are never sent.

64778. Even if the accommodation was full that you pay for at the combination?—We have never encountered that difficulty. Two or three weeks ago word came from the combination house that they had eleven in at that time. They had sometimes had more than eleven, but they were not crowded. They had agreed to intimate to us that they were rather crowded just now, but the very next day one inmate was discharged, and then there was no further word about it. I do not remember that the difficulty ever existed before.

64779. In any case you would not allow them to overflow into the Parish Home?—No, on no account.

64780. On the other hand, if the Parish Home were full, you could deal in some other way, and you would not send a patient suitable for the Parish Home into the other house?—No, not on any account.

64781. Do you always deal with the merits of the case?—Purely so.

64782. You say, "The new building, in addition to 'quarters for governor and matron, has accommodation for 'forty-two inmates." Are there any servants or anyone to serve those people besides the governor and the matron?—Yes, there are one or two inmates able to do a little work.

64783. But are there any who are not inmates?—Yes, there is always a strong serving woman, and some time ago there were two working.

64784. Do they live in the house?—Yes, apart from the inmates.

64785. Are the inmates bathed?—Always.

64786. So that they are thoroughly attended to?—Yes.

64787. And do those that are fit to help assist in the cooking?—Yes, and in other things. There is one large room with five beds, where generally most of the old women in it are confined to bed. One of the inmates in that room is a strong kindly woman, and she is quite a blessing to those in the room. She thinks it no trouble to attend to the patients night or day, and rings up the matron if she is wanted. That part of the institution is beautifully managed, I think.

64788. If the patients are sick, is there anybody to nurse them? Have you got a trained nurse?—There is no trained nurse as yet, but recently the Queen's district nurse has been calling.

64789 Can you call in a district nurse?—Yes.

64790. If any of the old people were seriously ill, would the nurse always be at call?—Yes, and the medical officer is in regular attendance. His house is quite near.

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rish Home deserving or.

64791. Do the inmates have their meals in common?—All who are fit to leave their rooms have their meals in the dining-hall.

64792. And the others have them served to them?—Yes.

64793. (*Mr Bentham.*) Do they get all their meals together—breakfast, dinner, and supper?—Yes; but latterly most of them have been getting afternoon tea just in their rooms, as that can be done with the same amount of trouble.

64794. (*Mr Booth*) Is it all one building?—Yes.

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64795. (*Mr Gardiner.*) With reference to paragraph 4, I think you told Mr Booth that the reason which actuated your council in preventing applicants from appearing before the committee was the fear of emotion influencing the committee?—I would not say that. It was very unpleasant sometimes. They came up the worse of liquor. It would not happen with the present council, but in the old days we sometimes found that very undeserving cases would be prompted to come by a member of the Board of a class that does not now exist. They were prompted to come and make a scene, and so it was decided that no applicant should appear unless specially asked.

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64796. I gather from that that the *personnel* of your Board has improved since 1894?—I think there is not any doubt upon that point, but I would not like to reflect upon any of the worthy men who sat on the old Board. The difference was that perhaps one or two less discreet might be there under the old, lax system of election.

64797. Has the result of the change been an improvement?—Decidedly, I think.

64798. Could you expand the first sentence of paragraph 9 a little? Can you give us any reasons for this growth of indifference?—No, I would not like to attempt that; but there is no doubt of its existence. It would be difficult to give reasons for the change.

64799. You have no concrete illustrations or reasons to give? Then at paragraph 22, from one sentence there I understand there is no difficulty in obtaining respectable small farmers in Aberdeenshire?—No.

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64800. Are there more farmers wishing to take care of the children than there are boarded-out children to hand over?—Yes; we have several applications on hand just now available if required. That is to say, there are people who have filled up the form printed here who are available.

64801. Are they of the kind that you would recommend?—Undoubtedly.

64802. Have you given a good deal of thought to the boarding-out system?—Yes.

64803. And are they of the stamp of people from whom you would choose?—They are very desirable indeed.

64804. And some of these boarding places are standing vacant at this moment?—Yes.

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64805. With reference to paragraph 26, have your Parish Councils in Scotland no power of assisting emigrants?—Not that I am aware of. I would be very glad if it were so.

64806. Would you like that?—Yes, very much.

64807. Under the English Poor Law the guardians can assist?—Yes.

64808. Would you like the same powers given in Scotland?—Yes, I think it would be of very great assistance indeed.

64809. Do you mean by way of lending, or as a gift straight out?—It might be either way. I have no doubt some of the children would be glad to refund the money themselves.

64810. Do you think there are a good many of this class in the districts of Scotland generally, who would be useful as emigrants, and glad to go?—It would be hard to say that there are a good many, but there is not any doubt that there are some, and even for the benefit of the few it would be a great advantage.

64811. Would you like to have that permission which the English Board of Guardians have?—Yes.

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64812. (*Mr Bentham.*) Do you publish a roll of paupers annually?—Yes.

64813. What is the object?—Just to inform the ratepayers.

64814. So that any of the ratepayers may see who is on the parish roll?—Yes, and what amount of relief they are getting.

64815. Does it act as a deterrent at all to prevent the people from applying?—I could not say. I hope it does. In some cases one would not like it to be a deterrent where they were needy and deserving.

Published lists of paupers and effect on pauperism thereof.

64816. Might it not act both ways?—Yes, it might.

64817. The fact of some persons being on may encourage other people to apply in like circumstances?—No, I do not think it would have any influence in that way in Scotland; and when you ask the question, there occurs to me the case of a man who had an imbecile boy. He got him committed to an imbecile institution through the Parish Council. I do not remember if he declined to pay altogether. I do not think he did. I think he was only willing to pay part of the cost, and when he found that he must pay the whole of it, he wished to get off at the reduced rate. When it was pointed out that that would be parish relief, and meant the boy's name being on the poor roll, he paid the whole amount, and got the name placed on the private roll at the institution.

64818. That throws the responsibility a little more on those who are liable?—Yes, and that man was quite able.

64819. With regard to the non-appearance of the applicants before the committee, is it claimed that the Parish Councils will come to a decision in a more disinterested manner by not seeing the applicants than by having them before them?—Yes, I think they will; and if they know nothing about them, they have an opportunity to call upon them and inquire about them.

64820. Only the one parish councillor who happens to live in the district where the particular applicant resides may know all about the case. The others may not know; therefore, at the meeting the one who does know may carry far more weight in the interest of the applicant than if the applicant were there?—He is not supposed to live in the district. They are all arranged in different districts; two visitors are appointed to each district, and may drop in now and again. They might reside at the opposite end of the town.

64821. I mean that the visitors who visit the persons in their homes will know all about the circumstances, while the others will not, therefore the Parish Council will be influenced by these two visitors in testing the case, and will not have an opportunity of putting questions to the applicants themselves?—No, I do not think so, because they are not in the habit of just assenting to every recommendation upon the part even of the members who have visited the applicant.

64822. But they really place a lot of confidence in the visitors who have visited the case?—They do; but there is quite a mutual confidence all round. I should have said, that while the town is apportioned into districts allocated to certain members, it has been understood from the first that all the members are free to visit in any district. When they see, a few days before the meeting, a list of applicants on the notice, there is an opportunity for members to call and see cases for themselves before the relief meeting comes on.

64823. You have no reason to think any favouritism could possibly crop up in the system?—I have not seen any sign of it.

Question of relief to dependants of able-bodied.

64824. With regard to paragraph 7, you indicate that the dependants of any able-bodied person should not have access to the inspector of poor; would you draw the line hard and fast with regard to the sick children of an able-bodied person out of work who could not get medical attention for the sick children?—Yes; I think there are ways of relieving the dependants of persons temporarily out of employment other than through the Parish Council, and it is a pity that they should learn to go to the inspector's office.

64825. Are there other agencies in Peterhead that could meet cases of that kind?—There are some, and the friendly societies are very strong, and there are several of them.

64826. Among the unemployed there may be a number of trades unionists who are not members of a friendly society, who have no means of getting medical attention for their children and cannot pay for a doctor; would he get voluntary medical assistance easily?—I do not remember anything organised, but we have not encountered the difficulty at all.

64827. Is there no difficulty at all?—We have never experienced any.

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Local rates and rating.

64828. Are you meeting all the wants of cases of this kind?—The difficulty is new to me.

64829. What are the rates in the £ in Peterhead for Poor Law purposes?—It has varied within the last few years from 8d. to 11½d., which has been the highest.

64830. Is that on owners and occupiers?—Twenty years ago it was 2s. 6d. in the £ under the classification, and on one occasion it was 2s. 8d.—that is, on the occupier.

64831. Is there a like amount on the owner?—No; it is less.

64832. Is it just a little less?—Yes, and providing for the exemptions, of course.

64833. What would the total be on both for Poor Law purposes on owner and occupier together?—Speaking off-hand, it would be 11½d. on the occupier, and I think the other is 10½d., or, at the lowest, 10d.

64834. It would be about 1s. 8d. Is that considered higher than the other parishes in Aberdeenshire?—I do not know as to that; but, you see, the valuation per head has always to be taken into account, as well as the contrasting deductions from rental, in drawing any comparison between the rates of different parishes, a thing that is very often overlooked. I cannot speak as to the figures off-hand.

64835. Are there many exemptions for rates?—Yes, much too many, I think.

64836. Who brings the case before the Parish Council? Do they make personal application to the Parish Council?—They fill up appeal forms stating all the particulars, and they have to be attested by well-known ratepayers and then they are discussed individually.

64837. Are they treated as new cases every year?—Yes.

64838. And are the circumstances gone into afresh?—Yes.

64839. Does the Parish Council make any record of the conditions in order to satisfy themselves that the people are not able to pay their rates?—I daresay the only record will be the preservation of these appeal forms, and they are all written into a book.

64840. Do they take particulars of the applicants without any verification as evidence that they cannot pay?—I do not know what verifications you mean, unless it be this declaration upon the part of a well-known man. He certifies practically on soul and conscience that such and such are the facts.

64841. Is there no inquiry made by an officer, such as they would make into an application for relief?—Yes, but not in every case. Many of them are well known. It is done before the meeting comes on.

64842. (*Mr Booth.*) How does the question of compounding affect them if the rates are compounded—that is, by each entire payment being made by the owner?—I think that is only in the municipal rating, not for the Poor Law at all.

Parish Home for deserving poor.

64843. (*Mr Bentham.*) With regard to the Parish Home, are the people classed as indoor or outdoor?—They are really outdoor.

64844. Do you charge the expense to outdoor poor account?—I could not say exactly how it is accounted, but I should think so.

64845. Do you make them an allowance of so much a week?—No.

64846. You make them no allowance of money whatever?—No.

64847. And still they are counted as outdoor poor?—I could not say for certain, but I should think so. I should think the Local Government Board would.

64848. According to the statistics of the parish of Peterhead, there are only about twelve in the poorhouse; therefore it could not include the Parish Home. I take it these were in the Combination Poorhouse?—Yes.

64849. (*Chairman.*) They are not included as indoor poor because they are not in the poorhouse?—That is my understanding.

64850. Did the Local Government Board give you authority to spend money to maintain an institution which was not to come under the head of indoor?—I really do not know. The loan to build having been arranged, I daresay authority to maintain had been taken for granted. It has never been questioned.

64851. (*Mr Bentham.*) How much per week will the rate of board be put down at as received per week in relief? In the outdoor roll, how much would be debited, as it were, against the particular person as the amount they are receiving?—You mean the average amount given for outdoor relief?

Parish Home for deserving poor.

64852. I want to go back to the inmates of the Parish Home. If classed as outdoor aliment, they debit against them the amount which they are receiving as outdoor aliments; how do you arrive at the aliment they are receiving?—It is never stated.

64853. Then there are so many outdoor poor who are receiving nothing but maintenance in a house which is provided by the Parish Council?—I suppose that is so.

Children of dissolute parents.

64854 In paragraph 23 you refer to separated children. Do you detain children sometimes against the will of their parents, who have a right to them?—I am not aware that we do.

64855. There are, for instance, some children of parents who have been in prison three times for cruelty and neglect. Have you power under Scottish law to detain those?—I think so, and power could be given under the Prevention of Cruelty to Children Act.

64856. (*Mrs Webb.*) What is the exact difference between separated and deserted children?—In the case of deserted children the parents have left them and disappeared, going out of the country altogether in most cases. Separated children are separated from criminal parents leading dissolute lives, who have been two or three times in prison for longer or shorter terms, and proved therefore to be unworthy guardians in terms of the Prevention of Cruelty to Children Act.

64857. Who initiates the separation of these children? Who takes proceedings?—As a rule, the police throw them on the hands of the Parish Council; and when the parents come out of jail, they perhaps get off again on the strength of a promise that they are going to treat them better in the future. Probably they go back to jail for another long spell. Until they are discharged these children must be retained.

64858. What officer takes the proceedings to get a legal separation of these children from their parents?—I suppose it is the inspector.

64859. Which inspector?—The inspector of poor, but never on his own authority. It is decided by the council, of course.

64860. It is not the police who do it?—No.

64861. Is it the inspector of poor?—Yes, on behalf of the Parish Council.

64862. Who prosecutes?—He does not prosecute. They are thrown on the parish because they are in the parish; and in terms of that Act the parents are declared unworthy guardians, therefore the Parish Council look after the children.

64863. If a person goes into the jail, do his children become separated from him without any further legal process?—I think that follows.

64864. If I went into the jail and I had a lot of children, would these children be separated from me so that I could not get hold of them?—Yes; and it would be a great blessing for your children, would it not?

64865. I only wanted to know what the process is?—That is the process.

64866. Are the children of any parent who goes into jail legally separated from them, and not claimable by them?—Well, that depends on the crime.

64867. I only want to know if there is a separate legal process, or does the mere fact that the parent goes into the jail complete a legal process by which these children are separated?—Yes, under that Act. It is not required unless the children are threatened; power may be got at the time or afterwards.

64868. (*Mr Booth.*) What if only one parent is in prison?—It does not follow. It follows in the case of both parents being in prison, or only one parent being alive and in prison.

64869. (*Mr Patten-MacDougall.*) The parents reclaim the children and get them back again when they come out of jail. But you may take proceedings under the Prevention of Cruelty to Children Act?—That is quite so; and if very dissolute parents were to claim the children after coming out of prison, the council would then apply for this order, because the Act says it can be got at any time.

64870. (*Mrs Webb.*) Has the council power to keep the children after they come out of jail?—Yes, under that Act.

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What I say is, the parents would not get them baack, as matter of course. The inspector would lay before the council an application by Mr and Mrs So-and-So to get back the children. The council would meet and say, "What about these children?" In the case of very bad, unworthy parents they would say, "No, we will apply for 'this order under the Act"; otherwise, they would say, "Let them get the children back and give them another 'chance."

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64871. Up to the age of fourteen?—We would like to have the oversight up to the age of eighteen, because it is wonderful how parents, who have been long out of sight, begin to appear in the offing when they think some earnings can be got out of the children; they would take them off, and the children should go the dogs again.

64872. With regard to deserted or orphan children, would you like to have power up to the age of eighteen?—I think we should. Many of them would be glad of it themselves.

64873. So that you could look after them?—Yes.

64874. Do you consider a child requires looking after up to that age?—Yes, and I could name a number who think it themselves.

64875. A number of children?—Yes, and they are glad that with that statutory authority we stand between them and their parents.

64876. Do you not think that this provision for children, up to the age of eighteen, rather goes against the old principle of making the lot of the pauper less eligible than the lot of the independent labourer, because these children, by being looked after up to the age of eighteen, are getting advantages which the children of the independent poor do not get?—I would not look at it in that light, but more from the point of view of those who see how they lapse into old conditions if they are not protected at that critical time.

64877. Do you think the good to the children outweighs every other consideration?—There is no doubt about it.

64878. Do you not fear the destruction of the feeling of responsibilty, on the part of the parent, if you take these children of criminals away from them?—They are lost to all sense of responsibility. They have been in jail over and over again, and their obligations have been often brought before them.

64879. Supposing there were a husband and wife who had not actually been in jail, but were thoroughly bad persons, would you extend this power of adoption to their children. Take the case, for instance, of a woman leading an immoral life, or a man who is a drunkard; although they might not get into jail, would you give the Parish Council power to adopt their children?—It would depend on the circumstances, but there would be no harm in giving it to them.

64880. Would you be inclined to advise the use of that power in the case of dissolute or bad parents who have not been in jail?—I cannot think of a case of the kind at present.

64881. But you must be aware that there are such things in large towns?—Yes; it is difficult for me to look at it from that point of view. When you mention the fact of dissolute parents who have not been in prison, I think of one woman of bad repute. She was a widow, and her child, a girl, was taken from her in a condition of great misery. The relief which the woman was getting was stopped, and the girl was put far away. The mother does not know where the girl is, and the latter has grown to be an attractive young woman of excellent character. She is thinking of going to Canada. A few years ago I found out that the mother had ascertained the part of the country in which the girl was then living through some hawker that came across the girl or heard about her, and on three occasions the mother wrote urging the girl very strongly to go home. Her guardian was very anxious that I should go up and see them. I found the girl was quite alarmed about it. She had replied to the first two letters but not to the third, because she had found out that the woman was living in a house of ill-fame. She was an elderly body, whose function was to bring in drink at all hours. The letters sent to the girl were urging her to go and live with her in that house, in which several girls, scarcely out of their teens, have all gone to the bad.

64882. You say you have powers for the adoption of that child?—To the extent that we have at present. We wish to carry it on to the age of eighteen. It would not mean a penny more expense, but would give the children a feeling of greater security.

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64883. Against bad parents?—Yes.

Immigration of aged from rural districts and resultant effects.

64884. (*Mr Phelps.*) In paragraph 2 you talk about the influx of aged people from the country. Would you explain a little more how that comes about?—I do not know that I could explain how that comes about. We are aware of the fact.

64885. As a general rule it is young and active people who migrate from the country into the towns. It is new to me to hear of aged people doing so?—I would not say aged. They perhaps get out of their little crofts and cannot find employment. Moving about, we sometimes find old houses coming down, and we find that the little, or more likely the large, farmer is letting them come down, not wanting them to be occupied any more. The old people come into the town to find a little carting or scavenging to do, or something of that sort. They afterwards get unfitted for work, having had time to acquire a settlement.

64886. Do they come into the towns to join their children?—In some cases, but oftener just because there is the likelihood of small jobs in the town.

64887. And do they often become chargeable?—Very often.

64888. Have they generally acquired a settlement with you?—Yes, that is what I mean. They work away doing these odd jobs until they acquire a settlement, without knowing about it themselves, but the fact happens to be that they have been long enough at work in the town to acquire a residential settlement there.

64889. If they had the choice, do you think they would like to move back to the country?—I do not know if that has ever been asked. Another thing is, we never think of removal. That has never been a question with us at all.

64890. You said you have no means of granting assistance to emigrants?—I am aware of none, but will be thankful if there are.

Children of widowers.

64891. I repeat a question which I asked a previous witness. Have you come across any cases of widowers left with families who come for assistance?—Any assistance. I remember just now two who were anxious for the Parish Council to find guardians for the children, whom they were to pay for.

64892. Did the Parish Council take any action?—In one case they did, but they found the man himself had found somebody else. I forget about the second case; I am not very sure but that the man found a housekeeper, and since has married. There was no expense at all. It was simply a case of asking as a favour to be directed to a guardian.

64893. And did he pay the whole of the charges of the guardian?—Yes; but it did not come to be a case of paying the Council. It was a case of recommending some address.

64894. And the Parish Council did not pay it?—They did not pay anything.

64895. But he paid something?—Undoubtedly.

64896. How much, do you know?—I do not know anything about that at all. They did nothing further than that.

64897. Would a Parish Council be disposed to take over the children of a widower in those circumstances?—I could not say. You see, no case has arisen.

Religious ministrations in Parish Home and classification of inmates.

64898. I notice with regard to the Parish Home that you say, "From the first, all the Protestant ministers in town 'have cordially joined in conducting in rotation the Sunday 'services in the home." Have you any Roman Catholics in the home?—No; there was one, but she left, very much against her will, for some institution in Aberdeen.

64899. Do you find the inmates attend the services?—Yes, with great relish.

64900. Do the divisions of the outer world make themselves felt inside?—Not in the least. That was carried on in the old lodging-house. We called on the ministers, and they very cordially assented to the proposal. It works very pleasantly indeed.

64901. I see that within the Parish Home you classify the inmates according to their character, disposition, and previous circumstances. Now you only admit people of good character, do you?—Yes, that is so.

64902. How do you classify after that, supposing them to be of good character?—There is not any very distinct

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line. The governor and the matron understand under this rule that they have to study the disposition and habits of the inmates. When they have been there a short time they can judge. Certain groups will be more agreeable together, partly from their former ways of life and their disposition, their scale of intelligence, their habits, etc. They group them nicely without this being at all obvious.

64903. You have deserving people in the home, and you send the worthless people to the poorhouse?—Yes.

64904. Have you considered at all what the effect of that is on the poorhouse?—I do not know if we are much concerned about its effect on the poorhouse.

64905. Do you not think that you have withdrawn a very valuable element from the poorhouse by taking away the better inmates?—I am not aware that it is a function of the Parish Council to improve the tone of the poorhouse in that way. They look upon it as a test house.

Powers of Councils as to emigration.

64906. (*Mr Patten-MacDougall.*) With regard to assisting emigrants, the position in Scotland is that all paupers are supposed to be in the care of the Parish Councils, and that they cannot allow them to go outside the jurisdiction, and accordingly without legislative enactment they have no power to emigrate. Is that not your view?—I am afraid that is just it. I was encouraged by this case of 1896. I thought power would be given, and that perhaps power existed, but it is not made very clear.

64907. At any rate you know this, that there is no legislative enactment which justifies a Parish Council in emigrating?—I am not aware of any.

Boarded-out children.

64908. As regards the boarding out of children, in paragraph 20 you say that you adhere to the rules of the Local Government Board as regards the boarding out, but are you aware that there is a difference of opinion among Parish Councils in your part of the country as to the duty of the inspector of the poor of the parish in which the boarded-out children are?—Yes.

64909. Have you experienced any difficulty of that sort?—A little. We thought it was very much better to have direct supervision, and are very thankful that that has been instituted.

Boarded-out children.

64910. Do you exercise your supervision yourselves?—Yes.

64911. You do not call upon the inspector of poor of the parish where the children are boarded to exercise supervision unless under special circumstances and at your special desire?—That is so, because we were very glad to find from your paper of 1894 that that view coincided.

Possession of means by lunatics.

64912. In paragraph 28 your suggestion as regards the expense of administering the estate of a lunatic is that the present procedure, in order to get a *curator bonis* appointed for the estate of a lunatic, is too costly?—Yes.

64913. And you desire, if it be necessary to go through a legal form, that the procedure shall be made less expensive, and that you may get by a simple process what you can only now get by proceedings which cost you more than can be afforded from the estate?—That is exactly the position.

64914. Have you had any experience of observation wards which you advocate here yourself?—No; but it seems so feasible that we would like very much to see it.

64915. Have your Parish Council considered it?—Often: I mean the question of having some means of probation.

64916. And you think it would be advisable?—Yes.

64917. Is that in the interests of the patients themselves?—And of the public; largely in the interests of the patients.

64918. Having regard to the excessive difficulty of getting employment for people who have been in an asylum, you want to make their treatment more simple, both in the interests of the patients themselves and also with the view of their getting employment afterwards. You think on these grounds observation wards would be an advantage?—I think so, but I am not aware of any case in our experience that would show that the fact that they had been in the house was inimical to the patients themselves. There is one now who has been in twice, and he has gone straight back to his work, and been made welcome. Perhaps, however, the difficulty exists.

64919. Has the matter of observation wards come before the Buchan Combination Poorhouse committee?—I do not know about that. I am not upon it.

Dr James Campbell.

Dr James Campbell, called and examined.

64920. (*Chairman.*) You are an LL.D., and a Deputy-Lieutenant of the County of Banff, and Convener of the county of Banff, and Chairman of the Parish Councils of Cullen, Fordyce, and Deskford?—Yes.

64921. You have given us a paper which puts before us very fully your experience, which has been very varied?—Yes.

(*The witness submitted the following statement.*)

Qualifications of witness.

1. I am Convener of the County of Banff, and Factor for the Countess Dowager of Seafield's estates in Banffshire, extending to 49,000 acres, with an annual rental of about £37,000.

2. I have been connected with the administration of the Poor Laws for forty years,—first as Assistant Factor in Perthshire on the estates of the Duke of Atholl (200,000 acres and £40,000 rental), and those of Sir Robert Menzies, Baronet, and others (73,000 acres and about £15,000 rental); afterwards as Factor for four years on the Springkell and other estates in Dumfriesshire (15,000 acres and about £13,000 rental), where I was member of five Parochial Boards, and Chairman of some of them, and also member of the Committee of Management of the District Combination Poorhouse. On leaving Dumfriesshire I was for ten years Factor on the Cally and Broughton Estates in Kirkcudbrightshire and Wigtownshire (46,000 acres and about £18,000 rental). During this period I was a member of eight Parochial Boards and Chairman of some of them, and also on the Managing Committee of the Kirkcudbrightshire Combination Poorhouse. In 1888 I was appointed to the management of the Seafield Estates in Banffshire, and was a member of ten Parochial Boards, and Chairman of three of them from 1888 to 1895, when the Local Government (Scotland) Act, 1894, came into operation. Since 1895 I have been Chairman of the three Parish Councils of Cullen, Fordyce, and Deskford. I have also been Chairman of the Local Authority of the First District of Banffshire and a member of the Banffshire District Lunacy Board since 1889.

Industries and annual valuation of Banff county.

3. The two chief industries in the *County of Banff* are agriculture and fishing. Of the total population of 61,000, about 16,000 are connected with the fishing industry, and the remaining 45,000, except a few hundreds engaged in woollen manufactories, distilleries, etc., may be said to be more or less connected with the land. The fishing industry has been remarkably successful in recent years, many of the fishing villages along the Banffshire coast being greatly improved by the construction of whole streets of new dwelling-houses of a very superior class. The agricultural industry has also been fairly successful. This is accounted for to some extent by the mixed system of husbandry followed in the district, the holdings being of all sizes, but mostly of medium and small size, and the landlords generally being ready to afford their tenants timely help if required. The annual valuation of the county, including railways, is £280,190. There is no combination poorhouse in the county, but some of the Parish Councils rent beds for their paupers in the poorhouses of Aberdeen or Elgin.

Social and industrial conditions of Cullen Parish.

4. *The Parish of Cullen* extends to 881 acres, the annual value is £6,362, and the population of 2,116 are nearly all within the royal burgh of Cullen, one half of them being connected with the fishing industry and living by themselves near the sea and harbour in the part of the burgh called the Seatown. The other half of the population reside in the higher part of the burgh, away from the sea, and consist mainly of shopkeepers, tradesmen, professional men, agricultural labourers, railway employees, etc., and their families. The social and industrial condition of the parish may be said to be fairly prosperous at the present time. The principal industry—the fishing industry—has undergone marked changes in recent years. Small boats gave way to large boats, and now large boats are giving way to steam drifters. Men engaged on the drifters are kept employed the whole year through, and have up to this time been very prosperous. The value of the fishing plant belonging to the fishermen of Cullen may be estimated at £30,000. The Parish Council is composed of 11 members, 8 being burghal and 3 landward members. The former consist of 5 shopkeepers, 1 harbour master, 1 accountant,

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and 1 tradesman, and the latter consist of 1 tenant farmer, 1 sawmiller, and 1 estate factor. The number of paupers chargeable to the parish are 35 (with 6 dependants), and of these 12 are lunatics, 8 being patients in the Banff District Asylum, and 4 boarded out in private dwellings. Thirteen of the paupers belong to the fishing class, 9 to the agricultural labouring class, and 5 to the domestic-servant class, and the remainder various. The Parish Council have an arrangement for accommodation for indoor relief for some of their paupers in the Aberdeen poorhouse, and they have a small poorhouse of their own in the Seatown, within the burgh, where four or five poor persons are generally accommodated and cared for. There is a matron in charge of the house. The present poor-rate is 9½d. per £1 on owners and 10d. per £1 on occupiers, and the following cumbersome system of assessment in the parish of Cullen, as laid down by the Local Government Board, has been followed for very many years :—

Owners.—The assessable value for owners is obtained as follows :—The gross rental in the Valuation Roll is taken, and the following deductions are allowed in terms of section 37 of Poor Law Act, 1845, viz.—

I. House property, ...	20 per cent.
II. Railways, manufactories, mines, quarries, shops, and all other subjects not specified, ...	30 „
III. Agricultural subjects, shootings, and fishings, ...	5 „

Tenants and Occupants.—The assessable value for tenants and occupants is obtained as follows :—Allow the same deductions as above from the gross rental in the Valuation Roll, in terms of section 37 of Poor Law Act, 1845, viz.—

I. House property, ...	20 per cent.
II. Railways, manufactories, mines, quarries, shops, and all other subjects not specified, ...	30 „
III. Agricultural subjects, shootings, and fishings, ...	5 „

and, in addition, allow the following deductions under classification, section 36 of Poor Law Act, 1845, and Agricultural Rates, etc. Act, 1896, on balance of assessable value remaining after giving effect to the foregoing deductions under section 37 of Poor Law Act, 1845, viz.—

I. House property, ...	no deduction.
II. Railways, manufactories, mines, quarries, shops, and all other subjects not specified, ...	⅕th.
III. Agricultural subjects, shootings, and fishings, ...	⅗ths.

I append an example of the system of rating which obtains in the parish of Cullen. (*See App. CLXXIX. (A).*)

The foregoing classification and system of assessment is considered too favourable to railways, and altogether unnecessarily complicated and troublesome.

5. *The Parish of Fordyce* is 17,198 acres in extent, with a population of 3,941, and the annual value is £21,711. About 2,000 of the population are within the burgh of Portsoy, and consist of the fishing class (about 700), shopkeepers, tradesmen, professional men, agricultural labourers, railway employees, and their families. There is also the fishing village of Sandend, with 300 inhabitants, and the inland village of Fordyce, with other 300. Excepting the population of Portsoy and Sandend, the whole population of the parish is more or less connected with agriculture and rural affairs. The inhabitants as a whole are well employed, and they generally enjoy a fair measure of comfort and prosperity. The Parish Council consists of 15 members, 7 being elected by the burgh of Portsoy and 8 by the landward part of the parish. The former consist of 1 clergyman, 3 shopkeepers, 1 builder, 1 lessee of salmon fishings, and 1 retired Inland Revenue supervisor ; and the latter consist of 1 clergyman, 5 tenant farmers, 1 shopkeeper, and 1 estate factor. The Council has a stated meeting every month, and additional meetings when considered necessary. The number of paupers on the roll and chargeable to the parish are 85 (with 34 dependants). Eighteen of them are lunatics, and of these 10 are patients in the Banff District Asylum and 8 are boarded out in private dwellings ; and 8 paupers are non-resident, being relieved through the inspectors of the parishes in which they reside. Of the foregoing, 18 belong to the labouring class, 15 to domestic-servant class, 12 to fishing class, 11 orphans and deserted children, and the remainder various—widows with children, aged women, etc. etc. The Council rents accommodation for a limited number of their paupers in the Aberdeen poorhouse. The poor-rate at present is 7d. per £1 on owners and 7½d. on occupiers, the following deductions being allowed from the gross value per Valuation Roll, under section 37 of Poor Law Act, 1845 :—10 per cent. on land, 20 per cent. on houses, and 35 per cent. on railways.

Personnel of Parish Council.

6. *The Parish of Deskford* is 8,155 acres in extent, and the annual value is £4,178. The population of 714 is entirely rural, all the inhabitants being either directly or indirectly connected with the land. There is no licensed house nor a constable in the parish. The people generally live quiet, peaceable lives, in comparative comfort and contentment. The Parish Council consists of 7 members, viz.—2 clergymen, 3 tenant farmers, 1 crofter, and 1 estate factor.

Number and classes of paupers, and causes of pauperism.

There are 29 paupers (with 4 dependants) on the parish roll. Of these, 7 are lunatics, 4 being patients in the Banff District Asylum and 3 boarded out in private dwellings, and 7 are resident in other parishes. All the paupers may be said to belong to the farm-servant or labouring class. Except in cases of women having illegitimate children, all applicants for relief may be said to be really deserving persons. Nearly all become chargeable through old age and mental or physical debility, having no children or relatives able and willing to maintain them.

Rates and assessments.

The present poor-rate is 7¾d. per £1 on owners and 10d. per £1 on occupiers, and is assessed according to "established usage" upon full annual value as appearing in Valuation Roll without any deductions, except that effect is given to the Agricultural Rates, etc. (Scotland) Act, 1896.

Method of administering relief.

7. In the foregoing three parishes applications for relief are generally lodged with the inspector by the applicants personally, but in some instances really necessitous, deserving persons feel so keenly having to apply for public support that friends or neighbours apply on their behalf. In cases of actual destitution or real want, the inspector has discretionary power to grant temporary relief until the applications are formally dealt with by the Council at its next meeting.

Value of local knowledge of applicants.

8. From the fact that the Councils are comparatively large in respect of the size of the parishes, and that all the Councillors are ratepayers, and, with one exception, resident within the parishes, when applications for relief or for reconsideration of allowances come before the Council, some of the Councillors have generally personal knowledge of the history and circumstances of the applicant. This local personal knowledge is of great value in dealing with the paupers or applicants for relief, and, as a rule, enables the Council to deal with every individual case on its merits. When difficulties crop up, the matter is remitted to a Committee for special investigation.

Relief to various classes.

9. In cases of women becoming chargeable through their having illegitimate children, they are generally only offered indoor relief. In other cases of undeserving persons—reprobates and ne'er-do-weels—the poorhouse is used as a test, and relief in this form is not infrequently declined by applicants for relief. In cases of young children, and of deserving persons who are more or less fit to take care of themselves, or who have relatives or friends willing to take care of them, we prefer to afford outdoor relief. This mode of relief is more agreeable to the paupers, it involves a less violent change in their condition and manner of life, and it is generally less expensive. In the case of helpless invalids who have no relatives or friends able and willing to attend to them, *they* would be better cared for in the poorhouse.

Law of settlement.

10. Our chief difficulty in the three parishes referred to, as, I believe, in most other parishes in this county, is in regard to cases of disputed settlement. The shortening of the period of residential settlement under the Poor Law Act of 1898 from five years to three years is, I consider, a distinct improvement, although there is possibly a temptation to inspectors to afford relief to persons belonging to other parishes, when perhaps the absolute necessity of giving relief may be doubtful. During my nineteen years' connection with these parishes there has been no litigation of any kind. Our disputes with other parishes have been, by mutual statement, referred to either the Local Government Board, or to a Sheriff as arbiter, for final decision.

Causes of pauperism and effects of Poor Law Act of 1845, and existing gratuitous aid.

11. The immediate causes of pauperism are manifest :—Old age, without previous thrift ; failure of families to look after their parents ; early marriages and the death of the breadwinner ; insanity ; illegitimacy ; intemperance and vagrancy, etc. There are, however, deeper causes. The Poor Law Act of 1845 *created pauperism* in Scotland, and gave every human being who was in want and not able-bodied a *statutory right* to demand support from the ratepayers. This may be said to have been the first step towards sapping the foundations of Scottish thrift and Scottish independence ; and much of the legislation that has been carried through since then is largely responsible

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for the lack of thrift and saving habits which now so generally prevail. With free education, the abolition of school fees, the providing of free books, free food, and free washing and cleaning of children, the Unemployed Workmen Act, 1905, and the Workmen's Compensation Act, 1906, etc., there is not the same inducement, certainly not the same necessity, as formerly for frugality, or for saving up for old age, or for the support of aged parents. The stern discipline and stimulus of poverty was not an unmitigated evil in the case of a hardy, thrifty, independent race.

Efficiency of existing Poor Laws.

12. I am of opinion that where the Poor Law Acts have been carefully and sympathetically interpreted and administered, there has been no ground of complaint so far as the relief of the poor is concerned, and that it is therefore undesirable that any fundamental alteration should be made on the present law in Scotland. I have never experienced any difficulty under the present law in providing for the support of all destitute persons who are not able-bodied. The only occasions in the south of Scotland and in Banffshire on which I have found it necessary to take part in exceptional measures to meet exceptional distress was during long-continued periods of frost and severe weather, when able-bodied working-men were unable to find work. On such occasions we had no difficulty in starting relief works in the way of road-making, reclaiming land, and other improvements, and in raising sufficient funds to pay fair wages to all who would otherwise be unemployed, and so enable them to tide over the period of distress. This method of relieving exceptional distress is certainly quite practicable outwith very large cities, and infinitely preferable to any system of pauperising able-bodied adults, or any species of "sturdy beggars." Occasional opportunities for such well-organised benevolence is good for the charitably disposed of any community.

Question of relief to able-bodied.

13. I am very strongly of opinion that it would be highly inexpedient to change the law so as to give able-bodied adults any claim to parochial relief. I have had no experience in the administration of the Poor Laws in the great centres of population, but outside such centres there is no occasion for any such change. Were able-bodied persons entitled by law to claim parochial relief, the result would inevitably be to encourage tramping and laziness, undermine independence, and increase pauperism and taxation.

Suitability of existing areas.

14. The existing areas are, in my opinion, the most suitable and equitable for administering relief. There is no unit so familiar to the Scottish mind as *the parish*, and the local personal knowledge of the members of the Parish Council ensures just and humane treatment to every pauper on the roll. Large town communities plead for the enlargement of areas because they would thereby secure the lessening of their own financial burdens by inequitably increasing the burdens of their country neighbours. The advantages of probable economy in administration, and reducing the cases of disputed settlement, would be more than counterbalanced by the management inevitably falling into the hands of the officials, less humane and kindly treatment of the poor, the increase of the number receiving relief, and the unjust distribution of the burden of maintenance.

15. I venture to suggest that, on the following points, the present law and practice might, with advantage, be amended :—

Local Government Board to deal with disputed settlements.

(*a*) That the Local Government Board be empowered to decide finally all cases of disputed settlement. Under the Act of 1898 the Local Government Board obtained powers to arbitrate between parishes in cases where the parties were agreed on the facts. It would be of immense advantage to Scotland, and obviate much costly litigation, were it made compulsory for Parish Councils to submit all disputes as to settlement to the Local Government Board for arbitration, the determination of the Board to be final and binding on all parties.

Need of amendment of Poor Law Act, 1845.

(*b*) That sections 36 and 37 of the Poor Law Act, 1845, be amended so as to secure a uniform system of rating for the poor, and for education and registration, etc., over all Scotland. The present system of rating, with classification and deductions, as in the case of Cullen already referred to, is unnecessarily complicated and cumbersome. The methods followed in the three parishes of Cullen, Fordyce, and Deskford are all quite different. It would simplify matters very much were the rates collected by Parish Councils assessed and levied in the same way as county rates (Police, Roads, Lunacy, Registration of Voters, Diseases of Animals, County General Assessment, etc.) are assessed and levied under section 27 (sub-section 3) of the Local Government (Scotland) Act, 1889,—that is, upon the annual value as appearing in the Valuation Roll, subject only to the provisions of the Agricultural Rates (Scotland) Act, 1896, and Continuation Act, 1905.

Need of compulsory powers for removal of the helpless.

(*c*) That effect be given to the recommendations of the Departmental Committee on Medical Relief (1904), page 83 of report, with reference to compulsory powers for removal of sick paupers, who have no relatives or friends able and willing to look after them, to the poorhouse hospital.

Punishment for desertion.

(*d*) That desertion of wife or family be a criminal offence, and that the Procurator-Fiscal be required to conduct the prosecution, on the petition of the Parish Council; and that mothers of illegitimate children be liable to prosecution for desertion of their children.

Need of investigation and visitation of paupers by inspector of poor.

(*e*) That it should be part of the duty of every inspector of poor, as indicated under section 55 of Poor Law Act, 1845, to inquire into and make himself acquainted with the particular circumstances of the case of each individual poor person receiving relief from the poor funds, and to visit and inspect personally, at least twice in each year, all the poor persons in receipt of parochial relief within his parish, or resident within five miles of any part of such parish, and to report to the Parish Council and to the Local Government Board. I send herewith (*see App. CLXXIX.* (*B*)) copy correspondence between the Parish Council of Fordyce and the Local Government Board with reference to the inspector of a neighbouring parish refusing to visit, or in any way supervise, a boarded-out child in his parish belonging to the parish of Fordyce, or to report thereon, without special remuneration from the parish of Fordyce. If the present law is as contended for by the Local Government Board and the inspector referred to, I respectfully submit that, in the public interest as well as in the interest of the poor, it should be amended.

64922. (*Chairman.*) The three parishes of which you are chairman are small parishes?—Yes.

Settlement.

64923. But have you a great deal of trouble about settlements?—I cannot say a great deal, because we have never had an action in court. We have settled them all by arbitration for the last nineteen years on the three boards of which I am chairman.

64924. Have you a private arrangement between the different parishes by which cases are settled by arbitration?—No, each case was dealt with on its merits.

64925. Have you a private arrangement by which you settle cases?—We have settled each case by private arrangement.

64926. Does that generally work well?—Yes.

64927. Would you like the Local Government Board to have the power generally to settle that question of settlement?—Yes, I have stated that. I wish them to have full and final power of settlement.

64928. It is brought to our notice that there is a good deal of criticism of the methods by which deductions are made on the valuation roll. You give here the amount of deductions which are allowed. Who settles those deductions? There must be some machinery by which the actual deduction is estimated in May. What is the body that makes that calculation?—In the case of Cullen, information was sent to the Local Government Board, and they indicated the classification of which they would approve. The question came up afresh when the Act of 1896 was passed, and our attention was drawn to the necessity of making a further change, and that change had to be "certified" by the Secretary for Scotland, and approved by the Local Government Board.

Rates and assessment.

64929. (*Mr Patten-MacDougall.*) You benefit by the Agricultural Rates Act?—That is what I refer to.

64930. Under that Act classification was abolished?—That is not so. There is classification still.

64931. There are deductions still, but the deductions are in the hands of the Parish Council. Classification was abolished in all parishes which enjoy the benefits of the Agricultural Rates grant?—I am afraid that is not so in

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the case of Cullen. I have a letter here which I put in. This is a letter written in 1897, from the Scottish Office, Whitehall, directed to the Inspector of Poor, Cullen. (*See App. CLXXIX.* (*C*).)

64932. (*Chairman.*) Under the Act the Parish Council makes the deductions?—Certain consideration is left in the first instance to the Parish Council, but as regards occupiers the classification since 1896 has to be certified by the Secretary for Scotland and approved by the Local Government Board. I put in a letter from the Local Government Board of 15th December 1897 confirming this. (*See App. CLXXIX.* (*D*).)

64933. But the Parish Council makes the deductions, and then the Secretary for Scotland has to give his certificate?—The Acts of 1845 and 1896 make matters quite clear.

64934. (*Mr Patten-MacDougall.*) As a Parish Council you may make what deductions you please?—The classification was in force nineteen years ago, when I went there, but it was certainly with the necessary approval of the Local Government Board.

64935. (*Chairman.*) But what I understand is, speaking generally, in Scotland there is dissatisfaction with the amount of deductions which are made and with the machinery for making them?—That is so.

64936. I understand that the machinery that makes them is, in the first instance, the Parish Council?—In the the case of Cullen, the Parish Council may have initiated it. That is a matter before my time. I found it in operation, and it has continued ever since.

64937. You mean the deduction that is made is still in operation?—Except that it is modified under the Act of 1896.

64938. So you have no personal experience of the action of the council in initiating or settling these deductions?—The assessments are made out every year, and in the three parishes of which I am chairman no two of them are alike.

64939. Why are they different?—One of them is a purely rural parish—Deskford—and the Council go simply by the amount on the valuation roll, making no deduction whatever. The subjects are nearly all land, very few houses are let apart from land.

64940. Does the Secretary of State give his sanction equally to these deductions though they apparently differ one from another?—It is only in Cullen that we have "a certified classification" requiring the sanction of the Secretary of State.

64941. (*Mr Patten-MacDougall.*) The Secretary of State has nothing to do with the deductions?—It has to be a classification "certified" by the Secretary of State.

64942. You have no classification in Cullen now at all?—Indeed we have. I have given you the classification.

64943. You have given the deductions. Deductions and classification are two different things. Classification applies simply to the occupiers and deduction applies all round. You have no classification according to your own example. You have your deductions, and your deductions are deductions which you make every year, and may vary every year according as the Parish Council think fit. I see that in Deskford—another of your parishes—you treat the matter on a totally different footing?—We do treat the matter on a different footing in each of the three parishes I am connected with.

64944. (*Chairman.*) Is it the same council?—There are three different Parish Councils entirely composed of different men except myself.

64945. (*Mr Patten-MacDougall.*) Is your assessment levied in each on a different footing?—Yes, and we think the law should be altered, and a uniform system enforced. I am entirely for uniform deductions applicable to all Scotland. We have a grievance with regard to certain of these deductions which cannot be got over under the present Act of 1845.

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64946. As regards procedure, how often do your Parish Councils meet to consider applications for relief?—In the case of Fordyce we meet once a month; in the case of Cullen quarterly, with special meetings under any emergency; and in the case of Deskford we have at least four meetings every year.

64947. Are the three parishes contiguous?—Yes.

64948. Does the inspector deal with the cases on his own responsibility until they come before the council?—Yes; he has got discretionary power, and takes medical advice before the case comes before the relieving committee.

64949. But he gives the relief which he thinks fit subject to the approval of the committee?—Yes, after medical examination.

64950. Do the committees as a rule approve of what the inspector has done?—Not always, but generally.

System of appeal.

64951. If the applicant is dissatisfied, does he ever appeal to the council?—Yes, both by letter and personally. I have received visits from many applicants, and also letters.

64952. I suppose they never appeal to the sheriff, do they?—There are appeals to the sheriff sometimes in the case of illegitimate children.

64953. But not for a refusal of relief?—Yes; we have had an instance of that in Cullen, I think, in my time.

64954. Does the system work fairly satisfactorily with regard to the procedure for giving relief?—I think the poor are well attended to, as far as my experience has gone.

Unmarried mothers and treatment of their children.

64955. I see you adopt the practice where women have illegitimate children of offering them only indoor relief?—Yes.

64956. What happens to the children in that case?—I have never known any children suffer real destitution. They are always cared for by someone.

64957. But if the mother goes into the poorhouse?—She does not often go into the poorhouse.

64958. But you say they are generally only offered indoor relief?—Yes.

64959. In most cases they refuse. Assuming they accept and go into the indoor department, what happens to the children?—I do not recollect at this moment of any case where they did accept indoor relief.

64960. What would happen to the children?—If the mother did go to the poorhouse the children would go along with the mother. We have had difficulties of that kind. A widow with children marries a second time, and the second husband declines to support the children by the first husband, and they make application for relief.

64961. I suppose if you gave relief you would give it to the mother for the sake of the child?—We could not send the children to the poorhouse without the mother.

64962. Unless they boarded the children out?—The Local Government Board do not always approve of sending mother and children to the poorhouse. There was a case in Cullen where we offered to send the mother with children to the poorhouse, and they did not approve of this form of relief, to our astonishment, but the children were cared for. They did not go to the poorhouse.

Relief works for unemployed.

64963. In the case of any exceptional distress, have you started relief works?—Yes.

64964. In the way of roadmaking, reclaiming land, etc.; under what authority did you do that, seeing you cannot give relief to the able-bodied?—This was not done by any legally constituted authority, by parochial boards or Parish Councils, but by the community.

64965. And you have been able to deal with any difficulties that may occur from exceptional distress by this means?—That is so.

64966. Did the landlords and the large landed proprietors contribute?—Yes, and others also. We called public meetings sometimes, which were well attended, and the whole community joined.

64967. You are not likely in the future to have any serious difficulty in connection with that class of distress?—In all my experience we have never met any insurmountable difficulties.

64968. Are you strongly against giving able-bodied adults any claim to parochial relief?—Yes.

64969. Have you had much difficulty in dealing with dependants of able-bodied when sick or ailing?—No.

64970. Is the law supposed to prevent you from helping them?—We never help the children of able-bodied persons.

64971. Supposing the dependant were sick?—I have never known any destitution uncared for by charity or benevolence in the district. These cases have all been met by kindliness on the part of neighbours and others.

64972. Is the population of these three parishes very small?—Yes. There are about 4,000 in Fordyce, and over 2,000 in Cullen.

Need of compulsory powers for removal of sick paupers.

64973. As regards medical relief, would you like to have compulsory power for the removal of sick paupers? Is that a common difficulty you have in the Highlands?—We do not call any of these three parishes in the Highlands. The

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Highland element does not touch the sea at all round that coast. I am in favour of compulsory powers for removal of sick paupers.

64974. Would you like to see the desertion of a wife and family made a criminal offence?—I think it would simplify matters.

Investigation and inspection of paupers.

64975. Would you like an inspector of poor to make himself acquainted with all the poor resident in the parish, including the boarded-out children, under certain limits?—We always thought that an inspector was bound to look after all the paupers in his parish.

64976. Would you pay their expenses if they have to go far?—This correspondence shows clearly the position we take up on that point. It was a universal system up to last year in our experience that the paupers within any particular parish were looked after by the inspector of that parish, and in this particular case that I brought before you, the inspector of poor for the first time declined to do so unless he received special remuneration. We think that would be a bad thing for Scotland. We admit that there are certain instances where a large number of paupers are sent out from large cities to the country, and there might be a grievance there. But there was no such thing in existence in 1845, and under a fair reading of the Act of 1845, the inspector of poor should look after all the poor in his parish.

64977. Assuming that he would be able to do it, he would have to do it on his legs?—It has been done up to this time, in all the parishes I have been concerned with.

64978. What does the inspector of the parish in question get?—I do not remember at this moment what he is paid, but he and his predecessors engaged to do the work, and it was intended that they should do this work. The predecessor of the present inspector did the work, and the present inspector was appointed to discharge the same duties, and he declined.

Boarded-out pauper children and inspection thereof.

64979. (*Mr Patten-MacDougall.*) That is a question which applies only to the case of boarded-out pauper children, and this inspector of the parish in which the child was boarded said he had no duty to visit the child?—He said it did not come under his duty. According to our reading of the Statute it did, and it was according to the universal practice up to that time.

64980. From your large experience, do you think it is a good thing that the boarded-out pauper child should be too much identified with pauperism in the place in which he is boarded?—I have never found that it did any harm to the child. Someone must look after the child.

64981. But the child is looked after by the guardians to begin with, and the custody of the child is in the hands of the parish which boards him out. Is that not so?—In this particular case the child became chargeable in the parish of Keith, and the guardian was there, and the inspector of Keith up to that time had always looked after pauper children as well as other paupers.

64982. I understand you yourself are not satisfied with the policy of the Board, the policy of the Board being that the boarded-out child shall not be identified with pauperism as far as possible?—You cannot prevent a pauper from being a pauper. It is immaterial to him what inspector visits him.

64983. But the child is boarded out and the guardians are the people who are charged with his care and upkeep, and who are responsible for him to the Parish Council who board him out and the Parish Council who inspect him from time to time?—In my experience the Council of the parish in which he lives is the Council who inspect him.

64984. The policy of the Local Government Board is that the inspector of the parish where the child is boarded out shall not see more of him than is absolutely essential and necessary. Do you think that policy is not right?—It makes no difference to the child what particular inspector visits him, and our inspector in the parish of Fordyce at that very time was visiting several children belonging to the parish of Keith who were then living in the parish of Fordyce.

64985. Some of the parishes you have been connected with are very small?—Yes.

64986. Have you considered whether it would be a good policy to combine several of these small parishes?—I do not think that would be a good policy.

64987. Do you not think that while you have an inspector sometimes who has a very small pauperism and whose salary is very small, he might quite well enough have charge of more than the one parish, and that there might be combination for purposes of administration?—Yes; but I would not unnecessarily disturb the parochial unit for the purpose of administering the Poor Law. As I have stated, some of the members of the Parish Council in each parish are sure to know something of each case, and I think it is greatly in favour of the poor and of the management not to have too large areas.

Boarded-out pauper children and inspection thereof.

64988. But provided the area was not too large and the inspector was able to overtake it and to know every individual case, would you see any objection?—Once you disturb the present parochial basis, I do not know whether you would stop, and I should prefer it as it is.

Question of relief to able-bodied.

64989. (*Mr Phelps.*) You are not in favour of admitting able-bodied relief?—No.

64990. You rather think that great difficulties arise under the existing state of things?—Not in my experience.

64991. Do you think it is wise to leave the definition of able-bodied to a medical man?—I think upon the whole he would be the best judge as to whether a man is fit or unfit.

64992. Do you think a man is often decided not to be able-bodied on rather insufficient grounds?—I have not had any experience of that kind before me.

Tramps and vagrants.

64993. Have you any experience with regard to tramps?—Yes.

64994. Have you known tramps relieved in spite of their being able-bodied?—No, the inspector asks for medical inspection.

64995. Should you be in favour of seeing the system of tramp wards established in Scotland?—I have no experience of tramp wards.

64996. You do not know the English system?—No.

Proposal for Local Government Board to arbitrate disputed settlements.

64997. I see you are in favour of transferring all circumstances of settlement to the Local Government Board?—Yes.

64998. In cases in which the facts are in agreement that is comparatively simple?—Of course my proposal involves hearing both sides.

64999. In cases in which the facts are in dispute, do you think that an officer of the Local Government Board would carry the same weight as a court of law does?—I think in the present case the Board would. Considering the money spent on litigation in Scotland over Poor Law settlement cases, I think that that would be the better system.

65000. I quite understand that it would be very economical, but do you think that the decision would carry the same weight as that of a court of law?—I think it would. The country would submit to these decisions, and it would be for the ultimate good, both financially and otherwise.

65001. Some witnesses have declared themselves positively in favour of the legal question being decided by court of law, having the experience, machinery, and so forth, which a department has not. Do you think that could be overcome?—The department is composed partly of men of legal training accustomed to deal with questions of that kind.

65002. Practically, you are setting up a new court, are you not?—No; they are allowed to decide in many cases as it is. I am of opinion that it would be a great advantage to leave all these cases to the final decision of the Local Government Board, and that they would be competent to deal with them.

65003. Do you think from your experience that there would be any injustice if settlement were abolished altogether?—I do not know by what system you mean.

65004. Supposing that a man was declared to be settled where he became chargeable?—I am afraid the large centres of population would not agree to such a proposal.

65005. Apart from that, do you think yourself that it would be productive of much injustice?—I have not thought out that proposal. I do not think the rural parishes would object, but I think the large central parishes would.

65006. You think the tendency is for rural parishes to get clear of a good deal of pauperism in that way?—No; what I mean is that the largest number of paupers in Scotland, even in proportion to population, would become chargeable in the big centres. I do not mean to say that the rural parishes would not take their fair share of responsibility.

65007. Can you say that in your experience there were

more removals from the town into the country than from the country into the towns?—No.

65008. I mean removals in the technical sense of paupers?—It has not come under my experience. There has been no question of that kind come up with us.

65009. You must have had a good many cases of settlement in your experience?—Yes, but not from the country to the town or from the town to the country, but from one parish to another parish.

65010. From one country parish to another country parish?—Yes; or from any one parish to any other parish.

65011. Do you think you have more from a town parish to the country parish than from a country parish to the town parish?—I have no recollection of these points coming up in cases of disputed settlement.

65012. You were in the south of Scotland. Did you come across any difficulty of settlement with regard to England?—Yes.

65013. Have you any suggestion to make as to that?—None. It is a considerable time since I left the south, but we had trouble on the border.

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65014. (*Mr Booth.*) You desire to retain the administrative unit of a parish. Is there any serious objection to having the same chairman of three parishes?—I do not quite understand the question.

Amalgamation of parishes.

65015. I gather that you wish each parish to be an administrative unit, not to amalgamate them?—Yes.

65016 Is it a serious objection to have the same chairman for three parishes?—I have never heard it suggested. I have an interest in each of the three parishes. I am a heritor in each of the three, although I cannot live in the three.

65017. So that it does not lead to any form of amalgamation. The fact that the same gentleman is chairman of these parishes is not objectionable?—No, I have never heard any objections; the position is held purely by election, and I am eligible only in consequence of being a ratepayer. I don't represent anyone but myself. I am not eligible as representing anyone else.

Dr R. C. Buist, M.A., called and examined.

Dr R. C. Buist, M.A.

65018. (*Chairman.*) You are an M.D., M.R.C.P.Ed., Parochial Medical Officer for the Lochee District of the Dundee Combination, Lecturer in Clinical Obstetrics and Gynecology in the University of St Andrews, Obstetrician and Gynecologist to the Dundee Royal Infirmary, Chairman of the Scottish Sub-Committee on the Poor Law, and formerly Chairman of the Medico-Political Committee of the British Medical Association?—Yes.

65019. We have received from you a statement of evidence which we will hold as your evidence-in-chief?—Yes.

(*The witness handed in the following statement.*)

1. I have been for seventeen years Medical Officer for the Lochee district, and for eight years Obstetrician and Gynecologist to the Dundee Royal Infirmary, where, also, I am recognised by the Local Government Board as Instructor at the Educational Vaccination Station. I also for two years performed *ad interim* the duties of the Medical Officer for the district of Liff and Benvie.

2. *Local Organisations for the Relief of the Sick Poor.*—A full report is being made by Dr Templeman, M.O.H.

3. *Inadequacies of the Local Provision for the Medical Assistance of the Poor in Dundee:*—

ent to ch medical is lequate.

(*a*) Able-bodied labourers. There is no provision for home assistance in the case of illness of wife or children. The provisions for hospital relief are inadequate, inasmuch as labourers have greater difficulty than others in getting subscribers' lines of admission to the Royal Infirmary, and they cannot be admitted to the poorhouse.

(*b*) Measles, whooping-cough, chicken-pox. There is no provision for hospital treatment, and in complicated cases this is a necessity.

(*c*) There is poorhouse accommodation only, for—

(i.) Venereal disease.

(ii.) Pulmonary tuberculosis in advanced cases.

(iii.) Unconfirmed mental disease and delirium.

The Dundee Royal Asylum is seeking a change in its charter, to permit of its giving pecuniary assistance in these mental cases, and it is possible that this may result in the provision for their hospital treatment which is so desirable.

(*d*) The provision for hospital treatment is also inadequate for—

(i.) Medical disease in children.

(ii.) Incurable disease, other than cancer.

(*e*) Ambulance service (removal to hospital).—Owing to lack of co-operation between the city and country authorities, there is at times injurious delay in the removal of cases.

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4. *Co-operation and Overlapping of Local Organisations.*—There is no co-operation. There is overlapping between the Poor Law and the voluntary charities in the provision for hospital treatment, and also in that for home assistance between the outdoor medical officers for the Poor Law districts and the dispensary surgeons of the Dundee Royal Infirmary. Co-operation and Co-ordination of the different organisations are both possible and desirable.

Possibility of one authority for medical assistance.

5. *Possibility of one Authority for Medical Assistance.*—It would probably be found impracticable to hand over the detailed management of the different institutions to one body. It is desirable, and would be possible, to constitute a local representative body, which should have supervision and, in some respects, control over the individual committees.

N.B.—Paragraphs 3, 4, 5, were approved by the Dundee District Branch of the British Medical Association on 21st March 1907.

The following matters relating to the administration and results of the Poor Law, and the suggestions expressed or implied for its alteration, have arisen out of my experience in Dundee.

Investigation of paupers.

6. *Personal Knowledge of the Outdoor Poor.*—There is no provision by which the members of the Parish Council may acquire personal knowledge of those whom they relieve without admission to the poorhouse.

7. *Delay in admitting to the Poorhouse.*—Unless a case is certified as "urgent" by the medical officer, it is not usually admitted till next day. In the case of homeless people this leads to hardship, and in the case of women is an occasion of drunkenness and immorality.

Employment for discharged paupers.

8. *Employment for Discharged Paupers.*—There is need for some agency by which employment could be provided for paupers who have recovered, and are ready to be discharged. The privation involved in looking for work is a direct cause of a renewed need for relief.

Relief of widows with children.

9. *Relief of Widows with Young Children.*—I have found difficulties in my work as medical officer in getting these women to stay long enough off work for their proper recovery when ill, and also for the care of the children when these are sick. The explanation given is that they cannot afford to stay from work.

Ins-and-outs.

10. "*In and Out*" *Paupers and Unemployables.*—The majority are, in some respect, feeble-minded. Alcoholism and lack of desire to work are partly symptoms of this. Many could, by proper control, discipline, and treatment, be rendered employable. The need of powers for their compulsory detention is urgent. Their treatment must be at first in institutions, and afterwards in labour colonies.

Relief to dependants of unemployed.

11. *Able-bodied and Unemployed.*—There is great hardship in the case of illness of wife or children, and also in destitution. At present, on application to the Poor Law, they are medically examined and then refused relief. Medical examination of a man who says he is able-bodied is a useless formality. There is need of co-ordination with a Labour Bureau, so that they could be promptly referred to the proper authority for securing employment. There is need for provision for the illness of wife or children. Medical attendance should be at once afforded, and if on inquiry the case were found suitable, the cost might be recovered.

Sick labourers.

12. *Sick Labourers.*—The sick labourer is at a serious disadvantage. Needing outdoor relief or being admitted to the poorhouse he becomes a pauper, while if admitted to the Royal Infirmary he would equally be maintained by the public, but would retain his civil status.

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Relief to cohabitant women.

13. *Cohabitation.*—The honest married labourer is at a disadvantage as compared with another living in cohabitation. The cohabitant woman is relieved in her own name, and independently of whether her partner is able-bodied or not. Provision should be made so that relief would only be given in the joint names of the pair, as if legal marriage subsisted.

Deserted wives.

14. *Deserted Wives.*—These often apply for assistance to secure aliment, but must become paupers before it is given.

Quality of aid in poorhouse hospitals.

15. *Poorhouse Hospitals.*—In spite of the ability of the medical officers, poorhouse hospitals do not usually afford the best medical service that the district can supply. They should have both medical and surgical staff, like the charitable hospitals.

Deterrence.

16. *Stigma of Pauperism.*—I have never seen this deter any applicants except those who ought not to have been deterred. In some cases illness has become incurable owing to the delay and privation before application was made.

Need of co-ordination of various agencies.

17. *Need of Co-ordination.*—There is at present no centre at which a poor person in need of relief, or assistance, or advice can apply with the certainty of being relieved, or referred to the proper quarter.

The need of co-ordination is urgent both on the side of the medical agencies and on that of the financial agencies.

Transference of Poor Law relief.

18. *Authority and Organisation for the Relief of the Poor.*—It would facilitate reform if the relief of the poor were made locally, as it is centrally, one of the ordinary functions of the authority for Local Government.

In burghs this would be the Town Council, which might perform its relieving functions through a special committee or board, nominated partly from its own number, but including also outside members. Under this, each district should have its special committee, so that personal knowledge of those in distress would be possible to those who were responsible for relieving them.

65020. (*Chairman.*) You have had a double experience in Dundee. Have you been seventeen years medical officer, and have you also been for eight years connected with the Dundee Royal Infirmary?—Yes.

65021. Have you therefore seen from both points of view the procedure connected with the giving of assistance to the poor?—Yes.

Inadequacy of medical aid.

65022. In paragraph (*a*) No. 3, you say that the provisions for hospital relief are inadequate?—They are in many respects.

65023. You point out that labourers have greater difficulty than others in getting subscribers' lines for admission to the Royal Infirmary?—Yes.

65024. And you say they cannot be admitted to the poorhouse?—No.

65025. Why not?—If the labourer is able-bodied the Parish Council has no power to relieve.

65026. But surely if he is sick?—Yes, but it is in cases of the illness of wife or child.

65027. So that the present practice works somewhat unfortunately, inasmuch as the poorer class have greater difficulty in getting medical relief in certain cases for their wives than the class who are just above them?—That is so.

65028. Is that what you want to call attention to?—Yes.

65029. Is the poorhouse accommodation for all sicknesses, including the three you specify?—Yes, they take all.

65030. You say "there is poorhouse accommodation only." Is it only for these three classes of diseases?—There is only poorhouse accommodation for these three classes.

65031. Supposing a person is suffering from chronic rheumatism, where would they go?—It means there is no accommodation except the poorhouse.

65032. (*Mr Patten-MacDougall.*) There is no out-relief for those cases?—There is no other place where they can be relieved.

65033. As regards these three particular diseases?—There is no other accommodation.

65034. The hospital treatment is inadequate in your judgment for treating diseases of children?—Certainly; we have a children's ward, but that is so overcrowded with surgical patients that we cannot get medical cases admitted.

65035. Is that in the Royal Infirmary?—Yes.

Inadequacy of medical aid.

65036. Is there no ward in the poorhouse hospital?—I do not think there is a special children's ward.

Lack of co-operation between Poor Law and charity.

65037. Have you a strong opinion that there is no particular co-operation between the various medical organisations?—There is certainly none.

65038. And is there little co-operation between district medical officers, the Poor Law officers, and the dispensary surgeons of the Royal Infirmary?—There is no co-operation. If they get an outdoor line from the infirmary, they exist on it as long as it lasts, and then they get the district medical officer to come in.

65039. So that really the state of things is not satisfactory?—Very far from it.

65040. I understand the questions which I have put to you relate to subjects on which the Dundee District Branch of the British Medical Association have already expressed their opinion?—Yes, in harmony with what I am saying here.

65041. (*Mr Booth.*) In what way did they express that?—The whole thing was sent down to the British Medical Association in Scotland with regard to the adequacy of the local organisations for relief of illness and co-operation, and so on, and we had a meeting of the branch, at which the matter was under discussion. I read these three preceding paragraphs. They were extended in one or two parts about which I had forgotten, and then the branch at this meeting, which was a good one, approved of the statement I have made here.

65042. (*Chairman.*) I suppose I may assume that there is a considerable amount of medical opinion in Dundee which endorses what you here say?—That is so, as far as it is expressible.

65043. And as far as you know?—Yes.

65044. There is considerable delay in getting into the poorhouse, but assume a person is old, would he be taken to the poorhouse if he applied for relief?—If he applied for admission to the poorhouse.

65045. But are there medical wards, or is there accommodation in the poorhouse or a hospital for sick patients?—Yes, in the hospital there are 300 beds.

65046. Are these all occupied by these three particular diseases?—Oh, no.

65047. What you would like would be that where a person is ill, medical assistance should be at once afforded, and inquiry made subsequently?—That is so.

Deterrence of Poor Law medical relief.

65048. You do not think that the fact that medical relief is associated with the Poor Law acts as a deterrent?—It does in some cases. I have had case after case where the patient has waited until her illness really exhausted her resources before she applied for medical relief.

65049. Does what you say in paragraph 16, as to the stigma of pauperism, apply to something different?—No, that applies to this question that you have raised.

65050. Then would you say that the association of medical relief with the Poor Law does act prejudicially in this way?—Yes.

65051. And because the person it prejudicially affects would be the more respectable class?—That is my meaning.

65052. Do you call attention to an anomaly? If a sick labourer is in the Royal Infirmary is his relief gratuitous?—Yes.

65053. If he is transferred to the hospital attached to the poorhouse, would he either have to pay or become a pauper?—That is so.

Provision for infectious diseases.

65054. Have you infectious diseases hospitals?—Yes, under the Public Health Authority.

65055. Are all persons admitted that need relief?—That is so.

65056. Has the tendency to enlarge the category of infectious diseases increased of recent years?—The only definite additions have been cerebro-spinal fever and, recently, tuberculosis, which is not admitted to the infectious diseases hospital.

65057. It is made a notifiable disease?—Yes.

65058. Compulsory?—No, it is voluntary notification.

65059. Have you been struck very much with the anomalies and inconsistencies of the existing system of relief?—Yes.

Need of reorganisation of relief.

65060. Have you ever thought out what you propose, if you had a clean sheet and were able to build up a

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new system? Your opinion would be valuable as you have seen both sides?—The suggestion that occurs to me is that those people could have some place where they could apply, and be told where to go. If they were sick I would refer them to one authority, which would undertake the treatment of their sickness. If they were needing other advice, as in the case of a deserted wife, I would refer them to the proper authority to give the advice that was necessary. If they were out of work, I would refer them to the Labour Bureau, and so on.

65061. Coming back to medical relief. What you want is not merely a place where people can apply and get medical relief, but you want to have machinery attached to that by which they will get medical relief?—Yes.

65062. A number of suggestions have been made: one is that relief should be free, and that there should be a large medical State service organised for the purpose of superintending it. Have you ever thought of that?—Yes, I have considered that, and, of course, you soon come against the political question whether you are to give your relief to everybody, make it a general service, or whether you are going to limit it to those who cannot make any provision for it.

65063. Does the feeling of your profession not come in then? Would a particular effect be that, unless they were in the service of the State, they would practically be cut out from practising among the poor?—That is so.

65064. Would it create a very strong feeling in your profession?—At present the profession as a whole has certainly not discussed that, and I think that they would not be difficult to persuade, if you make the conditions of employment such as to offer them a reasonable livelihood.

65065. Two different sets of suggestions have been made to us: the one is to have a State service and make relief free, and the other is to try and establish generally the system of medical provident funds and so on, and through them build up a large organisation of patients who would be entitled to relief by paying a small weekly sum, and to let them have the choice of doctors?—That is what is called a public medical service in the report on Contract Practice which was handed in by the British Medical Association.

65066. Yes; and that relief should always be given where a person was unable to pay for relief, or that an attempt should be made to recover it? How does that idea strike you?—I think the second system would probably be more readily accepted by the profession, but if a full national service were supplied, I do not think they would be difficult to persuade.

65067. What is your view as regards Scotsmen? Are they in the habit of joining this medical provident association?—Yes, to a considerable extent in the large towns. In Dundee, for example, although I could not give you the figures, some of the individual societies have as many as 800 members. These are working men, not a mixed class. They pay usually for medical relief, I think 3s. a year, including medicines, and besides that they pay their contributions for sick pay. In addition to these, of which there will be some score, there are a number of dividing societies. Recently I saw the figures given as about 10,000 members of dividing societies. These include both men and women.

65068. And have they their medical attendance or system of medical relief?—The provident societies have, but the dividing societies have not.

65069. (*Mr Booth.*) By the provident societies do you mean the friendly societies?—Yes.

65070. (*Chairman.*) In the sort of scheme that has been suggested to us, one of the points was that the hospitals would have to assist in giving out-relief?—Giving dispensary relief or out-patient relief?

65071. Out-patient relief?—Yes.

65072. Is there no domiciliary visiting?—There is no visiting from the Royal Infirmary. There are four district surgeons who do it, and then there are the different out-patient departments.

65073. Is it all gratuitous?—Yes. Perhaps I ought to add that the domiciliary visitation is made on subscribers' lines.

65074. What is your experience? Is it very difficult for an out-patient to obtain treatment?—It takes a great deal of time. I think the men do it really very well, but it takes a great deal of time.

65075. Are the numbers so great?—Yes. I think, except on public holidays, when the rooms are really overcrowded, the work is not beyond control, but it takes a great deal of time on the part of the medical officer. I know that as a rule my out-patient department, which is not a very large one, takes me from two to three hours, and the assistant physicians are there often the same time. It means twice a week. The surgeons, who have a great staff of nurses and dressers, get on more quickly.

65076. Are you medical officer of Lochee?—Yes.

65077. Is that one of the poorest districts of Dundee?—Yes.

65078. Do the Royal Infirmary make domiciliary visits there?—Yes, they have an officer there.

65079. Would the majority of the wage-earning class in Dundee get gratuitous relief, or get it through their societies?—I think the majority do not get gratuitous relief; they pay for it.

65080. Have you ever thought, were you to have it your own way, whether you would continue the medical service attached to the Poor Law, or dissociate it and put it under the municipal authorities?—I think it would be better separate.

65081. Under the municipal authorities?—Yes.

65082. How do the health officers and the medical officers work in Dundee?—We have only one health officer, who has a whole-time appointment. There is no friction.

65083. Is there much intercourse?—No, we do not come very much in contact.

65084. Would there be an advantage if the two were made to co-operate more than they do now?—There is this much co-operation, which is purely voluntary, that if we have any difficulty about an infectious case, the medical officer is there willing to come and give his assistance in diagnosing. If they were associated I do not know very much that the medical officer could give us, except, perhaps, in dealing with such matters as phthisis.

65085. It only occurred to me, as an outsider, that if you had a medical man dealing with the results of insanitary conditions and outlets of diseases, they might be compelled to communicate more with the medical officer?—I have often felt tempted to report that a house was insanitary, and if that was done, I think it may be useful.

65086. If that were refused you would be disposed to refuse outdoor relief?—I think that is very important in connection with that Poor Law work.

65087. I assume that the infirmary would not be disposed to give up this system of outdoor medical relief?—The infirmary has a certain source of income, and it looks on subscribers' lines, and the benefits they are supposed to confer, as a sort of *quid pro quo* which the subscribers get. The workers contribute a penny a month to this, and a certain number of subscribers' lines are given out at the mills, and dispensed in the course of the year by the foremen. The upshot of it is, that the people who find it hardest to get relief are the people who find it most difficult to provide for themselves.

65088. Have you no doubt as to that?—No. Where the head of the house has the smallest wages he is not in a position to get medical relief.

65089. If seriously ill, that class would have much greater difficulty in getting admission to the hospital or infirmary?—If he is seriously ill the infirmary will always take a patient on a doctor's line, and he has no difficulty if he applies to the Poor Law. They can hardly refuse him.

65090. Have you any knowledge of any chronic case having been transferred from the infirmary to the hospital?—Yes, that happens.

65091. Does a man become a pauper then?—Yes.

65092. Might I sum up your evidence by saying that you are not at all satisfied with the present system, but you hardly like to indicate any very complete reform on account of the difficulty?—It involves so many political questions which, while I may have my own opinion, I am hardly prepared to meet.

65093. What is the political question?—The question as to how far one is to extend this relief to society, how far you are to interfere with the principle of providing for their own needs. Personally, I have no special fear of interference with that principle.

65094. Would you make it gratuitous?—I should have no special fear of doing so.

Domiciliary visitation by voluntary hospital.

Extent of co-operation between officers of Poor Law and public health.

Contributions of workmen to voluntary hospitals.

Inadequacy of medical aid.

Question of free State medical aid.

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Question of free State medical aid.

65095. Up to any point?—Yes.

65096. Would you let anybody get relief who needed it?—I should have no hesitation personally in doing that.

65097. Does that mean a large municipal or State service?—A State service.

65098. Would there not be a twofold objection—the ratepayers objecting to the expense, and your profession probably objecting to interference?—You would have difficulties on both sides to overcome, but this should not cost the rates more one way than the other. It is a question of paying it directly or indirectly. However, that just illustrates the political difficulty which I said was involved.

Housing conditions of poor.

65099. Could you say that the housing conditions are very bad in Dundee?—Fairly bad. We have a very large proportion of one-roomed and two-roomed houses. About 50 per cent. of our houses, I think, at last census were two-roomed, and 20 per cent. one-roomed.

Question of relief to able-bodied.

65100. Coming to the able-bodied, would you like to alter the law about all relief being refused to able-bodied?—Yes, I think a council should have discretion to deal with certain cases of able-bodied.

65101. Have you to examine all the applicants for Poor Law relief?—Yes.

65102. Is it a useless formality if he says he is able-bodied?—If a man comes in and says he is able-bodied, why should I fill up a medical certificate?

65103. Have hard cases come to your notice about the difficulty of getting medical relief or help to the dependants?—I was in the office one day of my examinations, a Thursday, when a man came in and said he was able-bodied. I certified him. He said his wife was ill, and I struck that clause out of my certificate. I happened to be in the office afterwards, when he came up and presented my certificate. The officer said, "Come back 'on Wednesday next and we will tell you what the com-'mittee says." Of course if the wife were really ill, it was simply ludicrous to deal with it in that way.

65104. If a man's foot is sore, and he is unable to work, would you certify him as able-bodied?—I would certify him as not able to work.

65105. So that if an able-bodied man suffers from temporary foot-soreness you would not certify him as able-bodied?—No, certainly not.

65106. Is that the practice?—I can hardly answer for the practice of other medical officers. My own feeling has been to judge the matter in the interests of the individual.

65107. Take the case of a man's wife whose children are seriously ill; he, being able-bodied, comes to you. What would you do in such a case as that?—He comes to me as an applicant, and I must fill up his certificate. If he says he is able-bodied, I must fill it up, to the effect that he is able-bodied.

65108. If it was in the district, what would you do? Would you go to see whether the person were able-bodied or not?—Sometimes I would give him medical advice, but occasionally the inspector stretches a point and orders medical relief.

Medical comforts.

65109. If you are looking after a person who is on the roll and who is medically attended, can you order medical comforts?—Yes, if it was anything special out of the way. I might have to refer to the inspector, but I have never any difficulty in that.

65110. Have you to refer to the inspector?—I have no difficulty.

65111. Is your order effective until the inspector is consulted?—I order anything I choose from the druggist without let or hindrance.

65112. But can you order sustenance through the druggist?—Only foods that are supplied there—Benger's Food, malted milk, and things of that kind. I can order beef extract without any hesitation. I have practically a free hand in that.

Effect of public medical service on private practitioners.

65113. (*Mr Booth.*) I understood you to say that if there were a free public medical service it would be the only road to private practice?—It would be so.

65114. Do you not think it would supersede private practice?—I think there would still be a certain number of people who would want their own doctors, and who would perhaps prefer to pay for them.

65115. Is self-adjustment your idea?—Yes.

65116. And would people who are more particular, who could pay, nevertheless prefer to have their own doctors?—I think a certain number would.

Effect of public medical service on private practitioners.

65117. When you say a certain number, do you mean a very large number?—I do not know that it would be a very large number. It would depend on the efficiency of the men you put into your State service.

Question of municipalising voluntary hospitals.

65118. Exactly. Then if you have that system, would you also wish to have a complete system of municipal hospitals, because that service would be for the home treatment of disease?—Yes.

65119. Or would you still encourage the voluntary hospitals to supply what is wanted?—It seems to me if one is going to take the thing logically, the voluntary hospital is to disappear. I do not see that one is entitled to stop half-way, if you are going to construct a logical system.

65120. I do not mean to tie you down to logic. Would you consider that that would be a desirable thing to push forward for. If that were the consequence, would you regret it or not?—So long as people were properly attended, it does not seem to me a question of regret.

65121. You do not shrink from the cost?—So long as the cost of attending to people is met, it does not seem to me to matter so much whether it is met in one way or another, if the efficiency and cost of the service are practically equal.

65122. There is the question of the encouragement of individual effort in some way. Would you regret the loss of that?—Would your promotion not depend on that?

65123. But I mean the encouragement of the patient who wishes to be cured, the initiative, in fact?—Personally, I do not think it practical for some time, and when we are able to realise the one scheme, the conditions which call for initiative of the kind you mention will have so much changed that one is hardly in a position to discuss it.

65124. We had a very able doctor from Glasgow, who took much the same view, but finally he said he was looking forward to two hundred years hence. I do not know whether you are looking forward to such a distant time as that before the conditions will come round?—I think we have seen greater changes in a less period recently.

65125. Do you think two hundred years is an excessive time?—I think so.

65126. But do you think it is not a practical proposal for the moment?—I have not considered it as such. You must have a gradual change.

British Medical Association in England and Scotland.

65127. To come to the practical proposals of the British Medical Association, is the Scottish branch a part of that Association?—Yes.

65128. Holding common views with it?—In general, the views of the two branches are more or less combined. They differ in local details very often.

65129. Is there anything specially Scottish; is there anything different, or is it just as there might be between different districts in England?—Between different districts, except the peculiarity of the Poor Law with regard to relieving the able bodied person.

65130. Is it otherwise one association?—Yes.

65130A. (*Chairman.*) I understand the Scottish branches of the Association have not officially considered the proposals of the British Medical Association?—Yes. The report that was submitted on the general questions which you were discussing as to the adequacy of local relief and co-ordination and the possibility of putting them all under one authority. These were submitted to all the divisions, and I think I had replies from ten, all in the large towns, such as Edinburgh, Dundee, and Glasgow, dealing with them, so that they have had an opportunity of considering and discussing them.

65131. What was the upshot of that?—Evidence as to the want of co-operation. Their opinion as to that was practically unanimous, and in most cases it was unanimous as to the desirability of establishing some system of co-operation, and that there would be great difficulty in handing them over to one authority.

65132. I assume that these bodies admit that there are very serious defects in the present system?—I think you may assume that to be the universal opinion of the profession.

65133. And that the gaps and inconsistencies are most illogical?—That, I think, you will find is thoroughly supported in the other towns as in Dundee

65134. Do they strongly advocate the English contract system under certain regulations and restrictions? Was

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that point put before the Scottish body?—The report on contract practice was discussed a couple of years ago, when I issued and signed that report.

65135. So the Scottish view is included in that extremely interesting volume of the British Medical Association?—That is so, on the contract practice.

65136. That is to say, the feeling was that as another way of dealing with the subject there should be a great extension of the contract system under entirely medical auspices. Would the medical men be willing to trade in that way?—Yes.

65137. I think the British Medical Association said that that system would be acceptable and accepted all over the country?—That is so, save, I understand, in Lancashire and Cheshire.

65138. That it could be made, in fact, a national contract system, that it would be acceptable to the doctors, as contract patients would have the opportunity given them, for a small subscription, of becoming members of an entirely self-supporting institution under the contract plan?—Yes.

65139. Do you think that can be carried out in Scotland?—Yes: I think that would be accepted generally.

65140. Because if it could be done it gives a genuine basis on the line of how poor a man needs to be, or how willing a man needs not to be, to be accepted as a contract patient?—Quite.

65141. Might not the same line be used for giving an entrance to the voluntary infirmaries, who themselves are desiring to treat a class limited in the same way?—Voluntary hospitals, of course, exist for a different purpose. There are certain classes of disease not suitable for domiciliary treatment.

65142. I understand that. What I mean is that if men who are members of a contract scheme are recommended by their doctors for infirmary treatment, they should have at once the same privilege as anyone going with a subscriber's line?—The profession will accept that. The hospitals are rather averse to doing it, because they say, "Why should 'the medical profession dispense our charity"?

65143. But the medical profession would not object?—No.

65144. Is it not true that the medical profession are giving of their skill, a very great contribution to the services of the voluntary hospitals, without remuneration?—Yes, but the management do not always recognise that as an equivalent to a contribution to the funds.

65145. Do you not also think that some subscribers would feel more confident that the money they subscribed would be well used if some such system was adopted? Are there not some subscribers at any rate who are not so much seeking for the patronage which the subscription gives as for their doing as much good as possible with the money that they give?—I think the fear of the hospital management as to the injury to their subscriptions by doing away with the subscribers' lines is purely illusory.

65146. Is it groundless?—That is my opinion.

65147. (*Mr Gardiner.*) Did I understand you to say that you thought it possible that medical relief might be organised under the medical officer of health?—I think so.

65148. Both indoor and outdoor?—Do you mean domiciliary?

Organisation of medical relief under Medical Officer of Health, and question of "comforts."

65149. Domiciliary and hospital?—I think it is quite possible.

65150. Is it your view that a standing committee of the town council should be organised?—That is my suggestion.

65151. Then as regards extras—medical comforts, and dealing with this question of financial assistance, which must inevitably arise—would the same committee as deals with the questions of health deal with the question of poverty and the illness of the applicant?—As far as is necessary for the treatment of the applicant it seems to me that the question of medical comforts rests on the same basis as medicine. If it is necessary for this person that I should give a certain prescription for a drug, the same claim for a medical comfort seems to me to hold. If, in addition to that, there is financial relief required for the family, it seems to me that might quite possibly be a business arrangement to refer it to another committee. That is a case of destitution, and would not necessarily be dealt with by the committee for sick relief.

65152. Take a case with which you are, no doubt, much more familiar than I am, the case of a patient's health suffering, a mother's health, for instance, because her children and husband are short of food. You, as a doctor in attendance on that case, would insist that she must be treated in such a way as to restore her to health. Unless her children are properly cared for she cannot recover?—There is no urgency there, as in the case of ordering a medical comfort. It is quite possible that, for the financial relief, a doctor could make such an arrangement as to get it reported and dealt with as a case of destitution.

65153. Is it not conceivable that your work as a doctor might be undone by the reluctance of the finance committee?—Yes. It seems to me that, unless you give the doctor power to order financial assistance, you must face that risk.

65154. Is it, in your opinion, desirable to dissociate all medical relief from poor relief?—I think it would be advisable.

65155. And practicable?—Yes.

Deterrence of Poor Law medical relief.

65156. Speaking from your own experience, do you consider the stigma of pauperism presses hardly in many cases on the respectable poor?—In a large number of those who come to us, but not a considerable proportion.

65157. As regards the suggestions made in paragraph No. 8, "Employment for discharged paupers," have you ever worked that idea out at all in detail?—No.

65158. Do you know anywhere where it has been worked out?—I do not.

65159. Do you mean something analogous to the system of the Discharged Prisoners' Aid Society?—That is so. There are many people who, after recovery, I can only certify as able-bodied, but who do not know where to get employment.

65160. I gather that you are perfectly clear in your own mind that the supply of medical assistance to the poor is so inadequate as not to prevent disease where it might be prevented?—The question of prevention has hardly come into the medical aspect of the question.

Relief to discharged paupers.

65161. (*Chairman.*) Have you never known a Poor Law authority giving outdoor relief after they have been discharged from the poorhouse to enable them to get on their legs?—I could hardly say, because, as a matter of fact, I do not ask particularly about these things. Personally, I am helpless.

65162. But is that rather the idea you have got?—That is the idea I suggest, that they should endeavour to have these men placed at work before they leave the poorhouse.

65163. Or give them a little time after they have left to look about and get work?—There should be some arrangement by which they could get work.

Question of Parish Councils providing work for unemployed.

65164. (*Mr Bentham.*) In other words, you think the Parish Council could better provide work for this man than he could for himself?—I think so. A man discharged from the poorhouse, just recovered, is fit enough to work if he gets at it at once, but if he has to drag himself from one end of Dundee to another seeking for employment, the chances are that in a week or two he will break down again.

65165. If the Parish Council cannot provide work themselves for wages, should they be on the look-out for situations and have one ready for a man at the time of his discharge?—I think there should be some arrangement by which all the vacant situations in the town should be at their disposal, at least the information with regard to these situations they should be able to give to these workmen.

65166. Have you thought of the danger in that respect that it would become a kind of favourite bureau from which a man who wanted a job would be most likely to get it, and that therefore you would have more people in search of Poor Law relief, or parochial relief, because of the possibility of being afterwards able to get a situation without any trouble on their own part?—But if they are not getting parish relief they will not necessarily get that.

65167. Men are providing against unemployment and other contingencies through their own thrift. If these are already provided for, why should they do so? Nobody would provide for themselves that which the community is ready to provide for them?—It has struck me often as a difficulty that men come and say they cannot get work. It seems to me that a relief committee should be in touch with the possibilities of getting work for these men whether they are in a poorhouse or not; but it seems to me they are particularly responsible for those who have been actually ill and on their hands.

65168. You have not thought of the other side of the question, viz., that it would reduce the incentive for

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persons to look out for themselves, or to get their friends to do it?—It seems to me a question of economy and organisation for the community that there should be as little trouble as possible in getting a situation. The information which makes it possible for a man to get a situation should be as accessible as possible.

Question of Parish Councils providing work for unemployed.

65169. You could imagine that growing till a man need not seek his own situation but look to somebody else to do it for him?—I do not see any advantage in this incentive. A certain amount of work is wanted to be done. There are a certain number of people wanting to do it, and where the work is, or where the persons are, seem to me factors in a question of social organisation.

65170. Do you think it possible that people who want workers and people who want work can be so organised through the municipality as to provide for every man who wants a situation?—No; that is another question. The amount of work for the number of workmen cannot be arranged in that way. If you are going to do that, you must have a system under which you are going to provide work.

65171. Does it not naturally follow that if the man has a right to expect the Parish Council to provide him with work when he leaves the poorhouse, if they cannot provide for him they should make work for him. Would he not have a claim for such work?—As a general rule, the actual disproportion between work and workers is not so great.

65172. Therefore, that contingency could not arise or your plan could not be carried out?—Of course, the plan I have suggested here is not exactly the same question as the general one of unemployment. In the case of unemployment a community sees that it has a task of providing work, actually doing at a certain time work which might have waited longer.

65173. I thought the Act provided for both?—Not only for providing work, but for getting situations through a labour bureau.

65174. With reference to the same point arising in paragraph 16, you are not aware, and cannot be aware, how many people have been induced to provide for themselves because of the deterrence of Poor Law relief. Is it immeasurable?—I have never seen it. That is my personal experience of those who have come to me.

65175. Is not the number of people who have been deterred from making provision for themselves, because of the deterrent influence, immeasurable?—Without coming to my knowledge at all? I quite accept that.

65176. Therefore, it may be the lesser of two evils?—Possibly. Of course, I am dealing here with those who have come to us.

65177. And I wish to suggest that it is not the whole side of the question?—I quite accept that. It did not seem to me to be necessary to state that.

Relief to widows with children.

65178. With regard to paragraph 9, what remedy is there for that?—The remedy seems to me to be a larger scale of allowance for women who go to work if they will stay at home and look after their children.

65179. Does that apply entirely to those who have been in receipt of parochial relief?—Yes.

65180. Would the Parish Council continue their aliment until they were able to resume work?—It seems to me, though I have dealt with a special case there, that the whole question of married women's labour and the way in which Parish Councils deal with it might come under this provision, because the assumption that a widow with young children could go to work and leave the care of her children to some other body is made under the present scale of relief which the Parish Councils give. It seems to me if a woman is a suitable person, the best thing they can do is to aliment her to such an extent that she can look after her children. My paragraph is only a particular illustration of the difficulty.

65181. There really is no difficulty. Is there not full power now to deal with that as you would have under any other authority?—It is a question of practice.

65182. Does the practice not meet the case?—It does not meet the social requirements.

Question of relief to dependants of able-bodied.

65183. With regard to the provision of medical relief for the children of able-bodied people, do you find that the inspector takes much risk upon himself? Does he not as a general practice set the rule aside, and send it to you?—I think perhaps as a rule he does.

65184. So that practically the case is met by the exception, as it were, to the general rule?—Yes. By going beyond their legal power.

Question of relief to dependants of able-bodied.

65185. Do you know of any hardship that really occurs through not giving this kind of help?—Yes, it does occur from time to time. The case I quoted was an illustration.

65186. Would an amendment in that respect, to enable the dependants of an able-bodied person in the case of sickness to be attended to, meet that case?—Yes, it would, of course.

Relief to co-habitant women.

65187. You raise a point in paragraph 13, that the honest married labourer is at a disadvantage with a person living in cohabitation?—Yes.

65188. Will the Parish Council give relief to a woman who is cohabiting with a man? Is that against their practice?—I have had to attend a confinement in a case like that.

65189. Do they not treat these as undesirable conditions under which they would refuse outdoor relief?—But that cannot be given if a husband is able-bodied.

65190. Is that the practice?—I should think they generally offer them the poorhouse, but I have had to attend women who were in cohabitation. They would say the man was out of town, or something of that kind, which would not be the case.

Co-ordination of various agencies.

65191. With regard to co-ordination, paragraph 17, are there any people in Dundee who do not know the existence of the Poor Law?—No; but there are some people who do not know how far they are entitled to its services. They very often come applying for assistance, and they do not know what sort of assistance they want, and if able-bodied they do not get it. Sometimes an inspector, if he has plenty of time, may find out what they want, and refer them to the proper authority.

65192. We find the inspectors are visited by poor people, even if they know they cannot get relief through the inspectors. They ask his experienced advice, so that the office forms a centre of communication which everybody is familiar with?—I should like to see that officially recognised.

Scheme of British Medical Association.

65193. With regard to the British Medical Association Scheme, which is called a Public Medical Service, should their scheme be taken as meaning that it is a medical service which is in the pay of the community?—No; it is a Professional Medical Service, if you like. The name which has been adopted is purely historical.

65194. And it is entirely contrary to your scheme which you have sketched that the medical men would be paid by the community?—It is not the same scheme. I think you would get satisfaction under either.

Transference of medical relief to Town Council.

65195. (*Mr Phelps.*) Would you wish that the curative treatment of disease, like the preventive, should be under the town council?—I think it would be better. I think it would be better away from financial relief.

65196. Have you had much experience of the doings of town councils in preventive medicine?—I do not know that I have very much experience, but I have seen what is going on in Dundee.

65197. Do you find that they are keen and vigorous?—As a rule, it depends very largely on the *personnel* of the medical officer of health, but not always. We have had a series of conveners who were just as keen and enthusiastic as the medical officer of health himself.

65198. Do you find in Dundee that the expenditure under that head is objected to?—I do not think so. I do not think the individual ratepayer really knows very much what the details are.

65199. Do you find that the medical officer of health is deterred from suggesting things by the knowledge that they would be inoperative in consequence of the expenditure?—I think not.

65200. I mean the large clearances of slums?—No. It has a certain influence, no doubt. For example, it was decided for a certain number of years to proceed under one Act rather than another, because they thought the one would be cheaper, whereas the other might clearly have been more efficient, but it is not an absolute deterrent.

65201. Do you really think you could trust a local authority of that kind to see done what you wish to be done in curative medicine?—I think all local authorities are the better of a little central stimulus.

65202. Would you put them between their professional adviser on the one hand and a central authority on the other?—In most cases.

65203. Would you trust to the two forces you have named to impel them to action?—That, with public opinion behind, would be quite enough.

Transference of medical relief to Town Council.

65204. Do you think public opinion would support it very much?—Public opinion would in most cases support an active scheme.

65205. I quite understand professional support; but have you any authority for saying that about public opinion?—Yes, I think so. In the course of discussions at election times in Dundee I think public opinion has on the whole approved of clearing up the slums.

65206. I do not mean clearing up the slums, I mean curative medicine. Would public opinion really support a scheme for developing that side more largely and widely?—At present I think we have to wait till they have got over the question of the feeding of children. The same influences would be to a certain extent at work. They would probably be less active in the question of medical relief than on the question of the feeding of children, but you would find the same difference of opinion. I do not think there is unanimity by any means on either of the questions.

65207. Have you studied the history of the Poor Law?—I do not know that I have read it systematically.

65208. You have a general acquaintance with it. Is the general impression that one gathers not that the more you do for people the less they do for themselves?—Yes, that is the opinion in many respects.

65209. I quite understand that, as a professional man, you would be interested in raising the physical standard of the community, as we all are?—Yes.

Moral necessity for providing medical aid.

65210. Supposing you had to balance physical robustness against moral deterioration, which do you think would be the more important?—I think that you must weigh the two. I do not think you can separate them so absolutely as that. You must take the individual as a whole. If you are going to put it to me whether I should prefer a man to be fat or honest, I should prefer him to be honest.

65211. Supposing it could be proved that moral deterioration would be considerably induced, would that be an insuperable objection?—I think it an objection at present, at any rate.

65212. You would not allow that it would necessarily be so?—No. That is the point under discussion, of course.

65213. Do you think in that way that the provision of medical assistance stands on a different footing from the provision of food?—Yes; it seems to me that medical necessity, that is so often the result of absolutely enforcing causes, gives the individual a claim on a community which has such a code of morality as we profess. The provision of food is a standing duty of the individual. It might be put forward that there is a certain difference in that way. I would not push it very hard.

65214. Any man looking forward to life must foresee that he will not enjoy unbroken health?—Most of us hope to; we do not all insure against it.

65215. Is it not one of the things which a man is as much bound to insure against as any other thing?—Personally I should do so.

65216. Do you not think that if providence is a duty at all, it should be exercised against the ordinary ills of life?—Yes.

65217. There are certain ills in life which no workman can provide against, such as serious accidents and operations. Do you not think you might draw a line of distinction between those who require treatment in an institution and those who do not?—As a matter of fact, the cost of providing for medical assistance is really a very small one.

65218. The cost of insuring against it?—It is essentially small. It tells in favour of providence, if we can persuade the people to do it; but the difficulties of getting the people to do that voluntarily have been so great that it has left us with very serious difficulties in hand.

65219. Supposing one was more hopeful of persuading people to do it voluntarily, or that it was done, if possible, would you prefer it to a State system?—I think it would be better to adopt that in the present condition of our morality, which accepts the proposition that the more you do for people the less they do for themselves.

65220. Do you think the present system results in the survival of very unfit medical practitioners?—I do not think the number of very unfit medical practitioners is large in proportion.

65221. Have you not got in Scotland many instances of the sixpenny doctor?—Very few.

65222. Do you think that the substitution of your system for the present system would raise the standard of medical attendance?—I think it would. I think you would make quite sure of the individual qualifications of the men you admitted to your State service. What is more, in a State service, with its various grades, you would have the prospect of promotion to keep a man up to his work.

Dr R. C. Buist, M.A.

19 June 1907.

Probable effects of proposed public medical service.

65223. Do you not think that if you lost the stimulus of competition and the making of a living, this would very much retard the practice of medical science?—I do not think so. I do not think medical men go into their researches because they want a practice, but because the work is interesting—I mean the scientific interest they take in a particular case or subject.

65224. On the other hand, might it not be the case that where interest and seniority must apply a great deal in regard to promotion, that influence would be lost?—Where there would be merely a question of promotion, as in the army and navy at one time, with only retirement in view, it would be a very serious thing, but now men in the army and navy are quite as keen to learn as those in private practice.

65225. Do you think you can trust the practice to be as effective without the stimulus of great rewards which men of large practice obtain?—Yes.

65226. Could you see your way to make a distinction by which every person requiring institutional treatment should be treated by the State without becoming a pauper, and other treatment should be left to the man himself to provide?—It seems to me to be a question of practical arrangement. It does not seem to me as if there was a difference in principle.

65227. Do you not think the moral claim in the one case is stronger than the other?—Yes; a man cannot provide himself with an institution.

65228. And you might, without any moral danger, give institutional relief?—They get it now from charity.

65229. (*Chairman.*) As regards the great mass of the community?—Yes, it is the case now.

65230. It is not so much the case in England as here. The hospitals connected with the poorhouse are very much used there with the effect of pauperism?—Yes, which I hold to be very unfortunate and unnecessary.

65231. Do you think that would be a practical step in the direction of your own system, that it should so obtain that all institutional treatment would be given?—Yes, I should quite accept that, and I think it would be immediately practicable.

65232. (*Mr Patten-MacDougall.*) And should it be handed over to the local authority?—Yes, for supervision under some control.

Rate-aid for voluntary hospitals.

65233. (*Chairman.*) Would it be quite practicable for the municipality or public authority to make an arrangement without any private hospital, which would preserve its own autonomy after complying with the conditions imposed on it?—Yes, that is very much the suggestion I embody in my statement, that in addition to individual institutions, you should have some co-ordinating body, which I think in the course of years would probably become the depository of legacies and donations, and would in each town take up a position similar to King Edward's Hospital Fund for London. We would be able to say to those institutions, "Oh, yes, we want provision made for this, and we will give 'you a grant to do so," or "We will restrict your grant 'whenever you will not do this or that." That will be the practice in all the large towns.

65234. (*Chairman.*) There is the essential difference that King Edward's Fund is one of voluntary contributions. Your scheme in the case of a good many people would tend to prevent them from providing contributions?—Yes, but my scheme includes voluntary contributions.

65235. (*Mr Booth.*) Providing contributions would be turned to more special purposes?—Yes.

65236. (*Mr Patten-MacDougall.*) You say it is a long way off, but how would you begin? Now you have infectious diseases hospitals for cases that are notifiable?—You have.

65237. The Poor Law hospitals treat other cases which are infectious but not notifiable; would you relieve them of these? Would that be the start, or how would you begin?—It would be a simple change to make all infectious disease notifiable, and deal with them under the authority of the public health committee and the medical officer of health.

Dr R. C. Buist, M.A.

19 June 1907.

Transference of medical relief to Public Health Authority.

65238. Would you hand them over to the local authority?—Yes.

65239. And I suppose that if these diseases, beginning with phthisis and going on through other diseases, which, I suppose, from a medical point of view, may be said to be infectious although out of the ordinary category, were removed from the institutions, it would not leave very much behind?—Not except your chronics.

65240. Is that how you would start it?—I think that would certainly be one way of starting it.

65241. We have been told that in Glasgow all classes of the community—all ranks of society—take benefit from the infectious diseases hospitals, and that there is a very small percentage indeed of notifiable cases which are treated in private homes. Is that the case in Dundee?—Very largely.

65242. What sort of percentage is there in Dundee?—I could not tell you off-hand.

65243. Does that not raise a very big question indeed, if all infectious diseases—not only those that are notifiable but those that are not, but may become so—are to be treated at the institutions of the local authority?—It depends on whether you are going to make the same regulations with regard to that as you do with regard to the present notifiable diseases. For example, take a child who takes measles in my house. I cannot send any child to the school, no matter how good the opportunities of isolation may be. Practically it is necessary to take a scarlet fever case away for the convenience of the household. If you deal with them all in a uniform way without recognising contagiousness, it would make a very large difference.

Transference of medical relief to Public Health Authority.

65244. In order to meet that difficulty, you mentioned certain provisions of the Public Health Act that would require to be modified?—Yes, I should think so.

65245. Even for phthisis?—Yes; in one stage it is dangerous, but in another stage it is not.

65246. Accordingly, looking to the present state of public health legislation, further legislation would be necessary before you could treat even phthisis as a notifiable disease?—I think so.

ONE HUNDRED AND NINTH DAY.

Thursday, 20th June 1907.

AT THE CALEDONIAN RAILWAY STATION HOTEL, EDINBURGH.

PRESENT.

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I., etc., etc., etc. (*Chairman*).
The Right Hon. CHARLES BOOTH, F.R.S.
Mr F. H. BENTHAM.
Dr A. H. DOWNES.
The Rev. T. GAGE GARDINER.
Mr J. PATTEN-MACDOUGALL, C.B.
Mr T. HANCOCK NUNN.
The Rev. L. R. PHELPS.
Professor WILLIAM SMART.
Mrs SIDNEY WEBB.
The Right Rev. the LORD BISHOP OF ROSS.
Mr R. H. A. G. DUFF (*Secretary*).
Mr J. JEFFREY (*Assistant Secretary*)

Dr R. S. AITCHISON, called and examined.

Dr R. S. Aitchison.

65247. (*Chairman.*) You are Visiting and Consulting Medical Officer to Craigleith Poorhouse and Hospital, and Medical Officer at the Parish Council Chambers, Edinburgh, etc., etc. You have given us a statement which is full and interesting, and which we shall take as your evidence-in-chief?—Thank you.

(*The witness handed in the following statement.*)

Qualifications and publications of witness.

1. *Qualifications and Works, etc.*—Bachelor of Medicine and Master of Surgery, Edinburgh University, 1882; Doctor of Medicine, 1896 (Gold Medal); Fellow of the Royal College of Physicians, Edinburgh, 1888; In private medical practice, now, for twenty-four years; Examiner in Medical Jurisprudence and Public Health for the Triple Qualification of the Royal Colleges, Edinburgh and Glasgow, ten years; Visiting and Consulting Medical Officer to Craigleith Poorhouse and Hospital, Edinburgh; and Medical Officer at the Parish Council Chambers, Edinburgh, nineteen years.

Works, various, but especially in this relation:—

(1) *The Effects of Certain Diets upon Excretion by the Kidneys, and upon the Blood* (Gold Medal Thesis). Published 1896.

(2) Report to the Local Government Board, 1896–7, upon the Diets of the Inmates of Poorhouses; and Commission to reform these Diets in the Poorhouses of Scotland, 1898 (see Blue Books).

(3) *References* (by Medical Officer) in a Special Report to H.M. Prison Commissioners, 1899, regarding these Diets—the Medical Officers of the Scottish Prisons having followed upon the same lines later.

(4) Minutes of Evidence taken before the Departmental Committee appointed by the Local Government Board for Scotland, to inquire into the system of Poor Law Medical Relief and Management of Poorhouses, 1904, vol. ii. pp. 130–141.

Qualifications and publications of witness.

AGENCIES FOR MEDICALLY ASSISTING THE POOR WITH MEDICINE OR ADVICE.

(A) *Sanitary Authority, Town Council, etc.*

Functions of sanitary authority.

2. On this head I do not feel that I have any exceptional experience which would qualify me to give a valuable opinion. In Edinburgh these bodies are not *specially* concerned with "assisting the poor with medicine or advice"; although, doubtless, in the discharge of their duties, they have, and use, their opportunities of advising the poor in sanitary matters and the dangers of infection. The Town Council have also in their care certain charitable bequests and hospitals, concerned chiefly with the "aged and infirm"; and in times of distress they organise, and attempt to carry out, special means for its relief.

(B) *The Poor Law.*

3. My report here is greatly simplified by being able to refer you to the Minutes of Evidence of the Departmental Committee to inquire into the system of Poor Law Medical Relief, 1904 (see 4 above).

4. I have little to add to that report and nothing I wish to withdraw. It is largely concerned with matters of detail connected with the management of the poor in poorhouses and in hospitals. Since the report of the Departmental Committee in 1904, many improvements suggested there have been given effect to, and I may dismiss this part of the subject with a few words.

ietary of upers.

5. The diets of the ordinary inmates are sufficient—the food being good and wholesome; and the diets of the sick are entirely in the hands of the medical officer. These diets compare favourably with those of private charitable institutions which are not extravagant. Medicine and medical appliances are not grudged. The nursing staff is efficient. (My last report to the Local Government Board may be consulted.)

uality of aid poorhouse ospitals and ttitude of atients herein.

6. In this part of your inquiry I can suggest no improvements which seem to be worthy of your consideration. The inmates of the hospital are quite contented, and I have known them frequently resent the efforts of their relatives to remove them when they had secured accommodation in another hospital *not* under parish control. Occasionally, but rarely, I have known a respectable man, or woman, apparently suffering from a feeling of "having to go on the parish," but these cases very quickly realise that it does not matter now; and if they should be *hospital* cases they do not seem to object at all.

rocedure by ble-bodied pplicants for elief.

7. *Duties of medical officer* at the Parish Council Chambers (admission or rejection).—The applicants for relief (when able) apply to this office, and after the inspectors have satisfied themselves on the merits of each case, they await the medical examination. According to Scottish Poor Law no able-bodied healthy person is deemed suitable for parochial relief. I attend and examine the case, writing "on soul and conscience" my opinion of the health or condition of the applicant and his dependants (if any), naming the disease or affection from which he suffers, and answering a few other particulars. These certificates are handed to the inspectors, and I depart without any further duty in connection with the matter. But I know—and the applicants themselves know—that their relief depends on the terms of the report. If the applicant be declared in good health and able to work, he is refused relief and is referred to the sheriff. Many do not go to the sheriff, and I have known such cases apply again after an interval of months and even a year, so that for a time he has been forced to work. Those who go to the sheriff are informed by him of the nature of the law, and are dismissed; or he *may* give him an order to relieve—being unwilling to take the responsibility of dismissal—calling upon the Parish Council to *prove* that he is able-bodied; or he may request the man to procure a medical certificate from some one that he is suffering from some disease, and *then* he will give him an order. The determined applicant sometimes procures this from an unsuspicious young medical officer at one of the dispensaries. After admission to the poorhouse and a thorough overhaul by the resident medical officer, he is *tested* by work, and usually the matter ends by his taking leave within a few days. The Parish Council very seldom lead proof before the sheriff. It is expensive, and moreover, even if successful, the determined applicant could repeat the whole process a short time afterwards. The above method is only adopted by the novice. It is not common. The more usual method is to malinger—the applicant professing to suffer from obscure pain or pains unassociated, of course, with any organic disease that can be detected. My usual method in such (first) cases is meanwhile to accept his statement and convey my suspicion either by marking his certificate, or verbally, to the resident medical officers to give him attention and observation, and to thoroughly overhaul the case. The circumstances may be such as to suggest a working test, or dismissal with the warning that the poorhouse is not for such as he. The number of applicants daily at the Parish Council Chambers averages about twenty to twenty-five. They are largely composed of what is known as "In and Outers"—*i.e.* paupers who are constantly making use of the poorhouse for short periods. As a class, and with very few exceptions, they are distinctly lower than those one meets in the dispensaries and infirmary out-patient department. (I have been a medical officer in both.) Their diseases or ailments are of a chronic nature—some of them serious enough, but a large percentage minor complaints, such as are naturally associated with hardship and poverty. Destitute and broken-down, catarrh, lumbago and rheumatism from exposure, debility from improper feeding and alcoholic excesses, and, indeed, all these ailments which are readily cured by a warm bed, wholesome food, and regular living are the commonest conditions. They cannot be certified "on soul and conscience" as in good health. During hard weather, or in times of distress probably, the numbers increase to about forty on an average; and what may be worth mentioning, should money be given to them (as when poorhouse accommodation becomes limited from various causes—numbers or say cleaning operations), the applicants appear in great numbers. For an example of this, consult the Parish Council registers. Taking January 1904, the numbers were greatly increased during this month. On January 23rd of that year there were 73 applicants, of whom 22 were sent to the poorhouse, 43 received sums varying from 1s. to 2s. to stave off their urgent necessities, and 8 were referred to the sheriff as able-bodied. A suggestion was then made to give them their admissions to the poorhouse (about 2 miles distant), and to allow the governor to give the money to those he could not accommodate. I am informed that with the uncertainty of receiving the money, few, if any, made use of the admission, and certainly I know the numbers fell at once to the usual average. From this incident it may be reasoned that while there are many willing to take money to spend in their own way, their "distress" is not such as to compel them to accept poorhouse relief. It is not—speaking of them as a class—because they have any feeling about "going to the poorhouse." In my opinion that feeling is far above them. I am convinced that it is simply that they prefer freedom, with herring and a glass of whisky for dinner, keeping fourpence for a bed in some common lodging-house—to the poorhouse with wholesome porridge and broth.

Dr R. S. Aitchison.

20 June 1907.

Effects of giving relief in money.

Question of relief to able-bodied with sick dependants.

8. From these observations and your knowledge of the Scottish Poor Law, you may very naturally ask the question: Is there no help or consideration to be given to unfortunate men in times of distress, who are able-bodied, *i.e.* in good health? You may even put it in a worse light, for an able-bodied healthy man with a wife or children seriously ill, may apply, and the Scottish Poor Law only concerns itself with the state of health of the man in the first place. The logical answer to the question appears to be *No*. The able-bodied man must work for himself and for his dependants. The English pauper, on the other hand, demands, and receives as his right, admission to the workhouse, whether able-bodied or not. The practical answer to the question, however, appears to me to lie in the definition of "good health." This is difficult to define. My opinion is that the medical officer should be allowed to exercise ordinary intelligence in relation to the object in view, and the idea of "good health" in his mind should be somewhat elastic. I am not suggesting that the medical officer should in any way seek to step out of his professional capacity and attempt to influence the conduct of the Poor Law officers. A man declaring that he is quite well able to work, suffering from no organic disease ascertainable, but perhaps with a minor affection of no importance, yet having an obviously sick wife or dependants—for him the definition of "health" should allow of the medical officer answering the question in the negative and the trivial affection be accepted. A similar case—but a young man and no dependants—should be certified affirmatively. He is in good enough health to work for his living. The difference in the two countries probably amounts to nothing. I expect the English pauper, admitted without medical certificate, suffers from exactly the same conditions and affections which qualify the Scottish pauper for admission to the poorhouse.

Definition of "good health."

9. Age, extreme youth, pregnancy, women suckling children, a destitute woman with two children, and deserted wives, etc., etc., are all conditions accepted by the Poor Law, and duly certified as "not in good health," and these conditions are held to be the equivalent of "disease." There is also a *mental* condition—which is not lunacy, idiocy, or unsoundness of mind, but which I express as "mental asthenia," *i.e.* without strength of mind—which I very frequently meet with. Sometimes it is, in the middle-aged and older men, apparently due to a life of alcoholic excess and hard living. It shows itself in childish and petted mannerisms and expression. They are men with the minds of silly boys. I certify them as not in good health, and regard them as objects of sympathy and proper subjects for Poor Law relief.

Class and number of ns and outers.

Comparison of English and Scottish systems of relief.

10. I approve of the Scottish system, as compared with the English, as regards the relief of the poor only after medical examination, and for the following reasons:—

(*a*) The principle is good that all able-bodied, healthy men and women should work for their living and for their dependants.

Dr R. S. Aitchison.

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Comparison of English and Scottish systems of relief.

(*b*) The principle being known, and the medical examination, both probably act as deterrents to the application of the able-bodied and idle.

(*c*) It is beneficial to the applicants and safer for the other inmates of the poorhouse, as cardiac diseases and mental diseases are detected, and often infectious diseases—sometimes even so grave a disease as smallpox. (These last were frequent during the last epidemic.)

(*d*) Applicants sometimes arrive in a very feeble condition and give great anxiety as to their removal direct to the hospital.

(*e*) The administration of the principle does not in my opinion involve any hardship to the applicants when certified able-bodied. There is still the sheriff to exercise his judgment in relation to the "distress" of his district.

(*f*) The medical certificate is a guide and a protection to the parochial officials in the discharge of their duties (removals, etc.). When the applicants are unable to apply at the office they are visited by district medical officers, who fill up the certificates, and either attend the case or send it into hospital. (Having no personal experience of these duties, I am not entitled to express any opinion on outdoor relief.)

(*C*) *Voluntary Effort—Hospitals, Medical Clubs, etc.*

Abuse of medical charities.

11. You will doubtless have before you much evidence as to the class of persons who avail themselves of the assistance of private charities and hospitals, and the general opinions expressed will probably be that there is a great abuse of these charities and Hospitals by persons who have no right to seek advice and assistance from them. These opinions will, in most cases, I believe, be formed not from any actual knowledge of the financial position of these patients, but from their personal appearance, etc., etc. It is only at the Royal Infirmary that this question arises. I have no reason to believe there is abuse in the use of the dispensaries.

Class of patients in voluntary hospitals.

12. The Royal Infirmary was originally founded for the benefit entirely of the sick poor; but with the increasing growth and fame of the Edinburgh Medical School, it has become a National Institution. The class who benefit by it now may be described as the better-class poor artisans, and well-doing industrial classes of moderate means, and working people generally. Sometimes when the case is interesting and suitable for teaching purposes, they accept even the most destitute-looking; and frequently I have been invited to send up any such case from the poorhouse hospital for the same purposes. Again, I have frequently had applicants come to the Parish Council office with a line from the infirmary suggesting that the case would be "more suitable for the poorhouse." Many more—without lines—have told me that they could not get into the infirmary—because "they had not a bed," etc.

Effect on poor of better-class patients in voluntary hospitals.

13. From these facts you may ask—Is the Royal Infirmary now existing for the use of a better class of poor, and excluding the lower class for which it was originally intended? My answer would be that it is, certainly. But their reply would be that the poorhouse hospitals have been so much improved, are now so well-equipped, etc., that there is no hardship. That is true in most of the cases. It is only a hardship in the case of a poor person who has not yet accepted Poor Law relief, and who is now compelled to do so, or suffer because he will not apply. Personally, I do not think this is a frequent occurrence. Should the applicant be a "hospital" case he does not seem to object at all; but should he be a case for the "poorhouse" only, he may and does feel aggrieved. But, again, if he be only a case for "poorhouse" treatment, *i.e.* suffering from nothing but what wholesome food and a warm bed will cure, then it could hardly be expected that the infirmary, with such heavy national demands put upon it, *should* find room for such a case. I am sure the Royal Infirmary authorities do not refuse a case of *acute* illness—not, at all events, when it reaches their doors.

Need of investigation of applicants' means.

14. Is the Royal Infirmary made use of by a class who have no right to do so? When I was medical officer in the out-patient department (one year) I certainly met with *some* cases, where it appeared to me that the patient should not have sought in charity what apparently he was quite able to pay for. I cannot say that the cases were numerous, and I do not wish to give "hearsay" evidence. If the authorities believe there is abuse, why not adopt the protection which our legal brethren have. When a poor man requires the aid of the law he can state his case to his kirk-session, who will give him a certificate that he is unable to afford to pay for it. He is then provided with agent and counsel free. Why should the medical profession and charitable institutions not have the same protection? It would be an effectual check upon men of even moderate substance, yet no degradation to the honest poor. I would not have this made an *invariable* rule. It should be made to apply only to those who sought "consultations" at the Royal Infirmary. Many go to the infirmary in sheer ignorance. They go because the fame of the teaching school is wide, and they think they will get "the best advice there." I would not have such a rule as I have suggested applied to cases requiring surgical operations. To a man of even "moderate" means, this is frequently beyond him. He cannot afford a "home," which is always very expensive.

Need of investigation of applicants' means.

Paying hospital.

15. The "Chalmers Hospital," however, meets this class of case, and perhaps it should be better known that, for moderate fees, they can there get treatment. The fame of the infirmary here again probably militates against the proper use of Chalmers' Hospital. The patients—in time of anxiety—may sink their pride to go where they suppose they will get the best. In cases of mental disease requiring asylum treatment the working people cannot afford to place and pay for their relations in an asylum. They can only apply *in forma pauperis* and have them removed by Poor Law authority. They may, however, contribute.

Medical clubs.

16. *Medical clubs.*—I am only aware that many societies such as Foresters, Gardeners, Shepherds, etc., exist for the purpose of mutual help in time of sickness. This kind of relief is only as a rule for short periods (six months) at rates sufficient to support the working man and his family, but barely. After six months the relief is reduced in amount, and if the illness is long or becomes incurable, there is only private charity or Poor Law relief to fall back upon. These societies are only for the men. They do not provide for the dependants.

The Possibility of handing over to one Authority or Agency the whole Work and Duty of Medical Assistance to the Poor.

State control of medical aid.

17. I do not venture to offer any opinions as to the "possibility" of doing this; but if it is meant to suggest that the whole subject of medical assistance to the poor should be a matter for the State, I am very much in favour of it. I do not wish it to be inferred that I would support any scheme which would curtail or discourage all voluntary effort. Charity is maintaining, or endeavouring to maintain, in Edinburgh a large number of institutions concerned with the medical assistance of the poor; but the subject of the health of the poor is assuredly a national question of such importance that the State, I think, should exercise a proper care over it. Whether this should be done by some gigantic system of "health insurance," compulsory upon those who wish and need its benefits, or by a general tax or rate, I do not feel particularly qualified to offer an opinion. I may, however, state shortly my reasons for holding the opinion that it is a matter for State government or control.

Extent of thrift.

18. Many of the class under consideration do not make any provision whatever for sickness. Others do so by joining "Lodges" and Sick Societies; but while these help in short illnesses, they are quite insufficient for chronic ailments which incapacitate them from work for long periods, or altogether. These lodges make no provision for wives and children (so far as I know); but certain sick societies connected with churches do for adults of both sexes. These are, however, *yearly* societies, so that chronic ailments throw them out at the beginning of a new year.

Need of hospitals for chronic and incurable cases.

19. The charitable institutions are the greatest help; but here again a lengthy illness of a chronic nature cannot be kept to the exclusion of the acute cases. They must make room for these. The case, indeed, may be absolutely incurable, and be dismissed. There remain the "incurable" hospitals. There is room for a large increase in this class of hospital, and I would respectfully urge upon the Royal Commission the importance of recommending the establishment of such hospitals, to which the relatives could contribute for the maintenance of such chronic or incurable cases.

Quality of indoor Poor Law medical relief.

20. There remains, finally, the Poor Law relief and the poorhouse hospitals. In Edinburgh and the larger towns these hospitals are well equipped, and once the patient gets there, he is content, and so far as his needs and comforts medically are concerned, he is as well off as in any private charitable institution.

21. But in the well-doing industrial and labouring

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classes there is still strong the feeling of independence and desire to "keep off the parish." If this feeling is to be maintained they must get help, and failing the possibility of State help, such as is suggested, or health insurance, I think the greatest help would be through the foundation of hospitals for incurable and chronic diseases to which the friends could contribute. These hospitals might be under municipal control, and a special rate be levied for the sick to meet deficiencies. They need not be expensively equipped "hospitals," but rather of the nature of "homes of rest," where even, in suitable cases, special kinds of light employment could be provided for them.

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22. I am in favour of "labour colonies" for those who may be deemed approaching to "able-bodied" and healthy.

THE QUESTION AS TO WHETHER THE COMMUNITY SUFFERS OWING TO THE INSUFFICIENCY IN AMOUNT OR QUALITY OF THE MEDICAL ASSISTANCE AVAILABLE FOR THE POOR.

xtent to hich medical id is dequate.

23. This question may be answered in the negative, speaking generally, and in relation to what I have said above as regards the fostering of the feeling of independence; and the one exception, viz., that the chronic and incurable cases *must* accept the poorhouse or hospital for lack of "incurable" hospitals, to which many, I feel certain, would and could contribute.

65248. (*Chairman.*) Your duties in connection with the Parish Council are two-fold; you are the visiting and consulting medical officer of Craigleith Poorhouse and Hospital, and you are also medical officer at the chambers of the Parish Council?—Yes.

65249. Do you do any medical outdoor officer's work?—No, none.

65250. The doctor plays a very considerable part in the earlier stages of the application of a pauper. You examine every applicant who comes to the Parish Council Chambers?—Yes.

65251. Do you examine them physically?—Yes.

Definition of 'destitution f able-odied."

65252. In some of the doctors' certificates I have seen the word "destitute." Do you ever use that word "destitute"?—Yes, sometimes, but not alone. I often certify a man as destitute and broken-down with catarrh, or general conditions associated with destitution, when no organic disease can be found, and yet the man is not capable of being certified as in good health.

65253. How do you arrive at the conclusion that the man is destitute?—He is destitute in appearance, he is destitute and broken-down.

65254. Your medical certificate is conclusive?—Yes.

65255. If you certify that a man is destitute, it seems to me that you are rather going outside your medical duties?—That is not the diagnosis—that is the last thing I would put on the certificate. I might put in "destitution and 'debility." "Destitute and broken-down" is very rarely used; but, occasionally, I have not found any better term for a man who is not evidently in good health, but who is not suffering from any organic disease, and who is still a suitable subject to my mind for the poorhouse. It is not put down from any knowledge of his financial position at all. I don't know whether he has money in his pocket or not. It is simply a word I use when I am driven to it. I can avoid it if necessary; if a man is debilitated, half-starved looking, obviously in destitute circumstances, then I use it, but it is not a diagnosis that I make very frequently, and I am particularly careful not to use it if I can avoid it.

65256. It would occur to one as a means of getting round the rigid prohibition of relief of the able-bodied?—They won't accept the word "destitute" alone. I have never signed any certificate with simply "destitution."

65257. It is a combination of the two?—Yes; a combination of the destitute and broken-down condition, catarrh, or whatever the man may suffer from, such as he will get from lying in a stair, starvation, general pains that you cannot call rheumatism. He is broken-down, his back is at the wall, and he is a destitute man. That is all the meaning I attach to the word from a medical point of view when I use it, which is very rarely.

65258. You might certify an able-bodied man as destitute?—No. The first question in the certificate is: is the applicant in good health? no, or yes; and that is all I am allowed to put. If I put "no," then I must continue to put in the disability and what condition the man is in in regard to work. If I put in "yes," then all the other questions are answered in the affirmative as a matter of course—yes, he is in good health; yes, he is able to work; and yes, he is able to maintain himself. These are the first three questions in the certificate. Under the heading of disease, I say "none." That is what is understood to be an able-bodied certificate.

Attitude of medical officer to certification of able-bodied.

65259. Do you find it practically very hard to define when a man is able-bodied or is not? The line between what disables him and what does not must be very fine, and very difficult at times?—As a rule, I don't find any very great difficulty. By far the greater majority of these people have certainly something that I can diagnose — cardiac disease, bronchitis, anything that I can positively make out always goes down. There is a small percentage of the cases which you may say look very miserable, but there is no organic disease that you can discover, and yet they complain of rheumatism, or sciatica, or lumbago, which have only subjective symptoms. I have explained in my report how I deal with such cases. I don't take the responsibility at the first interview at the office to dismiss such a man, although I may have the opinion that he is a malingerer. I take him in and have him carefully examined at the poorhouse, and I have him marked for future use. Perhaps I should explain that the practice at the office follows from the fact that the poorhouses have been removed from where we are sitting here, the Caledonian Railway Station, to the country. This office work was formerly conducted simply at the poorhouse, where the patients actually came and were at once examined by the medical officer and classified. Seeing that the poorhouses are now two miles away, we have instituted this practice at the Parish Council office for the purpose of making a provisional diagnosis, to catch up lunatics (whom they frequently bring to the office) to stop able-bodied where possible, to detect infectious diseases when they are developed, and chiefly to exercise the care required in the removal of cases to the poorhouse. That is most important, because they sometimes arrive in a very feeble condition indeed. I have had two or three cases which died in the office before I arrived there in the morning. I have had many cases which gave great anxiety before I got them down, and some of them died very shortly after getting into the poorhouse. That is the necessity for the office and the reason for its development.

65260. Take the cases which you say died before you got down to the office—had they a settlement in Edinburgh?—I would require to refer to the books to be able to answer that. If a man arrives at the office in a very feeble condition, then everything is done for him and every assistance is given, no matter from what parish.

65261. But were these people who were on the tramp?—Yes, they would be on the tramp; they would not come from any house.

65262. Under the old system there was one medical examination, and that was made after the person was admitted to the poorhouse?—The Local Government Board consider it a very great offence to send any man to the poorhouse without his papers being in order.

65263. But, as I understand, in the old days there was only one medical examination of a person?—You mean on admission?

65264. Whether he was admitted or not there was only one examination, while now there are two examinations?—Yes; the resident doctor sees him when he arrives at about six o'clock in the evening. They all go down between two and three in the afternoon, and at six o'clock they are all overhauled at the gate.

65265. I suppose your certificate is accepted by the Parish Council as conclusive?—Yes.

65266. In certain cases where you have a doubt, and where you think that a person is disqualified from earning his livelihood, but you still have a doubt, your tendency would be to pass him on with a certificate, which would suggest a working test?—Suppose a man comes in and he says he has rheumatism, but I have doubts about it, then I put on the certificate, "obs.," observe. That would pass down to the resident doctor, and the case would be watched both by the governor and the resident doctor, and they would see what could be made of it. If the man was very bad he might be taken into the hospital and get a little treatment, and then we would discharge him as cured. If that man is continually doing this, then we have him marked for future dealing at the office right away.

65267. Are you cognisant of what the working test is that is imposed?—Yes.

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Question as to adequacy of "tests."

65268. Do you think it is adequate?—Sometimes it seemed to me to be quite adequate and at other times I thought there was not much in it. I have seen men put on to break stones, and what they could have done in an hour they have taken half a day to do.

65269. Weeding is sometimes a test?—Yes, I have seen that. That is good enough, but, of course, it depends on the man. Do you mean for a young man?

65270. No. A man sits down in the yard with a knife, and he pokes out weeds from between two stones?—For how many hours?

65271. I don't know?—What age would he be?

65272. I cannot say; but would you call that a test?—Yes, that is a test, but whether it is sufficient or not I am not able to say unless I saw the man. I am not consulted very much about the tests. You ask me if I am conversant with the tests, and I say I am, to a certain extent, but I don't stay and look at the tests being carried out.

65273. But are you consulted at all as to the tests?—Yes. A certificate is often placed before me, and I am asked if the man is capable of breaking stones, and I answer "Yes" if I am sure that the physical condition of the man permits it, if I am sure that he has no cardiac affection, and so forth.

65274. (*Mrs Webb.*) Are you not asked the other question, whether sitting down and poking between the two stones with a knife is a test?—No.

65275. That never comes before you?—It has never come before me in my nineteen years' experience; I don't think I have ever been asked that question or anything similar to it.

65276. It looks rather like mere play?—It may be, but yet, weeding all day might give a man a bad pain in his back.

65277. But he is sitting down?—I think that it is a matter for individual judgment, and not for a general statement.

Relief to dependants of able-bodied and co-habitant women.

65278. (*Chairman.*) Passing on to paragraph 8 in your statement, under the Scottish law there is in theory no consideration to be given to unfortunate men in times of distress who are able-bodied?—Yes, that is so.

65279. Does it not really come to this, that it is the medical officer with his certificate who modifies to a considerable extent the rigidity of the law?—He may, and I believe he practically does.

65280. Passing on to the point which is connected with that, and which is almost more important, viz., the dependants, the law prescribes that the dependants of an able-bodied person are not entitled to relief?—So I am told.

65281. How does that operate? Has it inflicted hardship on individuals?—I cannot answer for any other place than Edinburgh. I have never seen anything but kindness in the way of treatment in the Edinburgh office when the dependants were obviously sick and ill, and even when the man said that he was not ill, that he could work if he could get work.

65282. Supposing there are two men, both able-bodied; the one is married and his wife is in the family way; the other is not married, but he is cohabiting with a woman, and she is also in the family way; the unmarried woman could claim relief, while the married woman could not?—Yes, I think I have had such a case.

65283. Are they dealt with by charity, or is a point stretched?—In the first case, if the man says he is able-bodied and I can find nothing whatever wrong with him, which would be very seldom, because, under such circumstances, if you examine a man long enough you will find some trifle that you can get hold of—in such a case I would stretch the point, and the man would get in. In the other case the woman would be taken in.

Comparison of Scottish and English systems of relief.

65284. You have had long experience. I understand that, on the whole, you are in favour of maintaining the law as it is?—Yes; and I have given you half a dozen reasons in relation to dealing with the poor; but if you come to ask if there could be any larger scheme, then I think there might be better arrangements made. As I explain in paragraph 17, I am in favour of the poor having all their medical relief gratis.

65285. But, coming back to the point of the able-bodied, although there are inconveniences, some of which I have called your attention to, yet, on the whole, you prefer that the law should remain as it is rather than it should be amended?—There is no one suffering from it so far as I can see. As I have been accustomed to it so long, I may be prejudiced, but I like it, and I think there is no suffering caused to the poor. Probably there are a few able-bodied, I don't think many, who creep in through malingering. I think it is a good thing that it is the medical officer that has the first say in the matter.

Comparison Scottish and English systems of relief.

65286. You would prefer to keep the system as it is rather than to modify it to bring it in accordance with the English practice?—Yes, I would.

Abuse of medical charities.

65287. Passing on now to voluntary effort, you are clearly of opinion that the use which is now made of these voluntary hospitals, such as the Royal Infirmary, has a tendency to push the very poorest class out?—Yes.

65288. Do you think that tendency is on the increase, that there are more and more of a fairly well-to-do class inclined to take advantage?—Certainly I do, but of course it depends very much on how you are impressed by their personal appearance in regard to forming a judgment as to whether they should be there or not. The Scottish people put on their best clothes on such an occasion; you may make a mistake, and they may not be so able to afford medical relief as you think.

65289. I am told that sometimes they even borrow clothes?—I have never heard of that being done.

65290. One of the anomalies of the system of medical relief is that, if a person gets into the Royal Infirmary with an acute case, and it develops into a chronic case, and it is transferred to the Poor Law hospital, he has then either to pay or he becomes a pauper?—Yes.

Deterrence of Poor Law medical relief

65291. Do you think there is a reluctance on the part of persons who are unwell to come for medical relief because it is associated with the Poor Law?—Yes.

65292. You think that is a deterrent?—Yes.

65293. Should you say that there was a considerable number of cases where this reluctance to come to the Poor Law resulted in the disease not being communicated or stated in the earlier stages, and consequently the health of the person affected was damaged?—I think there is no doubt that if more were done in the way of prevention and getting the cases earlier, disease would be controlled, and the patient might not then gravitate into that chronic state; at least, he ought to get his chance. I think a great deal could be done in the way of prevention. As regards entering the poorhouse, if the disease is one that requires hospital treatment, then they don't seem to object to go there at all, but if the case has to go into the poorhouse, and the children see their father or mother associated with a class which is sometimes just a little above the criminal class—indeed, some are in the prison one week and in the poorhouse the next one—then they feel it to be very degrading indeed.

65294. Is there an objection to go to the hospital connected with the poorhouse?—Very rarely; and once they are there they are satisfied. I have known several times, when the patient's friends have desired to get the patient out of the hospital to the Longmore Hospital, say (a private incurable hospital), the patient has resented being removed.

65295. Do Craigleith and Craiglockhart hospitals take in exactly the same class?—I am told they are using Craigleith more for the better class, which seems to be synonymous with aged and infirm. We get a great many old people. They are endeavouring to classify, and there is not so much of the workhouse element in our poorhouse as there is in Craiglockhart.

65296. Would there be a greater reluctance to go to Craiglockhart?—I cannot say. Sometimes they say they want to go to Craiglockhart, and that may be for personal reasons, but I think, on the whole, they prefer Craigleith. When it was put in the papers, at the amalgamation of the two parishes, that Craigleith was to be used for the better class, there was a very great demand to be sent there for the first week or two.

65297. There is a reluctance to go to the poorhouse, and a less reluctance to go to the hospital attached to the poorhouse. Is there any reluctance to go for medical relief to the medical officers of the Poor Law? Does that act as a deterrent affecting the health of the people?—I have little experience of the outdoor duties, and I cannot speak from such experience. I took that duty very many years ago for a colleague for three weeks, and that is all the knowledge I have of the outdoor work; but I distinctly recollect cases of that nature in my early private practice. I remember an old couple staying in a cottage very near Craigleith poorhouse. They were simply starving, but they would not go over to the "big house," as they called it. I am afraid there are many such cases

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Deterrence of Poor Law medical relief.

65298. You are referring to poorhouse cases?—Yes. These people were in a private dwelling, and they would not go into the poorhouse. They would rather starve, and latterly they just starved.

65299. But I am thinking of the outdoor medical officer. Do you think that the fact that he is a Poor Law officer is a deterrent to people going to him for relief?—I think not. They cannot go to the Poor Law officer until they become paupers.

65300. And is that a deterrent? I want to get your opinion as to whether the medical relief to be got through the Poor Law deters people from getting medical relief?—I cannot say.

65301. I mean domiciliary relief?—I don't see how the question can arise. Do you mean they simply want medical relief without any aliment from the Poor Law, and they don't want to make themselves paupers?

65302. Yes; they are not well, but they cannot afford to pay for a doctor, and the only medical assistance they can get is through the Poor Law? Is that a deterrent?—I am not aware of that.

Medical aid through clubs, etc.

65303. Are the medical clubs on the increase in Edinburgh?—There is a large number of them, but I am not aware if they are actually on the increase or not. There are such societies as the Foresters, the Free Gardeners, the Shepherds, and other lodges of that kind.

65304. One may assume that a good deal of the medical relief of the working class is obtained through these clubs?—Yes; nearly every working man puts himself into one of these clubs, and they are very good indeed for the acute cases. They get very small amounts though; I don't think these clubs give more than 10s. or 15s. a week, and at the end of six months in a chronic illness it goes down to one-half.

65305. I suppose the doctors who attend these clubs would give letters where persons were very seriously ill, which would obtain admission for them into some of these hospitals?—Yes, they can be treated in that way, although they are getting the relief from their club. The doctor can give them a line into the infirmary.

Investigation of voluntary hospital applicants.

65306. You make rather an original statement in paragraph 14. You suggest that the medical profession should take steps to protect themselves from persons getting gratuitous relief in institutions who can afford to pay for it. How would you give effect to your idea?—It is a suggestion more for the infirmary, if they believe they are being imposed upon, and that there are people coming who should not come. I believe that lately they have put up notices that the advice and treatment are only intended for the very poor. What I have mentioned in my statement is what the lawyers do; but I don't wish you to make it an invariable rule, because there are many cases where it would be too much to ask them to go before the kirk session, when only unable to afford medical relief. I have no suggestion to make; I merely state what happens in the legal profession.

65307. Is there anyone who investigates the condition of those who come in at the infirmary?—No.

65308. Neither subsequently nor previously?—Not that I am aware of. The only investigation is that by the medical man who inquires into the complaint. When I was an out-patient doctor at the Royal Infirmary, I have seen it suggested to a well-dressed man that he should have gone elsewhere, and he said that he did not know, that he would be very glad to contribute, and did leave half a sovereign to the infirmary when it was explained to him. He seemed to be quite taken aback by the suggestion.

65309. Coming to the last part of your evidence, you would be very reluctant to support any scheme which would curtail or discourage voluntary effort, but, subject to that, you think that the whole system of the medical relief of the poor should be a matter for the State?—Yes.

Free State medical relief and attitude thereto of profession.

65310. Would you have a whole-time State-paid service?—Yes, I think so (in large towns).

65311. Are you a whole-time officer?—No, I am and have been in practice in Edinburgh for twenty-four years. I visit the Craigleith hospital three times a week as visiting medical officer. I call at the office every day at or about one o'clock for a short period, and the rest of my time is my own.

65312. If the State were to undertake medical relief for the poor, it must entail whole-time officers?—Yes.

65313. What would your profession say to that?—I think they would look upon the whole thing favourably. It would give the young men a chance; they would have a turn at the outdoor work and then a turn at the hospitals, and if they got that I think they would stay there for two or three years.

65314. Would you stop the out-patient gratuitous relief?—Would it be necessary to stop it if they desired to go there? They could have a selection.

Medical charity by practitioners.

65315. What occurred to me was that if that system went on, and you had a free State system, the ordinary practitioner would be completely cut off from coming in contact with medically treating the poor?—I don't think he does that work at present, except out of charity; I don't think he takes fees from this class that we are endeavouring to help. We don't render any accounts to such people, and almost every doctor has a share of such patients. You cannot refuse in an emergency. It might be better if it were organised, and the younger men took it up.

65316. You think that outside the charitable associations there is a good deal of gratuitous medical relief given by practitioners?—Yes, at the institutions chiefly.

65317. But I mean given by individuals in their practice?—We have long given that up, because it has really become dispensary work. Formerly, about fifty years ago, almost every medical man had his free hour, and he saw patients downstairs in the basement. Even Sir James Simpson kept that up for a long time. Then it was found to be inconvenient, and the work was taken over by the dispensaries.

65318. The free dispensaries have rather taken the place of the time that was gratuitously given?—Yes, but hardly any medical man would refuse to see a poor person so long as he or she was clean and tidy. I am in favour, all the same, of the thing being organised. I think the poor should have someone that they can call on. They cannot call upon anyone at present except a voluntary institution. They can go to the infirmary and to the dispensary, but I think they should have a right to have their health looked after by an organised scheme.

65319. Do either of those institutions pay domiciliary visits?—The dispensaries do, but not the infirmary. There are half a dozen doctors put down on a list at the New Town Dispensary, Thistle Street. I used to belong to that dispensary. You had your two days a week, and people came and you examined them and prescribed for them, and they got their medicines downstairs. Then there would be a list of people who could not come, and who asked you to call. In the first instance, an advanced medical student in his last year would attend the case, and then report to his chief, and then, if it was necessary, the chief would go and see the case also. That was the way we worked it in the dispensary.

65320. Can you estimate at all the sort of income below which doctors don't exact fees from their patients in Edinburgh?—I don't think any doctor will take any fee from a person with £1 a week, for instance.

65321. Reversing it, you would say that people earning below £1 a week got their medical relief gratuitously?—Yes.

65322. Unless they belong to the medical clubs?—There is a doctor attached to each of those medical clubs, and they have a right to go to him.

Inadequate aid for chronic and incurable cases.

65323. There would be a contract between those societies and the doctors?—Yes. The doctor probably gets £40 a year, or something like that, out of it, and he takes it up with his general practice. The members pays so much a week to the society, I suppose 6d. or 1s. a week, and they are protected so far as acute disease goes; but where I am very positive that the trouble is, is in the chronic and incurable cases. There is only the Longmore Hospital. There are 200 beds there, and they are all full. I asked a doctor there last week about it, and he said that if the Longmore Hospital were emptied, he could fill it in a week; and referring to the heaps of papers from people desiring to get in, he said, "We shall never get through them." What crush the working men are the chronic and incurable cases and the aged parents.

65324. What is Longmore Hospital?—It is privately endowed, and contributions are made to it.

Provident scheme of British Medical Association.

65325. You are acquainted, I think, with the proposals that the British Medical Association made to this Commission?—No; I was asked to attend, but having this in view, and having consulted Mr Patten-MacDougall, I declined.

65326. I would like your opinion on the scheme they suggest. Their idea was that the great mass of the wage-

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Provident scheme of British Medical Association.

earning class, with their dependants, should belong to these medical clubs and benefit societies which should be brought together, that the practitioners in the neighbourhood, and so on, should be put on a general list, that they should be required to treat all cases that came up on a certain scale, and if any person did not belong to these clubs, and was unable to pay, then the Poor Law should pay. That, roughly stated, is the scheme that was laid before us. The idea was that they might be able to get all the hospitals to fit into this scheme, and curtail the amount of out medical relief they were at present giving. Perhaps it is rather hard to ask you to give an opinion on a scheme of that kind?—I don't want to throw cold water on any scheme that I have not thought of. I don't think there is any particular advantage in the amalgamation of all these societies. Would it in any way help them to give a larger amount of assistance and for a longer period than they are able to give at present?

65327. Perhaps I did not express it quite correctly. The idea was, that there should be medical provident institutions to which there should be made weekly contributions, and these would provide medical relief?—That is just what a member of the friendly societies gets. Suppose he joins a Foresters' lodge, and pays a subscription, if he falls ill he gets his medical officer to call and attend him right through his illness, and he gets his 15s. a week and medicine. Is that the provident scheme?

65328. I don't think they were necessarily to work in connection with the friendly societies. They were simply to be provident medical institutions?—I don't think we have anything that is quite analogous to that.

65329. You don't have those institutions to the same extent here as we have them in England?—No. In my church we have a sick society, and I believe they have them in other churches as well. The society is a yearly one, and the members are both men and women. According to what they pay in during the year they get certain sums for relief, or £5 in the case of death for funeral expenses. The money is invested, and at the end of the year almost the whole thing is returned.

65330. Are there many members belonging to it?—There are about 700. I am referring to the congregation of St Stephen's Church.

Need of co-operation of sanitary authority and poor Law.

65331. Have you ever thought of the combination of the health department with medical relief?—Yes, I think in all preventive measures we most assuredly should be combined.

65332. The suggestion was, that the medical relief of the poor should be taken away from the Poor Law and be combined with the health functions, which are supervised by the town council?—You mean to do that in relation to prevention of disease, or in relation to the whole matter of the treatment of disease.

65333. Both?—Everything?

65334. Yes?—I am not accustomed to think of the public health officer as a man who has anything to do with prescribing for the treatment of diseases. I have always looked upon him as existing for the benefit of the community.

65335. It is suggested that the one department should deal with both subjects?—Certainly it could be developed; but not as it stands at present.

65336. The suggestion is that the functions of medical relief should be transferred to the public health department?—It might be developed to the extent of taking a charge of the matter, but I think it would come equally well under the physicians and surgeons and general practitioners; they might organise a scheme at which you might have a head, but he would always be under the public authority, as we all are.

65337. But the idea is to take it away from the Poor Law?—I understand. You suggest the public health department being developed, and being a sort of supervisor of this medical relief, and then you would appoint medical officers in districts who would have assistants to attend to the poor, and take it entirely away from the Poor Law?

65338. That was the idea?—And you would still keep the Poor Law hospitals or institutions for the incurable cases under the scheme, whoever is at the head of it?

65339. The suggestion was to take the whole thing over. Others suggested that you should only take one part of the medical relief, leaving the institutions as they are now. The scheme has not been elaborated, however?—It is a good idea. The poor would get medical relief through this organisation independent of the question of destitution; the rich and poor could take advantage of it as they liked? I quite approve of that. The rich won't make use of it, and the poor ought to have it. If it is to be separated altogether from the Poor Law, I don't know what I am to do with your supposed able-bodied and those that you have been asking me about—the destitute cases. What are you to do with them? Are we to keep our poorhouses more after the English system of workhouses?

Need of co-operation of sanitary authority and Poor Law.

65340. You point out that the medical officer of the Poor Law has special functions to perform in connection with the granting of relief to all persons, and not merely to the sick?—Yes, the Poor Law official has, of course, the examination of the cases and treats them when they are ill, but he has also the exclusion of the able-bodied. You propose the public health authority to be the head of some new organisation for the treatment of the sick poor?

65342. Practically?—The only suggestion I have in that matter is that so far as preventive measures are concerned, such as visitors like sanitary inspectors, I think that would be quite in their way. Of course, the head medical officer would dominate the work of all the other medical officers in relation to infectious disease; but otherwise a head medical officer, with all the organisation for the treatment of the sick, coming, let us say, to a dispensary or two placed in the town and visiting the sick, and the poor knowing that they have this as a right—I am in favour of that. I am also in favour of this organisation; whether you make a new board to govern it or not, I don't know and I don't care; but they would have the charge of these homes for the incurable cases, which I particularly point out is the main thing that is wrong now. Whether you would make these homes our poorhouse hospitals, and divorce the poorhouse part of it entirely from the hospitals, and keep the poorhouse for the workhouse, as you call it, sending the destitute there who don't require hospital treatment—that is worth considering.

Need of provision for incurable and chronic cases.

65343. The idea is that the hospitals for ordinary cases of sickness should stand in the same relation to this authority as the infectious disease hospitals stand now?—I quite follow.

65344. These infectious disease hospitals are free to all persons?—Yes, they are free to rich and poor. Of late there has been some objection to the rich taking advantage of them sometimes.

65345. Of course a scheme of this kind would probably be a heavy charge on the rates?—I think it would, if it were done well. I would like to quote one case, the case of Logan, which perhaps Dr Downes has already told you about. Of course, I am only in the position of a medical referee, to fill up the certificates, and I have nothing to do with the administration of the Poor Law after that. I went out of my way, however, in the case of Logan to discover what that man was getting. It was a case of chronic abscesses of the hip. The man was getting his dressings at the infirmary. On inquiring, I found that he was getting 7s. a week. I think Dr Downes was struck at the time with the utter impossibility of expecting to cure the case with a diet which we can assume 7s. a week could procure. That is a case in point strongly in favour of what I have been arguing, that the medical officer should have a better hold of the whole matter, because unless we know the financial position of the patient it is no use. If the man only gets 7s. he cannot get beef or such diet as he requires. Under ordinary circumstances I would have had no knowledge of what was to become of that man. I am placing this case before you in connection with the scheme where the medical officer should in the first place have the guidance of a case.

65346. But that is going rather further, because that is prescribing food in addition to medicine?—We cannot get out of that. There is no use giving medicine to men who don't get food.

65347. The idea was that if there was food given, that would have to be obtained from the Poor Law?—The medical officer will send to the inspector of poor and the medical officer should know how much he is going to give. If he is not giving enough, then the medical officer will send the man to one of the hospitals where he will get everything necessary. We have no control of this subject at present.

65348. The upshot of part of your evidence is that there is not sufficient hospital accommodation?—That is so, for the chronic cases.

Provision for sick children.

65349. (*Mrs Webb.*) Is there sufficient accommodation for dealing with the children's diseases, diseases which might be prevented by early treatment? That has been

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brought before us. I suppose you will find that the sick children's hospitals are invariably full?—We have only one children's ward, and it is full. We don't get the cases early enough.

65350. That was brought to light by that investigation of the school children in Edinburgh?—That is so. I am sorry to say that the children we have in the poorhouse hospitals are generally wretched things that should have had much earlier treatment, and we can do very little for them. Sometimes they make recoveries wonderfully, but on the whole, it is the end that we see, and it is not good. We do not have much accommodation for children, probably for that reason. One ward seems to meet all the cases at Craigleith. Of course you know, we are very particular as regards keeping the children away from poorhouse influences. They are not kept in the poorhouse a day longer than we can help, and so we have a very large number boarded away altogether that I don't know anything about.

Extent to hich xisting edical aid s adequate.

65351. (*Chairman.*) Your final paragraph answers this question as to whether the community suffers owing to the insufficiency in amount or quality of the medical assistance available for the poor, and you answer in a general negative?—That is entirely due to private charity.

65352. The word "available" is a little misleading. Medical assistance might be available and yet it might not be accessible?—But that was your question.

65353. Still, the criticism holds good, that the medical assistance may be available and yet not accessible to the poor?—I don't think that they suffer. It is available by the voluntary institutions. They go to the infirmary and to the dispensary freely enough, but they suffer in relation to the incurable cases. I think the poor are provided for as regards acute cases very reasonably by the charitable institutions and the friendly societies, but the difficulty comes in where the case is a chronic one.

Difficulty of reating ncipient isease.

65354. (*Mrs Webb.*) Is there not also the incipient case that is not searched out? There is the incipient case, there is the acute case, and there is the chronic case. Is it not the fact that there is not sufficient provision for the incipient cases?—I would include the incipient case as the beginning of a chronic ailment and they are gradually going downhill.

65355. That is to say, they are not searched out?—No.

65356. And it is desirable that they should be searched out?—Yes; but how it is to be done, I don't know. I don't know how you are to get people in the incipient stages of some diseases sent off to a home. Their doctor is not very sure about their disease himself, and I don't see how you are going to get them sent off to a home at that stage.

65357. (*Chairman.*) You have been a great many years in practice in Edinburgh?—Twenty-four years.

65358. Would you say that the physical condition of the mass of the people in Edinburgh has improved or deteriorated in these twenty-four years?—I think I had better leave that question alone, as I have not done any work to justify my giving an answer. I think the recent investigations in the schools may help you, certainly, as regards the young population, but, as regards the adults, I should not like to say.

65359. (*Dr Downes.*) There was a Royal Commission on the subject of Physical Deterioration in Scotland?—Was it a Royal Commission? There was a great investigation in which Dr Leslie Mackenzie was very much interested.

65360. I am speaking subject to correction. There was an inquiry by a Departmental Committee in England, and I thought there was one before that by a Royal Commission in Scotland?—I don't remember. I had nothing to do with it anyhow.

65361. I see you are Consulting Medical Officer and Visiting Medical Officer to Craigleith, and also Medical Officer at the Parish Council Chambers?—Yes.

65362. Do you find an advantage in the combination of these two offices?—Yes; I find a great advantage in this respect, that the work in the office can be done smartly, and the inspectors can get away at once to their duties, and then I can finish the work down at the hospital.

65363. You have the advantage of being able to follow up a case which you wish to observe before coming to a final conclusion?—Yes, and I may send a suspicious case to my hospital, and follow it up there.

65364. Take the case of a man that you suspect is malingering; would you send him to your poorhouse for observation, and watch him there?—Yes.

65365. If you found that your suspicions were justified, what would you do?—I would inform the governor that there was no disease there, and then I am done with it.

Certification of able-bodied applicants for relief.

65366. That would practically annul your previous certificate?—Yes; in the course of a few days we would give him a fresh certificate. Might I point out something in regard to the able-bodied? When a man applies, it is the relief committee, with the information of the assistant inspector and the guidance of my certificate or the certificate of other medical officers, that states that the man is to get so much, or is to be offered the poorhouse for so long. They put in the figure for how long. Take a case such as you have described. They know all these diseases that are associated with malingerers, and they put in short periods for such cases—perhaps one, two, or three weeks. Now that case comes down, and if it does not come before the medical officer again the governor has the charge of it. When the time is due the inspector in charge of the case ought to send the certificate down with the doctor to re-examine the case, and state whether the man is now sufficiently well to be discharged—in short, whether an able-bodied certificate can be given, and, if so, then he is put out of the poorhouse. But you must not suppose that the medical officer has any duty in connection with the matter beyond being a medical referee. There may be able-bodied persons staying for a lengthy time in any poorhouse if you do not have the inspectors and the governors looking after them. We are medical referees only. It is not my duty to go and hunt the able-bodied out.

65367. That would apply also to the question as to whether a man was destitute or not. That is not the immediate concern of the medical officer?—It is not his concern at all. We are there merely to give opinions on a technical subject—on certificates—and we are not parochial officials, so to speak.

65368. You are concerned simply with the man's physical condition?—Yes, that is the position we are put in. Occasionally we are made to feel that we have been put in that position, when we would rather have been in the other position, and have had control of a case such as the case I have quoted before—Logan's case.

65369. The inquiry that you mentioned in regard to Logan was for my own information?—Yes.

65370. In that case the man was suffering from chronic abscesses, and evidently in a bad state of health. He told us he had only 7s. a week, and he had a wife and two children?—Yes.

65371. But on further inquiry he admitted that he had other resources?—Yes, he had two aunts; but what he would get would be very little, and would not affect the case.

65372. I take it that the cases that come before you at the Parish Chambers that offer most difficulty are those of able-bodied men?—Yes, they take up much more time than the other cases. The other cases can be dismissed very shortly after a very perfunctory examination. Paralytics, for instance, come in and say, "The same as 'usual, doctor." They are coming in constantly. Then comes the stranger, and his case takes longer. With a kidney case, for example, as you can understand, we must not run any risk, and I recommend the hospital so that I can go into the case thoroughly. Once I have the man's urine examined, and I find that his kidneys are all right, then we can put him out. I once gave eight able-bodied certificates right away from the office, all obviously stalwart strong men, but that was a very big day—I have mentioned it in paragraph 7 of my evidence, the date being 23rd January 1904. We were very full in the poorhouse then, and we had to give the men that came a shilling to get rid of them, and they just poured in for the shilling. Eight of the applicants were referred to the sheriff as able-bodied, twenty-two were sent to the poorhouse, and the rest received a shilling or two shillings to stave off their necessities. The numbers kept on growing and growing, and then it was suggested that the governor of the poorhouse, two miles away, should pay them the shilling, and not the office, and he was to take in any that he could. The result was that, with the uncertainty of getting the shilling, and the fear that they might be taken into the poorhouse, they never went. That was a measure of their distress.

65373. So the test of the poorhouse was an efficient one in that case?—They would not go in, so it seems that it is an efficient test. I have heard it stated that we are not

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sufficiently hard upon some of the cases. That is a matter for you to judge when you are visiting.

65374. Come to the cases that you know fairly well,—chronic cases more or less broken down,—they vary comparatively little?—That is so.

Promptitude of Poor Law medical relief.

65375. Then come the cases in very urgent need of medical relief?—Yes.

65376. Does the system at present in force involve injurious delay to that class of case?—No; at least as soon as they come within our knowledge there is no delay. If a man is ill, say in a lodging-house, then the lodging-house keeper sends down. The inspector is up within an hour, and the doctor is also up within the same time. The man is removed to the poorhouse in an ambulance if necessary.

65377. Is that the district medical officer?—Yes.

65378. That case would not come to you at the Parish Council Chambers?—No, only those people who can come do come to the Parish Council Chambers. It corresponds to the out-patient department of an infirmary, except that we have no treatment. There is nothing to do but to get them down carefully to the poorhouse and classify them.

65379. You mentioned the case of three deaths that occurred at the Chambers. Do you know how these happened?—No. One man was lying dead on the floor when I arrived. I do not know where he had come from. He was a poor man who had slept in a stair, and had come to the parish offices about twelve o'clock and died there. Another case was that of a man that came in after two o'clock, and when giving his evidence to the inspector he began to show symptoms and expired. A medical man was called in.

65380. Do you think there is need of two or three beds at such a place as the Parish Council Chambers?—I have asked for a couch for a very feeble case. A wooden bench with a mattress would do.

65381. Have you such accommodation at present?—No. We have just the room that you saw, and the hall that they sit in.

65382. And yet some very sick person might come to you?—Yes; but they are not supposed to come, and they are not asked to come. These are only cases for which you are not responsible, that you never see till they do come, and is is only occasionally that they come.

Reports of medical officer.

65383. With regard to the poorhouse, have you any duties in the way of reporting on the conditions of the poorhouse from time to time?—Yes, I send a long report yearly on every matter relating to the poorhouse—ventilation, drainage, accommodation, and treatment. I send that report to the Local Government Board.

65384. Does that report also go to the Parish Council?—Yes. I state in paragraph 5 that my last report to the Local Government Board may be consulted.

65385. You speak of it as being to the Local Government Board. I take it that the Parish Council are primarily responsible?—Yes; a copy goes to the Parish Council, and then the house committees have a sitting upon it. We are summoned, and as each paragraph is gone over we discuss it.

65386. Have the Parish Council acted upon any recommendations in your report?—Yes, certainly.

65387. They give attention to them?—Yes; I have been very much pleased with my own Parish Council this last year or two.

65388. How often does the governing body of your poorhouse meet?—I think they meet once a fortnight.

65389. Do you attend?—No.

65390. Do they consult you on medical points?—Yes, they do. I am summoned in regard to every matter of medical interest on which they wish information.

"Test" work in Poorhouse.

65391. Would the question of the nature of test work be a matter on which you would be consulted?—I have never been asked that, but I should expect to be asked in the case of a man complaining. If a man complained that he was being asked to do more than he could do, then I would certainly be consulted about that.

65392. (*Chairman.*) Would you be called in if the man complained?—Yes; if the man sat down and said, "I 'won't break these stones, as I am unfit," then the medical officer would examine that man again.

65393. In the meantime another medical officer has examined him?—Yes, the indoor medical officer.

65394. Would you have a voice?—I have no voice if the resident signs that the man is fit. He generally goes, and there is an end of the matter; but assuming that he would not go after that, then I would be called in.

"Test" work in poorhouse.

65395. Assuming the man protested after being examined by the indoor medical officer?—Then I would be summoned. I never have been, but it would probably be delayed till my visit next day, and the governor would then ask me to look at the case.

65396. You are coming in then as a consultant?—Yes.

65397. And not because you had originally examined the man?—No.

65398. (*Mrs Webb.*) You are consulted about the maximum and not about the minimum?—I am only consulted as regards the man's physical condition being such as enables him to do this work.

65399. It is the maximum?—Yes.

65400. And not the minimum?—No; it is the governor that must control that. He can give him very little or too much, and it would be only in the event of the man complaining of the governor endeavouring to enforce it that this would happen.

65401. (*Dr Downes.*) The man has a right of appeal to the doctor?—Yes, and they all know that. There is a book in which they can indicate that they wish to see the doctor.

65402. Is that enforced by the Local Government Board?—Yes, it is in their rules. It is done at 9.30 every morning. If a man is not up and is remaining in bed, then he has to be seen by the doctor. If he is not sufficiently ill to keep in bed and he wishes to see the doctor, then he has an opportunity of doing so, and he has also an opportunity of stating any complaint which he may wish to make about the establishment.

65403. Do they freely avail themselves of that privilege?—Yes, there is no trouble in that department. They get attention at once.

65404. You spoke of the case of a man breaking stones who took a day to do what could have been done by him in an hour. Do you consider the time element a matter of importance in test-work?—No. The man I have in view is a sort of weak-minded creature; he has no physical disease that will kill him for the next ten years, so far as I know. I was amused by the lazy way he was breaking the stones. He would not put his back into the work—he just played with it; but I do not think the governor was pushing that case. The better test is the extreme isolation. They do not like that. In Craigleith at one time all these test cases were in one department, separate from the other paupers, and in proximity to the test sheds where they got their work to do. They have to go into these sheds and then back to their ward to live in, and they do not see anybody. That tires them more than anything else.

65405. Would you regard the following physical qualities as quite distinct, namely, the quality of strength, the quality of endurance as apart from strength, and the quality of knack. They all come into the equation?—They are never asked to do any trained work.

65406. But there is a knack in breaking stones?—There may be; I am not aware of it. It seems that the only idea in the governor's mind is to give the men something to do. I am certain that his work does not pay the Parish Council. It is merely a kind of test, and a disagreeable thing to do. The chief work that is done in the poorhouse is bunching sticks for firewood, and that pays. These workers stay on ever so long. Now, I do not consider that that is a test; it is just enough work to keep them happy.

65407. It is an occupation rather than a test?—The disagreeableness of the test is a sort of cell arrangement, with one man in each cell. That that man goes out very quickly is a matter of experience.

65408. Do you decide to which of the two poorhouses the medical cases are to go?—No, I have avoided doing that. Occasionally there is a little choice, when there is a good reason for it, but I prefer to let the inspector administer the whole affair, the reason being that I do not desire my colleague to suppose that I am taking the more interesting cases to my hospital. He has never suggested that except in a jocular way, but I prefer to leave the matter there.

65409. Is there any medical classification between the two places?—Yes, there is classification to this extent, that it is supposed that those destitute and broken down, somewhat allied to able-bodied paupers, go to Craiglockhart. There is no classification as regards hospital cases; they are all the same.

65410. Does the Parish Council send cases to the Royal

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Infirmary or to any other voluntary institution in Edinburgh?—No. I may say, however, that perhaps twice or three times in the nineteen years I have sent a case to the infirmary, interesting gastric cases where there was an operation, on being asked if I had such a case. It has been a matter simply of friend to friend; it has not been anything that the Parish Council has asked the infirmary to do.

65411. It is not part of the organisation?—No.

65412. Would you consider it desirable that there should be greater reciprocity between the institutions?—I have not missed anything in that way. I have taken their cases, chronic bladder cases for instance, when they asked us to relieve them. They would ask if I had anything interesting in the way I have told you. Otherwise I have not wanted to send anything to the infirmary. We have a nice surgical operating-room, in which I do all the minor operations, but there is no difficulty when there is a big operation, because the young surgeons come about me, and we do everything ourselves at Craigleith. I do not want to send my cases to the infirmary, unless it might be in the case of a very big thing, and I have not had to do that yet.

65413. Supposing you wished to utilise some special form of treatment, some highly-developed electrical treatment?—There have been three or four Favus cases which we have sent to the infirmary and got the Röntgen rays applied to.

65414. That has been done by your own personal influence?—Yes; no application is made by the Parish Council at all.

65415. Do you think it is desirable that all that should depend on your personal influence; or should there not be a system by which it should be done?—It works at present; but as to whether there should be remuneration between the two, or any other business question involved, I do not know. We pay when we send cases to Colinton.

65416. What place is that?—The Infectious Diseases Hospital. We pay for any pauper cases that we send there.

65417. Might not that principle be extended if you wish to use special hospitals?—It might be done. The infirmary might make £2 or £3 a year out of us. For anything that I have sent I do not think they would even make that. We never require to send cases to the infirmary, because we have all the accommodation now that we require for surgical cases. That has only been recently acquired. We had to fight for a long time to get a proper aseptic room. We have got it now, and can conduct very grave operations in our poorhouse.

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65418. I gather that whatever scheme may be developed for providing medical assistance to the public, and to the poorer section of it, you regard it as important that the feeling of independence should be preserved?—Yes, I think that feeling is very strong in Scotland.

65419. We have not been able to ascertain from the witnesses so far whether there are in Scotland what we in England called provident dispensaries. The definition of a provident dispensary in the report of the British Medical Association is that the recognised object is to enable certain sections of the community to make provision for medical attendance on themselves or their families by a system of monthly or weekly payments. What you have told us about are just yearly clubs?—I think that your provident institutions, such as you have defined them, are embodied in the medical clubs that I have referred to in paragraph 16 of my evidence.

65420. Are you in favour of developing that system so far as possible in Scotland?—Yes. I am in favour of their maintaining these for the acute cases.

65421. Take the case of a man who has not provided under such a system; would you suggest that the present procedure of the legal profession should be followed?—I do not push that.

65422. You merely put this before us as an example?—Yes, to show what the sister profession does to protect itself. I don't know that the infirmary would think it worth while doing this, but it is there for what they may think it is worth. I have been very careful to say that I don't see my way to make it an invariable rule, because a man may not be able to afford a surgical operation and yet might be in such circumstances that it would be a degradation to ask him to go before his kirk session.

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65423. The legal cases which would come before the kirk session are not cases of extreme urgency, while a medical case might be of very great urgency?—That is so; but I don't think they would come forward, because urgent cases get immediate attention at the infirmary right away. I think it is these people who come from the country that are abusing the infirmary. They leave their country doctor and come expensive railway journeys, and arrive at the infirmary to have a consultation. After they are finished you don't see them again. It is these persons that some movement might be made to shut out. They are almost the only kind of persons I would shut out.

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Abuse of voluntary hospitals.

65424. I would like to return to this suggestion of yours, because I think it is a very useful one. Can you tell us how the kirk sessions proceed?—Yes; I have sat on the kirk session myself, and I have seen a poor woman come in about some matter in connection with her husband. The minister and the elders sat round and asked her questions as to what she did, and so forth. "Obviously you are 'very poor; what is it you want to do?" She would say that she wanted to get the benefit of legal advice, and then she got a note from the kirk session stating that she was a poor person unable to afford legal advice. She was then referred to the legal men that are appointed for the poor in Edinburgh. I think there are six or eight of these legal men. The poor woman goes there, and she can even get her counsel. The counsel is chosen by the agent. There are so many of the younger advocates that take up this duty every year. So the poor woman can get her legal advice free, but not until she has gone through this process.

Gratuitous legal advice for poor.

65425. By whom is the payment made?—I take it that it is the generosity of the legal profession, something similar to our free hour in the morning.

65426. Do the kirk sessions make any further inquiry?—Only if there is any reason to suspect. In the case I remember there was no reason to suspect the woman's history and condition, as she was well known to the minister and the visitors. No further inquiry seemed to be necessary, and the certificate was granted readily enough.

65427. (*Mr Phelps.*) Have you an operating room in Craigleith?—Yes.

Poor Law hospitals as medical schools.

65428. Is that a recent establishment?—It has been established only about eight months.

65429. Do you think there is any room for connecting the Poor Law hospitals with the medical school?—That has been mentioned before in connection with teaching, and it is a great pity indeed that the Poor Law hospitals are not used for that purpose, because there is a great deal of interesting material that the students could use. I have suggested from time to time to infirmary physicians (friends of mine) that a short clinical course, consisting even of only half a dozen lectures, would be of great value to the advanced students. I think it would be of great value to be connected in that way with the medical school, but you won't find the infirmary physicians very much disposed to favour that idea.

65430. Would you sketch shortly what proposals you would make in that direction?—The only way would be to approach the Royal Infirmary, and offer to be a sort of supplement to their teaching. I may tell you that the poorhouse hospitals were not recognised for the teaching of women, because there was not sufficient surgical work there. That was the only reason. They did not object to the kind of medical work that they could get there. So it is only from the physician's point of view that they would be considered at all.

65431. Do you know what has been done at Stobhill, in Glasgow?—No. You mean in regard to that?

65432. Yes. Doctor Carr told us that he had certain post-graduate students—I think he said they were resident—and under his direction they pursued their research work, or whatever it may be called. I was wondering whether anything could be done in connection with post-graduate students?—In Glasgow they have a great advantage in the way of accommodation. For instance, the number of probationer nurses that they can take in is extraordinary. We have no such surplus accommodation. The same thing would obtain as regards resident clinical students. There is not enough to keep a man there, and he would not stay in my hospital because of that. It is more for a clinical lecture. With the cases that we have we could give a few useful lectures, but these would not keep a man going. He could go through all the cases in a superficial way in two or three days.

65433. Would he see in your hospital a class of case that he would not likely see in the infirmary, but which it would be useful for him to see in view of his practice

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afterwards?—Yes. There he sees the end of cases—these spinal-cord cases and so on.

65434. I gather that, on the whole, you would be favourable to any scheme of that kind?—Yes, to act with the infirmary.

Nursing in Poor Law hospitals.

65435. Do you have any probationer nurses now?—No. The Local Government Board recognise the position we are in at present, and until the Parish Council consider the question of a nursing home, we cannot go in for probationer nurses. I think they are doing a great deal in that way in the West.

65436. Do you find it difficult to obtain a supply of nurses?—Once in a way; but I do not think there is quite so much difficulty now. I think the lady superintendent has had a difficulty within the last two or three years, but still we have never had to go without our full complement.

Nursing of outdoor poor.

65437. Do you have any organised nursing for the outdoor poor?—No.

65438. Do you think that any scheme would be desirable?—There are always the Jubilee nurses, who meet that to a certain extent, and then, of course, the medical officer on the outdoor duty has the privilege of getting a nurse for any case that cannot be removed to the hospital. As a rule they are sent in to the hospital, but if, in his opinion, the case is not suitable for removal, he can secure any nurse he likes and get the Parish Council to pay for her.

65439. Supposing he recommended that a nurse should be called in or ordered it, what type of nurse would generally be sent in?—A fully qualified nurse with hospital experience. The Parish Council employ no other nurses than these; they must have had at least three years' hospital training.

65440. In a good many cases you would require attention that would hardly necessitate a trained nurse—you might want a person to sit up with a patient?—You mean more a visitor?

65441. A person to sit up at night, and so forth. Do you supply that?—No, we do not supply that, and I have never heard of it being asked for.

65442. With regard to the poor, generally, in Edinburgh, is the supply of nurses adequate?—Do you mean in regard to the whole poor?

65443. Yes?—I should think it is probably not adequate.

65444. Is it possible to procure the services of a nurse gratuitously for outdoor patients?—The Jubilee nurses can be secured gratuitously, but I do not think they are enough in number to go round all the poor, to do it well. If you are to include night work, which is a very important matter in a case, say, of pneumonia, we are certainly shorthanded in the way of nursing. There is no doubt about that if sitting up at night is to be included. The objection to the Jubilee nurse is that she can only come in and tidy up, and then she has to go on to her next case. She is like a visiting nurse; she could not be engaged to sit up with the patient. With any scheme of visiting nurses, then it must be the family friends that will sit up with the patient.

65445. Do you think that any organisation of nursing by the State and town would be desirable?—I have not experience enough to say. I cannot give you an opinion that is worth anything.

Charitable visitation of poor.

65446. Have you in Edinburgh any system of health visitors under the city council?—No.

65447. Have you any experience of the working of that system?—No. In connection with our church we have sisters who visit the poor, and there is no doubt of the great deal of good that they do. They indicate to the clergyman, for instance, anyone that is ill, or in trouble, and encourage them. I should strongly be in favour of that being a part of the public health department—work in the prevention of disease. It is a good suggestion.

65448. (*Mrs Webb.*) It has been brought before us by various medical witnesses that the whole question of medical assistance of the poor has been transformed by the rise of preventive medicine. Do you think that is so—for instance, in regard to infectious diseases, diseases arising from bad habits, and diseases in their incipient stages like adenoids? Take infectious diseases first. Has not the idea in regard to infectious diseases enormously extended?—Yes; but it has developed in a certain direction in which the public health authorities have as yet only taken cognizance of one disease—tuberculosis. In that branch of infection the public health authority has had very little to do, but it may have something to do as bacteriological science advances.

Charitable visitation of poor.

65449. Would you give us the different groups of diseases? Could you tell us exactly where we stand with regard to infectious diseases?—There are three main lines in which you can classify infection. Infectious disease is, as you know, due to pathogenetic living organisms passing into man from without and thriving there. There are many infective processes, and you must include them amongst *infectious* diseases; and when you do so, then one-third or one-half of all the diseases that flesh is heir to belong to this division. The first group is that caused by obligatory parasites, which cannot live anywhere else than in animal tissues, *e.g.* small-pox, scarlet fever, measles, and all these diseases that you have been familiar with up to now as the infectious diseases that the public health authorities deal with. A parasite is obligatory, because it is obliged to live in animal tissues, and it dies at once when it leaves the animal tissues, or very shortly thereafter. It is these cases that are treated by isolation in the infectious diseases hospitals and by disinfection. The second group is caused by facultative parasites—that is, germs that have the faculty or power to become parasites when they get into animal tissues, *e.g.* cholera, enteric, dysentery, and so forth. These germs occupy chiefly the soil, and they get into water supplies. You will notice that this group requires different treatment. In the first group you have disinfection and isolation, and in the second you seek to destroy the germs at their origin. The *third* group is that of the parasites that are capable of living in the animal tissues, and can also live as saprophytes *outside* animal tissues, and can *again* infect animal tissues, *e.g.* tuberculosis and all pyogenetic diseases (pus-forming). These are called the facultative saprophytes, because they are parasites that live in animal tissues and everywhere else. The public health authorities cannot tackle these in either of the ways mentioned in the first two groups, and the only one that has come under their authority is tuberculosis. It is in the third group that there has been such a great advance in medicine as regards these infective processes. I do not say but that some day in the next twenty years you may find that rheumatism is caused by a facultative saprophyte, and the public health authorities may be able to deal with it in some way; but "infection" (to them) except for this question of tuberculosis, is pretty much what is has been in the last ten years. The third group, we are accustomed to think, belongs to the medical doctor rather than to the public health doctor as yet.

65450. You rather assume they will come under the cognisance of the public health doctor?—That is asking too much from me. I do not know what is to come under the public health doctor. I do not think it will come under him unless you can suggest a remedy. There is no use notifying unless you can do something.

Difficulty of treating incipient diseases.

65451. Then we come to the diseases which, if treated in their incipient cases, like adenoids in children might be cured. Those also ought to be searched out?—Yes.

65452. And there is no provision under the present Poor Law medical system for searching these out?—No, it is a matter of volition on the part of the parents.

65453. And the parents may not know about it?—That is so, in mild cases, but I should think that in bad cases their attention would be called to it by the symptoms; they would see that there was something wrong, and with any well-doing parents there should be no trouble.

65454. They might not have the means of getting adequate assistance?—They have always got the infirmary.

65455. But they might not be able to diagnose it?—No, but they would understand in these well-marked cases that there was something wrong with the child. For instance, it would not be breathing properly.

65456. It requires some intelligence on the part of the parents?—Yes, to diagnose it; but without diagnosing there is no difficulty with a child suffering from very bad adenoids.

65457. But you could not expect that degree of knowledge in the case of a slum mother?—No. I think your public health visitations would meet such cases very readily.

65458. There is a third set of diseases brought about by bad habits. Would there not be some desirability of checking these bad habits by health visitation and medical

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attendance?—It might be done. Would you mention some of the bad habits?

65459. Well, there is dyspepsia?—Yes, good advice might be given, as not to hurry through meals, and so on.

65460. Then there is rheumatism?—Yes.

65461. To go to the larger question, taking all these considerations, is it not possible that we have come to a state of affairs when it is desirable to change the character of personal responsibility, and instead of making a man responsible for providing medicine for himself, to make him responsible for keeping well and for keeping his children well, and thus to create a new obligation?—Certainly it is a very good thing to suggest this public health visitation.

65462. And therefore, supposing we had a scheme of free medical inspection and assistance, we might not be diminishing the amount of the responsibility and obligation on the part of the individual citizen; we might only be changing his own incidence from providing medical assistance to remaining well?—I do not think I caught that.

65463. If we had a scheme of free medical inspection and assistance, though we should be taking away the personal responsibility for providing medicine, yet we might be getting a higher form of personal responsibility, namely, the responsibility to remain well and to keep your dependants well?—Yes, I agree.

65464. Supposing we take the sick out of the Poor Law, would it not be possible to have a separate authority of the nature of the Poor Law authority to deal with the able-bodied?—Certainly, I think you would require to do so. If you are to disturb the present arrangement you must have something to look after these destitute people that you are not particularly concerned with, and which you think ought to be working somewhere.

65465. Going about amongst the poorhouses in Scotland, it does seem to us rather unsatisfactory that there is no adequate treatment of the able-bodied destitute persons with a view to making them work?—Do you think you can estimate what is going on in the country just by paying a few visits? This question of the able-bodied is not a thing that is going on every hour of the day. What happens in my poorhouse is this: the house will become full with large numbers, and then the house committee begin to think there are a lot of able-bodied persons sorning in the poorhouse, as they call it. A committee is appointed, and everybody is stirred up, and they drag out every possible man that looks the least like able-bodied. Every time I have seen that tried, they have managed to shift out from the poorhouse at most two men or women, because all the others have disabilities, and you cannot get past that. As to whether you should have a more constant system of watching these able-bodied and getting them out more quickly, I do not know that there is anything in it. You will always have a small percentage of apparently able-bodied in the house. These cases that I have sent down for observation, with simply destitution and catarrh, and things like that, might be said to be able-bodied after three days, after they have got a bowlful of porridge and a warm bed. You might then say that that man should go out, that he was now able-bodied. We find a small percentage of these. If the governors and inspectors are doing their duty, it is quite an efficient system for keeping the able-bodied out of the poorhouse.

65466. What strikes us is that it is not done, but the people do remain in that state, and consequently the provision made for dealing with them so long as they are in is not a provision that cures them of this quality of not working?—Or coming back again and again?

65467. Yes?—I am afraid there are a great many causes at work that would account for that. You think it is not curative.

65468. Yes?—And sufficient work is not given to them to deter them?

65469. I should say that they are not in any way trained when they do come in?—That is the difference in the law of the two countries, and the name indicates what the difference is. Our word "poorhouse" has a different meaning from your word "workhouse." We have combined in our poorhouse not only our sick poor of different grades, but others for whom you have provision in your workhouse. I am for isolating the two, because it is this workhouse class that makes the thing so degrading for the decent class, and therefore I would have a classification. To this extent it is done, that when the hospital is separate from the poorhouse it works well.

65470. It would be desirable to have some place for the able-bodied which was genuinely ordered for the curative treatment of this particular disease of not being willing to work?—Yes. Did you see the test sheds in both houses?

Need of classification of poorhouses.

65471. Yes; and they did not impress me?—There would be no one in them?

65472. Yes, there was, but the work did not strike me as stimulating the desire to work?—I cannot say any more on that subject. It is a matter for governors of poorhouses.

Question of relief to sick dependants of able-bodied.

65473. When you say in paragraph 8 that if a man comes in with a sick wife you would practically find some trivial disability, do you not think that has rather a bad effect on the man's character, that he is getting something on false pretences, and that his brother who might be unmarried would find himself differently treated; would that not cause a feeling of shame and untruthfulness?—That may be so in theory, but it is simply a merciful way of looking at the whole matter. I can imagine if the man has any decency in him there will be a sufficient amount of mental distress to enable the medical officer to sign him as not in good health.

65474. But is it not a defect in the system that it should lead to this rather untrue way of dealing with different people?—You are taking an exceptional incident, are you not?

65475. I mean the whole spirit of the thing?—I do not think you can make a cut-and-dry rule. This is an exceptional incident which I have quoted in order to let you see what I understand by good health, because I cannot define it.

65476. I was only thinking of the effect on the man's mind?—I think it is better to err on the safe side, and take him in and let his wife get relief.

Medical charities.

65477. (*Mr Booth.*) There are dispensaries in Edinburgh which are connected with the infirmary?—No.

65478. They are distinct institutions?—Yes.

65479. Their basis is not provident but charitable?—Yes, they are supported by voluntary contributions, and they have each a small board of medical men.

65480. The charity is given either by the medical men or by subscribers?—Yes, the services of the medical men are given free.

65481. Do any of the recipients pay?—I do not think they pay more than the extent of perhaps a penny for the bottle in some cases.

65482. Practically they are free dispensaries?—Yes.

65483. They are not to be described as provident?—No, they are free.

65484. The kind of contract system that was suggested by the British Medical Association was of another character altogether. It was truly provident?—Yes, entirely.

65485. That again is quite distinct from the provident institutions of the working classes, those friendly societies whose first object is to provide aliment in cases of sickness?—Yes. It seems as if the provident societies were merged in these clubs that I have quoted.

65486. I do not think it is so in the recommendations of the British Medical Association?—Everything that the provident dispensary does, these medical clubs that I have quoted do.

65487. They profess to do, but, practically, they do not deal with the sickness of the home?—They appoint a medical officer.

65488. Yes, they do, but his duties do not always extend to attendance on the family of the subscriber to the friendly society?—That is so; his duties only extend to the man who subscribes.

65489. So the first idea is, that the man should be certified as truly sick, and therefore entitled to his 10s. aliment, or whatever it may be?—Yes.

65490. In addition to that, they try to cure him, because that will shorten the time he is on their funds?—Yes.

Medical aid for dependants of club members.

65491. And it is only as an extra thing, with an extra payment, if there is anything done for the family?—Yes. That is done with the church societies—they take in the woman and children.

65492. But that is not the case so far as the great friendly societies are concerned?—Some of them have made moves to include the wives and children for a certain

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extra subscription, but I do not think that that is the general rule.

65493. The church societies are on quite a different footing. They are dividing societies, and usually partially charitable?—The one I have quoted to you is self-supporting.

65494. But it divides its funds at the end of the year?—Yes.

65495. The subscription, in that case, includes an allowance while sick, and deals with the family as well as the individual?—Yes.

65496. Are there many such that are self-supporting?—I can only speak for my own. I have no doubt you will find others in other churches, and if they are not self-supporting, no doubt they will receive contributions. We have about 700 members, and they all contribute. It is found that, with the interest on the money invested at the end of the year, they get almost all their money back again.

65497. The society starts fresh each year?—Yes, and the members must start again in health.

65498. Is there not some limitation in age?—Yes.

65499. If a man is ill he cannot join again?—He cannot join while he is ill.

65500. And what about the age?—I do not think he can join after he is sixty-five.

65501. So they lack the permanence which gives the real value to my mind to the providents?—That is so. Does the provident go right on to any age?

65502. It should, and I think it does with the great friendly societies?—That is so with the friendly societies, but I think the yearly societies draw a line.

65503. The dividing societies have that great disadvantage, that the results are not continued?—Yes, I see.

65504. The suggestion of the British Medical Association, as I understand it, was that there should be an extension of pure medical contract work, these contracts to include the family as well as the individual?—That will meet it in part, but I am far more in favour of the larger scheme.

Free medical relief and suggested administration thereof.

65505. That is to say, the scheme of giving free medical relief?—Yes.

65506. And leaving it to adjust itself as to who takes advantage and who does not take advantage of it?—Yes. It might be a development of the public health department as regards prevention, an increase in the number of visitors, and then the other part of it would be the medical part of it. Of course the financial part would have to be developed, and I am not saying anything about that.

65507. There would be two sides to it—the domiciliary side and the institution side?—Yes; my idea was an institution at the head like a dispensary, perhaps, and the officers living in it, or you might have two or three in the different districts, and let the people come to it as to a dispensary corresponding to an out-patient department, and then you would have the young medical officers visiting those who were sick.

65508. There would be no payment at all?—No.

65509. Neither for the relief outside nor for the treatment inside?—No.

65510. The admission to the inside treatment, which is vastly more costly in every way, would be according to the medical certificate?—Yes. You could make it like the lunacy certificate if you like, and have two medical men to certify when the patient is suffering from a chronic and incurable disease before he is taken into one of those institutions, because, I have no doubt, there would be malingering so as to get in.

65511. In order to get into an institution the certificate would require to state that they could not be properly treated at home?—Yes. In regard to those cases that were very poor there would be some authority corresponding to the inspector of poor, I suppose, who would have to state what he was going to give to help the man.

65512. That is when he is being treated outside?—When this medical organisation that we have been speaking of meets with the case in the first stage of illness, then the case will be treated at home. The medical officer will ask, "Have you enough, can you be treated in your own home, can you get the things I wish you to have? If not, you will have to apply for relief." And then there will be someone that will have to state how much he will give him. If what is offered is insufficient, then he must go into one of the institutions.

Free medical relief and suggested administration thereof.

65513. If the medical side of it can be conducted in the home and there is not sufficient aliment coming, then he will apply to the Poor Law?—Yes.

65514. And he will become a pauper?—Yes.

65515. You will require to have either a different organisation to deal with that or a different committee of the same organisation?—I have not touched on how this organisation is to be financed.

65516. But how is it to be done with regard to the work? You would require to have an inspector who would see that the aliment was deserved?—Yes.

65517. And so you would think that the whole structure of the Poor Law would remain?—Yes.

65518. You would not get rid of it at all?—No, but you are getting the medical question off your mind.

65519. By not inquiring whether they are poor or not when giving the medical assistance?—Yes.

65520. In regard to the institutions, would it be according to a mere line of medical decision whether they were entitled to the institution or not, and would the institution be invariably gratuitous?—I think it should lie with the medical authority entirely. Two certificates, as in the case of lunacy, would be a sufficient safeguard against any improper person being placed in one of these institutions.

65521. That is a person coming in who did not require the medical treatment that he would receive in the institution. Would you draw any lines as to means, or would you treat everybody equally in the institution whether rich or poor?—The rich would not avail themselves of it, but I would let them all come.

65522. With regard to the institutions, there would be differentiation as to the nature of the case to be treated?—Yes.

65523. You would have the chronic treatment carried out in an institution where a patient might remain for the rest of his life, and it would be a different institution from where the acute cases were treated?—Yes.

65524. But they would all be under the same central control?—Yes.

65525. What is your view of the existing voluntary infirmaries? Are they to be brought in?—They will fall in if the thing is a success.

Co-ordination of voluntary infirmaries with free medical scheme.

65526. And no longer receive subscriptions or donations from the public?—It might affect the voluntary contributions, no doubt, especially if you levy a rate. People would begin to say, "We pay for this already; we are not going to give any subscription to the infirmary." Let as much of the infirmary fall in as will come. I would say that it might be taken this way: let the infirmary people keep a couple of pavilions for its Edinburgh citizens, and let the other part remain as a national institution that all the country can avail itself of.

65527. And let it take its chance?—Yes.

65528. Probably it would go to the wall?—I do not know; but that would not matter if your organisation is complete, as suggested.

65529. You leave the financial question on one side, and you do not express any opinion on it?—I am not qualified to give an opinion on how to raise the money, or to tell you how much it will cost, but I think that the question is such an important one that it should be taken up whatever the cost.

65530. That is to say, you think you would deal efficiently with disease?—Yes.

65531. With regard to the medical question, it would involve a complete national medical service for dealing with the portion that was free?—Yes.

Effect of free medical aid on private practitioners.

65532. What effect would that have on private practice?—I do not think it would have any effect on a private practice that was worth anything at all. The rich people would not come in, and it is the rich people only who pay the practitioner. The class you are working with are not a class that the practitioner would take a fee from.

65533. Do you think that some of the medical officers would also be carrying on private practice at the same time?—No; I would have them all whole-timers for the time being. The young medical men would be very glad to do the work if they got their share of the hospital experience. A young medical man would not require a large salary, as this would be his way of getting experience. After two or three years of this work they would pass on

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to private practice or to other appointments. You would be instituting a supply which I think might benefit the younger members of the profession, and which would not do the medical profession any harm. They would actually be getting their experience and being paid for it.

65534. (*Chairman.*) Do you say that the medical profession is overstocked now?—Probably, like the advocates, there are too many of us, but it is not a question that I have any statistics on. I often hear that there are too many, but I think that if they would spread themselves out and go abroad there would not be too many.

65535. The medical service would be very unpopular if the profession was rather overstocked? Won't you be giving a great many of them something to do?—I do not think these appointments will be much sought after, except by the younger members of the profession. You are not responsible for what the older members are doing; they would not be affected in any way?—I do not think you are taking fees away from them. If you are, then I do not care, because I do not think it is right to take fees from people of that class at all.

65536. How are the dispensaries supported here?—By voluntary contribution.

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65537. You made one very interesting statement in connection with the extension of the category of infectious diseases over which the public health department have control. It has been said that there has been a great extension, and that therefore the health authorities are encroaching on the most of diseases that are being dealt with by the private practitioner. I think you rather combat that, and say that with the exception of tuberculosis there has been no extension?—Yes. I have defined the three groups. The first and second groups are as they have been for some years, but there is a development of the third group, as I explained, of which tuberculosis is the type that the public health authority has now taken notice of. I cannot tell you, and I do not know that anyone can tell you, how many more of these infective processes will sooner or later come under their notice and be thought desirable to have notified. If you include all of the third group, you probably include one-third or one-half of all diseases that flesh is heir to, if you call it infection, and you must call it infection, because they are infective processes. But there are different degrees of infection. There is the infection that is all about, and then there is the infection that is bottled up and cannot do any harm, but still it is an infective process.

65538. So it will be rather a matter of public policy as to how far the public health authority, or those behind it may think it necessary?—Yes; and they may have still greater control as this group develops, but I do not think anything will be done by the public health authority in that way for some time. Let them deal with tuberculosis first.

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65539. (*Mr Booth.*) With regard to infection, I suppose the chance of the infection taking depends a good deal on the condition of the person who is liable?—Yes, the condition of the soil.

65540. That is to say, half-starved people may take infection where well-fed people won't?—That is so; they are fortified against the invasion.

Need of and provision for nourishment of sick poor.

65541. That does make it very difficult to separate the question of aliment in this connection with health. My point is this, that you cannot separate it, and I put it to you that the question of aliment which you have left with the Poor Law is at the bottom of the treatment of disease to an enormous extent?—A medical man cannot afford simply to give his medical advice and treatment out of relation to the financial position of his patient. If the patient has not got the wherewithal, then he must apply and must be connected with the Poor Law, but it should come second to the opinion of the medical officer who has been called to the case.

65542. You have large numbers of people, especially in the towns, living under very unsatisfactory conditions?—Yes.

65543. And the sanitary authorities seek to deal with those conditions in various ways?—Yes.

65544. Beyond that and underlying all that are all the conditions which are connected with poverty?—Yes.

65545. You must not wait till people have got the infection. You want, if you can, to cure the poverty?—Yes, as much as possible.

65546. And you cannot really make separate departments?—No.

65547. That is my difficulty in any scheme that separates the two?—Yes; they cannot be entirely separated, but they may be controlled in different ways.

65548. (*Dr Downes.*) I should like to clear up a little further this question of infectious diseases. I gather that you consider that a very considerable sense of proportion is necessary in dealing practically with the infectious class of diseases?—Yes.

65549. That is to say, small-pox, on the one hand, and, shall we say, infective periostitis, on the other, are very different?—Yes.

65550. And we might get into difficulty if we included both?—You must not run away with the idea that because it is called infectious, therefore it is taken out of the hands of the medical officer and sent to the public health department.

65551. Small-pox and tuberculosis may both be infectious, but the practical applicability of that infection is very different?—Yes.

Mr Thomas Goodall Nasmyth, M.D., D.P.H., D.Sc., F.R.S.E., called and examined.

Mr Thomas Goodall Nasmyth, M.D., D.P.H., D.Sc., F.R.S.E.

65552. (*Chairman.*) You are Medical Officer of Health for the Counties of Fife, Kinross, and Clackmannan?—Yes.

65553. And also for the Burghs of Alloa, Alva, Anstruther (Easter), Anstruther (Wester), Auchtermuchty, Culross, Dollar, Earlsferry, Elie, Inverkeithing, Kilrenny, Leslie, Markinch, and Tillicoultry?—Yes.

65554. You have been good enough to send us a paper, which we will take as your evidence-in-chief?—Very well.

(*The witness handed in the following statement.*)

1. I am M.D. of Edinburgh University, and also D.Sc. in Public Health, D.P.H. of Cambridge University, and a Fellow of the Royal Society of Edinburgh.

2. For about sixteen years I was in general practice, and was Medical Officer under the Poor Law to three parishes. I also acted as Medical Officer under the Public Health Act of 1867 for two parishes.

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3. Since 1891 I have been Medical Officer of Health to the counties of Fife, Kinross, and Clackmannan. I have thus had extensive experience of Poor Law and Public Health administration, and have long had special views as to the administration of Poor Law, which, to my way of thinking, requires alteration and amendment.

Medical Assistance of the Poor.

Operations of sanitary authority and resultant effects.

4. *Sanitary Authority, Local Authority, and Town Councils.*—These bodies most directly assist the poor as well as the well-to-do in treating persons suffering from infectious disease in hospitals at the expense of the ratepayers; nursing, medicine, and medical attendance of the best available kind are given where needed. Infected houses and clothing are disinfected without charge. This is a direct benefit and also an indirect, in so far as it tends to reduce preventable illness, and thus enables workpeople to continue at their work, which infectious or other illness would interfere with. In other words, by keeping working people healthy it adds to their capital value. This is a wide and important subject, and it applies to all the work involved in Public Health administration, such as water supplies, drainage, scavenging and cleansing, housing.

5. By all these the country has been rendered healthier, the chances of living increased. If the general physique of the dwellers in towns has not improved, it points to other agencies at work, and for which other remedial means must be adopted.

Treatment of phthisis.

6. The treatment of persons suffering from pulmonary phthisis is attracting much attention in Scotland at the present time, and many local authorities are undertaking this. When it becomes general, the prevention and cure of the disease will provide a boon to poor people which

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only the people with money can presently obtain. The reduction of the number of cases of pulmonary phthisis would be followed by a reduction in the number of persons deserving poor relief, as the cost of medicines and medical attendance on persons suffering from that disease is great, and extends over very long periods, and must cause, and does cause, poverty and the necessity for parochial relief. The work of local authorities is brought to bear on that of Parish Councils very directly in the ways indicated. Unclaimed bodies have to be buried by local authorities, recovering any funds that may be available. Usually there are none, however.

7. *The Poor Law.*—The Poor Law Act of 1845 has been little changed by the Local Government Act of 1894, which dealt mainly with organisation and election methods. Reform is needed, in my opinion, with the main objects of securing that the really deserving poor get the benefit of parochial relief, and not that the funds should, to such a great extent, go to the payment of officials.

8. There is too great a disproportion between cost of administration of the Act and the amount doled out to poor people.

Deterrence of poorhouses.

9. There is too much harshness exercised by inspectors of poor. There is too little inducement for respectable paupers to enter poorhouses. Many would rather die than enter them. Why is this so? The feeling exists to a great extent, and the reasons are worth inquiring into. I give a few which have come to my knowledge:—The objection to husband and wife being separated. The hardness and melancholy of the life The absence of little comforts which the people get even in their own poor homes. The objection to official routine of the whole life of the poorhouse. The poorness of the food, both as to amount and kind.

Need of compulsory powers for Parish Councillors.

10. Another defect of a kind which affects Public Health work is the absence of any power to send an old woman or man to the poorhouse when they have become incapable of attending to themselves. Such people soon lead to unmitigated nuisances, both as regards their clothing and their houses and surroundings, and the local authority and its officials often are at their wits' end to know what to do with such people, who, as a rule, absolutely decline to go to the poorhouse. These people are often on the borderland of insanity, but not so close as to be certified insane.

11. If they were certified as unfit to take care of themselves, there should be a power to remove them to the poorhouse or some such place.

Insufficient nourishment for sick.

12. I have often experienced trouble with the inspectors of poor with regard to what I consider was necessary, as a medical man, for sick people in the way of food and stimulants. In my early experience I was concussed into restricting the amount I considered necessary. I had just begun practice, and, for fear of causing offence, yielded.

Need of discriminate relief to casuals.

13. I consider poor people, especially casuals, travelling from place to place, perhaps in search of work, are often harshly treated by the inspectors of poor. Again and again I have met with such cases, and, but for private charity, the people would have been neglected. I am aware great judgment is necessary to discriminate between the provident and willing to work, and the improvident and the unwilling, there is such a large proportion of the latter.

Inadequacy of Poor Law relief for certain classes.

14. *Where the Poor Law does not help.*—The blind, deaf, dumb, and imbeciles in this country are left very much to the tender mercies of the charitable and benevolent, by whose contributions institutions for these people are maintained. Why should not these, instead of struggling from hand to mouth as they are, not be supported by the State.

15. Hospitals and infirmaries, sick children's hospitals, lying-in hospitals, etc., are supported by the public. This all relieves the rates, and there are no Government contributions. Why should this be? School Boards relieve the parish rates, but on the principle of robbing Paul to pay Peter in supplying free education, free books, and further proposal to supply food and medical attendance. In these ways the School Board is undertaking the function of the Poor Law authority, and going beyond it by supplying those able to pay.

Unification of local authorities.

16. From what I have briefly indicated, there is a corelation of function and overlapping of execution between local authorities, School Boards, and Parish Councils. Could this not be obviated by combining the three sets of Boards, and thus tend to economy, which is sorely needed in the interests of ratepayers?

17. By combination, fewer officials would be required, and this would tend to economy.

Unification of local authorities.

18. The district committees and Town Councils at present constituted as the local authorities are responsible for the administration of the Public Health Act. There is no reason why they should not administer the Education and Poor Law Acts, delegating details of local administration to sub-committees.

19. To obviate the inconvenience which would result from the clerk to these bodies being of necessity a considerable distance removed from each parish in distributing Poor Law relief, this could be done either through the post-office or police office. The postmaster or police constable could telephone to the central office for instructions when relief was asked in emergencies. In ordinary cases, the persons drawing relief could obtain it at either of the above offices. The police, as a rule, have a good knowledge of casuals asking relief, and could discriminate between the deserving and the undeserving. By a system like this there would be a reduction in the number of clerks to School Boards and to Parish Councils, each of which at the present time has its own.

20. This scheme I advocate, and the suggestion that School Boards, Parish Councils, and local authorities and Town Councils should combine, and that blind asylums, deaf and dumb asylums, and imbecile asylums should be State-supported, exhaust my proposals.

65555. (*Chairman.*) I see that you have acted in two capacities in connection with public authorities. You were medical officer under the Poor Law for about sixteen years?—Yes; and then for about sixteen years I have been medical officer of health.

65556. You are now medical officer of health for the counties of Fife, Kinross, and Clackmannan, and certain burghs which you have named?—Yes.

65557. You are medical officer of health for all the population in those three counties except the burghs which are grouped together?—Except certain large burghs in Fifeshire with a large population, but I am medical officer for nearly all the small burghs.

65558. Are there separate local authorities in all these burghs?—Yes. Although a number of burghs may constitute practically one small town, still they are very often separate local authorities.

Burghal recognitions of infectious diseases.

65559. Is there much difference in their methods as public health authorities in dealing with diseases?—That depends entirely on circumstances. Where you have a medical officer of health in practice and where you do not have one in practice there is a considerable difference in the administration.

65560. I was thinking about notifiable diseases. In all the area for which you are medical officer are the same diseases being declared?—Yes. The same diseases are notified under our Public Health Act.

65561. But there are certain diseases the notification of which is optional?—Yes. We extend these from time to time. For instance, cerebro-spinal meningitis is notifiable just now in nearly all the local authorities in Scotland. In some large towns they have added phthisis.

65562. What I wanted to get at is this: you are officer of health for a very considerable number of different authorities; have you been able to get all these authorities to take the same view?—Yes. They have taken the same view, except with regard to the question of phthisis, where some are in favour of compulsory notification, but otherwise there is no difference in all the burghs with which I am connected.

65563. I come now to your criticisms on the Poor Law. You think that too much money goes to purposes other than parochial relief?—Yes, that is my opinion.

Deterrence of Poor Law relief.

65564. Do you think there is too little inducement offered to respectable persons to enter the poorhouses?—Yes; in my experience there used to be the greatest reluctance to go to the poorhouse. I remember decent people objecting to go, and that was for various reasons, such as separating husband and wife, missing little comforts, and the food not being very nice.

Excessive cost of Poor Law administration.

65565. Your contention is that too small a proportion of the funds distributed go to the relief of the poor?—The more that go into the poorhouse, then the less the amount that goes direct to the relief of the poor, but there are a great many being treated in their homes.

65566. Taking outdoor relief, what proportion of the expenditure now goes to the payment of the officials which you think ought to go to relief of the poor?—I could not

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give any exact data about that. I am just taking it from my general knowledge.

65567. You make rather a definite allegation?—I might have fortified myself with certain statistics about that, but I did not do so.

65568. It seems that what you suggest would operate in the direction that you condemn—that is to say, if you induce more people to go into the poorhouse, the result is that a larger proportion of the Poor Law funds will be spent on payment of officials?—Yes; but I am not talking so much of the poorhouse as of the poor who get allowances at their own homes. I think there is a very small proportion falls to them in proportion to the sum that is spent on administration.

65569. I thought in many of these rural parishes there was very little spent in administration?—In every parish you have got an inspector of poor and a collector, even although it may be a very small parish. You have always got those salaries, and the salaries are not always regulated by the size of the parish or the number of the poor.

65570. But you must have both those officials?—Yes; my suggestion is to group parishes and to group authorities.

65571. Your object in making these remarks was not so much to find fault with individual systems in existence, but with the general system which, by amalgamation, could be made better?—That is so.

65572. You would agree that the Poor Law must, to a certain extent, be a deterrent?—Yes, or there would be no end to it.

65573. Your first point is that you want more powers of removal in the case of persons quite incapable of looking after themselves?—Yes, that is a very important point. It is a defect I have come across very frequently; perhaps an old man or an old woman practically bed-ridden, not quite insane, but not quite sane, and not able to look after themselves. They won't go to the poorhouse, and the Poor Law has nothing to do with them. We cannot force them to go anywhere, we cannot send them to the poorhouse or to a lunatic asylum, and they remain there, a nuisance and danger to themselves and others.

65574. I suppose these cases are of as frequent occurrence in rural districts as in towns.—Yes; and they often become grave dangers.

65575. They are on the borderland of insanity, but not so near as to be certified. How do you deal with them?—We deal with them as nuisances. The local authority has to keep their houses clean. They may have to be cleaned every day, and the thing goes on for days and weeks and months, and at the end of the year you are no further forward.

65576. You have to provide people to clean their houses?—Yes. I don't think that the local authority should be called upon to do that.

65577. You would remove them?—I would have some power to remove them to the poorhouse. At the present time you cannot compel them to go to the poorhouse if they don't wish to go. Now, I would compel those people to go.

65578. How long is it since you were a Poor Law doctor?—Sixteen years.

65579. You state that you had considerable difficulty at times in getting food and stimulants for persons under treatment?—Yes; my treatment was very often reviewed. I was thought to be too generous, and I was found fault with on many occasions. I thought it was very unfair that the poor people should suffer.

65580. Would you say that a more liberal view is taken now?—I think so.

65581. With regard to casuals, the evidence we have had is that the law rather wants stiffening as regards a considerable number of casuals or vagrants, although there may be a certain proportion of persons who are legitimately travelling about in search of work?—Yes; really the great difficulty is to distinguish between the deserving and the undeserving casual. I know there are a great many of those casuals travelling through Fifeshire, and they will get the offer of work, but a great many of them won't take it. Then there are those who are not able to work and who have to depend very much on private charity for getting a night's lodging, and that sort of thing.

65582. You want to discriminate those who are *bona fide* from those who are not?—Yes.

65583. What is really wanted is some authoritative machinery in the large towns, and so on, to give persons who are really *bona fide* certain lines that would secure better treatment for them than the mere vagrants?—Yes.

Discriminate relief for casuals.

65584. How do you come across these casuals?—Before coming to Edinburgh, I lived in the town of Cupar, which is on the main line between Dundee and Edinburgh. They used to come to my house frequently, and I got to know them. They went to the inspector of poor and got no relief there, and then I had to give them a little to pay for their lodging. Very often I found that the inspector of poor neglected a deserving case.

65585. Did you find any considerable proportion that were *bona fide*?—A very great proportion of them were not, but still there was a proportion quite deserving.

Unification of local authorities.

65586. Your idea would be to put all hospitals or infirmaries upon either the rates or upon public funds?—I think so. The most of those large hospitals, infirmaries, sick children's hospitals, and lying-in hospitals are carrying on magnificent work, and yet they are living from hand to hand. They often wonder how they are going to manage to get money to go on with.

65587. It is suggested to us that the reason they do get money is that there is a deficit, that people would not subscribe unless there was a deficit?—That may be so.

65588. Your idea is that there should be greater combination, and that some public authority should take upon themselves more functions than they have at present?—Yes. I don't think that the maintenance of those institutions should be left to private charity and to fall upon a few.

65589. Your idea is that you could combine the work of the town council with that of education and the Poor Law?—Yes, I think they should be combined, and I don't see any administrative difficulty in doing it. At present, county councils are divided into district committees, and these district committees administer two very different things—roads and public health. Now, there is very little connection between roads and public health. I suggest that education and the administration of the Poor Law should be attached to the duties of county councils and district committees.

65590. In towns would there not be great difficulty in getting through all the work?—You would have different committees for the different subjects. I don't think it would make very much difference in the end, as practically you have the same persons on these town councils and school boards—they are practically the same men.

65591. Is not the great distinction between the Poor Law work and the other work this: that whereas the other work is mainly administrative, the most important part of the Poor Law work is judicial, investigation into cases?—Yes.

65592. And that wants a special training and great patience?—Probably it does.

65593. However, that is your idea—you would like more combination?—Yes; and I know that that idea is held by a great many other people.

65594. The county authority is the authority for the whole of the rural district for health purposes?—Yes, apart from the burghs. The burghs are quite separate.

Advantage of larger areas for administrative purposes.

65595. Do you find much difficulty on account of the smallness of area?—Yes; wherever you have a small area then you have a great deal of difficulty. In Fifeshire the idea of combination has been carried out further than in any other part of Scotland. The object of the county council, underlying what they have done, was to group all the areas together, and that was carried out. Most of the burghs employ me as their medical officer, but, of course, they have perfect independence.

65596. I see you are employed by fourteen burghs. Are they mostly combined?—They are not combined at all. They only appoint me as their medical officer of health, but they don't combine in the slightest degree.

65597. Not even for health purposes?—They simply combine to employ me as their medical officer of health, but one burgh has nothing to do with another. For instance, there are West Anstruther, and East Anstruther, and Kilrenny; if you went into the town you could not tell where the one burgh began or ended, and yet these three burghs have nothing to do with each other beyond employing me as their medical officer of health.

65598. Do you find there is any difficulty when there is a scheme that affects them all in getting it carried through?—Yes, it is very difficult, especially in questions of drainage and water supply.

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Advantage of larger areas for administrative purposes.

65599. So you want a large area for public health purposes?—Yes. That was a great improvement that was introduced by the Act of 1899, the combination of parishes so as to give a proper area for administration.

65600. You would like not only a combination of various functions, but you would like a larger area for all purposes?—Yes.

65600A. That, of course, would give effect to your idea of reducing the administrative expenditure?—Yes. We have lots of very, very small parishes in Fife.

65601. (*Mr Booth.*) There would be a point at which the enlargement of area would be sufficient without the combination of functions? It would be only a very sparsely populated place where you wanted both?—I think you would have to combine the functions if you enlarged the area.

65602. You would not get any economy in the number of people employed?—You would reduce the separate staffs for each parish—the same staff might manage a large area.

65603. Could they also manage the combination of many functions?—I think so. They do it to a large extent already in county council administration, where they administer a great many subjects.

65604. Is it economical?—It is not specially expensive. I don't think they have increased the rates very much above what they were under the old system.

65605. Your object is economy rather than efficiency?—I, as a ratepayer, object to any further increase in the rates in this country. I think they are unduly high. I want to get efficiency without increasing the rates.

65606. If you enlarge the areas, don't you reach a point where there would be no more saving in the combinations of services?—There might not be more saving, but I think there would be greater efficiency.

65607. Your main point is that you think more should be done to secure that the really deserving get the benefit?—Yes.

65608. Then you say that you are aware that great judgment is necessary to discriminate?—Yes.

65609. Are not that great judgment and care necessary rather expensive in operation?—I suppose they must be. Of course, there is probably greater difficulty in that respect in the large towns than in the smaller country districts where the paupers are all known, and there is less studying of each case than there will be in large towns where the men and women are not known to the members of the Board or to the inspector.

65610. Therefore you would necessarily have an expensive service in dealing with these large populous areas?—In large towns you already have a large area. You would only have to combine the different Boards.

65611. And you think that would be an advantage?—Yes.

65612. In dealing with this principle of discrimination you would have to use the indoor relief as a test?—Yes, I suppose that is the best test of all.

65613. Does that not land you in further expense; are you not landed in expense as regards institutions, expensive institutions, to which the paupers are sent?—Yes. The expense might be increased in that way, but I think it would reduce the expenditure on administration in the way of separate treasurers and collectors and clerks for each parish.

Deterioration of younger generation, causes and effects thereof

65614. (*The Bishop of Ross.*) You think that the various sanitary arrangements have improved in the country?—There is no doubt about that.

65615. You say that if the general physique of the dwellers in the towns has not improved, you must not find fault with the sanitary work that has been done?—That is so; it must be attributed to some other cause.

65616. Do you think that the health in the towns has not improved?—The general health has improved. I was rather referring to the physique of the younger generation. My personal view is that it is not improving, it is deteriorating.

65617. But that arises from other causes than from the sanitary arrangements?—Yes.

65618. Briefly, what is your opinion of these other causes?—I think, to a very great extent, intemperance is the main cause of bad feeding, the result probably of poverty caused by intemperance.

Deterioration of younger generation, causes and effects thereof

65619. Very often the cause and the effect are intertwined; is not intemperance the result of bad feeding sometimes?—Yes, but I am afraid that is an excuse for intemperance.

65620. They seem to act or re-act?—Yes, it is very difficult to say which is the cause and which is the effect.

65621. The housing question is also another cause?—Yes, but a great deal has been done in the way of improving houses. Every year something is being done. Whether more might be done is a bigger question, but without any doubt in both towns and rural districts the conditions have improved very much in the last twenty years.

65622. Is there still further room for improvement—Yes, there is no question about that.

65623. There is room for improvement in the remote towns and in the islands in the Highlands of Scotland?—Yes, there is no question about that. I speak, of course, of a very prosperous county like Fifeshire, where there is no difficulty in getting improvements carried out. If you go far north, then the question of the expense and want of money comes in.

65624. You are rather anxious that more people should avail themselves of the Poor Law?—Yes.

Excessive cost of Poor Law administration.

65625. At the same time you said that you were unwilling that the rates should go up?—That is so. I say that the money which is collected for the relief of the poor should, as far as possible, be spent on the poor, and not on administration. Of course, there must be a certain amount spent on administration.

65626. You seem to favour the administration by committees of the county council. When these committees assemble to do the work of their particular district, must they not have clerical assistance at their meetings?—Yes. Let me give an instance. Before the Local Government Act of 1889 was passed, in every parish in Scotland there was a separate local authority for the so-called administration of public health. There was a medical officer, and there was an inspector for each parish. Now, by this Act perhaps twenty parishes were grouped together, and instead of having a separate official for each parish there is now only one medical officer of health and one clerk.

65627. I can understand that the grouping of your small parishes into large areas will bring about economy, but if you wish to administer a great deal of public work through the committees of the county council, is there not a danger that the committees themselves might become quite as expensive to run as the original body?—Those committees have not added much to the expense in Scotland. Of course, they are not paid anything. They don't get railway fares or expenses; they do all the work gratuitously.

65628. I understand that, but they must have officials to assist them in their work?—We have officials, but we have fewer of them. Of course, they are more highly paid; but I hold that the rates have not been increased in Scotland in consequence.

65629. If you throw a great deal of work on those committees, will those unpaid members be able to give the necessary attention to the work? Take the question of administration of outdoor relief?—I don't think the question is any more difficult than the problems that county councils are constantly dealing with.

65630. But is it a question of the time that the members of the county council will have to give to their public service. Might they not have to give up practically their whole time to the public service?—Those bodies are practically composed of the same members. Practically the same men are members of the School Boards, of the Parish Councils, and of the district committees.

65631. So it would come to the same thing in the end?—Yes.

Discriminate relief for casuals.

65632. You divide your casuals into three classes: those who wander about pretending that they would work if they got work, but who are unwilling to work; secondly, those that wander about and are unable to work; and third, those that are *bona fide* in search of work. Do you have much sympathy with the second class, viz., those that are unable to work?—Yes, I have great sympathy with them.

65633. Why should they tramp about, and not remain in their own districts?—It is perhaps easier for them to be in the fresh air than working at some unhealthy occupation.

65634. Should they not remain in their own parishes?—Yes; but there is that love of wandering about that seems to be part of their nature.

Discriminate relief for casuals. Compulsory powers for Parish Councillors.

65635. You would not have any desire to suppress that roaming spirit of theirs?—No.

65636. (*Mr Phelps.*) You are in favour of removing people compulsorily when they are past a certain stage of helplessness?—Yes.

65637. That would carry compulsory detention with it?—Yes.

65638. That is a very dangerous power to put into the hands of any body of men. What safeguards would you suggest?—I would make it very much similar to the case of removal of a lunatic. You must have two medical certificates, and what is done is subject to review by the inspectors of lunacy. If a person is found not to be insane after a certain length of time, then he is sent home.

65639. You are introducing quite a new principle into the Poor Law. We have no compulsory detention at present?—I don't suppose there is, but this is not quite a Poor Law case or a lunacy case—it is between the two, and I also think that it is a public health case.

65640. Do you think it is better treated under the Poor Law or under the public health?—I think it should be under the Poor Law, as we have no place where we could send them to, while the Poor Law have their poorhouses, and have always access to asylums.

65641. People of that sort need not necessarily be destitute?—No. They often have a little money.

65642. Then it is rather difficult to bring them under the Poor Law?—Yes; but the Parish Council is the only authority I can think of in the meantime.

Functions and *locus standi* of medical officer of health.

65643. What are your functions with regard to those people as a public health officer? You are concerned with the state of the house?—Yes.

65644. What rules do you lay down for your own guidance with regard to that generally?—We very often get complaints. The complaint may be sent to me, or to the sanitary inspector, or to the local authority. We visit and see the house, and if we find it to be very dirty we talk to the people and try to persuade them to keep it clean, but they don't do so.

65645. Is the complaint this, that the state of the house is injurious to the health of the occupants, or to the people round about?—The people round about usually complain.

65646. Have you any *locus standi* unless people in the neighbourhood complain?—Yes; if the house is in a foul and filthy condition, and liable to cause disease, we have power to enter the house.

65647. Do you mean cause disease to the occupants?—Yes.

65648. Even if there is no risk of disease being caused to the surrounding neighbourhood?—Yes.

65649. Do your powers extend to personal habits at all; to verminous persons, for instance?—No.

65650. You would not interfere?—If a person was in a verminous condition, then we might be certain that a house was in a verminous condition, and we would deal with the house.

65651. In those circumstances you put in people to clean the house and keep it clean?—Yes.

65652. Have you many such cases?—Yes, a good many. It is not that I grudge the expense of the thing; what I object to is the danger to the neighbourhood—the danger of their setting fire to their house, or something like that. Then it becomes a scandal, and people say, "We have complained to the parochial authority and to the public health authority, and they have taken no notice." I have sometimes been afraid of these people being eaten with rats. I have known a case of a person in such a condition in a house overrun with rats, and the rats attacked the dead body. Now you could not blame the local authority nor the parochial board, because we are not able to remove these persons from their house.

Discriminate relief for casuals.

65653. You said that you relieved some casuals and did not relieve others. What tests do you employ as to the genuineness of the application?—I am quite out of the Poor Law administration.

65654. But as a private individual, what test do you apply?—I would say that the poorhouse is the right test.

65655. But in your own dealings with them?—I try to find out if they are genuine, and sometimes I ask the police.

65656. Do you ever follow the cases up?—Yes; and in many of them I have found the result quite satisfactory. I have found that I have given charity to people who should not have got it.

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65657. Now how many will be unsatisfactory?—More than a half.

65658. Would you say that nearly a half would be satisfactory?—I did not trace them all up, but of those I have traced up I have found at least one-half to be unsatisfactory.

65659. The proportion seems to me to be very small?—Of course, I did not always trace them up or bother to ask about them. If I had done so I might have found a great many more to be unsatisfactory.

65660. Do you offer them employment of any kind?—I could not say that; but I am connected with a large industry in Fife, and I know that our people offer work to a lot of those men, but they cannot get them to work. They will work for a few hours and then go away.

65661. Have you noticed whether the number of vagrants passing your house varies very much?—Yes; it varies according to the trade. If trade is brisk, then you have fewer of them. If the jute trade is busy in Dundee, then you have fewer people coming from Dundee, but if it is slack you have a great many.

65662. Do you think that those people often carry disease about with them?—There is no question about that. If the vagrants were suppressed, I think we could very soon suppress small-pox.

65663. In Scotland you have no real means of detecting the existence of small-pox in vagrants?—Not until they develop it.

65664. Are you familiar with the working of the casual ward system in England?—No.

65665. Have you any suggestion to offer with regard to the treatment of vagrants which would meet the difficulty?—I think not. It is a most difficult problem.

65666. (*Dr Downes.*) In times of small-pox epidemic do you adopt any systematic arrangement for inspecting casuals?—In the poorhouse only.

Supervision of lodging-houses.

65667. But a large proportion of the casuals never go to the poorhouse. Some go to the lodging-houses?—Of course, we keep the lodging-houses regularly under supervision.

65668. You have those lodging-houses under your control?—Yes; the police visit them every night and report if there is any person wandering from one place to another where there has been small-pox.

65669. In regard to a suggestion of a Government contribution towards the hospitals and infirmaries, would you have any Government control or representation going with that?—You must have that—undoubtedly the one would go with the other.

Paying wards in voluntary hospitals.

65670. Have you considered the advisability of having paying wards in some of these hospitals?—Yes. There are paying wards, but these are for the better classes, and not for the lower or lower middle classes.

65671. But even for the better classes, do they meet the want?—Yes, I think so; but I think that instead of having so many private nursing homes it would be better to have paying wards in the hospitals.

65672. (*Mr Patten-MacDougall.*) You have a great number of very small parishes in Fifeshire, and also a number of very small burghs?—Yes.

Suitability of existing administrative areas.

65673. As regards the parishes, there is a power of combination now. Is it the case that they have hesitation and difficulty in combining, and they are averse to taking that step?—Yes, there is an objection to combination, especially on the part of the burghs.

65674. But what about the parishes?—I have never heard any parish proposing it.

65675. Do you think it would be a good thing if the power which exists were in the hands of some department?—Yes; I think that there are a great many small parishes that could be combined with advantage.

65676. Where the pauperism is small and the population is small and there are a number of officials appointed to do the work of the parish?—Yes, I think that combination there would be a very great advantage.

65677. Have you considered whether one official, say one inspector of poor, could work several parishes?—Yes, I don't think there would be very much difficulty about it. Of course, at present you may have a very large parish with only one inspector, and if a poor person wants relief he may have to go many miles to get relief.

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65678. The areas are not so large in Fife?—No.

65679. You said that occasionally, as I understand it, when you were doing Poor Law work, you found the inspectors of poor reluctant to give effect to the suggestions that you had made as regards food and stimulants?—Yes, that was my early experience.

Nourishment and medical comforts for paupers.

65680. Did that often happen?—It happened several times in my own experience.

65681. Were the inspectors willing to take the responsibility?—They did it.

65682. Are you aware whether that takes place now at all?—I would hardly think so. I think a great change has taken place in the idea of the duties of the inspector and the duties of the medical officer. I hardly think they would intrude their opinion against the serious opinion of a medical man as regards the food and medicine to be given.

65683. In those cases that occurred during your time, did the inspector of poor act on his own responsibility?—He consulted his own parochial board, and they backed him up and left me in the lurch.

65684. What was the view they took?—They thought that I was too generous.

65685. Was there any investigation made as to what was done with the stimulants—that they did not go to the people for whom they were intended?—No, that was not called in question at all.

65686. It was solely on the ground of extravagance?—Yes.

Nourishment and medical comforts for paupers.

65687. Do you think that that has now ceased?—Yes, I think so.

65688. Cupar, of which you spoke as regards tramps, is on the main road between Dundee and the South?—Yes.

65689. And probably there you have the same class of tramp, and probably the same people, who go to Kirkcaldy?—Probably. That is the line they take for Edinburgh.

Combination of burghs and District Poor Law Committees.

65690. Is it not the case that you have recently had a meeting in Fife of burghs and district committees with regard to the treatment of tuberculosis, and there is sign of more combination than you have had in the past?—We attempted to have combination for the really main purpose—sanatorium treatment—and that is just the point where they would not agree to combine. They agreed to adopt voluntary notification, to issue printed rules for instruction, to give sputum flasks, and things like that; but they did not agree to the original suggestion of combining for sanatorium purposes. It is a beginning, however, and I think it will lead to the other.

65691. There are more hopes of combination in the future than there have been in the past?—Yes; in Fifeshire, the district committees and the burghs have all combined for infectious diseases hospitals. I think the arrangement in Fifeshire is almost unique.

65692. So it is not correct to say that there is no combination?—They combine for that, but they maintain their administrative functions entirely. They will combine for a water scheme or a hospital, but they have perfect autonomy as regards the administration of their own unit.

Dr Duncan Fletcher.

Dr Duncan Fletcher, called and examined.

65693. (*Chairman.*) You are Chief District Medical Officer of Health for the District of Harris (Inverness-shire), and you were at one time Parochial Medical Officer for the Northern Division of the Parish of Harris and for the Parish of Applecross (Ross-shire)?—Yes.

65694. You have prepared a statement of evidence as to the medical assistance of the poor of the parish of Harris, and we shall take that as your evidence-in-chief?—Thank you.

(*The witness handed in the following statement.*)

1. I am L.R.C.P. & S. Edin., D.P.H., etc. I was Assistant Medical Officer, Isle of Man Lunatic Asylum, Assistant House Surgeon, Isle of Man Poor Asylum Hospital, 1895–1897; Parochial Medical Officer, Parish of Applecross, Ross-shire, 1897–1898; and Parochial Medical Officer, northern division, Parish of Harris, 1898–1903. I have been Chief District Medical Officer of Health, Harris District, since September 1902.

2. As the conditions in Applecross are in many respects similar, I will confine my statement to my experiences and observations in the parish of Harris.

Members of Parish Council and sanitary authority identical.

3. *Agencies for Poor Law and Sanitation and their Operations.*—The sanitary authority is the district committee of the County Council of Inverness, and the Parish Council (or guardians of the poor proper) is composed of practically the same members, Clerk, Thomas Wilson, Esq., Solicitor, Abbe, South Harris.

4. This arrangement or combination of Councils I have always found rather embarrassing. As, for instance, when I had occasion to find fault with the class of house built by the Parish Council for paupers, my complaint was made to sanitary authority; which body was itself the Parish Council *ex officio*: the result may be understood.

5. The class of house referred to is described in my annual report to the Local Government Board, 1905, and there is a good specimen to be seen in Tarbert. Not now occupied by a pauper, but at the time of my complaint was occupied by ten persons (two adults and eight children). This house cost the Parish Council about £35, and when done was quite unfit for human habitation.

6. I have found that it is difficult to get the sanitary authority to enforce the requirements of the Public Health Act (Scotland), 1897. The reason, in my opinion, being that the most influential men on the committee, having local business interests, seem to have a fear of giving offence.

7. *Parish Council and its Operations.*—While fully aware of the difficulty of administering the Poor Law in a poor and congested district, my opinion is that the operations of the Parish Council, with a view to the comforts medically and otherwise of the poor, might be more satisfactorily managed.

Results of inadequate Poor Law out-relief.

8. The aliment given in most cases is quite inadequate. The rule seems to be that few applicants for relief are refused: they are given nominal relief (9d. to 1s. per week).

9. There is a comfortable poorhouse in Lochmaddy, within easy reach of the parish, towards the upkeep of which the Council contributes very considerably, but little use seems to be made of it. The people, for sentimental and other reasons, are averse to entering the poorhouse; and the Council, in their anxiety to please them, give the nominal relief referred to, with the result that pauperism is increased, the aliment inadequate, and sometimes given when it is not strictly required. I had also reasons to suspect that the Parish Council, during my term of office, was not always unbiased in its decisions as to giving or refusing aliment.

10. *Medical Officers.*—Till April 1903 the Parish Council provided two medical officers, one for the southern division and one for the northern. Since that date the whole parish has been worked by one medical officer.

Nourishment and medical comforts for paupers.

11. My experience has been that, during the time there were two officers, the paupers had not suffered in the matter of attendance and medicine, but in the matter of special diet and requests for increase of aliment, I often had reason to be dissatisfied.

Nursing of sick paupers.

12. *Nursing.*—Again, in the matter of sick-nursing, I have known of a good deal of discomfort and suffering among the poor. It is frequently difficult to get anyone to nurse a sick pauper, which need not be wondered at, when the remuneration offered is less than 1s. 6d. per week.

13. *Resignation of Parish Council.*—Recently the Parish Council resigned office for reasons known to themselves, and now the local management is in the hands of one person; an arrangement which, to my mind, is most unsatisfactory.

Lack of voluntary hospitals.

14. *Hospitals.*—There are no hospitals of any kind in the parish, and I have known much suffering caused in consequence.

15. *Clubs.*—I am engaged by Sir Samuel Scott of North Harris to attend the people on his estate, and in this way the Parish Council is relieved of much of its responsibility on the North Harris estate, poor persons availing them-

selves of my services, who would otherwise become chargeable to the Parish.

edical clubs.

16. My colleague, Dr Davidson, South Harris, has formed a club for the benefit of the people in the southern division. He attends all the paupers in North and South Harris, and the members of his club. I am occasionally called upon to attend cases of emergency in North Harris, as Dr Davidson lives 26 miles away, and cannot therefore be expected to be always on the spot.

asons for lay in taining edical aid.

17. *Lack of Medical Attendance, and reason for.*—A great deal of callousness exists among the people with regard to calling in a doctor. They are mostly extreme fatalists, and often do not call a doctor on the plea that the "hour has come." In this way I should say that the health of the community does suffer. Of seventy-five deaths registered in the Harris district during 1906, thirty-two were uncertified, that is, not seen by a medical man.

18. In addition to fatalism, another frequent cause for not calling a doctor comes in, viz., the members of a club are supposed to pay, in the case of crofters 5s., and cottars 2s. 6d. per annum per family. The majority of the people either can not or will not pay this subscription, and when illness comes they have no claim on the doctor, and, under the impression that he will not attend, do not call him.

19. I cannot speak for South Harris in this connection, but my agreement with Sir Samuel Scott is that I attend upon all necessary occasions all *bona fide* residents on the North Harris estate, and thus the people are assured of attendance whether they pay their subscription or not. Yet many deaths are uncertified.

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20. *Opinion as to Possibility of handing Management over to one Agency.*—Speaking generally, I am strongly of the opinion that both Poor Law and sanitary matters are but very imperfectly managed in the parish of Harris, under the combine of Parish Council and sanitary authority as at present constituted, and that both matters should be managed directly by the Local Government Board.

65695. (*Chairman.*) What does Harris include? Is it the whole of the island?—It includes North and South Harris and the adjacent islands, of which there are several.

65696. Are North Uist and South Uist in Harris?—No, that is a different district.

65697. Harris is the southern part of Lewis?—Yes.

65698. Is the district of Harris a separate district from that of Lewis?—Yes.

65699. The sanitary authority is the district committee of the county council of Inverness?—Yes.

65700. Do they refer things to the county council in Inverness, or do they settle most things themselves?—They settle local matters themselves, but anything beyond that is referred to the county council.

65701. The Parish Council is practically the same body?—Yes, the members are practically the same.

65702. How many are there?—There were seven, so far as I can remember.

65703. What is the governing influence in Harris? Is there one large landowner?—Sir Samuel Scott is the proprietor of North Harris, and Lord Fincastle (the son of Lord Dunmore) is the proprietor of South Harris.

embers of arish ouncil and nitary uthority entical.

65704. It is rather awkward for an official having to deal with two authorities that are practically the same?—Yes, I have found that. For instance, I once had occasion to find fault with the class of houses built for paupers. These houses were erected by the Parish Council, and they were just a replica of the old mud-wall hovel that we are striving to do away with. I lodged my complaint with the sanitary authority, but, as I have pointed out, the members of that authority were themselves the offenders in this case.

65705. That would be quite an exceptional case. Have any other cases occurred where the interests of the two conflicted?—That was exceptional.

65706. Simply because the Parish Council had built these dwellings?—Yes.

65707. I suppose your great difficulty is that the standard of houses and of living in Harris is so low as to be quite below the recognised sanitary standard elsewhere?—Yes, that is so.

65708. It can only be rectified by putting charges on the rates, which are already very high?—Yes, or by special grant.

65709. So you are very greatly embarrassed?—I am at a standstill. I do not know what to do.

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65710. You are not parochial medical officer now?—No.

65711. But you were parochial medical officer?—Yes, up to 1903, for North Harris.

65712. What is the village or town in North Harris?—Tarbert.

65713. And in South Harris?—Obbe is the principal place in South Harris.

Inadequate Poor Law relief and effects thereof.

65714. You found a disposition to give a very small aliment so far as the Poor Law was concerned?—Yes.

65715. And I suppose it was given without very much investigation?—As a rule it is given without making a thorough investigation into the circumstances of the applicant.

65716. So practically the majority of the people who applied got it?—There were very few turned away.

65717. The poorhouse was not applied as a test at all?—It is seldom applied as a test. During my term of office it was never employed.

65718. Are the applicants examined by a medical officer before they come up for relief?—Not except so far as the medical officer has to fill in his part of the schedule—that is to say, he has to certify as to whether or not the person is able to maintain himself.

65719. Did you find that many persons came up who would be ordinarily described as able-bodied?—I cannot say that I did find that, but on some occasions I had difficulty in granting the certificate. Of course, in any instance where an able-bodied person came, I refused.

65720. Really this practice of giving a very low aliment to most of the people who apply tends to perpetuate the existing state of things?—Yes, and to increase pauperism.

Deterrence of Poor Law relief.

65721. Is any reluctance felt among the people in Harris against becoming paupers?—No, there is no reluctance at all.

65722. It is looked upon as getting something out of the rates to which they have contributed?—Yes, and which they think they have a just right to have.

65723. It is a fund from which they think they have a right to draw?—Yes.

Nursing of sick poor.

65724. I understand that Sir Samuel Scott has done something in the way of providing nurses?—Yes. He has a district nurse, a native of the place, who has had six months' training in a hospital.

65725. How many nurses have you in Harris?—We have two of that class—one in North Harris and one in South Harris.

65726. What is the population of North and South Harris?—5,271, according to last census.

Topography of Harris.

65727. Is there communication by road through Harris, or do you generally go by sea?—I generally do my work by sea, because the people are mostly located on the coast. There are some houses inland, such as houses of gamekeepers, and so on, and my work there is done by road.

65728. Is there a good metalled road?—There is one road from Tarbert to Obbe, and then there are bridle-paths 4 feet wide.

65729. Except on the main road there is difficulty in going in wheeled vehicles?—It is impossible to go. Of course one can go on a pony on these bridle-paths.

Administration of Poor Law.

65730. The Parish Council have resigned, and one person now undertakes the work, but you say it is most unsatisfactory. The previous council were not very satisfactory?—They were not.

65731. Do you think they were better than one man?—Yes, I think so; but my reason for saying that is that perhaps the person appointed might at times be prejudiced.

65732. Who is he?—Mr MacLeod, a local merchant in the town. He is also a county councillor.

65733. There are some medical clubs?—Yes.

Medical clubs.

65734. Have they taken any root at all in Harris?—Yes. The club in North Harris was formed by Sir Samuel Scott. His crofters are supposed to pay him 5s. and his cottars 2s. 6d. He guarantees the salary of the medical officer, and in that way they are assured of attendance in North Harris irrespective of their position.

65735. Does the subscription cover dependants?—Yes, it is for the family.

65736. You say there is a great reluctance to call doctors in. There is no reluctance, I suppose, on the part of the people who belong to the club?—That applies to them all,

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whether they belong to the club or not. They don't like calling in a doctor. In fact, very often we discover cases, when on our rounds, more in need of medical aid than those to which we happen to be called. This apathy or reluctance accounts for the large number of uncertified deaths.

Inadequate provision for maternity cases and effects thereof.

65737. Do the women as a rule have a neighbour to attend to them?—Yes, as a rule. The district nurse in North Harris is responsible for all the confinements she attends, but if she finds any difficulty then she calls in the doctor.

65738. Can she attend all the births?—Not all of them. There are many births when no person is near except the nearest neighbour; and I think there is a great deal of harm done in that way. Our infantile mortality is very high.

65739. What do you get for being chief district medical officer of health?—I get £35 a year from the district committee.

65740. Have you any other public emoluments?—I have the North Harris Club, for which I receive £200.

65741. And then you have to find your house?—No, my house is provided by the proprietor.

Emoluments of medical men.

65742. So far as public emoluments are concerned, you could not possibly hold this appointment at £35 a year?—No.

65743. So, really, Sir Samuel Scott is your chief paymaster, so to speak?—He is my paymaster.

65744. In the other part of Harris is there any other medical officer who lives entirely on his public pay?—Dr Davidson, who has charge of the whole parish now, lives principally on the salary derived from the Parish Council, which is something like £110. Then he has formed a club, off which he makes a little.

65745. You give gratuitous relief to the members of the club?—Yes.

65746. What happens to their subscriptions?—They go to Sir Samuel Scott.

65747. Is the £200 a year a great deal more than what subscriptions come to?—Yes; they don't pay.

65748. Where does Dr Davidson live?—In Obbe, the very extreme end of South Harris.

65749. Does he have a house there?—Yes, for which he pays rent.

65750. What are the rates? They are very high, are they not?—Yes, they are very high, but I am not exactly sure of the figure just now.

Rural housing and general sanitary conditions.

65751. Taking the health of the people and contrasting it with that of other neighbourhoods, would you say that it was bad?—No, I would not say so. I think we compare favourably with Lewis, for example.

65752. The people are out in the open air?—Yes. They live under wretched conditions, as you can see from their houses, but their calling is in the open air.

65753. Is the water supply fairly good?—It is very good, but many of the wells in connection with the townships during times of typhoid epidemics, which occur very frequently, become contaminated, and are a source of danger.

65754. It would seem from your statement that an increase of nurses would be the best solution?—Yes, that has always been my impression.

65755. That can be done more cheaply?—Yes, I think so.

Nursing of poor.

65756. Could you get women there who could be trained as nurses, and who would come back, or would you have to import them?—We could get women who could be trained.

65757. Unless you got the local nurse trained outside, you would have the same difficulty about housing the nurses as you have about the doctors?—Yes. Some years ago—I think in 1901—we had an epidemic of typhus, and of course there were some very bad cases which the local nurses were not qualified to attend to. I suggested to the district committee to get a trained nurse or two. They got one from Edinburgh, and when she saw the class of house she had to live in, she immediately went away.

Proposal to place local and sanitary matters under direct management of Local Goverment Board.

65758. You have come to the conclusion that the best thing to be done would be to put the whole management, so far as the local and sanitary matters are concerned, under the direct management of the Local Government Board?—Yes, that is my impression.

Proposal to place local and sanitary matters under direct management of Local Government Board.

65759. What would the people say? Would they object?—I do not know that they would. I think they would find it would be better for all concerned. There might be objections at the beginning, but they would soon see that it was for their good.

65760. It would depend very much on whether the rates went up or down?—That is the whole thing.

65761. From your experience, you would say that there are no materials in this island to ensure good and effective government under the existing conditions?—That is my experience. Anything I get done, in the way of public health particularly, I always get done through the Local Government Board. I go about it in the usual way. I report to the local authority, and then I send a copy of my report to the Local Government Board. It is in that way that I get my work done. If I neglect at any time to send a copy of my report to the Local Government Board, I get nothing done.

65762. The main part of your salary comes, not from the local authority, but from Sir Samuel Scott to attend to his people?—Yes.

65763. (*Mr Booth.*) Would it not be rather difficult for an agent sent down by the Local Government Board to be the rating authority?—There might be a difficulty there.

65764. The people might grumble?—Yes.

65765. You do not suggest that the money should come from a centre. You do not mean the maintenance and the organisation to be matter of local rates?—My idea was to have matters done in a better way—that is to say, if they were in the hands of the Local Government Board, I would be certain that proper inquiry would be made and rates levied accordingly. The idea I had was that instead of having the rates made higher, there would be a considerable reduction. The circumstances of each applicant for relief would be more thoroughly investigated; more use would be made of the poorhouse as a test. There would be fewer receiving outdoor relief, and these would receive suitable aliment. Now, if a proper test were made of the poorhouse, and a smaller number of paupers put on the list, you would benefit the pauper and would be able to give better aliment, and at the same time I think the rates would be rather decreased.

65766. You think you could actually save more than you would spend in increased aliment and the treatment in the poorhouse?—Yes. When you have a large number receiving so much a week, it means a good deal of money.

65767. Do you know what proportion of the population are receiving so much a week?—No

65768. But you think that a large reduction might be made?—Yes. When I was parochial officer, the list I received from the inspector contained an enormous number of names receiving this wretched aliment. I got to know the condition of those people, and I could see my way to knock a good many off. In that way I would save money.

65769. You admit you might have to give more to some?—Yes.

65770. But on the whole you think there would be a distinct saving?—That is my opinion.

65771. Would there be a feeling of grievance on the part of those who are now receiving these small sums, and who would no longer be receiving it?—Naturally.

65772. You would have to stand that?—Yes.

65773. Is Harris a deer forest?—It is partly deer forest and partly crofters' land—about half and half, I should say. In South Harris perhaps two-thirds is crofters' land and one-third deer forest.

65774. The deer forest is rated according to its value as a forest?—Yes.

Relief given by councillors to own relations and supporters.

65775. (*Mr Gardiner.*) As regards the statement you make at the end of paragraph 6 and also in 9, do you wish to add anything to that? I refer to the fear of giving offence tending apparently to the destruction of local government?—My meaning there is that the persons I refer to are local merchants, and if they give offence the people to whom they give offence go elsewhere. They lose their customers if they give offence to the people.

65776. (*Chairman.*) By offence, you mean refusing relief?—Yes.

65777. (*Mr Gardiner.*) Or requiring the enforcement of sanitary provisions?—That is so.

65778. Is there anything you wish to add to what you say at the end of paragraph 9?—Yes. I mean by that that certain members of the Parish Council during my time

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were local people, and had their own relations coming up for relief. I had reason to suspect that they were more ready to give the relief to their relations than to other people. I have known people coming to me asking guidance as to the way of getting relief, and, of course, I advised them to go to the inspector for the usual schedule, but he time and again refused it. On the other hand, I have known relations of the parish councillors going and very readily receiving relief.

65779. In the cases you have referred to, when the people did not get relief, did the inspector give any grounds of refusal?—I cannot say.

65780. Did you never discuss cases with him?—No.

Inadequacy of nourishment and medical comforts.

65781. As regards what you say in paragraph 11, that you often had reason to be dissatisfied with the diet and so forth, was that inadequate diet; was it so inadequate by reason of the expense?—There were cases where I ordered special diet, and referred the applicant to the inspector, and the diet was not supplied. On one occasion known to me, the inspector threatened to withdraw the aliment if applicant persisted. That was quite enough to intimidate the applicant.

65782. That would mean indoor relief only would be given?—It was just a threat to withdraw the aliment.

65783. And the person in question would have had to go into the poorhouse?—Yes; but this was a case of illness, where special diet was necessary.

65784. But that particular case recovered in spite of the lack of diet?—There is one case I recollect where I ordered stimulants, and these were not supplied, and the person died. I won't say that that was in consequence of not having got the stimulants, but I have reason to think that life might have been prolonged if the stimulants had been given.

65785. Did you ever call the attention of the Local Government Board to that?—On several occasions I had to do so, but there were so many trifling matters that I was reluctant to do it. I did call their attention to this case that I refer to, and an inquiry was made. I remember sending up a list of cases, and there was an inquiry made. I had no connection with the parish, and I did not follow it to the end.

65786. From a Poor Law point of view that relief given was inadequate?—Yes.

System of appeal to Local Government Board.

65787. There was an appeal to the Local Government Board, but of that power of appeal no advantage was taken?—That is so.

65788. (*Chairman.*) Have you ever known of an appeal to the Local Government Board on account of inadequate relief?—No, I cannot recollect a case.

65789. Do the people know that they can appeal to the Local Government Board?—Yes.

65790. I suppose the Local Government Board is a very distant planet to them?—Yes.

65791. (*Mr Patten-MacDougall.*) Has there not been a litigation recently between Harris and Stornoway parishes?—Yes, in regard to the case of MacLeod.

65792. Did they not at one time take an objection on the ground of inadequate relief?—Yes; I had forgotten that case.

Infant mortality and causes thereof.

65793. (*Mr Gardiner.*) You said something about the rate of infantile mortality. Do you know what it is?—I do not recollect the exact figures.

65794. What is it due to?—I think it is largely due to mismanagement at confinements, the employment of ignorant women who practically know nothing about it. If everything goes well then it is all right, but it is the reverse if anything goes wrong. I also find that those women do not wish to send for the doctor at all.

65795. On the ground of expense?—No, it is practically on the ground of professional dignity; they think that they know better themselves. At least I have often thought that.

65796. With a scattered population what remedy have you to suggest?—More nurses.

65797. By whom should they be paid?—There is this Jubilee Nursing Association. We have not got any of their nurses in Harris, and I have often thought that application should be made to that body.

65798. They would require local subscriptions?—Yes, and that is a difficulty again. It would be rather difficult to get subscriptions in a poor district. The weight of any nursing scheme would naturally fall on the proprietors, who are already the heaviest ratepayers.

65799. So practically you see no remedy?—No.

65800. Then these infants must just go on dying?—Yes.

65801. (*Professor Smart.*) You were parochial medical officer before you became medical officer of health?—Yes.

Salary of Poor Law medical officer.

65802. What kind of office was that as regards payment?—I received £35 for North Harris.

65803. What other emoluments had you?—The same as I have now.

65804. It seems to me that Sir Samuel Scott is doing the work here, and the work would not be done but for him?—That is so.

65805. If he gave up paying that salary what would happen?—A doctor could not live in the place.

Charitable medical aid.

65806. Would that not have the effect of raising the salary offered by the Parish Council?—I do not know. Under the present arrangement they employ one man for both ends of the parish, thinking that they can work it more economically.

65807. But without regard to efficiency?—Yes.

65808. You say that there is no hospital of any kind in the parish. Is there not a hospital connected with Lochmaddy poorhouse?—Yes, but there is no hospital of any kind in Harris.

65809. Where is the nearest private hospital to Harris?—Stornoway, 36 miles distant, but I send any hospital cases to Glasgow. There again Sir Samuel Scott pays for a number of beds, so that I can send my patients there.

65810. Does Sir Samuel Scott do all this out of goodness of heart?—There is no compulsion on him at all.

65811. Do you think that this is recognised by the people?—Yes, it is.

65812. Is there not a feeling of hostility between the landowners and the tenants there?—None whatsoever.

65813. Is there any of the old clan loyalty?—Possibly there is.

65814. Is Sir Samuel Scott a newcomer?—His father had the estate before him, and he was equally good to the people.

65815. So there are some remains of the old clan feeling?—Certainly.

65816. (*Mr Phelps.*) Is Sir Samuel Scott's estate a sporting estate?—Yes, and crofting.

65817. Was it bought by his father?—Yes; his father, Sir Edward Scott, bought it from Lord Dunmore.

65818. His estate includes the deer forest?—Yes, it includes everything.

Nursing of sick poor.

65819. When you say that it is difficult to get anyone to nurse a sick pauper, as the remuneration is less than 1s. 6d., what sort of person would the local authority engage for that class of case?—A neighbour.

65820. What would the 1s. 6d. represent—sitting up at night?—Everything that the doctor might suggest, and possibly sitting up at night.

65821. And they offer 1s. 6d. a week for that?—Yes.

65822. The result has been that there has been difficulty in getting people to come?—There was great difficulty in getting them. As you can understand, there are persons that one would like to get to attend the sick in preference to others, and those you cannot get at so small a remuneration, and so you have just to take whatever offers.

65823. In a district like yours there are two classes of nurses required, a kind of visiting nurse and also a nurse with some qualifications?—Yes.

65824. Taking your own district of Harris, what kind of supply of the superior order of nurses is needed—how many do you think would be required?—Other two would do in addition to the two we have already got.

65825. Are those two supplied by Sir Samuel Scott?—One is supplied by Sir Samuel Scott, and the other is supplied by the estate of the late Mrs Beckett.

65826. If you had these other two, then you would have four certificated nurses?—Yes.

65827. Would those four have enough to keep them really engaged?—Yes, they would have ample work.

65828. Do you think that the social conditions would be such that a person in that position would go there?—That would be the difficulty.

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Nursing of sick poor.

65829. With whom could they associate there?—There is absolutely no society.

65830. The schoolmaster and his wife will be people in the same position?—Yes. It would be a very good thing perhaps if you could get the nurse to stay in the schoolhouse.

65831. Would there be anyone else of that sort of position in the village?—No, there are just the schoolmaster and the minister, and then the manse would be of no use. There are two manses, but they are so situated that a nurse living in one of them would be away from her work.

65832. I was not thinking so much about where she was to live; I was rather thinking of the social intercourse she would have there?—There is none.

65833. What do you think a nurse in that position ought to be paid?—The nurses we have are paid at the rate of £40 a year, and they seem to be able to make a living on it.

65834. Does that include lodging?—The South Harris nurse has a cottage provided for her. The other nurse is a native of North Harris, and she lives in her own house.

65835. Would it be necessary, in the case of the other two nurses, to build houses?—I think it would be possible to get comfortable lodgings.

65836. And you think that £40 a year would be sufficient?—Yes.

65837. That is to say, £160 a year is to be paid to the nurses?—Yes. I would not debar the nurses from accepting some small fees when they could get them.

65838. Would you give the nurse a retaining fee and let her charge something?—Yes.

65839. I suppose she would be paid in kind?—Yes, that is what is done, as a rule.

65840. As to the nurses of the second order—could you supply in Harris the kind of people that are wanted in that way without importing people?—We could supply them.

65841. What do you think people of that sort ought to be paid in Harris?—Those that I refer to as receiving £40 a year are practically natives of the place.

65842. Supposing they were paid by the authority, what would they be paid?—I should think about £40.

65843. You must make a distinction between the two classes of nurses, must you not?—I did not think of it exactly in that way. My experience has been that the nurses we have got seem to be fairly well off with their £40.

65844. In my own town there is a system by which you can send a halfpenny post-card to headquarters and a nurse is at once sent to see the poor person, and she goes on attending without discharging the duties of a nurse in a technical sense. Is that sort of person desirable?—I do not think that would be necessary.

65845. You think if you had your four nurses at £40 a year each, that would be enough?—Yes.

65846. (*Mr Patten-MacDougall.*) Are things improving at all in Harris?—Yes, but very slowly. In my time, of over eight years, I can see a little improvement.

65847. In what respect?—In respect of housing particularly.

Rural housing conditions of poor.

65848. What has been done in that way?—There has not been very much done in South Harris, but in North Harris there is one township in particular, Kyles Scalpay, where, when I went to Harris eight years ago, there were only two white houses. Now there are only seven or eight black houses. That is a considerable improvement, and, again, it is solely due to Sir Samuel Scott. He has got a system of emigration, sending the young people away. They go to British Columbia and other places, and they do very well. When they make a little money, their first thought is to do away with the old houses. In that way improvement is more noticeable than in any other way.

65849. You distinguish between white houses and black houses. The black houses are those that are absolutely insanitary?—Yes.

65850. It is a house in which there has been at one time or another an infectious disease, typhus or typhoid, as a rule?—Yes.

65851. And these are houses which the sanitary authority has practically condemned?—Yes.

Rural housing conditions of poor.

65852. Although they are not so numerous as they were, still a good many of them remain?—Yes. I would not go in for a wholesale condemnation of black houses, as there are some that are quite good, but I would do away with those of the worst class.

65853. (*Mr Booth.*) In what sense are they black?—The walls are fully six feet in thickness, there is a single line of stone outside and inside, and in the middle you have four feet of earth. On the top of this the roof comes, resting on the centre of the wall, so that all the water that drains off the thatch sinks into this partition of earth, and in that way they become very dangerous. Some of them have practically no light except what is admitted through one little hole in the top, which lets out smoke and lets in light.

65854. Is the word "black" descriptive of their character or of their appearance?—Their character and appearance.

65855. You say there are some of them that you would not condemn as insanitary?—Some of them are quite good.

65856. What you object to is the method of building them?—Yes.

65857. (*Mr Patten-MacDougall.*) Are there many houses now where cattle are housed at one end and human beings at the other?—There are not so many now. There is improvement in that way. South Harris is practically free from cattle-housing now, and that is one thing that the local authority is dealing very strenuously with in North Harris. I think we have still between thirty and forty cases.

65858. In which the cattle are still housed with the people?—Yes.

65859. And where the entrance is the same for human beings and cattle?—Yes.

65860. But these are being gradually reduced?—Yes.

65861. At the instance of the local authority?—Yes.

65862. Have the people themselves come to realise that the conditions are such as should not exist any longer?—No.

65863. Is it reluctantly that they comply with the wishes of the local authority?—Yes. We have to watch them very carefully. I have known an instance where they took the cattle back again after we had cleared them out—they took them back as soon as the officials were out of sight. That shows that they do not realise the danger.

65864. Do they build outhouses for the cattle when they remove them from the dwelling-house?—Yes.

65865. Has the local authority in any case prosecuted or taken legal proceedings in order to oblige them to remove the cattle?—Yes, there have been quite a number of convictions. There are a number of prosecutions each year.

65866. Upon reports by yourselves?—Yes.

65867. So really the administration is fairly active in that respect as compared with what it was?—Yes, in respect of cattle-housing.

65868. In what other respects are there improvements?—I cannot say there is any great improvement unless in the housing and in the removal of cattle from the dwellings of human beings. There is very great improvement in the village of Tarbert. The water there used to be got from streams and surface wells, but there is a very good water supply now. In the Island of Bernera the wells during last year were closed in with impervious material to prevent contamination.

Industrial conditions in Harris.

65869. Do you find that the population now are more anxious to seek work outside than they were? Take the fishing industry; do the young women go off and take part in the fishing work at the fishing stations round the coast?—No, they do not.

65870. Don't they go as gutters?—No, not from Harris. The chief industry for the women in Harris is the manufacture of tweed. They do not go away from the place for employment.

65871. Is the tweed manufacture recently started?—No, it is an old thing.

65872. There has been a carding mill recently erected?—Yes, we have two of them now.

65873. Do these provide work for many of the inhabitants?—No, they do not employ very many. In the North Harris mill there are ten hands altogether. The work is done by machinery, and therefore there is not so much call for manual labour. I find that the young men are very

anxious to emigrate. With this scheme that Sir Samuel Scott has in North Harris, there are more applicants than he is able to send every year. They are very ready to go; they realise that they can do better abroad than at home.

65874. As regards the nurses, has it ever occurred to you that possibly young women from Harris might go south and be taught nursing?—Yes.

65875. That has been done?—Yes.

65876. Did your Harris nurses, when they qualified in the south, return to Harris?—No. I know two persons who are trained nurses, and they would not stay in the place at all.

65877. Although they were Harris born and bred?—Yes. Of course they learned their profession independent of anyone, and they preferred to practise it away from Harris. If girls were to be sent away to be trained as nurses, they would need to be given clearly to understand that they were getting their training on condition that they came back to the place.

65878. (*Chairman.*) I suppose the conditions they find in Harris are so different from what they are taught to observe in hospital that their inclination is to go somewhere else?—Yes.

65879. If you could get them they would gradually infuse methods of cleanliness?—Yes, if one could get them to see it in that light.

65880. (*Mr Patten-MacDougall.*) At the same time I understand that local administration is doing what it can to improve the condition of things in Harris so far as the means they have for doing so are available?—I would not say so; that has not been my experience. In fact, I am very grateful when I get anything done without bothering the Local Government Board.

Dr Duncan Fletcher.

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Need of supervision by Local Government Board of administration.

65881. But at the same time the sanitary administration has been doing what it could to remove these insanitary dwellings?—They seem to have taken up the cattle-housing, but the improvement in the housing is not due to them; it is due to what Sir Samuel Scott has done. They have not improved a single house. Their methods of improvement are not consistent with sanitary rules of building.

65882. The local authority requires the stimulus of the Local Government Board?—Yes, or else you get nothing done. That has been my experience.

65883. What you really want for an improved sanitary administration more than anything else is more funds?—Yes.

65884. And the medical relief grant you get is very insufficient?—That is so.

65885. (*Mr Booth.*) With regard to the number of those whose deaths were not certified, do you suggest that if they had had medical attendance those deaths might have been avoided or considerably postponed?—I cannot say. They are not seen by a medical man. The chances are that many things might happen that one never knows of.

65886. The death-rate is not high?—No. Of course, there are many cases of illness of which a medical man never hears. You cannot give an opinion as to what might or might not be the effect unless you had had an opportunity of seeing the cases.

65887. Would many of these cases that are not certified by a medical man be seen by the nurse?—Not many of them.

Roderick Ross, L.R.C.P.S.Ed., called and examined.

Roderick Ross, L.R.C.P.S.Ed.

65888. (*Chairman.*) You have prepared a statement from which I gather that you have for many years past been connected with local administration in Lewis. You have been Parish Medical Officer for Barvas (Lewis) since 1844, and you have been Local Medical Officer of Health for Barvas since 1890?—Yes. From 1875 to 1884 I was Parish Medical Officer of Lochs (Lewis), and from 1874 to 1875 I was Junior Assistant Medical Officer at the Glasgow Town's Hospital and Asylum.

65889. We shall take in your statement as your evidence-in-chief?—Very well.

(*The witness handed in the following statement.*)

1. In order to convey some idea of the nature and extent of the problem of the medical assistance given to the poor in this large parish, of which I have been Medical Officer for the last twenty-two years, it has to be noted that it is one of the four parishes into which the Island of Lewis is divided, and that it contains about a fourth of the population of the whole island, 7,226, including 546 persons temporarily absent, at census of 1901, with an estimated increase of about 200 to the present date. It lies along the north-west coast of the island, facing the Atlantic, extending a distance of fully twenty-eight miles by road from the Butt to Carloway; and the bulk of the population consists of small crofters, occupying patches of land at an average rental of from 30s. to 40s., and of hundreds of landless cottars or squatters, who eke out a bare existence by fishing and by appropriating a share of the land and grazing of the crofters. The majority of the people are in extremely poor circumstances, and a large percentage of them are on the verge of pauperism.

2. The number of inhabited houses is over 1,300, grouped in some twenty-six separate townships; and over 1,000 of these houses are glaringly and shockingly defective from, a sanitary point of view, as regards their construction, internal arrangements, ventilation, lighting, drainage, and surroundings. Human beings, cattle, and other live stock are all housed under the same roof without any effective partition-wall; all enter by the same door as a rule, breathe the same air night and day, while the excretal matters of man and beast, and refuse and slops are allowed to accumulate in the byre end of the house from spring to spring. Drainage is almost entirely neglected about the houses, and liquid sewage is permitted to find its way where it may. The water-supply is often defective, and frequently contaminated with sewage. From the foregoing brief statement it may be inferred that the task of attending to the medical wants of such a population is no light one; and it need not surprise anyone to learn that hitherto the agencies employed to cope with the difficulty have signally failed to effect any marked reform.

Housing and general sanitary conditions of Lewis.

3. In considering the Sanitary Authority and the County Council as agencies for medically assisting the poor in detail, it may be stated that so far the beneficial effects contemplated by the establishment of the local authority under the Public Health Act, some sixteen years ago, have proved meagre and disappointing from a medical or sanitary point of view, at least as far as the medical assistance of the poor in this parish and all the other rural parishes of Lewis is concerned. The chief reasons for this are—

Inadequate provision of medical aid by Public Health authority and reasons therefor and effects thereof.

(*a*) The want of funds, owing to the general poverty and over-congestion of the parish, where the average rental amounts to only about 8s. per head of the population, and a rate of 1s. per £ (the maximum under the Public Health Act) realises only a little over £120.

(*b*) The apparent indifference and neglect on the part of the county medical and sanitary officials—who reside at Dingwall, on the east coast of Scotland, and seldom visit the Lewis—regarding medical and sanitary requirements in this remote parish. As late as April 1903, the county medical officer of health, on page 37 of his annual report, while speaking of this very parish, actually makes light of such glaring sanitary defects as are noted above, and sneeringly and callously asks whether "dirty puddles or bad smells" (products of perennial accumulations of excretal filth, refuse, and sewage) "hurt any man, woman, or child—'there being nothing but the slightest relation in 'this case between dirt and disease."

(*c*) Consequent divergence of opinion, and marked disinclination to encourage any local proposals for the improvement of the existing disgraceful state of matters, by means of drainage, scavenging, better water-supply, better houses, local hospitals, etc. on the part of said officials, preferring the *status quo*, with the indescribable misery and suffering it entails on the helpless poor.

4. The local authority (the Lewis District Committee of the County Council of Ross and Cromarty) help as much as possible with their limited funds, by supplying disinfect-

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ants (we have no disinfecting apparatus) in cases of infectious diseases, and occasionally by giving nutritious diet and body or bed clothing where badly required. Also about three years ago they started contributing one half of the annual salary of two trained district nurses for the parish, the other half being provided by an association of charitable ladies in Edinburgh, and this has been a signal boon and success.

Extent of Poor Law operations.

5. Under the Poor Law administration, as much as possible is being done not only for the actual paupers but for other poor persons as well. But what can be looked for when the latter class is so large and the poor-rate is up to 17s. per £?

Salary and duties of Poor Law medical officer.

6. The medical officer is allowed a salary of £175: that is, £150 for Barvas proper and £25 for Shawbost district, part of Lochs added to Barvas by the Boundary Commission. But after deducting house-rent, taxes, cost of medicine, expenses of horse and gig—all which he has to provide—the net salary barely amounts to £60. For this modest sum he is expected to attend not only the paupers but all destitute persons as well, and also perform vaccination duties. There is no allowance made for a holiday, no payment of a substitute should the doctor be sick or disabled, and no provision for his support should he survive to old age. But he may be dismissed any time by a resolution of the Parish Council, without appeal or redress.

Extent of medical aid by charity and voluntary effort.

7. As far as this parish is concerned, apart from the contribution to the payment of the salary of the district nurses referred to under paragraph 4, there is nothing done publicly by way of voluntary effort to meet the medicial wants of its numerous poor. There is no hospital, home, medical club, or any other organisation for helping the poor with medical comforts.

Need of co-operation of medical agencies.

8. From the foregoing statements it is apparent there is no overlapping of medical agencies here; and as for co-operation, it is the very thing we miss, and stand most in need of.

Possibility of one authority providing medical aid.

9. As to the desirability and need of handing over to one authority or agency the supplying and supervision of medical assistance to the poor of this parish, and of all the other rural parishes in Lewis as well, there can be no question, in my opinion. Such an authority might be formed on the lines of the present local district committee, with representatives from each of the four parishes, and under the control of the Local Government Board. Any one who is familiar with the composition and proceedings of Parish Councils must admit that, as a rule in these parts, they are not the most suitable agencies for dealing efficiently with the vital question of medical assistance to the poor in many of its complicated bearings.

Effect on community of insufficiency of medical aid.

10. In the face of the foregoing statements it is clear that the health of the community suffers grievously, owing to the insufficiency both in amount and quality of the medical assistance at present, as in ages past, available for the poor. No matter how efficient and willing one doctor may be, it is both a physical and monetary impossibility for him, even at the sacrifice of his strength and means, to overtake a tithe of the medical requirements of such a population as that of this large, wide, and poor parish, in the absence of such aids as hospitals, nurses, ambulance, or other intelligent helpers. It does not become me to enter into details on such a subject. My life and work among these poor people, most of whose disabilities are more their misfortune than their fault, are my record.

11. But by way of illustrating to a certain extent the above statement as to the prevailing injury to the health of the community owing to the inadequacy of the existing provision for the medical assistance of the poor, I beg to state the following facts:—

(*a*) The great majority of confinements are attended only by ignorant, untrained women, who know nothing of and never use any antiseptic precautions.

(*b*) For complaints of infants and young children, and old and infirm persons as well, a doctor is seldom called.

(*c*) In cases of outbreaks of infectious disease, there is a widespread tendency to conceal the presence of infection as long as possible.

(*d*) The attendance and dietary of the sick are often most defective.

(*e*) Owing to poverty in many cases, and in some owing to a fatalistic apathy, every expedient and nostrum available is tried at first, and a doctor only called in as a last resort, and often when too late.

12. As a result of these causes mainly, the percentage of uncertified deaths is abnormally, I would almost say criminally, high. Thus for the last nine years the annual number of deaths for the parish averaged 111·222, and for the same period the annual average of uncertified deaths was 41·666.

Effect on community of insufficiency of medical aid.

13. The death-rate is usually much higher than it ought to be in an insular-rural parish such as this. For the last nine years it averaged 16·474. But it is subject to fluctuations, chiefly dependent on the presence or absence of epidemics. Thus for the year 1906 it was only 11·487—almost a record year. However, for the three years 1902–3–4 it averaged 19·645, being 20·039 for 1902.

Difficulties of dual office of medical officer of health and Poor Law medical officer.

65890. (*Chairman.*) You hold the two offices of parish medical officer and local medical officer of health at the present moment?—Yes.

65891. You deal both with the Parish Council matters and with the county council?—Yes. I hold my appointment under the Parish Council, and also under the district committee of the county council.

65892. The great evil with which you have to contend is the very unhealthy conditions of the housing?—Yes.

65893. You have been for many years trying to improve this housing. Has substantial improvement taken place during the last twenty years?—I am sorry to say there has not been much improvement.

65894. Is Barvas one of the most backward parts of the Lewis?—Yes. It is the most backward.

65895. You have found it in your experience to be very uphill work, trying to carry through these improvements?—Yes, it is hopeless work.

65896. You get very little local support?—Very little. They listen to advice, but they won't do anything.

65897. Your two difficulties are, first, the indifference of the people, and, second, the very low rental and the high rates?—Yes. That handicaps the local authority.

65898. Are the local authority sympathetic, or are they indifferent?—They are anxious to improve things if they could.

65899. Then you have a further difficulty, that you have to refer a considerable number of questions to Dingwall, which, of course, is on the other side of Scotland?—Yes. The county medical officer and the county sanitary officer both reside at Dingwall, and it is very seldom that they visit the Lewis.

Salary of medical officer.

65900. What is your salary?—As medical officer of health I get £20.

65901. And as parish medical officer?—£175. They raised it recently to £200 on condition that I would provide a qualified assistant.

65902. Did you accept that condition?—Yes. I had to, because I do not feel able now to do the work myself; I am getting old.

65903. You point out that when you had the salary of £175, after deducting house rent, taxes, medicine, and expenses of horse and gig, your net salary was only £60?—That is so.

65904. Out of your net salary you have to provide an assistant?—Yes.

65905. What do you pay your assistant?—My son is my assistant now, and I pay him at the rate of about £150 a year.

65906. You have made a private family arrangement with him?—Yes.

65907. You have private practice besides?—Yes, there is a so-called practice.

65908. Are the emoluments in the private practice appreciable?—Perhaps from £17 to £18 after paying my medicine bill.

65909. That involves travelling great distances?—Yes.

65910. So unless you had made a family arrangement, it would have been quite impossible for you to comply with the conditions?—Yes.

65911. There is no voluntary effort worth noticing?—No, except with regard to nurses. That is the only thing I am aware of in our parish.

65912. There is no hospital, no medical club, and no organisation?—That is so.

65913. Is it possible to get competent men to serve on the Parish Council?—There is a difficulty. Most of them are crofters, and there is an indifference—the ratepayers won't meet to elect the parish councillors.

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Sanitary and housing conditions of rural poor.

65914. I suppose the idea of the majority of the crofters is to live as their forefathers did?—Yes, that is the idea.

65915. And keep the rates down?—Yes.

65916. What is the poor rate in Barvas?—The total parish rate in Barvas was 17s. in the £ last year.

65917. (*Professor Smart.*) Is that half on occupier and half on owner?—Yes.

65918. (*Chairman.*) You illustrate how the health of the people is prejudicially affected by the inadequacy of the present arrangements, by calling attention to the confinements. The great majority of these are attended only by untrained women?—Yes; and it may be easily understood that not only is there a risk to the mother and to the child, but very often injury is done that may be lifelong.

65919. Is there much puerperal fever?—Not now.

65920. Is that not rather astonishing, considering the sanitary conditions?—Yes, it is very surprising.

65921. Is the health generally good?—Yes.

65922. They are outdoor in the open air all day?—Yes. Apart from epidemics the general health is good.

65923. And they are a powerful race?—Yes, they have good physique.

65924. Both men and women?—Yes. Of course there are exceptions, but, as a general rule, they have good physique.

65925. Are they sufficiently fed, or have they enough of the coarse food that they consume?—I would say that they are under-fed, particularly in the case of children and elderly people.

65926. Is milk difficult to get?—Unfortunately it is not so plentiful as it was, and the tendency for it is to decrease owing to young women going away and neglecting the dairy work. They go away to the fishing, and neglect attending to the cattle, and the result is that they have not so much milk. Another thing is that the majority of the breeding population are cottars and squatters who have no land, and in that way they cannot have milk for their children. Their children are brought up principally on shop foods.

65927. Tinned food?—Not exactly tinned food, but tea and sugar and groceries.

65928. How does the squatter live?—Principally by fishing and his militia payments. They are militiamen.

65929. And naval reserve men?—Yes. These are the two principal sources of their income.

65930. To put it plainly, under present conditions it is a very hopeless task?—Yes.

65931. You feel that after many years' struggle?—Yes.

65932. What is your idea of a remedy? Would you like to put the parish directly under the control of the Local Government Board?—So far as administration is concerned, my conviction is that without some controlling influence of that kind, things cannot go on properly.

65933. Are there many paupers?—No, the paupers are fewer than the average all over Scotland.

65934. The relief that is given is entirely outdoor relief?—No. Our parish participates in a combination poorhouse.

65935. Where?—At Stornoway.

65936. Are many sent there?—Yes, a good few. It is used as a test, and a number of our paupers have gone there.

65937. Have you got any metalled roads in Barvas?—Yes, there is a road right through the parish from end to end.

65938. Your difficulty is this—there is an absence of a desire for improvement, and then on the top of that there comes the want of funds, and I suppose, lastly, rather a lack of persons of superior intelligence to form a council who would educate and take the lead?—Yes, that is so.

65939. What is your remedy? Supposing you had a free hand, what would you do?—I would take up one thing at a time. For instance, the drainage of the houses, and then the water supply.

65940. Is that good?—No, it is very defective and frequently contaminated with sewage. Most of those things could be done if the local authority would take the initiative and show a little vigour, and if perhaps some slight compulsion was used.

65941. It might be done by the people themselves?—Yes. After a certain season of the year they are at home and practically idle, and there is energy going to waste. They are quite able, if they were just compelled, to put the surroundings of their houses in something like decent order. A great deal might be done without entailing any hardship on them.

65942. Is there much drinking?—Not locally. There is not a public-house outside Stornoway in the whole island. When young men go to Stornoway they sometimes indulge themselves, but we have nothing like regular drinking among us.

65943. That is the way you would deal with the sanitary question?—Yes; I would take up just one department at a time and make a start with it, and go on gradually. It is a tremendous problem to start it all at once because of these wretched houses. There are close on 1,000 of these thatched houses occupied by men and cattle. Independent of that question of the cattle being in the houses, there are at least 300 or 400 of these houses that should be condemned, as it would be impossible to improve them on their present sites—such as back-to-back houses. I would have all these done away with.

65944. The construction of a house according to the Lewis idea is a very simple matter. They can build the house themselves?—Yes.

Social and Industrial conditions prevailing.

65945. Is the land all occupied by crofters? Are there any deer forests or moors?—We have one large sheep farm in Barvas, and there are a few small farms.

65946. Who does the sheep farm belong to?—A large farmer, Mr Helm.

65947. Has he got his farm there?—Yes, he lives on the farm.

65948. Who is the owner of Barvas?—Major Matheson is proprietor of the whole of Lewis.

65949. The crofters pay rent?—Yes, they pay small rents.

65950. Very small?—Yes.

65951. Supposing you could by some means or other stimulate the people and get them to take a much higher idea of what is due to themselves, and they were to work harder, could they make a decent livelihood and maintain themselves decently in Barvas?—Yes, with some re-distribution of the land. Some dividing of the land would require to take place, because there are so many of these squatters, and some of them would have to be shifted so as to give elbow-room to the real crofters.

65952. Do the squatters pay rent?—Not a penny; nor do they pay any rates. They get all the benefits of local government, and they don't pay either rates or rents.

65953. Are there many of them?—Yes, I am sure we have between 300 and 400 in the parish of Barvas.

65954. Then the squatters are not the poorest of the population?—They are a great burden to the crofters.

65955. Has there been any attempt to legally remove the squatters?—No. They are not like a different people—they are just sons and sons-in-law squatting on their fathers' crofts. They are looked upon as branches of the family. That is the difficulty. If they were strangers it would be a different matter. They are tied down to the crofters and to the soil by these close relationships.

65956. It is pretty clear that if any improvement is to be effected, it must be largely due to outside means, either pressure or money?—Yes, the greater part would need to be that.

65957. You are rather doubtful as to whether transferring Barvas to the direct administration of the Local Government Board would be an advantage?—I think it would be a very great advantage. I am sure that the local administration would be benefited by having a representative from the Local Government Board attending the meetings and supervising the administration.

65958. Being part of the county of Ross and yet so far from headquarters is a drawback. You would be better off if you could correspond direct with the Local Government Board?—Yes. Then there is such a difference in the rates. Those on the east coast of Scotland in Ross-shire would object to any improvements being made, because it would put up the county rates.

65959. The county rate is not a high one?—It is going up.

65960. How much of the 17s. in the £ would be county rate?—I am not sure. I think it is 1s. 1d. in the £.

65961. Is the education rate pretty high?—Yes. It is

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very high. It came to be prohibitive in our parish in 1888, when it went up to 5s. 6d. in the £. Barvas was practically on the rocks then, and the Education Department stepped in and gave subsidiary grants to tide us over on condition that the management of the schools would be transferred to two local managers along with the Government inspector.

Social and industrial conditions prevailing.

65962. Do the children stop in Barvas, or do they emigrate at all and seek their livelihood elsewhere?—Emigration is beginning now, but there has not been much before now.

65963. That includes going to the mainland?—No, I mean going to Canada. A good many of the young women go south for service.

Extent of pauperism.

65964. (*Mr Patten-MacDougall.*) I see your pauperism in Barvas has very substantially decreased?—Yes.

65965. During ten years there has been a decrease from 115 to 76, and you have five paupers in the poorhouse?—Yes.

65966. Is that decrease still continuing?—Yes. Seventy-four is the latest I have heard.

65967. Is that due to more thorough administration?—I think so.

65968. And also to the application of the test?—Yes, that is very much so.

65969. I suppose it dates, to a certain extent, from the erection of the poorhouse at Stornoway?—Yes. It is marked since that time.

65970. The fact of having that poorhouse there, and of having it in your power to put the test into operation, has been found to have a very beneficial effect in the way of reducing pauperism?—Yes.

65971. Do you find an objection to go to the poorhouse at Stornoway?—As a rule they don't like it, but we have a good many who are willing to go.

65972. What class are they?—Old people who have no comfortable home.

65973. Do any of them go there for medical treatment?—No, not purely for that, because we have a hospital in Stornoway, and we get them into that hospital.

65974. Is lunacy increasing in the parish?—Yes, it has increased to an alarming extent in our parish.

Treatment and extent of lunacy.

65975. To what do you attribute that?—I don't know that the actual increase is so great as the fact that since these unfortunate imbeciles and weak-minded people are relieved, and since the Government pay so much towards their maintenance, the parochial authorities find it easier to take them on as lunatics.

65976. In respect of the grant that they get?—Yes. Of course they would not participate in this grant without their being returned as lunatics.

65977. What becomes of them?—Many of them are boarded out with friends.

65978. In the Lewis?—Yes, in the parish. We have thirty-four lunatics chargeable to Barvas; seventeen are in the asylum at Inverness, and seventeen are at home.

65979. Dou you find many cases go to Inverness for a short period and then return to you?—A good few come back in a few months.

65980. Do you not think that that is an unfortunate thing?—Yes, it is most unfortunate, and it is a great pity that some of the wards in the Lewis poorhouse are not licensed for treating such cases as these.

65981. Do you see any reason why they should not be licensed?—No, because there is a medical officer convenient to the place and visiting the place as it is,—and for that matter he might reside on the premises with very little additional expense, if necessary.

65982. You are aware that steps are being taken in Lochmaddy Poorhouse to have lunatics housed there?—I was not aware of that. I should think that the circumstances there are very much on the same footing as they are with us. The transferring of lunatics from Barvas to Inverness is a very expensive thing.

Increase of phthisis and reasons therefor.

65983. Is there much phthisis in Barvas?—Yes, and I am sorry to say that it is on the increase.

65984. Is that due to local conditions or is infection imported?—Both. Very often the infection is imported, and then the local conditions afford a very suitable soil for it developing—I mean the houses and the ignorance of the people as regards the treatment of the sputum.

Increase of phthisis and reasons therefor.

65985. You mean the surroundings and the insanitary condition of the houses?—Yes. As a rule the floors are composed of clay, and when sputum is thrown on such a floor, and dries up, then it rises in the shape of dust, and is inhaled by the other occupants. I have known several cases where it has spread in the family in that way.

65986. Generally, may one say that the insanitary conditions are probably the worst feature in the parish, and they must have a very serious effect upon the pauperism of the parish. I mean, if you had better sanitary conditions and less phthisis and less typhoid, pauperism would decrease?—Naturally, that would be the result.

65987. The great want there is more money for public health purposes?—Yes, that is so. Of course, in our circumstances, the utmost rate—that is 1s. in the £—under the Public Health Act only brings in some £120, and that is mostly absorbed by officials' salaries.

65988. (*Mr Phelps.*) Do I gather that you send cases requiring hospital treatment to a hospital in Stornoway?—Yes.

Voluntary hospital and method of admission thereto.

65989. How is that hospital supported?—Voluntarily, by public subscriptions.

65990. Is it adequate to the needs of the place?—Hardly so. It only contains twelve beds—six being for males and six for females. It has been very largely taken advantage of since it was erected.

65991. Who is the medical officer there?—The Stornoway doctors attend to it. There is no medical officer.

65992. How is admission to it secured?—By application. There is a local committee with a secretary, and application has to be made to them, or to one of the Stornoway doctors. Drs Murray and Mackenzie take the principal part in the management of it.

65993. You have no difficulty in getting admission?—No, I have never any difficulty.

65994. Have you any cases of people who remain in a helpless condition in their own houses when they ought to be removed to an institution?—Yes, particularly to the poorhouse.

Compulsory powers of removal.

65995. Would you be glad to see some power given to remove compulsorily such people?—Yes, I think that is quite necessary. I have seen some of these old people dying in their miserable houses through neglect and for want of assistance.

65996. Do you think there would be much feeling against that?—There is certainly a feeling against it, but I think it is more sentiment than anything else.

65997. Suppose you were trying to remove an old person forcibly, do you think there would be a great upset in the village?—Not serious.

65998. Did you hear what the last witness said about nurses in his parish?—Yes.

Nursing of poor.

65999. How many nurses would you require in your own parish?—It occurred to me that what Dr Fletcher said would serve us as well.

66000. Do you have any nurses as it is?—We have one in each ward. Half of the salary is paid by the local authority and the other half is paid by an association of ladies in Edinburgh.

66001. You have two nurses now?—Yes.

66002. How much are they paid in the year?—I think the present ones receive £48, and it goes up to £56 after certain services.

66003. You heard what Dr Fletcher said, that he thought £40 would be adequate?—Yes, but I think that is too little.

66004. Do you find a difficulty in getting nurses to go to you?—We did at one time, but not so much now since this Edinburgh association took the matter in hand, because they get young women trained for this work specially. They pay so much of their expenses, on condition that they serve so many years with them as district nurses before they marry or leave their service.

66005. These are people who would be natives of the Hebrides?—As a rule, they are from the North.

66006. And they are bound to go where they are sent practically?—Yes.

66007. For a certain number of years?—Yes.

66008. How long has this system been working?—Only three or four years with us.

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lucative ect on poor visiting urses.

66009. Do you see any improvement due to it?—Yes, there is a very decided improvement.

66010. Do you think that the general principles of what to do in sickness are being spread by the nurses?—I am sure it has had a beneficial effect—particularly in the midwifery department, and also in the cleaning and feeding of the children. It is very noticeable in these two respects. Then these nurses see that they carry out medical treatment more faithfully than they were accustomed to or than they knew of before. Very often people discontinue the medical treatment after the first day or two. Now, these nurses get them to persevere with the treatment. I notice a good effect that way in many cases.

66011. Do you think that the infantile mortality has been diminished by it?—Yes.

66012. Are these nurses qualified in midwifery?—Yes, they are all trained. I think they have six months' training in the maternity hospital before they come to us.

66013. You would like to have four nurses instead of two?—At least. That would be the minimum that would be suitable.

66014. And you think £50 a year is not too much?—That is the least I would think of.

66015. Would you be able to find lodging and so forth for them?—We had some difficulty in regard to that, but I think it might be overcome. As a rule, we can find in every district a house where they could get a couple of rooms. There was an objection at first, because people thought it might be the means of bringing infection about their houses and so on; but when they see that infection is not carried by people who know how to disinfect themselves and keep themselves clean and tidy, then they have more confidence.

66016. Do these nurses have any stock of medicine, apparatus, and so forth?—Yes, I always insist upon them having a small supply of simple things that they can administer themselves.

66017. Who pays for that?—Anyone that is able to pay pays a small sum for what he gets, but those that are not able to pay get it gratis. Then the nurse charges a small maternity fee of 5s. in ordinary poor crofter cases, and of 10s. in the cases of small merchants, etc. Those fees are put into one fund, and the medicine and other expenses are paid out of that.

66018. So the nurse has no personal interest in it?—No.

66019. Does she have any private practice?—No, she is prohibited from taking any fee.

66020. She is a whole-timer?—Yes.

xtent of migration.

66021. I think you said that the young men emigrated a good deal from your part of the world?—They have just started.

66022. Do they emigrate with a view of coming back again?—That depends. If they get on well they will buy land where they go, and settle there.

66023. Do they talk of buying land at home when they have made money, and coming home to settle?—It is with that intention they go away,—they are fond of having a bit of land.

ducational pportunities f rural poor nd economic alue of xtension hereof.

66024. Have you much opportunity in your part of the world for young men rising in the world—have you much in the way of educational opportunities?—There is hardly any locally.

66025. Have you any cases in your mind of young men who have gone away to England or to other parts of Scotland and done well?—Yes; those that get educated and go away, as a rule, do well. Some of them have done remarkably well.

66026. What educational advantages would they have?—They have the public schools since 1872, and then we have a secondary school in Stornoway, and a system of bursaries to help young men of ability to get into a secondary school. The road to improve themselves is pretty well open to them now.

66027. Is the supply of those bursaries sufficient?—No, that might be improved.

66028. If there were more it would raise the standard of living in the place?—I am sure it would have a beneficial effect.

66029. If boys go from the parish school to the secondary school, are there any endowments which enable them to go on to the University?—There are a few bursaries that they compete for in Stornoway, and there are some county bursaries.

66030. Would it be an advantage if there were more?—Yes.

Educational opportunities of rural poor and economic value of extension thereof.

66031. Have you many people who could really profit by these opportunities?—Yes; I have known cases of boys who, after qualifying to get into the secondary school, have had to return home because they could not support themselves, and all the bursaries were taken up.

66032. That is to say they could not support themselves in Stornoway?—Yes.

66033. And I suppose the distance was too great for them to go daily?—Yes.

66034. Do you think that would be a fruitful form of expenditure?—I think it would. I have always looked to education as the most likely thing to improve the congestion and overcrowding that we have. I have always had that view, that the people when they got educated would move away, and would not put up with those conditions.

66035. Are the schools well manned?—Fairly well.

66036. Do you find that people keep up their education after they have left school?—No, not as a general rule.

66037. Do they forget how to read and write?—Most of them; even those that pass as high as the fifth and sixth standards know very little in a few years.

66038. Have you any parish libraries?—Yes, we have school libraries now. Mr Coats of Paisley has supplied most of our schools with nice libraries.

66039. Most of the parish schools have them?—I think almost all our schools have them.

66040. Are they much used?—Yes, a good deal.

66041. And you think they have a good effect?—Yes.

66042. Do you have any technical teaching in your part of the world—I mean lectures on agriculture, and so on?—Not in the country schools, but there are steps being taken to have a technical school in connection with the Stornoway secondary school. They have received grants of late, and they are just starting to build.

66043. Has the county council sent in lecturers into your district?—I am not aware that they have.

66044. Do you think there is anything to be done in that way?—Yes, something might be done in that way, but very little could be done by a lecturer going only once or twice a year, or even once a quarter. I think it is more likely to tell when they have the technical school itself started and a regular course of teaching carried on in it.

66045. That would be for young people mainly?—Yes.

66046. You would have a system of bursaries that would enable people to go and study there?—Yes.

Grants-in-aid for medical assistance.

66047. (*Mrs Webb.*) Would you suggest that there should be a grant-in-aid for medical assistance from the National Exchequer?—I think it is highly called for, because it is a very heavy burden that we have. It is about 14 per cent. of the whole rates of the parish of Barvas.

66048. What form would you suggest it should take—payment of the salary of the medical officer?—It might be very much in the form of the grant that is given at present for medical relief.

66049. That is to the Poor Law authority?—Yes, to the parochial authority.

66050. You would prefer the medical assistance to be put under another authority; you do not want it to be under the Parish Council?—I think it would suit better by being under a wider administration.

66051. You would put it under the public health authority?—I think so.

66052. Then you would give the grant-in-aid to the public health authority?—Yes. There is a grant-in-aid in regard to the medical officers at present, but it is diminishing. There is so much according to the expenditure. The expenditure is increasing, and, of course, the grant is decreasing in proportion; that is to say, the share which the parish gets is decreasing.

66053. Have you any suggestion as to the basis on which that grant should be given? Should it be given on account of efficiency, or should it be given on any mechanical basis?—Without efficiency being shown, it should not be given at all.

66054. Would you give it on the basis of the police grant, that you give half the expenditure if the central authority

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is satisfied that the service is sufficient?—That would be the idea.

66055. The central authority would give the grant-in-aid if their inspector decided that the medical assistance was sufficient?—Yes.

66056. That would meet your views?—Yes.

66057. Would you give free medical treatment to all the population?—I do not think that would be advisable. I would not think of giving anything free to any person that could afford to pay. I have seen plenty of that, and I have seen plenty of the evil results that follow.

66058. Would you make an income limit?—Just according to their ability to pay.

66059. You would give them the treatment and then charge them for it?—Yes, if they were able to pay.

Inaccessibility of nstitutional medical assistance.

66060. What about institutional treatment? Could you have hospitals in your locality?—We ought to have a hospital. We have close on 7000 of a population, and we are far away from any hospital or institution. Our local authority went the length of fixing on a site in each ward, and I think the Local Government Board approved of the plans, but it had to stop there for want of funds.

66061. Then you have no local authority hospital?—No.

66062. Not even for infectious diseases?—No. I have often to bring cases to my own house and treat them there.

66063. Infectious cases?—No, I mean surgical cases.

66064. What do you do with infectious cases?—Just treat them in their own homes the best way we can.

66065. You treat phthisis also in the homes?—There is no other way.

66066. You think there are actually preventable deaths and preventable illnesses through lack of medical assistance?—Undoubtedly.

66067. (*Professor Smart.*) Lewis is Roman Catholic?—No, it is Protestant. South Uist is Roman Catholic.

66068. (*Chairman.*) Is there not a line that you can draw right across, on the one side of which the majority of the population are Protestant and on the other side the majority are Roman Catholic?—Yes, that is in Uist. North Uist is Protestant, and the line of demarcation passes through Benbecula.

Social and industrial conditions of Lewis.

66069. (*Professor Smart.*) Lewis is over-populated?—Yes, according to its resources.

66070. Do you know when this over-population arose? Has it been a gradual thing, or is there any date when it became very acute?—It has been gradual.

66071. Was it not owing to the rise in the kelp industry?—No, it is the natural growth of the population.

66072. And it is going on?—Yes.

66073. There are no public-houses?—There are none outside Stornoway.

66074. Is there not much drinking?—Not locally, except when people go into Stornoway. We have no tippling at home.

66075. Where do they get liquor?—Any that is required is got from Stornoway.

66076. You have no licensed grocers?—No, and there are not any even in Stornoway now.

66077. You seem to think that if the land were better distributed the problem would solve itself, if the crofters had large enough crofts?—There is more or less land there available that might be used for transferring some of these people on to, but then that would cost very great expense to the individual townships, and it would mean the building of additional schools, etc. It would be very expensive, and what you would gain in one direction would be counterbalanced by the expense in the other direction.

66078. Do you mean that the land could support the population?—I am sure it could not. The soil is very poor and not fit for cultivation. The main industry whereby they can support themselves is the fishing, and that is now deteriorating.

66079. You agreed with what the last Commission said, that if the whole land were made available it would not be an effective remedy?—I agree. The relief that would be given in one direction would be counterbalanced in the other direction by the expense.

66080. You speak of the scarcity of milk. Is not the stock that is raised in Lewis altogether young beasts?—No, they have a good many heads of cattle. The breed is inferior and the feeding is poor, and so these cattle do not yield much milk. Besides, they keep too many of them; they have an overstock of cows, and they are in a poor condition.

Social and industrial conditions of Lewis.

66081. There is no great market for milk?—Nothing outside Stornoway.

66082. Is it true, as a generalisation, that the inhabitants of the Lewis live on potatoes and tea?—No, but the living is very poor, as a rule.

66083. They get their potatoes from their own crofts, and the tea they buy, of course?—They get potatoes from their crofts, which will keep them from six to nine months in the year. They are not very thrifty in the use of their potatoes. When they are out of potatoes they go on meal.

66084. (*Mr Booth.*) Do many of the young men who are born there go in for being soldiers and sailors, away from home for a while?—Yes.

66085. And then they come back again and settle at home and become squatters?—Yes, a good many of them do.

66086. I suppose they bring a small pension back with them?—Yes, a few of them do.

66087. There are none that come home rich?—No, very few; these are very exceptional. Those that go abroad and make money, unfortunately do not come back to the Lewis.

Housing of poor.

66088. Where do the squatters put down their houses—is it on ground that has belonged to their own people?—As a rule, they put their house down on their father's croft or at the end of the croft.

66089. Is there any restriction on their doing that?—Yes; and it has been more enforced for the last few years, but formerly there was not much restriction.

66090. What is the authority that would stop that?—The proprietor is the only man that can stop it. The local authority might stop it now unless they approved of the plan of the house.

66091. If a new house is built, it is built on an approved plan?—It ought to be according to the rules of the local authority; it ought to be built according to a certain plan that they have adopted.

66092. And then it would be what you call a white house?—Yes. The distinction between white and black is that the stone and lime houses are white, and we call the other ones black to distinguish them from the stone and lime.

66093. The new houses would be built in better style?—Yes, stone and lime, and roofed with slate, and built on a certain plan as regards the internal arrangements; and then there would be drainage. The site would have to be approved of by the sanitary inspector.

66094. The drainage would take away the wet stuff from the immediate neighbourhood of the house and deliver it on to a field?—Yes.

66095. That would make a considerable difference as regards the danger of infection among the inmates?—Yes.

Industries and income of rural poor.

66096. In addition to the land that goes with the croft, I suppose there are grazing rights of some kind?—Yes, there are miles of grazing attached to every township.

66097. Is any part of the ground that is grazed upon as good as that which is now under cultivation?—No, as a rule not.

66098. It is not worth cultivating?—Not without great labour and expense, because it is covered with thick moss. That moss would require to be removed and burned down or carried away before coming to soil that would be suitable for cultivation.

66099. Is the moss that is taken off peat?—Yes.

66100. Does it pay for the taking off?—What is near the towns is cut down for peats for fuel. In the course of years that leaves a big patch immediately behind each township, where the moss is removed and the ground is ready to be trenched and drained and cultivated.

66101. The removal of the peat in such cases pays for itself?—To a certain extent.

66102. After that the ground has still to be treated?—Yes, it has to be trenched.

66103. So it is not easy to add to the cultivable area?—No. It is very expensive, and no person would undertake the expense as a paying concern.

66104. If you got permission to live on such ground, would you have a very bare living?—Yes, it would not

ustries income ural poor.

amount to a living—it would not repay the labour. The average rental of our crofts is a little over 37s. for each croft in the year. Now, including all the income from fishing, militia, naval reserve, and selling of stock, I think Mr Miller and Mr Maxwell estimated that, after paying rent and expenses, the return from one of these crofts would be about £2, 10s., or £3 in the year.

66105. That would be the annual real income?—That would be the surplus after paying expenses.

66106. There is no kelp industry now?—Not now.

66107. How long ago is it since it stopped?—In the Lewis there has been very little kelp manufacture for fifty years.

66108. (*Chairman.*) It is beginning to revive?—Yes, slightly.

66109. (*Mr Patten-MacDougall.*) It is reviving in Tiree and South Uist?—I don't think it went down there at all as it did with us. On the west side of the Lewis they have started it slightly, but that affects only a few people.

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66110. (*Mr Booth.*) What has started it again? Is it the increase in the value of the product?—No. I don't know what the special reason is for its being started again, but I know that the principal obstacle to it is the distance from Stornoway and the expense of carrying the kelp there to send it on to the manufacturer at Glasgow.

66111. What is the nature of the industry? The stuff has to be burned?—Yes.

66112. So the product is not bulky at all?—The rough product that they bring to Stornoway is very bulky and heavy.

66113. And that has to go to Glasgow?—Yes.

66114. (*Mr Patten-MacDougall.*) It comes to Glasgow in the shape of ashes after being burned?—Not ashes exactly, but a congealed extract.

66115. But in Tiree and South Uist the kelp is burned down on the spot?—The same in Lewis; and it is the extract from that—the juice, as it were—that is carried away to Glasgow for manufacture; but that is very heavy, and the cartage from Barvas to Stornoway is almost prohibitive.

Mr A. C. Miller M.D., called and examined.

Mr A. C. Miller, M.D.

66116. (*Chairman.*) You are Medical Officer of Health for the burgh of Fort William and for the Lochaber district of the parish of Kilmonivaig?—Yes. I am also Parochial Medical Officer for the parishes of Kilmallie (Inverness) and Ardgour (Argyle), and for the Lochaber district of the parish of Kilmonivaig (Inverness), etc., etc.

66117. You have sent us a very full statement of your views, and we shall take it as your evidence-in-chief?—Thank you.

(*The witness handed in the following statement.*)

alifications d appoint- ents of tness.

1. My experience in matters related to the Poor Law administration in Scotland, and particularly in the Highlands, dates from 1884.

I graduated as M.B., C.M., at Edinburgh University in 1883, and as M.D. with Honours in 1888.

Being appointed assistant to the late Dr Barclay, Banff, who was Medical Officer of Health for the town and district, and Parochial Medical Officer for the Burghal and Rural Parishes, as well as attendant to the County Hospital, I early obtained insight into Sanitary Poor Law and institutional methods.

In 1886 I was appointed Medical Officer to the Belford Hospital at Fort-William (18 beds), and Parochial Medical Officer and Vaccinator to the Lochaber District (pop. 1,435) of Kilmonivaig; in 1891 I was appointed Parochial Medical Officer to Kilmallie (since disjoined into Kilmallie and Ardgour), Vaccinator and Medical Officer of Health for Burgh and District of Kilmallie (pop. 4,344); in 1892 I became Certifying Factory Surgeon for the District; in 1898 I was appointed District Medical Officer of Health for the Lochaber portion of Kilmonivaig Parish, and Medical Referee under the Workmen's Compensation Act for the Sheriffdom of Inverness, Elgin, and Nairn. I also hold appointments under the Post Office and Education Departments, and I act as Medical Inspector for the local Police authorities.

nctions and erations of nitary uthority.

2. The Sanitary Authority for the burgh is the Town Council; for the landward district the County Council. So far as medical assistance to the poor is concerned, these bodies take cognisance of the risks and effects of infectious disease alone. They adopt measures of disinfection, and they endeavour as far as practicable to enforce isolation; but medical attendance at the charges of the local authorities is only afforded when patients are treated at the Isolation Hospitals maintained by these authorities. For this locality, accommodation for ordinary epidemic visitations is provided in the Joint Infectious Diseases Hospital at Fort-William (8 beds); and for smallpox there is a special hospital (6 beds) erected on an isolated but easily accessible spot in the neighbourhood of the town. In the presence of Epidemic Smallpox in the large centres of population, the rural sanitary authorities have been in use to offer free vaccination and re-vaccination to the resident inhabitants. During a virulent outbreak of diphtheria in the Lochaber district of Kilmonivaig (in 1889), the local authority—then the Parochial Board—did its utmost by the provision of nurses, and by the issue of public placards, to control the disease and allay general panic. Of late years, since the infectious nature of phthisis has come to be recognised, the local authorities have agreed to the distribution of information leaflets on the subject to householders within their areas.

cognition phthisis as ectious.

Constitution of Poor Law authority.

3. The Poor Law administration formerly vested in Parochial Boards was, by the Local Government Act of 1889, transferred to Parish Councils.

Combination poorhouse and classes therein.

4. The three parishes embraced in my jurisdiction subscribe to and have the right of nomination to a certain number of beds in the Lorn Combination Poorhouse at Oban. The benefits of that institution are mainly reserved for (*a*) casual paupers, that is, persons of the vagrant class who are destitute, and who on account of some physical disability require temporary medical relief; (*b*) persons who by reason of some chronic ailment, either of medical or surgical nature, need special or trained nursing, such as it would be inconvenient or very expensive to furnish in hospital or a private room.

Extent of indoor and outdoor medical relief.

5. But the large proportion of persons in receipt of parochial relief are resident on the parishes of settlement. These persons are scattered up and down the locality in crofter habitations or in dwellings rented by the Parish Council. They are entitled to and receive medical attendance on a message being conveyed to the medical officer through the inspector or by any reputable person. Medicines, nutritious diet, cordials, and nursing are afforded to the extent that may appear needful. In very acute cases requiring special care, the medical officer recommends admission to the hospital at the charges of the Parish Council; in other cases, removal to the Combination Poorhouse is advised, and, with precautions as to conveyance and attendants, is carried out.

6. A small number of paupers chargeable to other parishes, from circumstances of family or of an accidental kind, takes up residence within parochial limits, where medical relief is afforded them by the local medical staff, without extra charge upon the funds of the parishes of settlement. Medicines in these cases are charged for. Lunatics boarded out receive such medical relief as they may require, and the statutory quarterly visits are rendered by the medical officer whether actual advice may be needed or not.

Medical aid to lunatics and boarded-out pauper children.

7. In the case of such lunatics as belong to other parishes, a fee for the statutory visitation and a charge for medicines are exigible; but no fee is charged for ordinary medical attendance. Boarded-out pauper children belonging to the Parish of Glasgow receive attendance at the request of the guardians without intimation to the local Parish Council officials as such, and remuneration by fee per visit is paid to the medical attendant by the city Parish Council.

Vaccination by Parish Councils.

8. The Vaccination Act is administered by the Parish Councils. Conscientious opponents of the provision are rarely met with, but postponements beyond the statutory period (six months) are frequently encountered. The reasons for postponement are chiefly:—

(*a*) Illness of the infant.
(*b*) Distance from the doctor and inclemency of weather.

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(*c*) Disinclination or procrastination on the part of the parents.

(*d*) Inability to pay for vaccination—which may involve a considerable visiting fee.

Vaccination by Parish Councils.

Lists of vaccination defaulters are from time to time submitted to the Parish Councils, and occasional prosecutions before the sheriff are threatened and take place.

9. I have continuously held the office of vaccinator for twenty-one years, but if my memory serves me right (and I think it does) I have not once been requested on behalf of the Parish Council to vaccinate the child of a defaulting parent under Section 18.

Reference to this subject will be made under a later head of my statement.

Medical aid through charity.

10. The benefits of the Belford Hospital (built in 1865 and endowed by the late Andrew Belford of Glenfintaig) are available to those persons who, being *bona fide* residents within the three local parishes, and not being entitled to parochial relief, are unable to afford competent medical attendance.

The administration is in the hands of trustees—qualified under the terms of the testator's trust—and, since the passing of the Local Government Act (1894), of elected representatives of the Parish Councils. The trustees exercise discretion as to the claims of applicants for admission to the hospital.

11. The institution consists of 16 to 18 beds. It is equipped with a medical and nursing staff. On an average about 80 persons are treated per annum. The patients are derived principally from the artisan, crofter, cottar, shepherd, gamekeeper, and domestic servant class. They seek hospital treatment on account of the benefits of regular medical attendance and of competent nursing.

Medical clubs and friendly societies.

12. Medical clubs in connection with friendly societies (Foresters, Rechabites, etc.) exist in this community. They elect their medical officers and receive attendance and medicines according to the terms of their various contracts.

13. Railway Company and Caledonian Canal employés, and crofters and estate employés on certain of the estates, have established clubs or societies for securing medical attendance under specified conditions.

14. The friendly societies in their medical arrangements provide only for attendance upon sick members; while the medical clubs formed specially for medical benefits contract for attendance upon wives and families as well, paying accordingly a somewhat higher rate of contribution per member.

15. The medical clubs receive recognition and support from the employers and proprietors to whom they stand in relation. Thus, the North British Railway grants travelling facilities to the employes' medical officer. In one case of an estate medical club, comprising the crofter tenants, school teachers, shepherds, gamekeepers and ghillies on the property, the landlord pays a contribution equal to the annual subscription of the beneficiaries—from motives of pure philanthropy and goodwill. The members undertake, in addition, to pay a nominal or check fee per visit, and they arrange for the conveyance of the doctor.

Inaccessibility of medical assistance.

16. On another estate club, the proprietor contributes a money payment and provides a pony for the doctor when engaged upon a "hinterland" expedition. The distances traversed by the medical man on some of these journeys are very great. In one direction he has to ride, on beaten or unbeaten tracks, over moor and marsh for 20 miles from the county highway. It is perhaps not germane to this inquiry to relate individual experiences of messenger and doctor in encountering the inclemencies and hardships of the way. The writer remembers one occasion on which he and his companion were overtaken at the beginning of night-fall by a terrific storm of rain and wind. To return would be as perilous as to go forward; in the darkness the swollen streams were dangerous to negotiate, and literally it was due to the kindly glow of a burning peat carried by the ghillie, and revived by him at critical points, that we were able to accomplish our destination. Adventures of that nature are, unfortunately, not rare in Highland practice.

Nursing of poor.

17. The district maintains two nurses in connection with the Jubilee Nursing Institute. The salaries and expenses of the nurses are defrayed by public subscription, and (nominally) a fee is exigible in those cases in which the beneficiaries are in circumstances to afford some degree of remuneration for services rendered. The nurses are highly qualified for their duties, and are possessed of maternity as well as of medical and surgical training.

It is found that the proprietors are the most liberal subscribers to, and cordial supporters of, the nursing system.

Nursing of poor.

18. One of the estates is specially furnished with a cottage nurse with maternity training (from the Govan Home). Her salary is paid by the proprietor—but in order to modify the deteriorating tendencies of entirely eleemosynary aid, I understand that in this instance also a scale of fees has been tabulated.

Overlapping of various agencies.

19. A certain amount of overlapping takes place between the different agencies referred to. This is perhaps inevitable, but, on the whole, reasonable and definite lines of demarcation are maintained.

Care of all infectious cases by sanitary authority.

20. The sanitary and Poor Law authorities come into close touch with regard to infectious disease occurring amongst the poorer classes, and my personal view is that difficulties in this respect might be considerably lessened by the sanitary authority becoming responsible for the isolation and care and treatment of all cases of infectious disease amongst the poor. The local authority would, of course, exercise their discretion as to the scope of their interference; but where infection operated as the cause of disability and destitution, it seems to me that the simple and logical position would be for the local authority to assume responsibility so long as that cause remained in operation.

Transference of vaccination to public health.

21. With regard to vaccination—which is a measure notoriously directed against infection—I am of opinion that it ought to be conducted by the authority having control of infectious diseases. The administration of the Vaccination Act (passed in 1863) by the Parish Councils is a survival from the period prior to the creation of the Local Government Act of 1889. Previous to that period the Parochial Boards were the local authorities under the Public Health Act, and it is merely an anomaly that as regards vaccination they should retain the same powers as formerly.

22. I think that the Act bears somewhat hardly upon the poorer classes. It was evidently intended by the framers of the Act that considerable ameliorative powers should be exercised in providing machinery for affording and performing vaccination among scattered populations such as exist in the Highlands.

23. Nominally a vaccinator is appointed for every parish, but he has virtually no vocation unless section 18 of the Act is applied; and my observation has been that Parochial Boards and Parish Councils confine themselves to the penal provisions of section 17. In order to satisfy the requirements of that section, a poor person may be obliged to undertake a very long journey, under possible adverse conditions of weather and of travel, to see a doctor; or conversely, to send specially for a doctor, for the purpose of performing the operation, thereby incurring much expense. Under either circumstance a hardship may be inflicted such as the framers of the Act probably did not contemplate.

24. Vaccination ought to be made free to all. It ought to be made incumbent upon the authority administrating the Act (properly, in my view, the local authority as created by the Local Government Act, 1889) to make adequate arrangements to that end. Vaccinators ought to hold tangible, effective appointments with something more than nominal remuneration. In this way, I believe, the public interest would gain, and any temptation to regard the compulsory provisions of the Vaccination Act as oppressive would disappear.

25. It would probably be a mistake to obtrude the authority of rate-aided agencies upon voluntary efforts for the relief of distress among the poor. The Poor Law authorities are greatly assisted by voluntary agencies, and any application on behalf of the latter for transference of specially onerous cases of sickness should receive benevolent consideration.

26. On the other hand, it almost seems a contradiction of the wishes of the founder of the Belford Hospital that the members of medical-aid societies, who, *ipso facto*, pay for and are entitled to medical attendance, should without arrangement receive the benefits of the hospital while in receipt of sick-pay allowance. Nor does it appear equitable that recipients of compensation under the Workmen's Compensation Act, or otherwise, should be entitled to the same benefits without pecuniary acknowledgment to the hospital. Probably a recommendation that in such circumstances the hospital funds should be considered as having a claim would exert a salutary influence.

27. With regard to the furnishing of sick nursing to the poor, I am strongly of opinion that Parish Councils whose

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paupers are attended by the Jubilee district nurses ought to contribute appreciably to the funds of the local nursing association.

28. From an experience of wellnigh twenty years of the benefits of this trained nursing scheme, I have come to regard the agency as simply invaluable, and I look forward to its extension throughout every corner of the Highlands as offering one of the best solutions, if not the best solution, of the problem of skilled attendance for the peasantry and the poor.

29. In regard to lunacy, there happens sometimes an awkward vagueness of responsibility as between the Police and Poor Law officials, with the result that regrettable delay in dealing with and disposing of cases is apt to occur.

30. Also as to police cases—that is, cases of accident or sudden illness brought to the notice of the police, who summon a doctor to attend. No provision seems to be made for the remuneration of the practitioner unless the person becomes criminally charged Such a position does not appear to be in the interest of the public or the patient.

31. It is a question whether, for dealing with vagrants, with lunatics, with cases of accident and emergency illness, it might not be a proper solution to constitute the Police as agents for the Poor Law in the sense that they are now considered agents for the purposes of the Public Health Act.

32. There is a class of cases that I have often thought to have a pressing claim upon rate-aid and which appears to have no special recognition under the Poor Law. I refer to epileptic, idiotic, and feeble-minded children belonging to parents of the industrial ranks, not destitute and therefore not entitled to relief. These unfortunate children are always a drag upon the family. They may actually exert a bad influence upon the other children. The parents cannot afford to send them away to an institution where they will receive proper attention and education, and they grow up to become a permanent burden upon Society. The time has surely come when special cognisance should be taken by the Rating Authority or the State of these mentally enfeebled children.

33. From what I have stated under the previous head, it will have been gathered that I do not see any practicable scheme for relegating to one authority the whole work and duty of medical assistance rendered by the various voluntary agencies and by the public or rate-supported agencies. I do not know that on the whole it would be a wise thing to attempt in the interests of the poor themselves. Where the local circumstances combine to approximate or amalgamate these agencies under the same individual or individuals, good and well, but let it be by the spontaneous action of the parties concerned. The matter assumes a different aspect when public agencies, public economy, and public efficiency are considered; and in small communities it is undoubtedly better to have as many public agencies as possible combined under one authority than to have them dissipated and frittered away in the ineffective dispensation of several trivial authorities and officials.

34. The tendency is to divorce the Sanitary-Medical service from the Poor Law medical service. Up to a certain point I believe this to be a mistake. It is a loss especially to the sanitary service, for no itinerant or visiting official can so well diagnose the local public health defects and gauge their requirements as the man resident in the community and acquainted with every shade of the health conditions—to wit, the officer of the Poor Law. In my own case I received the Public Health appointments before the passing of the Local Government Act of 1889, but in my neighbourhood the parish doctors appointed since 1889 are not recognised as medical officers under the Public Health Act, and therefore in large areas of the Highlands there are no resident local Medical Officers of Health. I would respectfully suggest that the Local Government Board should exercise the powers vested in them and grant the status of medical officers to the Poor Law Medical Officers in Highland parishes, whether they possess a diploma in public health or not. As a corollary to this argument, I think it might be urged upon licensing medical boards to insist upon their candidates being qualified in public health as well as in other special departments. In the legislation proposed with regard to the medical inspection of school children, it would obviously be an advantage to have the medical officer in relation on the one hand to public health administration, and on the other to the kind of practice implied by attendance upon the poor.

Poor Law medical officers to be *ex officio* Medical Officers of Health.

35. The dividing line between duty to the individual and duty to the public is often very indistinct: and on a wide survey of the problems that lie at the root of health questions in general, it is found that the two relationships constantly interact. The private practitioner is capable of studying the practical effect of sanitary conditions in a way that is absolutely closed to the public health official as such. Infectious disease is only one part of the domain of medicine affecting the public weal. There are more subtle questions at issue; and without the co-operation of the active clinician and practitioner in the solution of them, the public interest will suffer.

Remuneration and right of appeal of Poor Law medical officers.

36. It is notorious that the medical service in the Highlands is impaired in efficiency through the withholding of the right of appeal to Poor Law medical officers under threat of sentence of dismissal. Until their tenure of office is put upon the same footing as that of Poor Law officers in England and Ireland, and of public health officers in Scotland, the medical service will not habitually command the respect nor attract the candidature of the best men. Sometimes the wrong inflicted upon dismissed officers is incalculable. The sentence is a blow to *amour propre* which under circumstances may suffice to blast the rest of a man's career. I hardly care to cite my own experience—but I may mention the fact that through no fault of my own I was dismissed by a Parochial Board—who continued (of course with my consent) to employ the services of my indoor assistants as medical officers—until an election under the Parish Council restored me to my former position.

37. Right of appeal comes first, and second, the question of remuneration. With appeal granted, I believe that medical officers would be prepared to accept a more moderate degree of pay than in the absence of such right of appeal. It is therefore my decided opinion that the personnel of the Poor Law medical service in the Highlands would be improved by the right of appeal being granted.

38. The scale of remuneration would have to be governed by the general circumstances as to population, amount of private practice, number of paupers, their residence and so forth; but assuming the present system as a basis for the ordinary routine of medical attendance, I would approve of special fees being awarded for special cases, such as confinements and fractures. Lunacy fees should also form a separate payment. The medical attendance of paupers not belonging to the local parishes should be paid for by the parishes of settlement.

Nursing Associations, value and need of extension and support thereof.

39. I have already stated my view that official cognisance of the value of trained district nursing should be made. The Jubilee nurses are qualified by three years' hospital training, and by six months' maternity and district work. They are of the utmost value in attending to cases of emergency before the doctor can arrive and for the nursing care of all kinds of patients. Their skill can always be relied upon. It is less expensive to have these nurses placed in scattered rural communities than to have a qualified medical man maintained permanently there for minor illnesses and against the rare occurrence of an accident. A district could support from the public funds alone two or three of these nurses for the same amount that would be required for the payment of one medical man—and their services, though of a different order, would, in their own function, be equally valuable.

40. I am entirely in favour of the extension of district nursing—the nurses to have status and recognition as public servants, and to be subject to the authority of the medical officer.

41. By a system of concentration of medical officers and by extension of nursing officers, I think attendance upon the poor would be more efficient, more suitable, and more satisfactory than it is at present. Let me instance the parish of Ardgour, which is in my own charge. The population of 600 is almost entirely crofter; the paupers are a mere handful, but the district is peninsular, separated from the mainland by arms of the sea. A resident doctor would be a heavy burden upon the assessments, and he would find almost as little to do as the local constable. But a trained nurse would be a boon. Qualified to act in emergencies of illness or accident, to conduct confinements, and to manage all cases of sickness pending and after instructions from the doctor, she would, in truth, play the part of the oft-quoted "ministering angel." As it is, Ardgour being in the county of Argyll, is, according to the rules of the Nursing Association, denied the services of the mainland nurses of whom I have spoken. With combined Parish Council and voluntary support, there would be no difficulty in establishing a nurse in the parish.

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Accessibility of medical assistance.

42. Incidentally I have remarked upon the difficulties of access to many parts of remote Highland parishes. Some of them might be met by more efficient arrangements in regard to ferries. These ought to be under the management of County Councils.

43. I have probably spoken sufficiently about the matter of medical attendance. My view briefly is that efficiency should not be sacrificed to mere amount of attendance. The medical officer ought to be reasonably accessible, having regard to the situation and medical requirements of the district, but it would be a melancholy thing both for doctor and population to compel him for a more or less inadequate living wage to occupy a geographical post without the professional interest and inspiration of actual work.

44. Where the distances are very great and the population exceedingly scattered, it seems to me that opportunity should be afforded the medical officer by grants from the public funds to engage the services of an assistant medical officer, for I believe that in many cases with such an arrangement the medical interests of the poor would be fully better served than by making separate appointments on account of areas.

Effects of housing and other influences on deterioration.

45. The observations thus advanced by me are, as desired, concerned with machinery for medical relief of the poor. It does not appear that special note is expected of the problems underlying the whole question, viz., the causes of poverty. Much of a public nature can, I am convinced, be effected to diminish the influences tending to produce impoverishment among the people, in so far as these influences are determined by health deterioration.

46. Housing of the rural population is an urgent claim that ought to be regulated by the local authorities, as in towns.

Hygienic and first-aid instruction for young.

47. The evils of alcoholic indulgence ought to be inculcated amongst the young, together with an elementary knowledge of the laws of health and of the principles of what is called first-aid treatment. Existing agencies could deal with such matters.

48. The incidence of consumption—its prevention and treatment—are fortunately receiving the closest attention from authorities concerned in public health; while the importance of physical deterioration is also coming to be realised.

49. I should perhaps have mentioned that the acreages of the parishes regarding which I have written are as follows:—

Kilmallie (including Ardgour), 306,731 acres.
Kilmonivaig (including Glengarry), 276,673 acres.

The two parishes are the largest individual parishes in the kingdom.

66118. (*Chairman.*) You are parochial medical officer for three parishes?—Yes.

66119. Are you the only parochial medical officer?—Yes.

66120. Do you examine the applicants for relief?—Yes.

66121. Where are your headquarters?—Fort-William.

66122. Do all the parishes come in there?—Almost; the western boundary of the parish of Kilmonivaig is about 500 yards from Fort-William. Ardgour is separated from Fort-William by a narrow strait.

66123. You have no inconvenience in attending to the different parishes?—No, having regard to the huge district that it is.

66124. Do all the paupers apply at the parish offices?—By no means. I have got to visit them in many cases.

66125. Where can they apply if they don't go to the parish offices?—They apply to the inspector of poor, and, if he thinks fit, and the paupers cannot conveniently be examined at Fort-William, he asks me to see them at some place in the parish—perhaps at their own homes.

66126. How often do the Parish Councils meet?—They meet quarterly, as a rule.

66127. So your certificate, with the assent of the inspector of poor, would give them temporary aliment until the Parish Council met?—Yes.

Deterrence of Poor Law medical relief.

66128. Do you find a great reluctance on the part of the aged, sick, and so on, who apply for medical relief, to go into the poorhouse?—Yes.

66129. Or into the hospital attached to it?—The poorhouse is what seems to apply mostly. In the event of their being cases requiring hospital attendance, they are not likely to be sent to the poorhouse, which is forty miles off.

Deterrence of Poor Law medical relief.

66130. Is one of the objections to going to the poorhouse this, that they would be a long way off from their friends, and their friends would not be able to see them?—That is one of the objections.

66131. Do you find that to be a strong objection?—Yes.

66132. Over a very large district like this, it must be exceedingly difficult to carry out a proper system of medical relief?—It is somewhat difficult.

66133. Have you any assistants?—I always employ an assistant.

66134. Do you go by water?—I go by all the elements.

Attendance in maternity cases.

66135. Is there any particular difficulty in women getting attendance who are to be confined?—There is no particular difficulty, owing to the fact that we are fairly well supplied with nurses.

66136. You have some of the Queen's nurses?—Yes. We have a Queen's nurse, and we have one Govan nurse, as well as private maternity nurses.

66137. You get a certain number of persons outside the limits of the parish for settlement purposes to whom you give medical relief?—Yes.

66138. You are not a whole-time officer?—No.

66139. What are your emoluments as medical officer?—From Kilmallie I get £60, from Kilmonivaig I get £42, and from Ardgour I get £10.

Vaccination and transference thereof to public health.

66140. In your long experience you say you have not once been requested to withhold vaccination on the ground of conscientious objections?—That is so.

66141. Do you suggest that the vaccination should be transferred to another authority?—Yes, to the health authority.

66142. On that point there is some hardship inflicted upon the dwellers in remote districts in getting vaccinated?—Yes, in being required to be vaccinated at a tremendous inconvenience to themselves.

66143. What would you suggest?—That the vaccinator should receive a tangible appointment and be required to vaccinate these children at their homes.

66144. Would you make it free?—Yes.

66145. Is the difficulty a constant source of complaint?—Yes.

Medical clubs, abuse and popularity thereof.

66146. You have a certain number of medical clubs. Are those entirely in Fort-William?—No, they apply to the various localities in the district as well as to Fort-William.

66147. They are quite an appreciable instrument in providing medical relief?—Yes, very.

66148. Have they any difficulty in getting doctors to take their terms?—The whole system has been very much a personal matter; I mean to say it has not been advertised or thrown open to competition, so it is difficult to say.

66149. Are you the medical officer?—Yes.

66150. I suppose it takes up quite a proportion of your time?—Certainly it does.

66151. Are these clubs popular?—Yes, and to a certain extent they are necessary, but they are very apt to be abused.

66152. You mean to say that people make use of them who could afford to pay more?—Yes.

66153. Taking it altogether, looking to the difficulties of the country and the distances to be traversed, you would say that the poor are fairly well provided with medical relief?—Yes.

66154. Has there been any improvement in your experience? Are things better than they were?—I should think that things are improving.

Treatment of Poor Law infectious cases.

66155. Coming to your duties as health officer, in paragraph 20 you say that you think that a closer combination might be effected, or rather that difficulties might be got over by the sanitary authority becoming responsible for the isolation and care and treatment of all the cases of infectious diseases amongst the poor. What diseases would you add to those for which the sanitary authority are already responsible?—The sanitary authority, as I understand the law, are not responsible for infectious diseases occurring amongst the Poor Law people.

66156. (*Mr Patten-MacDougall.*) Do you know any occasions where the local authority has refused to receive a case

Treatment of Poor Law infectious cases.

coming from the poorhouse or a person getting outdoor relief?—Yes. I can recollect one case of erysipelas occurring in a pauper, and the local authority regarded it as being a parochial case, and as not falling under their jurisdiction. Erysipelas is a notifiable disease under the Act.

66157. Did that case occur in Fort-William?—Yes, some time ago.

66158. Is erysipelas a notifiable disease?—Yes.

66159. (*Chairman.*) Your contention is that one authority should take all these up?—Yes. And let the local authority, if it chooses, sue the parochial authorities for maintenance afterwards.

66160. Have you any infectious diseases hospital at Fort-William?—Yes.

66161. What does it serve?—Our particular district of the county of Inverness.

Personnel of Parish Councils.

66162. What is the composition of your local boards and parish councils? I suppose they are mainly composed of farmers in the country?—They are composed of proprietors or representatives of proprietors, farmers, and crofters.

66163. They represent all classes?—Yes.

66164. You are both health officer and medical officer? You are doubtful if one authority could undertake the whole of the work now done by the Poor Law and the public health authority?—Yes. I mean the work done by the various agencies, including the clubs. That is what I refer to in paragraph 33.

66165. In your next paragraph you think it is a mistake to divorce the sanitary medical service from the Poor Law medical service?—Yes, I think so, in the Highlands.

Need of co-operation of Poor Law and sanitary authority.

66166. So far as Fort-William is concerned, they are concentrated in one person?—So it would seem.

66167. Do you find that they fit in well together?—Yes, splendidly; but if I had not come into the district before the passing of the Local Government Act, I would not have been competent to hold the office.

66168. Why?—Because I had not a diploma in sanitary science, which, in the case of rural districts, is very much of a supererogation, I think.

66169. Fort-William is very largely a new town?—No, it dates from the time of Cromwell.

66170. But I mean the greater part of it is new?—Yes, it has followed recent modern developments.

66171. The sanitary conditions are pretty good?—Yes, perfectly good.

66172. So you do not have much disease from insanitary conditions?—Very little.

66173. Coming to the service itself, the two points where you think the Poor Law medical service is under a disability is, first, that it is not statutory, and, second, you think that the salaries are small?—That is so.

66174. In Fort-William there is little difficulty about a house?—There is none.

66175. But in other parts of the Highlands there are very considerable difficulties?—Yes.

Nursing Associations, value, support and need of extension thereof.

66176. You would like some pressure to be put on the local authorities so that they should officially take cognisance of trained nurses?—Yes.

66177. Have any of your parish councils recognised or contributed towards district nursing?—I am not aware that they have, but they have benefited tremendously by the services of the district nurses.

66178. And you would like to increase these?—I should like the rating authorities to contribute to their support.

66179. I suppose one of the ways of improving medical treatment in the sparsely inhabited districts in the Highlands would be to increase the number of nurses?—Yes.

66180. They are cheaper than the doctors?—Yes, you would get three or four for the salary of one medical man, and then, besides that, they would be more useful for the general kind of attendance that would be required.

Inaccessibility of medical relief.

66181. In your statement you say that there is some difficulty about ferries?—Yes, there is great difficulty in that way.

66182. Are the ferries inefficient?—They are not under public control, and a ferryman with an old unseaworthy boat may refuse to go across, or he may refuse owing to some whim, while a person may be dying on the other side. That has happened in my own experience.

66183. Are the ferries the property of the landowners?—Yes, they rent them to tenants.

66184. They let the right of them, whatever it is?—Yes. I refer in particular to Ardgour Ferry.

66185. Is the inefficiency of the ferries a common complaint?—I should think so. Certainly, in regard to matters of life and death, it is a most serious complaint. I can speak with actual certainty about it, and I can say that lives may have been lost through the ferries not being properly manned.

66186. Is there much variety in the rates for Poor Law purposes in the different parishes in which you are medical officer?—That is a point I am not quite conversant with. I don't think there is much variety, and I think the rate is a comparatively low one.

66187. The pauperism is not high?—No.

Need of direct relationship between Local Government Board and Poor Law medical service.

66188. Then really your evidence comes to this, that in the districts in which you are working, the medical arrangements have improved, and what you would like is a little friendly pressure from the central authorities or the local authorities to increase the number of nurses and to spend more money in medical services?—Yes. I think it is desirable that the Local Government Board should be more directly in touch not merely with the public health officer but with the Poor Law medical officer. The Poor Law medical officer is a man who does not come in contact with the Local Government Board—all the communications are through the inspector. Now there are cases where it is desirable that the medical officer and the Local Government Board should confer without the interference of a third party.

66189. Have there been any appeals by paupers to the Local Government Board on the ground of insufficiency of the aliment?—I believe there have been, but that does not come under me.

66190. What is the sort of matter upon which you think there should be direct communication between the Local Government Board and the medical officers?—As to the kind of diseases that are being treated, as to the kind of treatment that is being afforded, and as to the amount of aliment that is being offered.

66191. There are no medical inspectors of the Local Government Board?—No.

66192. If there were medical inspectors, would that meet you to a certain extent?—Yes, if the medical inspector would come to the medical officer and not go to the inspector without recognising the medical officer at all.

66193. I assume that if there was a medical inspector, and he went to the sick ward or to where there were sick persons in a poorhouse, he would as a matter of fact meet the medical officer?—Yes, when there is a poorhouse; but in the case of an outdoor medical officer, he might not think it necessary to meet him. I do think there ought to be a closer relationship between the Local Government Board and the Poor Law medical service.

Transference of medical relief to sanitary authority in rural districts.

66194. (*Mrs Webb.*) I see in paragraph 34 you notice that it would be expedient to bring the clinical experience of the medical officer of the Poor Law in connection with the preventive experience of the medical officer of health?—Yes.

66195. That rather points to putting him under the medical officer of health?—There would be a co-ordination of the service.

66196. Would it not be desirable to put the whole question of sickness and the treatment of destitute sickness under the medical officer of health?—Yes, I think so, in rural districts.

Medical grants-in-aid.

66197. Would you suggest that there should be a grant-in-aid from the public exchequer?—I should think it desirable if the local rates exceed a certain sum.

66198. Would you have it in relation to the poverty of the district?—Yes.

66199. Would you not have it in relation to the expenditure on the medical service with a view of increasing its efficiency?—I think I should have it in relation to the poverty of the district. If the people are too poor to pay, then let the Government come in and contribute the extra money required for providing an efficient service.

66200. Would you give the grant-in-aid to the public health authority rather than to the parochial board?—I think both have it now.

66201. But it would be desirable to have one grant-in-aid?—Yes, it would come to that.

66202. I notice that you think there is not sufficient provision for the feeble-minded children belonging to

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parents who are not actually destitute, but who are poor?—That is so.

66203. Who would you propose should undertake that service?—The Parish Council, I should think.

Provision for mentally feeble children of class above paupers.

66204. You would not make it the county council or the State?—Eventually the State would come in in the way of payment. At present the State pays one half of the lunacy grant, and I would assume that the State would pay one half towards this.

66205. Who is your lunacy board?—It is a county board.

66206. Would you not put the feeble-minded under the same board?—Yes, but the lunacy board acts through the parish authorities.

66207. But it manages its institutions?—Yes.

66208. Supposing you had institutions for the feeble-minded persons who did not belong to destitute families, but who belonged to families that were poor, would you put these under the county board?—It would be very much a matter of arrangement; either the county or the parish, because it all comes to the same thing.

66209. Would you suggest that these children should be dealt with free of cost to the parents? or how would you propose to proceed?—I should allow the local authority—that would be the Parish Council—or the lunacy authority, discretionary power to levy a certain amount upon the parents who might be able to afford a contribution.

66210. Would you give the lunacy board power to remove these children compulsorily?—Yes, most certainly.

66211. And levy a charge on the parent as they thought the parent was able to afford?—Yes.

66212. If the parent preferred to keep the children to peg along, so to speak, would you give power to take them away?—Yes. I don't think many parents would prefer that, as a matter of fact, but I would certainly confer compulsory powers in the discretion of the local authority.

Relief to destitute children.

66213. With regard to the children of destitute persons, do you consider that they are adequately dealt with—say children of widows?—I think they are fairly well provided for.

66214. Are they given liberal outdoor relief?—Yes, fair. I don't know that I would use the word "liberal," but "fair."

66215. It has been brought to our notice in Edinburgh and other towns that the children of the poor suffer from various ailments, like adenoids and defective sight, which are not attended to by private doctors. Have you any suggestion as to that? Would you give free medical treatment to school children?—Yes. I should approve of school children having medical inspection.

Medical assistance and inspection of school children.

66216. But supposing adenoids were discovered in a child, would you suggest that those should be removed at the cost of the rates?—Yes, in suitable cases, certainly. The medical inspector would refer them to the proper authority, and they would be dealt with.

66217. Supposing you had medical assistance organised under the medical officer of health, then in that case he would deal with the children?—Yes.

66218. And that would be better than having a separate medical officer?—Yes.

66219. Would you work this new provision for medical inspection and the treatment of school children under the medical officer of health?—Yes.

66220. (*Mr Phelps.*) I think you said that in the district in which you lived medical clubs were taking root, and were spreading?—Yes.

66221. Do you think that the majority of the people in your district are able to make such provision for themselves as the medical clubs supply?—No, I would not say that.

Medical aid through clubs and extent of abuse thereof.

66222. You have a large proportion of the population in your clubs?—Yes, in one parish we have almost the whole parish in the club—crofters, shepherds, ghillies, and the like—and the proprietor contributes as much as the whole of the rest.

66223. He doubles it?—Yes.

66224. Does that provide them with medical attendance and drugs?—Yes.

66225. For the men, and for their families?—Yes.

66226. What is the weekly subscription?—The subscription per annum, including the proprietor's portion, is 15s. per family, with a fee in addition; that is to say, for a certain distance the doctor can charge for every visit 5s., or 3s. 6d., or 2s. 6d., as the case may be, the tenants providing for his conveyance.

Medical aid through clubs and extent of abuse thereof.

66227. That is to say, it is about 1½d. a week?—Yes.

66228. For each family?—Yes.

66229. That is regardless of numbers?—Yes. The numbers are not very great in their families.

66230. The families are small?—Yes.

66231. You say that in this parish almost everybody belongs to the club?—Yes.

66232. Do you think that is due to the public-spirited action of the proprietor?—Yes.

66233. What do you find in your other parishes?—I do not have such a perfect system as that in the other parishes, but we have a somewhat similar system where the proprietors give some inducement. In the case of the railway arrangement to which I have referred, the railway company recognises the medical officer appointed by the men, and gives him practically travelling facilities over the system for any purpose whatsoever.

66234. That is their subscription, so to speak?—Yes.

66235. The result to the medical man must be better in the one case than in the other?—Yes; but at the same time the medical man sometimes feels in individual cases that the club is being taken advantage of by people who are perfectly able to pay fees.

66236. That is a very difficult question. You believe that the payments made by members *plus* the private proprietor, do not represent the economic value of the doctor's services?—That is so.

66237. How far do you think that is really the case? Should you say that on the whole, with regard to that particularly favoured parish, the income derived from the club was adequate, and representing the amount that a doctor would otherwise naturally lose?—Yes, I would be inclined to say that it is adequate, but in certain instances one feels that advantage is being taken. For instance, a man in the position of a factor takes advantage of the fact that it is a crofters' club, although he has a salary of £150, and he gets attendance for a nominal amount.

66238. Is the hospital accommodation sufficient in your district?—Yes, perfect.

66239. Where do you send your cases to?—To the Belford Hospital.

66240. That covers the ground?—Yes.

66241. Suppose you want to send a case to a convalescent home?—We have no arrangement for that.

66242. Do you ever have to do so?—Yes.

Convalescence of paupers and class above.

66243. How do you manage it?—I will perhaps get a patient into the Dunoon Home or into the Nairn Home, near Inverness.

66244. For that you are dependent upon your own personal exertions?—Yes.

66245. There is no home in connection with your hospital?—No.

66246. Do you think it would be a good thing if more were done in that way?—Yes.

66247. Do you have pauper patients who would be much benefitted in that way?—No, not among the pauper patients, but among the ordinary industrial people who want a good rest after an illness; they would be benefited very much.

66248. Take the pauper patients under your care in the hospital. Have you ever thought whether it would be possible to secure a kind of interchange of paupers by which convalescents should be sent to a place in different surroundings, and the charge should be met by the parish to which they belong—that they should be sent to another poorhouse hospital for a thorough change of air?—Yes, I have had such cases. As it happens, our poorhouse is situated forty miles away, and that is a sufficient distance to constitute a change of air.

Effect of drink on thrift.

66249. From your experience of the district, do you think that the provident habits of the people have increased?—Yes, I think there is improvement, but there is still very much to be desired.

66250. Is there much drinking in your district?—Yes, it is an instinct almost.

66251. When you say that a large proportion of the population could not make provision for their medical

Effect of drink on thrift.

treatment, do you think they would be able to do so if they were temperate?—I do not say that intemperance is responsible for the amount of illness by any means, but intemperance enters into such questions as poverty and physical degeneration.

66252. What I mean is this: Does the intemperance swallow up the funds which might otherwise have provided them with medical care?—To a certain extent it does, but I should not say that it exists to such an extent as to be a considerable factor.

66253. Would you say that it applied in any large proportion of the cases that come under your care?—I would almost say so; it certainly does apply to a large proportion of the cases.

Representation of Parish Councils on charitable committees.

66254. (*Mr Patten-MacDougall.*) With regard to the Belford Hospital, is it the case that the Parish Council are represented in the trustees that manage it?—Yes.

66255. And accordingly the Parish Council know from the Belford trustees who are being assisted or being treated there, and the Belford trustees know who is on the roll of paupers?—Yes.

66256. Has that arrangement worked well?—Yes.

66257. That has been done under the 30th section of the Act of 1894, where provision is made for a representation of members of the Parish Council upon the administrating body of a trust which exists for the benefit of the poor of the parish or district?—Yes.

66258. Has that been long in existence?—For five years, I think.

66259. There has been no friction?—No. I think it has been a good thing. I think the trustees themselves feel that they get into closer touch with the population through the medium of these local representatives. It has been a good thing.

66260. You suggested that the Local Government Board should communicate directly with the Poor Law medical officer in certain cases?—Yes.

66261. That led one to think that the instructions of the medical officer in regard to certain nutriment or stimulants were sometimes not given effect to by the inspector of poor. Is that what you are pointing to?—The medical officer would feel that he had a freer hand if he were responsible directly to the Local Government Board.

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66262. Have you known of cases in your experience where a medical officer has ordered food or stimulants for a pauper, and where effect has not been given to that order by the inspector of poor or the Parish Council?—I should not like to say that I have actually known of such cases.

66263. With regard to this question of the ferries to which you have alluded, Ardgour Ferry is in Argyllshire?—It is partly in Argyllshire and partly in Inverness-shire. It is between the two counties.

Inaccessibility of Poor Law medical relief.

66264. The same difficulty exists both in Inverness-shire and in Argyllshire?—Yes; but as regards medical attendance the medical man is resident on the Inverness-shire side, and so Argyllshire suffers.

66265. Are you aware that these ferries were under the control of the Roads Board of the county under a private Act applicable to the county itself, and when that private Act was repealed no provision was made in the public Act, the Roads and Bridges Act, for these ferries being taken over by the new roads authority; and, having been left out, there is now no control over them?—It is most unfortunate. I hope there will be some regulation in some way.

66266. Clauses have been before Parliament for many years, but they have not been passed into law?—It is a pity.

66267. Do you really think that the fact that your poorhouse is situated some forty miles off is a deterrent and prevents people from going there, it being really within three hours by sea and also within easy railway distance?—It excellently acts as a test. They do not like to go to the other side of their hills.

66268. Do you think it is too far away?—I do not know that it is.

66269. Have you sent cases there for treatment?—Constantly. We are sending crowds now from Kinlochmore, and in that our unfortunate parish has a grievance, because Kinlochmore is in the county of Argyll and receives all the rates, while Fort-William receives no rates and has to support them.

66270. That is in connection with the large new aluminium works?—Yes. It is hard that Inverness-shire should have to support these people.

Mr Henry Pearson Taylor, M.B., C.M., called and examined.

Mr Henry Pearson Taylor, M.B., C.M.

66271. (*Chairman.*) You are Medical Officer of the Yell and Fetlar Parish Councils, and have been for sixteen years?—Yes.

66272. You are also Chief Medical Officer for the North Isles district of the Zetland County Council?—Yes.

66273. You have been kind enough to send us a statement, which we will take as your evidence-in-chief?—Thank you.

(*The witness handed in the following statement.*)

Lack of provision of medical aid by sanitary authority.

1. The Sanitary Authorities in this district do not concern themselves in any way with the providing of medical assistance to the poor, and we have no Town Council.

2. It is with the administration of the Poor Law that I am most intimately connected, and upon which I submit my views for what they are worth.

The administration of the Poor Law in these remote parishes is such that it is not easy to clearly define how the poor (and by these I mean not only the paupers, but also those persons who, in no inconsiderable number, are on the verge of pauperism) are assisted with medicine and advice.

My statements are based chiefly on my own experience, also on that of those of my colleagues with whom from time to time I have exchanged views.

I purpose confining my remarks to the three following heads:—

(*a*) Medical assistance to the paupers.

(*b*) Medical assistance to those on the verge of pauperism, who, although not absolutely destitute, are unable to pay for medical assistance.

(*c*) Conditions more particularly affecting the medical officers.

Medical Assistance to the Paupers.

Adequacy and method of securing medical relief.

3. In my own case, and from what I have learned from some of my colleagues, the method for securing medical assistance to this class of the poor is somewhat happy-go-lucky; but on the whole, I should say, that although not strictly in accordance with the rules of the Local Government Board, it is adequate. In this parish, when the Inspector of Poor hears of sick paupers he requests me to see them. It is very rarely that a Parish Councillor sends for me to see a pauper. Most frequently it is the neighbour of a pauper who summons me either by telegram or letter. Again, when I am in any particular district where paupers reside I am asked to see them, but I generally call on them whether I am summoned or not, in case they do wish my services. Tickets are not used. The rules laid down in par. 15, page 104 of the Local Government Board's instructions to Parish Councils, are quite applicable to Highland parishes, and in my opinion ought to be strictly observed.

Supply of drugs and surgical appliances.

4. Medicine and surgical appliances I supply from my surgery, and send in a quarterly account to the Parish Council. This arrangement is reasonable and fair, and not open to the obvious abuse which might obtain in some cases where costs of medicines, etc., are included in an inadequate salary.

5. Scattered as the paupers are all over the parish, and often at a considerable distance from the doctor, it is sometimes almost impossible to give full attention to each, when a number happen to be sick.

Need of maternity and other nurses for poor.

6. No sick nurses are provided, but the nursing of the pauper is entrusted to neighbours whose services are paid for by the Parish Council. It is not difficult to see that such an arrangement is open to abuse, expensive to the ratepayers, and of doubtful benefit to the pauper. The provision of one or two trained nurses in remote Highland parishes would be of inestimable benefit to the paupers,

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and the general public, and would lessen the labours of the medical officer very materially. I would further suggest that the nurse ought to be capable of undertaking normal midwifery cases. It is not, in my opinion, more doctors who are needed in remote parishes such as this, but the provision of skilful assistance to those we have got. For instance, take the parish of Fetlar, an island of 347 inhabitants, five miles by sea from my residence. Frequently the weather is so bad that "crossing the Sound" is impossible. There is no midwife in the island, so I am summoned to almost every confinement, in many cases to find the birth over, but the third stage uncompleted, and the *post-partem* toilet left for me to carry out. In this island a trained nurse capable of managing an ordinary midwifery case is practically a necessity. If a doctor were appointed to that parish he could not make a living. The same argument applies to the more distant parts of the parish in which I am situated. I could give more instances where a sick nurse would have been of the greatest utility, but it is unnecessary.

Insufficient provision for surgical treatment of paupers.

7. A small poorhouse ought in my opinion to be situated near the medical officer's residence, where severe cases of surgical diseases among the paupers could receive more of the personal superintendence and attention of the medical officer. To have to treat (as has often been my experience) cases of gangrene, chronic retention of urine, fractures, extensive burns, ulcerations, and such like surgical affections in miserable dwellings situated many miles from the residence of the doctor, is not giving the pauper much of a chance, and disheartening to the medical attendant. In such cases as I have indicated antiseptic treatment is difficult to carry out.

MEDICAL ASSISTANCE TO THOSE ON THE VERGE OF PAUPERISM, WHO, ALTHOUGH NOT ABSOLUTELY DESTITUTE, ARE UNABLE TO PAY FOR MEDICAL ASSISTANCE.

Inadequate provision of medical aid for class above paupers, and resultant effects thereof.

8. These belong to a class between the paupers and the self-supporting section of the community, for whom, so far as my experience goes, no provision exists for aiding them with medical assistance, except the benevolence of the medical officer. The argument that doctors always have this class among their patients hardly applies to the case in point, because there is a difference between a doctor giving his advice and medicine free to any one in his consulting room or immediate vicinity, to having to travel 10 or 15 miles, and, as sometimes happens, having to pay a trap hire out of his own pocket as well as repeat medicines and make subsequent visits. As a proof that I have not exaggerated the facts, I may say that my Parish Council have seen this difficulty, and on more than one occasion recognised my services under such circumstances as I have mentioned.

9. The honest non-pauper poor will not ask a doctor to visit them unless they are sure that he will be remunerated for his services, consequently they suffer, unless the doctor voluntarily offers his services unsummoned. Others again, whose consciences are not of such a high order, will demand his services for the most trivial ailment. In every case his humanity urges him to give the best of his skill and attendance; but on the other hand, when it comes to spending a whole day to see a patient, paying cost of hire, and giving medicines, with no hope of payment except "the blessings of the Almighty attend you," the tax is somewhat severe on a normally constituted individual.

10. The providing of more doctors has been proposed as a remedy; but I cannot see how two doctors could make a living, when one can hardly make ends meet, unless, indeed, good salaries were given, which would raise the ire of every ratepayer in the parish. It is not in my province to propose a remedy, yet I would venture to suggest that medical assistance to this class might be made a charge against the county rates after a full and impartial inquiry had been made into all the circumstances of each individual case. Further, I cannot see why assistance in this direction could not be forthcoming from the funds at the disposal of the Congested Districts Board. It would be put to as good a purpose as the money already supplied from that body for agricultural and other uses. Although it is a digression, I wish to add, that the beneficent working of the Agricultural Rating Act in relieving the majority of the ratepayers to an almost unimagined extent is quite lost sight of, besides the assistance from the Medical Relief Grant.

CONDITIONS MORE PARTICULARLY AFFECTING THE MEDICAL OFFICERS.

Grievances of Highland and Island Poor Law medical officers.

11. This question may or may not come under the purview of the Royal Commission, but if it does not I venture to say the omission is a grave one. I imagine that unless the officials are contented and protected, the administration of medical relief in the Highlands and Islands will suffer (doctors are only human); and those men are neither protected nor contented, for reasons that are not far to seek; they are on quite a different footing to their English and Irish brethren, inasmuch as they have neither Fixity of Tenure nor the right of appeal to the central Authority. They can be, and have been, dismissed without reasons being given, thus being deprived of home and employment. In many cases dismissals are caused by disagreements with the Parish Council, or something in connection with the doctor's private practice—a matter with which, I respectfully submit, a Parish Council has no concern. They are under no statutory obligation to provide or supervise medical attendance on the ratepayers at large.

12. It is possible, though I should say not probable, that a doctor will charge his private patients too high a fee, but it is an ungenerous supposition in the face of the amount of quite unremunerative work which a Highland doctor does. Again, the idea that he might consider he had no duties outside those he is paid for, is chimerical, because unless he has independent means, which is very unlikely, his salary could not keep him; so he is obliged to work, and work hard. The opinion of arm-chair Parish Councillors regarding a medical officer's work can hardly be relied upon, because in most cases they are quite ignorant of its extent, and the hardships, mental and physical, which it entails. Despite the relief which has come to the inhabitants of Highland and Island parishes through the Crofters Commission, Agricultural Rating Act, and Congested Districts Board, not one concession has been accorded to the hard-worked medical officers. This is unfair; they naturally look for some improvement in their lot as well as that of those whom they serve. Their inability to secure an annual holiday borders on the tragic. They cannot pay a substitute at the present high terms, and yet a rest from their never-ceasing mental and physical labours is a necessity, and would enable them to face their hard and strenuous life with renewed vigour, and minds cheered and refreshed by contact with the outside world.

Superannuation of Poor Law medical officers.

13. I also think that medical officers ought to be superannuated, because, in spite of their toilsome life for others, it is impossible for them to make any provision for old age; as it is, they have the overshadowing dread of the workhouse ever before them, or the hardly more cheering prospect of dying in harness, while others who had the same educational advantages, or less, can look forward to the last years of their lives being spent in peace and sufficiency, if not plenty.

Charitable medical aid.

14. In my district we have no hospitals. There is a small one in Lerwick where very poor persons from the country can occasionally be admitted free, but usually a small charge is made.

Medical clubs.

Medical clubs are naturally everywhere, and in my district we have a small collection of Rechabites and Free Gardeners; but they do not exist for, nor do they benefit, the poor.

Extent of overlapping.

15. From what I have stated, it will be seen the agencies named in paragraphs 1, 2, and 14 do not overlap nor co-operate, and, so far as I can judge, I think it highly improbable that they ever will.

Need of centralisation of administration of medical relief.

16. I have no hesitation in giving it as my opinion that the only method by which adequate and effectual medical assistance can be given to the paupers and *very poor*, is by having such administration more directly under a Central Authority. I do not say this out of any disrespect for Parish Councils, but because I think that by so doing the administration would be removed from any chance of being strangled by any local prejudice, narrow-mindedness, or the fear of burdens being placed on the local rates, which seems to be the *bête noir* of every Parish Councillor.

17. Looking over the sickness and mortality records of the Local Government Board, I do not think that the general health of the community suffers from insufficient or inadequate medical attendance.

18. In the foregoing statement I have only given my own opinions as they have been impressed on me during my life here, and with which those of my colleagues whom I know acquiesce. If time had allowed I would have communicated with them, and got a consensus of their opinions, because their views are of value, as they come

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into daily contact with the darkest side of life in these outlying parishes.

19. I have no documents, but I hope the Royal Commission will consider the Report of the Departmental Committee of the Local Government Board of Scotland, issued 17th March 1904, as in that Report some of my views will be found to be substantiated in Part V., pages 68 to 78, 81, and most particularly pages 86 to 88.

Addendum.

mmuneration Poor Law dical icers.

20. I am informed by a member of a committee of the Yell Parish Council, that among other suggestions which they have formulated in reply to your circular letter of January 16, there is one which immediately concerns medical officers. It is that Parish Councils in Highland crofting counties are given power to increase the salaries presently given to medical officers with the view of inducing a good doctor to settle in the place—to make him *de facto* what he already is in name—in other words, to legalise the present unsatisfactory state of matters.

The Chairman of the committee (consisting of two members) has requested me to take this method of stating my objections to the proposal, and I beg respectfully to submit the following.

By paying a doctor a larger salary out of the rates to induce him to settle in the parish, for the good of the community at large, it follows that he is still more under the jurisdiction of the Parish Council, thus intensifying one of the grievances from which Highland medical officers have suffered so long; though certainly a good deal would depend on the *personnel* of the Parish Council. In my opinion those gentlemen ought to have no power to intervene between the medical officer and the self-supporting part of the community, and if he received a salary out of the rates (apart from that paid for his duties to the paupers) they would to a certainty look on the unfortunate doctor as completely in their power, and resent his making any charge at all, a state of matters which would cause an immense amount of friction, only avoidable by the doctor receiving a salary large enough to *fully* compensate him for *all* his work. But this could not be expected from either Parish Council or ratepayers, for the simple reason that they are utterly ignorant of what would constitute an adequate salary; but even if they were not, they would not give it. For these reasons I respectfully submit that this suggestion of the Parish Council's committee is unnecessary, and uncalled for; and further, it has not been asked for by the ratepayers in this parish. Not only that, but I believe if carried out, it would prove grossly unjust to the medical officer, and would strain to breaking the harmony which now exists between, at any rate, some doctors and the ratepayers.

66274. (*Chairman.*) The two parishes that you represent are in the Shetlands?—Yes, they are midway. There are three North Isles—Unst, Yell, and Fetlar.

66275. These are separate islands?—Yes.

66276. You have no town council?—No.

66277. Are you medical officer for any other parishes than Yell and Fetlar?—I am parochial medical officer for the two parishes, and chief district medical officer of health for the whole of the North Isles.

66278. Do you go to the separate islands, or do applicants for relief come to one centre?—I go to both islands.

66279. Are there separate Parish Councils?—Yes, there are separate Parish Councils.

66280. The pauperism is not high?—In Yell, with a population of 2,483, we have 57 paupers, and in the island of Fetlar, with a population of 347, we have only two or three.

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66281. You examine all these paupers before they are admitted on the roll?—No, they are admitted on the roll before I examine them. There are paupers who are admitted and never examined by the medical officer before they are put on.

66282. And then you examine them?—Sometimes I never examine them until they become ill and I am sent for.

66283. The inspector of poor deals with them?—The usual system is this: a person applies to the Parish Council for relief, and the Parish Council consider whether they will admit that person or not. In most cases they do admit them. I have nothing to do with them until they become ill and I am sent for. I do not remember a single case where I have been asked to examine a person as to whether he was fit to be admitted or not. I may have been asked, but I do not remember.

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66284. You go to see these persons because they are already on the roll?—Yes.

66285. Are you a whole-time officer?—No, I am allowed private practice.

Extent of poverty in North Isles.

66286. Are the majority of the people tolerably well-to-do; are they able to pay?—They are very poor in Fetlar. They are not so poor in Yell, and they are a great deal better off than they were some years ago.

66287. Is there any considerable proportion of the people who can pay you?—A number of them can, but the majority of them are not able to do so, and some who can won't.

66288. Is there any poorhouse connected with the parish?—The parish contributes to the combination poorhouse which is forty miles off by sea.

66289. Do you ever send cases there?—Yes, frequently.

66290. You have no cottage hospital?—No.

66291. Do you ever have to do any surgical operations?—I do slight operations. The more serious cases I send to Aberdeen, because I think they get better attention there, and they get adequate nursing and skilled attendance.

66292. (*Mr Patten-MacDougall.*) You have direct steamboat communication with Aberdeen?—Yes, there is direct steamboat connection between Yell and Aberdeen.

Need of trained nurses for poor.

66293. (*Chairman.*) You make two suggestions. You think that trained nurses would be very useful, and you also think that there ought to be a small poorhouse near the medical officer's residence?—I think that trained nurses are absolutely necessary.

66294. Is the poor rate high?—It is the second highest in Shetland.

66295. How much is it?—4s. 3d. in the £.

66296. That is very much lower than in the Western Islands?—So I am led to believe.

66297. Do you think you could get persons in the locality to be trained as nurses who would remain with you?—I am perfectly certain we could not. I have tried it over and over again.

66298. You would have to make an arrangement with them that they would stay?—I am satisfied that they would not go to be trained because they can make money easier at home.

66299. In what way?—Knitting and gutting.

66300. If you have trained nurses they must come from outside?—Yes, they must come from outside.

66301. Would they stay with you?—I do not think so.

66302. Then you are in a difficulty?—I admit that the difficulty exists. They might stop; I do not know.

66303. Surely nursing has a special attraction for some women. Do you not think that if some of the women became nurses they might remain?—But the difficulty is to get them to go to be trained. We tried it in Fetlar, but we could not get a single woman to go.

66304. Fetlar is rather behind?—Yes, it is pretty far behind.

66305. (*Dr Downes.*) Do you ever get the case of a widow who might be taught nursing?—I have come across widows whom I thought would go, but when I asked them they would not.

66306. (*Chairman.*) They make a tolerably good livelihood with the knitting and gutting?—Yes; I think they make more than many of the men.

66307. They knit with Shetland wool?—Yes, and then they have the herring gutting.

66308. Where do they go for the gutting?—To Balta Sound and Lerwick principally.

Social and industrial conditions of Shetlanders.

66309. (*Mrs Webb.*) What sort of wage do they make—£1 a week?—In a good fishing they will get more than that. Before the fishing begins they get £3 arles in order to bribe them to go to the curers, and then they get so much a barrel and so much an hour. I have known girls make 10s. per day when there was a heavy fishing, and this year some girls got £5 arles each, 8d. per barrel and 3d. per hour for station work.

66310. So they could make £1 a week?—Yes, easily.

66311. For what part of the year will they make that?—From the beginning of June to the end of September.

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Social and industrial conditions of Shetlanders.

66312. (*Chairman.*) They work in gangs of about five?—Sometimes, but usually in gangs of two gutters and one packer.

66313. (*Mrs Webb.*) They won't make money during the winter?—Yes, they do, at the knitting.

66314. Will they make 10s. a week at that?—I should not think so.

66315. There is a great demand for this knitting?—Yes, there is a very great demand for these Shetland shawls and Shetland hosiery generally.

66316. It is an essential reform that there should be nursing?—Yes.

66317. (*Mr Patten-MacDougall.*) Do these women not go to the Yarmouth fishing?—No, our girls never go further south than Lerwick.

Medical aid for class above paupers.

66318. (*Chairman.*) Then you say there is a certain class between the paupers and the self-supporting portion of the community who won't go to the Poor Law, and for whom there would be no medical provision if it was not for the medical officer?—That is so.

66319. Is that a considerable class?—Yes, there are a considerable number of them, and my colleagues can bear me out in that.

66320. The distance is a great bar to the medical officer, however well-disposed he may be to give them medical attention?—Yes, distance is the thing we complain most of. We do not mind giving our services to the people in our immediate vicinity, but it is very hard to have to travel ten and fifteen miles and get nothing for it; we know perfectly well beforehand that we won't get anything for it.

Deterrence of Poor Law medical relief.

66321. There is a reluctance to go to the Poor Law?—Yes, a very great reluctance in some cases.

66322. And under your system a man must be on the roll before he gets medical relief?—Yes.

66323. Supposing the system was altered and a man, by applying for medical relief, got it without necessarily having to be on the roll first, would that make a difference?—I do not know how to answer that question. I should imagine that if the Parish Council had to deal with the case, what they would do would be to put the man on the roll at one meeting and knock him off at the next. He would be put on the roll for the time he was ill, and the doctor would have to attend him in respect of his Poor Law salary.

66324. As I understand it, people don't come to the Poor Law because they are ill, but they are on the roll, and they are attended because they are on the roll?—Yes. It is mostly aged and infirm that are on the roll.

66325. There are no medical clubs?—There is nothing but the Rechabites Society, and there are only twenty-five members.

Adequacy of existing medical aid.

66326. To increase the number of doctors would mean putting more into the place than could get a decent livelihood?—In Shetland more doctors could not get a livelihood.

66327. Is the health of the people pretty good?—Yes, I should say it is pretty good.

66328. Are there many uncertified deaths?—Not a great many.

66329. What sort of proportion will uncertified deaths bear to the certified deaths?—About 10 per cent. for the North Isles.

66330. Can the women get proper attendance in confinement?—On the whole, I would say yes. Still, I have known cases where they certainly did not get proper attendance; but all the same I have had only one death in child-bed during my practice here, and that was from puerperal fever.

66331. That, I suppose, would be in these small islands?—I am speaking of Yell and Fetlar.

66332. I suppose they are attended by some old woman in the village?—Yes, in certain districts of my parish they are, but I get most of the confinements to attend. They generally send for me.

66333. Your nurses would have to be qualified midwives?—Yes. What I meant was that a trained nurse should be provided for those districts, and she should also be competent to undertake an ordinary midwifery case.

66334. Does the health of the women suffer from the insufficient medical attendance during their confinement?—I don't think so. I had one very bad case last year, but that is really the only one I can remember. The woman was neglected for a whole week after the birth of the child, and before I was sent for, and she nearly died.

Salary of medical officer.

66335. May I ask you what you get as medical officer for the parishes?—I get £55 from Yell and £15 for Fetlar.

66336. Do you get a house?—I am compelled to occupy a certain house, and to pay a rent for it, and the rent is far too high.

66337. Is that house provided by the local authority?—They say so, but, as a matter of fact, it is not. At one time they had difficulty in getting a doctor to stay for want of a house, and they asked the then proprietor to provide one, which was done, and in the agreement drawn up for the doctor (whoever he was) to sign, it was stipulated that he should reside in that house and pay the rent. After my appointment I asked the Parish Council to get a lease drawn up, which they did, but the disproportionate rent is one of my greatest grievances.

66338. You get £70 minus the rent?—Yes, £16.

Supply of drugs.

66339. Do you get an allowance for drugs?—At first I did not, but latterly I asked the Parish Council to give me an allowance, and they now pay me the cost price of the medicines supplied.

66340. Would that cover the cases where you would give medicines gratuitously?—No, it is just for the paupers alone.

Charity by medical profession.

66341. So you lose not only your time, but the cost of the drugs, if you give them any?—Yes. I visit them and give them both advice and drugs, and I get no payment.

66342. I suppose you are the only medical officer in these islands?—Yes, in Yell and Fetlar.

66343. Is your private practice appreciable?—I earned £91, 11s. last year, and of that I got £65, 17s. 4d., leaving £22, 14s. 2d., with £3 of bad debts. So my whole income was £173, 17s. 4d. That was the actual cash received both from official salaries and private practice.

Emoluments of Island medical officer.

66344. Do you deduct rent?—No, I have deducted nothing from that.

66345. (*Mrs Webb.*) You have to deduct the rent from that?—Yes, also price of drugs, instruments, keep of horse when I had one, hires, and general expenses.

66346. (*Chairman.*) What you get from your private practice is a good bit more than your official salary?—My official salary is £55 for attendance on the paupers, £10 as public vaccinator, £15 from the parish of Fetlar, £20 from the district committee, and £8 for paupers' medicines. (*For statement of income and expenditure of witness for year 1906, see App. No. CLXXX. (A).*)

66347. (*Mrs Webb.*) Do you have to deduct rates?—No, the Parish Council do not charge me rates.

66348. (*Mr Booth.*) Have you the right to charge anything for going a long distance for parish work?—In going to the paupers I provide my own means of locomotion. I generally use a bicycle.

66349. You provide all that yourself?—Yes, both for private practice and for Poor Law work.

66350. And what about going to the other island?—I have a boat to keep for that.

66351. Which you keep out of your own income?—Yes. I may say, however, that my boat is rather small for crossing to Fetlar, except in the summer-time. Four or five years ago it was very difficult to get over to Fetlar, and so I took up a subscription on behalf of the Fetlar people in order to get a big boat to come for me. I approached the Congested Districts Board to see if they would grant a small sum to provide a boat for the island of Fetlar so that the people might get their medical officer when required, but they just treated the thing with contempt, and laughed at it.

66352. Has that larger boat been provided?—Yes, I had to provide it myself by getting subscriptions from friends.

66353. Is it a sailing boat?—Yes.

66354. Is there a man always in charge of it?—There is a committee in charge of it, and one man takes charge of the sails. If any person takes suddenly ill, then they wire to me that they are coming for me with this boat.

66355. Is that the only water you have to cross for your work?—Yes, except for Public Health work, when I have to cross to Unst.

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Emoluments of Island medical officers.

66356. (*Mr Patten-MacDougall.*) How far is it across?—Six miles to Fetlar.

66357. (*Mr Booth.*) You have a bicycle?—Yes.

66358. Do you keep a pony?—I kept one at first, but it was too expensive.

66359. (*Chairman.*) How long is your island?—It is 22 miles long and 6 miles broad.

66360. Is it hilly?—Yes, very.

66361. Are you a Shetlander?—No, I belong to the north of England.

66362. As regards the position of the doctor, you wish to have superannuation?—Yes.

Recognition of medical officers as statutory officials of Local Government Board.

66363. And, in the second place, you would like to be a statutory officer?—Yes; we ought to be statutory officials responsible only to the Local Government Board, so far as the paupers are concerned.

66364. Do you report to any other body than your council?—No.

66365. You don't correspond with the Local Government Board?—Not on Poor Law matters.

66366. Would you explain your last paragraph. You say that you are informed by a member of the committee of the Yell Parish Council that they wanted to increase the salaries. Is that right? The proposal is to increase the salary, but you are to give your services gratuitously to everybody?—I don't think that is what they intended. My position in this matter was simply this—you asked the Parish Council, on 16th January, to send in a statement; a meeting was called for 11th March, and this letter from the Royal Commission was not mentioned on the notice paper. The letter was brought before the meeting, however, and at that meeting the only suggestion that the councillors could think of was compulsory removal of paupers—which I may say is imperative, as we have had a great deal of trouble in that respect. That was all that was said. When they were going out of the meeting one of the members said that if anything struck them they could make out a letter and send it to the Royal Commission. Then I heard they had been making representations about the parish medical officer, and I said I would protest, as that proposal did not come from the Parish Council, it only came from two members.

66367. Do you attend the Parish Council meetings?—Sometimes I do. I was told about this, however.

Emoluments of Island medical officers.

66368. Is this the proposal, that you are, in return for an increased salary, to attend everybody gratuitously?—They mean that Parish Councils should be given absolute power to fix what salary they like, and to give larger salaries, and the medical officer is to be really the medical officer of the parish, at the beck and call of everyone. It is not that we would not go, but no man would wish to be tied down in such a manner. We think, and I have always thought, that a Parish Council should not interfere between the doctor and the self-supporting members of the community. There would be nothing but friction if that was allowed.

66369. Do you suppose the idea is, that there should be another doctor who should come in and attend to the self-supporting?—No, the idea is to prevent drunken and incompetent doctors from coming to these parishes.

66370. Why do you object to it?—Because I think if the medical officer receives a higher salary out of the rates the whole of the public will think they have a claim for his services whether they pay him or not.

66371. You would rather go on as you are?—Yes

66372. Provided your appointment was made statutory?—Yes.

66373. There is this difficulty, that if your appointment is made statutory the council may ask for a whole-time officer, particularly if there is to be superannuation?—That might obtain in some of the Lowland parishes, but not in the Highland parishes. I don't think it would work.

66374. It would work, perhaps, but I understand your objection is, that a number of persons would get gratuitous relief from the doctor who could afford to pay for it?—Yes, and they would double his work; they would bring him five or ten miles to draw a tooth, as I have had to do, under the present circumstances, instead of coming to him.

66375. Do you think it would entail an unlimited claim at all hours of the day and night upon the medical officer?—Yes, I know it would. There is another thing: I have been told over and over again by ignorant crofters in my district that I am not entitled to any pay in my private practice because I receive a salary from the parish, and I ought to attend them free. A lot of them have that idea.

66376. I suppose the scale of wages and income is very low?—Yes. It all depends on the fishing; if they get a good fishing, then they get a good deal of money, but if the fishing is bad, then they don't get much.

66377. If the proposal was put to increase the salary, and make the officer a whole-time officer with superannuation, or to continue with the present proposal, which would you prefer?—(*Mrs Webb.*) Suppose you were given permanence of tenure and a salary of £200 a year and no private practice?—We would be sure to be called on for private practice, because there would be no other doctor.

66378. (*Chairman.*) Everybody would think they had a right to your attendance, and in consequence of that you would be called out on a very large number of occasions, when you are not called out at present?—Yes, for trivial ailments.

66379. (*Mrs Webb.*) Suppose you had £200 a year and a permanent position, and you had a skilled nurse who was first applied to, and who was to call you out if she thought the case required it?—I would say that that would be a very good arrangement.

66380. You would not then object to give up your private practice?—There would be trivial cases. I mean that a trivial case would occur, say ten or fifteen miles from my residence, which a trained nurse could see to.

66381. Suppose it rested with the nurse whether you should be called or not, would that not protect you?—Yes, to a certain extent, it would protect me from a great deal of unnecessary work.

66382. Imagine yourself as an officer with £200 a year, permanence of tenure, superannuation, no private practice, and a nurse to protect you from trivial complaints—would that satisfy you?—It would be better than the present arrangement, and I think it would be of advantage to the people too, but £200 would not be sufficient recompense for the work which would have to be done, and general professional expenses.

66383. You could then have a regular organised service with your trained nurse?—Yes. I think it could be arranged very well that way.

66384. (*Chairman.*) What I understand is that you are rather afraid, that even under the arrangement Mrs Webb has suggested, you might get into a position in which you would be looked upon by all the people as a sort of slave, that would be obliged to go to them whenever they wanted?—I know that we would be looked upon as that.

66385. (*Mrs Webb.*) In India the medical men are paid by the State, and they have to attend to everybody?—I have heard that.

66386. And it works very well?—I don't know how it works, but I have heard that that is the way there.

Need of trained nurses.

66387. (*Mr Booth.*) You regard the provision of nurses as of far more importance than multiplying the number of doctors in these districts?—I don't think that multiplying the number of doctors is required at all. In my opinion trained nurses would meet the difficulty.

66388. Would the fact of a nurse being in charge affect the question of whether there would be many uncertified deaths?—I think if there was a trained nurse in the district the people would go to her, and if she thought the case was very serious she would tell them to send for the medical officer, and then, of course, the doctor would be responsible for the patient after that.

66389. He would be able to give a certificate?—Yes.

66390. He would have heard about the case, and known about it, and he would have visited it, at any rate, once?—Yes, or oftener.

66391. (*Mr Phelps.*) You have been for sixteen years in this island?—Seventeen years.

66392. Where were you practising before?—I came straight from Aberdeen College to the island. I came as a *locum tenens*, and I stayed on, at the people's request.

Social and industrial conditions.

66393. You have told us how the women make their income. How do the men make their living?—Fishing, and rearing of stock.

66394. Is there much market for their stock?—There are two sales every year, in May and November, and they get rid of what animals they can. In several cases they send them south as lean stock.

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Social and industrial conditions.

66395. Where are the sales held?—In different centres throughout the parish.

66396. And then they are shipped off?—Yes.

66397. Have you found the young men to emigrate much?—Not until this past year. Three or four whom I know have gone away.

66398. Do you think their example will be followed?—I think so, but I would like to explain that that is due principally to the fact that the herring fishing has been very bad the last two or three years, and they really earned nothing at it, and they have gone away to better their position.

66399. Do you find your people suffering from intermarriage?—No.

66400. Is lunacy at all common with you?—No, I would say it was medium.

Extent of lunacy and phthisis.

66401. Are the habits of the people temperate?—Yes, I should say that the Shetlanders are a temperate people.

66402. Have you found that phthisis was increasing with you?—I thought so two years ago, but last year and the year before we have not had much phthisis. Still it is too prevalent. All tubercular diseases are too prevalent.

66403. Do you trace its introduction from the outside?—No, I trace it absolutely to the cows. I have no means of proving it, but I intend to test my theory some day. I believe the amount of tuberculosis is due to tubercular cattle. I have seen several cattle cut up that were decidedly tuberculous.

66404. (*Mr Patten-MacDougall.*) Imported cattle?—No, cattle brought up in the place. They keep them in such wretched byres.

66405. (*Mr Phelps.*) Is the soil in your two islands good?—Yes, very good.

66406. Good grazing?—Some parts of it are very good, but grazing is not up to very much in Yell. It is rather better in Fetlar.

66407. Do you have any visitors? Do the islands lay themselves out for tourists?—No, not in Yell, but a great number go to Unst.

66408. There is accommodation there?—Yes, but there is no accommodation in Yell for tourists. However, a few occasionally come, and stay for a week for the sake of the birds.

66409. Who is the principal owner in Yell?—There are fifty in Yell, and five in Fetlar.

66410. Is the shooting highly thought of?—The shooting is practically nil in Yell and Fetlar, chiefly rabbits and snipe.

66411. Is that the case in both the islands?—In Fetlar the shooting is better, but I do not think Sir Arthur Nicolson cares to allow shooting on his property. I do not know about the other proprietors.

66412. Does he not shoot himself?—Very rarely. His sons shoot a good deal.

66413. (*Dr Downes.*) Do members of the Parish Council ever put pressure on the medical officer to attend them gratuitously?—Never. I should like to say that I get on very well with my Parish Council, and I have always done so, and I think the same thing obtains throughout Shetland.

Provision for surgical cases of paupers.

66414. You make a suggestion that a small poorhouse ought to be situated near the medical officer's residence. Has that been considered by the Parish Council?—Yes. It was attempted some years ago.

66415. Was there some difficulty that prevented it?—It was purely a personal objection.

66416. If you had such a place that would be a point to which you would bring the sick?—I would bring the worst surgical cases among the paupers there so that I could be near them. It is impossible to treat any serious cases situated as they are just now.

Appeal by medical officers to Local Government Board.

66417. (*Mr Patten-MacDougall.*) You want to have power to appeal to the Local Government Board against dismissal by the Parish Council?—Yes, we certainly ought to have that. It is absolutely necessary.

66418. You say in many cases dismissals are caused by disagreements with the members of the Parish Council. Have these come within your own personal knowledge?—No, except from correspondence with the doctors themselves.

66419. Through the secretary of the Association?—No; when I heard of a case I wrote to the doctor to hear what was the cause of it, and I have only heard the doctor's side.

66420. So far as you know no cases of the kind have occurred in Shetland? I understand all the doctors are on good terms with their Parish Councils?—I cannot remember a single case of the kind in Shetland.

Holidays for Poor Law medical officers.

66421. You make a reference to the annual holiday. Have you a difficulty in getting an annual holiday now?—Yes, very great difficulty indeed.

66422. When did you last have an annual holiday?—It is six years since I had an annual holiday.

66423. The difficulty is to get some one to take your place?—The difficulty is in paying for a *locum*. I got that holiday by a friend of mine coming and taking my place, and charging nothing.

66424. But an exchange is not much of a holiday?—No. Four years ago I was feeling run down, and I asked the Parish Council if they would grant me a free *locum* for a month, and they voted me £8, to be ranked as a charge against the Medical Relief Grant.

66425. A *locum* costs about £3, 3s. a week, and then there are his travelling expenses?—Yes; it costs me £4 to bring a man from Glasgow and send him back again, and then the lowest fee is three guineas a week.

Industries in Shetland.

66426. Is the whaling industry practised in your district?—No; that is on the mainland.

66427. Is there not a whaling station in the north isles district?—No.

66428. It is a new industry which is very prosperous in Shetland?—Yes, very prosperous indeed.

66429. How many stations are there now?—Three, I think.

66430. Employing a great deal of Shetland labour?—No; I think they bring their own workmen with them from Norway, but there are a few Shetlanders employed. I should like to mention that I have the rules of the Unst Medical Association, which I hand in, and also a letter from the doctor. (*See App. No. CLXXX. (B).*)

ONE HUNDRED AND TENTH DAY.

Friday, 21*st June* 1907.

AT THE CALEDONIAN RAILWAY STATION HOTEL, EDINBURGH.

PRESENT.

The Right Hon. LORD GEORGE HAMILTON, G.C.S.I., etc., etc., etc. (*Chairman*).
The Right Hon. CHARLES BOOTH, F.R.S.
Mr F. H. BENTHAM.
Dr A. H. DOWNES.
The Rev. T. GAGE GARDINER.
Mr J. PATTEN-MACDOUGALL, C.B.
Mr T. HANCOCK NUNN.
The Rev. L. R. PHELPS.
Professor WILLIAM SMART.
Mrs SIDNEY WEBB.
The Right Rev. The LORD BISHOP OF ROSS.
Mr R. H. A. G. DUFF (*Secretary*)
Mr J. JEFFREY (*Assistant Secretary*).

Mr A. JOHNSTONE-DOUGLAS, called and examined.

Mr A. Johnstone-Douglas.

21 June 1907.

66431. (*Chairman.*) You are Convener of the County of Dumfries?—Yes.

66432. You have been good enough to send us two papers, which will be put in as your evidence-in-chief?—Thank you.

(*Witness submitted the two following statements.*)

1. For upwards of forty years as landed proprietor, and latterly as an agent for many large estates in the county, I have taken an active part in the administration of the Poor Laws; and whilst I am of the opinion that there is no very great complaint against the general principles which the Act of 1845 enacted, there are very many points in the details of its administration which call for amendment and simplification.

2. The parishes with which I am now more particularly connected embrace a purely agricultural population, whose condition in every way has very much improved during the last forty years. Wages are higher, and dwelling-houses and cottages under the supervision of the Public Health Authorities are becoming every day more sanitary and comfortable. Drainage and water supplies, public halls for reading and recreation, are becoming universal, and every effort is being made to make the lot of the working-man more agreeable.

3. The tendency on the part of Parish Councils has been of late years in the direction of relieving the destitute poor upon more generous terms, although extravagance or extra indulgence is excluded from their decisions. Poorhouse or indoor relief is less frequently resorted to, and a mere "threat" is generally found sufficient to induce the relatives and friends to come forward and assist.

4. The advantages of a system of outdoor as against indoor relief has proved itself by the fact that the several poorhouses in this county are very sparsely filled.

5. Applicants for relief (exclusive of the vagrant and idle classes) comprise those (*a*) who break down in health, (*b*) widowers and widows with families of children of tender age, who have to be sent to school, and incapable of earning a living.

6. Pauperism is caused for the most part by the death or illness of the breadwinner of the family.

7. The class of persons seeking election as Parish Councillors is made up of proprietors, factors, and tenant farmers and clergymen.

8. A claim for relief by an able-bodied man capable of earning a living has seldom if ever come under my notice. Exceptions, however, are sometimes made in the case of a man left a widower with a large family of young children to support,—relief being given in such cases to assist in paying the wage of a woman to look after the children whilst the father is absent upon his daily work is not unfrequently granted.

9. The parish area is too small, and might with advantage be made to correspond with the County Council districts, or such other geographical combinations as could overtake the work with one inspector and a board representative of the parishes within the enlarged area or combination. An enlarged area such as proposed would reduce the number of disputes between parishes as regards settlement, and tend to more economical and effective supervision. At the present moment I find there are 1,044 paupers and 592 dependants in the county of Dumfries, costing annually £19,879, of which £3,549 is solely for management. Including Parish Councillors, officials, and doctors, there are about 420 persons engaged in administering the Poor Law Acts. The laws of settlement in England, differing as they do from Scotland, tend to complications, and very often hardship to the poor persons concerned.

Suitability of existing Poor Law areas.

10. My experience has convinced me that very much larger areas for rating and administration could be introduced without in any way interfering with that close supervision so necessary for the economical and equitable working of the Poor Law.

Functions of sanitary authority.

11. The Public Health Acts are administered in this county by means of a sanitary inspector and two assistants. Their duties are of a most inquisitorial nature. They have to acquaint themselves with the sanitary condition of every dwelling-house and cottage in the county, and their reports are made periodically to the several authorities by whom they are employed.

12. A County Parish Council to administer the Poor Laws (with a representative from each parish) would, with a competent staff of inspectors, quite easily and more economically overtake the work, and the frequent disputes between parishes, involving as they do costly litigation, would be reduced to a minimum.

VAGRANTS.

Vagrants.

13. This class should be dealt with by the police and made to work for their sustenance in State institutions established for the purpose, and should under no circumstances be made a charge upon local rates. They are an idle and vagabond class, who subsist upon the charity of those who, from mistaken notions and from sentiment, encourage them with gifts of food and money to help them on their way. To avoid hardship to the *really honest man* in search of work, certificates granted by the police from the parish in which he last resided might be granted,—such certificates to cover food and lodging until he reaches his destination.

REPORT BY COMMITTEE OF REPRESENTATIVES OF PARISH COUNCILS IN THE COUNTY OF DUMFRIES.

In consequence of a communication made by the Secretary of the Royal Commission on the Poor Laws, etc., to the various Parish Councils in Scotland requesting their views upon the desirability of changes in the administration of the Poor Law, a conference of representatives of the Parish Councils in the county of Dumfries was held in Dumfries on 27th February 1907. There was a full attendance at this conference, and after a general discussion upon the points involved, a committee was appointed to draw up proposals, which it was resolved should be issued in the form of queries to the various Parish Councils in the county for their consideration and reply. Replies have

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now been received from thirty-four Parish Councils; six Parish Councils have not replied, and three Parish Councils have informed the committee that they have already communicated, or are about to communicate, with the Commission direct. After a careful consideration of the replies received, the committee beg to report as follows:—

1. Area of Rating and Administration.

Area of rating and administration.

The majority of the Parish Councils (twenty-one in number) are in favour of retaining the parish as the area both for rating and administration; four Parish Councils are in favour of retaining the parish as the area for administration, but of making the area for rating either the County or the County Council Districts; seven Parish Councils are in favour of adopting a larger area both for administration and rating, which area should either be the County, the County Council Districts, or special Districts of Parishes; and by one Parish Council it is suggested that, while the rating area should be extended to the county, the parish should be retained for administrative purposes as regards the ordinary outdoor poor, but that a specially elected Board from the various Parish Councils for the whole county should deal with indoor poor, sick poor, lunatics, able-bodied poor and vagrants, with special powers to classify and deal with each class as circumstances require. One Parish Council was equally divided on this subject.

Dealing with the replies received upon the basis of valuation and population, it may be explained that the parishes in favour of no change represent a valuation of £219,523 and a population of 21,174; that the parishes in favour of an increased area for rating purposes only represent a valuation of £106,550 and a population of 15,732; and that the parishes in favour of a larger area for both rating and administration represent a valuation of £192,486 and a population of 26,631. The parishes in favour of a change (of one kind or another) represent a total valuation of £299,036, and a total population of 42,362, whereof a valuation of £153,663 and a population of 26,105 is purely burghal; the parishes who are in favour of no change are, with one small exception, purely rural.

2. Assessment.

Assessment.

There is a general consensus of opinion in favour of repealing the 37th section of the Poor Law (Scotland) Act, 1845, and of assessing all parish rates upon the gross rental as appearing in the Valuation Roll, but it is right to add that this opinion is not absolutely unanimous. There are also subsidiary suggestions to the effect (1) that all heritable subjects should be assessed, including all property owned or occupied by the Crown or any department of State, all manses, glebes, burial-grounds, church halls, and all buildings used for religious purposes; (2) that unoccupied property should not be assessable; and (3) that owners of property should be liable for occupiers' taxes on subjects under a certain value, which is variously stated at £4, £5, and £6.

3. Settlement.

Settlement and acquisition thereof by children.

The majority of the Parish Councils (twenty-two in number) are in favour of a pauper's settlement being retained upon its present basis, but there is a suggestion from four Parish Councils that the settlement should be solely a birth one, and from seven Parish Councils that it should be solely a residential one. The majority are also in favour of every child attaining the age of fifteen taking a settlement of its own; and they are likewise in favour of all questions of disputed settlement being referred compulsorily to the Local Government Board. These majorities practically bear the same ratio in valuation and population as they do in number. There are, however, suggestions that (in lieu of this) actions relating to questions of settlement should be competent only in the Sheriff Court, whose decision should be final, and there is a further suggestion that disputes involving only points of law should be referred to the Local Government Board, but that any disputes involving questions of fact should go to the Sheriff Court, whose decision should be final.

There is also a desire expressed that the law relating to settlement should be simplified by codification, and in one instance it is proposed that the period for acquiring a settlement should be extended to five or six years.

With regard to the settlement of a child on reaching fifteen years, it is suggested that the child should start with the parent's settlement in the event of the parent then having a residential settlement, and, failing this, that it should start with its own birth settlement; and it is indicated that congenital idiots, imbeciles, and children residing in charitable institutions should be specially dealt with, although the Parish Councils are not agreed as to the manner in which this should be done.

The committee would further suggest that if the Local Government Board is to be made the sole referee, this class of business should be allocated to a special department of the Board.

4. Relief.

Destitution a qualification for relief.

The majority of Parish Councils are in favour of it being made optional to them to give relief to persons who are destitute, although not disabled, and they are also in favour of larger powers being given for dealing with the casual, sick, and vagrant poor.

With regard to the vagrant poor, there is a general consensus of opinion that there should be power to place them, if sick or disabled, in suitable institutions, and, if able-bodied, to commit them to industrial homes or labour colonies.

A. Johnstone-Douglas, *Convener.*

Jas. W. Whitelaw, *Secretary.*

Dumfries, 10*th April* 1907.—Adjusted and approved of at a conference of representatives of Parish Councils held this day, and instructed to be forwarded to Royal Commission.

Enlargement of existing Poor Law areas.

66433. (*Chairman.*) We have had a great deal of evidence about the organisation of the Poor Law, but yours is the only paper we have had yet containing any suggestion with regard to, or dealing with, enlargements of areas. I would rather like to confine my examination of you to that point?—Yes.

66434. We are struck by the very large number of Parish Councils and officials, and others, amounting to nearly 400, who, under the present system, have to deal with 1,044 paupers and their dependants?—Yes.

66435. Do you think an enlargement of areas would in every way be beneficial?—That is my opinion.

66436. You consulted the county, and, taking an analysis of the replies, it shows that the majority of the Parish Councils are in favour of retaining the parish as the area both for rating and administration, but making the area for rating either the county or the county council districts. Seven Parish Councils are in favour of taking a larger area both for administration and rating, such as county council districts or special districts. One Parish Council suggested that, while the rating area should be extended to the county, the parish should be retained for administrative purposes as regards the ordinary outdoor poor, but that a specially elected board from the various Parish Councils for the whole county should deal with indoor poor, sick, lunatics, able-bodied poor, and vagrants, with special powers to classify and deal with each class as circumstances required?—Yes.

66437. Did you find that the smaller the parish the more reluctant they were to give up their authority?—Yes.

66438. It has been impressed upon us very much by the various witnesses that it is through the direction of classification that the reform of the Poor Law can be best effected, but that that is almost impossible if you retain the very small area?—Yes; you mean classifying the paupers?

Suggestion of enlarged areas for rating and Poor Law administration.

66439. So that it really comes to this, that there must be, if further classification is to be effected, the enlargement of area or a greater combination than prevails at present?—Yes. I think the Poor Law would be more economically administered by a system of larger areas. Personally I would go the length of making the whole county the area for dealing with paupers.

66440. Would you make the whole county the area for all industrial relief?—Yes.

66441. That would be a simple matter of administration. There would not be much difficulty about that?—None. Of course, I may explain that indoor relief, so far as the rural districts are concerned—I am only speaking of my own knowledge—is very little needed.

66442. Is it almost non-existent?—They will not go to the poorhouses.

66443. I suppose there is also a reluctance on the part of the Parish Council to send paupers to these houses that cost

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more than if they were out and in?—They cost one-half more.

66444. Supposing you had one area, would there be one rate levied for the maintenance of all institutions?—Yes.

66445. Now we come to the out-relief and relief committees. How would you work the relief committees under your scheme?—Of course we have no such thing as relief or distress committees.

66446. By a relief committee I mean either a committee, or the whole council, who sit to hear applicants for relief?—That is generally left, as far as my experience goes, to the inspector. He investigates the case, and, if he thinks it is necessary, he calls a meeting of the Parish Council, and they homologate his action.

66447. I quite understand the objection of the locality to having all control over the inspector taken away from them?—Perhaps it is natural that they do not want these duties taken out of their hands, especially with regard to the inspectors themselves. Of course, they would be deprived of the salaries they get.

66448. Could you not associate a councillor, that is to say someone who is elected, to sit on your new Poor Law council? Could you not associate one or two of them with each district, so that they should, as it were, homologate the inspector's action?—Certainly. In my county, for instance, we have forty-three parishes, and a board of forty-three members would not be an inordinately large one.

66449. Now comes the difficulty that if you had that, and if you send the report of the parish to the meeting, and if the rate out of which the relief to be given is levied over the whole county, there is rather a tendency to think of the parish first and the county afterwards. They put people on relief which they otherwise would not?—Of course my idea, to be carried out completely, would entail the appointment of a chief inspector for the county, and six inspectors, each of whom would have a certain proportion of the county assigned to him. His duty would be solely to confine himself to the work of inspector within the area, and nothing else. In my opinion you would have the work more economically and more fairly and more judicially gone into.

66450. Would your sub-inspectors hear the cases and decide them, and would the chief inspector revise them? Would you give an appeal to the county itself, supposing there was dissatisfaction?—Yes, certainly, to the newly-created body.

66451. That would be quite a workable scheme and give an outlet for dissatisfaction?—Yes, quite so. Of course, it would have to be a rate levied over the whole county, which would fall very much more equitably upon the ratepayers. We have in our county rates varying from 3d. to 1s., and if the rate were levied over the whole county we should have a uniform rate on the proprietors and on the occupiers.

66452. Would you bring the burghs in, the burgh of Dumfries?—Yes.

66453. Can this be urged against your scheme: that at present, as you point out, in the rural districts very few people are sent to institutions, and consequently they are free from that expense? If you have one county rate which means the out-relief as well as institutional relief, might not the tendency be that the rate would go up in the rural districts?—Well, if you were going to have your one rating area the county, I don't see how it could.

66454. I mean the rural districts would contribute more than they have done before to the institutional relief. On the other hand, you are going to effect economy by the number of the reductions of officials?—Yes, and the salaries. The amount raised by that rate was £13,547, and from the grant £5,964, making a total income of £19,511. The expenditure for the collection and distribution of these sums was £3,549. The population of the five districts runs from 7,000 in Langholm to 24,000 in Dumfries. If an inspector were appointed to each of these districts, in addition to a chief inspector with what little assistance he might need, and if the collection were made by the county collector, the cost of management would be about £2,000 as against £3,549.

66455. That £3,549 is connected with the cost of collection and distribution?—Yes.

66456. But it does not include all the expenses of all the officials connected with the system?—All the expenses connected with the Poor Law?

66457. Of all the officers?—Yes.

66458. Assuming that you should realise your idea, there would be very considerable benefits both as regards assessments and settlement?—Yes. You would practically put an end to the disputes between parishes as to settlement.

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66459. And do these now take up a good deal of time and some money?—They do.

66460. Though there might be reluctance to agree to the initiation of the reform, such as you suggest, if it did work as you confidently anticipate it would, there would not, I think, be much popular objection in the course of time?—I think the chief reluctance just now, if I may say so, is on the part of the inspectors, who do not want to lose their little salaries. It is quite natural.

Valuation and assessment.

66461. As regards assessments, we have had a good deal of evidence, and I think it is almost consistently critical of the present system of assessment and reductions. If you build this scheme, in whose hands would you put the assessment?—Of course the assessment is all based on the valuation roll, and that is the actual assessment, less deductions under the 37th section of the Poor Law Act.

66462. (*Mr Patten-MacDougall.*) What is wanted is a parochial assessment established on the gross value, as all other assessments are. At present it is on the net value, subject to deduction?—Yes; and every parish makes its own reduction, varying from 15 per cent. to 20 per cent. and to 30 per cent. of reduction.

66463. (*Chairman.*) It is almost impossible to ascertain what the principle governing all these is?—Yes. In the case of many large landed estates on which the books are kept in such a state that you can put your finger on the cost of improvements and management and up-keep, you can bring it out very readily; but in the case of other estates, where they do not keep such a necessary system of bookkeeping as would enable them to bring it out, they do it in a haphazard way.

66464. Would you have one settlement for the whole county?—Yes, a residential settlement. Of course, failing a residential settlement we would fall back on the birth settlement.

Difficulties as to settlement.

66465. What is rather germane to that is, I think, the difficulty you have with paupers. Have you some difficulty with some cases over the border?—We have not very much, but we had a case the other day of a man and his wife. The man had a settlement in England. He broke down, and our inspector relieved him. The inspector applied to recover the aliment from the parish the man came from in England, and they declined, but they offered to take him back or repay us if we liked to send the man to the poorhouse. The man declined to go, so of course the burden fell upon our parish, which was not fair.

66466. Have you difficulties the other way, with Scottish paupers in England?—No; I do not remember any case.

Tramps and vagrants.

66467. Have you a good deal of trouble with tramps?—Yes, very much.

66468. Does the main road from Dumfries to Glasgow run through your county?—Yes, we have three main roads running through Dumfriesshire. My personal opinion is that the class of tramps and vagrants should not be on the local rates at all.

66469. Would you put them under the police?—Yes.

66470. (*Mr Booth.*) Would you make the expense a national charge?—Yes.

66471. The system here is one by which no relief can legally be given to able-bodied, and which has resulted in there being no casual wards as there are in England?—Yes.

66472. Do you find difficulty in knowing how to deal with these tramps. I suppose they demand shelter?—Yes.

66473. Before you know?—Yes.

66474. How do the inspectors of poor meet this demand?—If they find a man absolutely destitute, and making any application for relief, perhaps they will give him a shilling or two and pass him on the road.

66475. That is what we have here, and that just means that the only method of dealing with the application encourages the application?—Of course it does, and the tramps are hard upon the villagers and cottagers along the road. They demand money and food, and often, if the master of the house is out of the way, the women-folk are frightened into giving something.

66476. That is not an occasional occurrence, but rather frequent?—Constant.

Question of relief to able-bodied.

66477. Passing on from vagrants to able-bodied, I see a majority of Parish Councils are in favour of having the optional right of giving relief to persons who are destitute,

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though not disabled. I suppose that practically means able-bodied?—Yes.

66478. What is your view about that?—I think I have stated, "A claim for relief by an able-bodied man resident 'in the parish or county capable of earning a living has 'seldom or ever come under my notice."

66479. Is it not a practical question?—I hardly think so.

66480. Is there anything you would like to add?—No, I think not.

66481. (*Mr Patten-MacDougall.*) How many burghs are there in the county of Dumfries?—There are the royal burghs—Dumfries, Sanquhar and Lochmaben; and police burghs—Langholm, Annan, Lockerbie, Moffat, Thornhill.

Suggestion of enlarged areas for rating and Poor Law administration.

66482. I notice Dumfries and Langholm at any rate make a different suggestion from yours. Your wish is that the county shall be made the area?—Yes.

66483. In answer to the question as to whether they would approve of the larger area, they say, "Yes, districts 'of parishes." What do you understand that to mean?—County Council districts.

66484. And was Dumfries, the most important burgh? You see in answer to the second question they say, "Yes, 'districts of parishes"?—That would include the burghs within the district.

66485. Within the county district?—Yes.

66486. Are you aware that at present there is, under the Act of 1845, a power of combining parishes?—Yes.

66487. That power has not been much exercised?—No.

66488. Or even at all?—No.

66489. You have to get the sanction of the parish?—Yes.

66490. How would you proceed if you were to carry out your wish? Would you have it done by Act of Parliament, to the effect that the county should be the area; or would you have, as in 1889, a commission appointed to revise the boundaries for the purpose of Poor Law administration?—I think the Act of Parliament would settle it in the most satisfactory way.

66491. Would you wish to see the Act of Parliament making the county area the Poor Law area?—Yes.

Existing areas for Poor Law and public health administration.

66492. Do you think that if that were done the inspector of poor, whom you suggest should be the head official, and the sub-inspectors would have sufficient knowledge of the conditions and surroundings and the circumstances of the applicant for relief?—I think it would not take very long to get acquainted with their duty. As I say in my synopsis, the Public Health Acts in the county are administered exactly on those lines. We have one sanitary inspector and two assistant sanitary inspectors, and they have just as inquisitorial duties to perform. They have to visit every house and every cottage. They are supposed to know the sanitary condition of every house in the county, and they report to the district committees.

66493. The public health area is not the county area?—It is in the districts of course.

66494. How many districts are there in Dumfries?—Five.

66495. Accordingly, there are five public health areas?—Yes, but they are all overlooked and administered by the three officials who are appointed by the County Council.

66496. Is there not a district medical officer and a district sanitary inspector in each district?—No.

66497. Surely?—The county medical officer is the officer for the whole county. He has no assistants.

66498. But in addition to that, there is for each district a district medical officer and a district sanitary inspector?—There is not such a thing in Dumfriesshire as a district medical officer. The medical officer for the county is the medical officer for the whole county.

66499. He may hold the position also of medical officer of the district, but the work is done by the medical officer of the district, whoever he is?—Yes, as county medical officer.

66500. Is the public health area a district of the county?—For rating; for administration the county medical officer is over the whole county. He is county medical officer for the different districts. He is paid by the County Council.

66501. (*Chairman.*) Is the administrative area of the public health the whole county, while the rating area is the district?—Yes, and his salary as medical officer of the county is rated for amongst the different districts; they pay their proportion.

Existing areas for Poor Law and public health administration.

66502. (*Mr Patten-MacDougall.*) While there is a county medical officer for the whole county, he is merely there for the purpose of supervising the work which is done in the different districts of the county by the district medical officer and district sanitary inspector; is that not so?—No, he is not.

66503. Compared with other counties in Scotland, Dumfries is a compact county?—Yes.

66504. And there are railway communications and good roads, and each part of the county is quite accessible from another part?—Yes.

Suggestion of enlarged areas for rating and Poor Law administration.

66505. But take a Highland county. Would you suggest that the same thing should be done there, and that the county, say, of Inverness-shire, should be made one area for Poor Law purposes?—I cannot tell you. I am only taking Dumfriesshire; but I would say in these days of telegraphs and telephones and motor cars, it would not be very difficult if you had a competent man.

66506. Do you propose to deal by Act of Parliament, and make the county the area for Poor Law purposes?—Yes.

66507. You must deal with the whole of Scotland?—Yes.

66508. Particularly, you must take into consideration the conditions and the circumstances of such a county as Inverness-shire?—Of course.

66509. Do you think your scheme would work in Inverness-shire?—I cannot see anything to prevent it if it is properly organised.

66510. You know it includes the islands?—Well, as for the islands, I cannot say. I am not sufficiently acquainted with the western islands. I think it should be easily enough managed.

66511. Do you not think that the scheme you propose is rather a large one, and at any rate to begin with, that it might be better to proceed by combining parishes?—Or districts.

66512. Or by districts of a county?—It might be better; perhaps it would meet with less opposition.

66513. (*Chairman.*) But you would not get the advantages of the uniform assessment or settlement?—No, you would still have your disputed settlements between districts.

66514. (*Mr Patten-MacDougall.*) But you would have your area for Poor Law assessment the district just as it is now for County Council purposes. The road rate is already spread over the district of the county—not over the county—the public health rate is spread over the district, not over the county, and other rates are spread over the district, not over the county?—Yes.

66515. Of course, there is the general county rate, but that is the only rate for the whole county?—Yes.

66516. If you had the district the area for Poor Law purposes as it is for public health and road purposes, you would have the same area for almost all local purposes?—Yes, I think it might lead up to the larger area eventually. It would be, perhaps, breaking the ground for the larger area, which would eventually, I have no doubt, come about.

Suitability of existing school board and other areas.

66517. If you are to abolish the parish as the area for Poor Law purposes, would you include other parochial purposes, because it is the area for registration purposes and for education purposes?—Yes.

66518. Are these not considerations which must be weighed before you alter the area?—I think the general idea seems to have been that the school board areas are far too small.

66519. And if the school area is altered, as was proposed, that would be an additional reason why you think the Poor Law area should be enlarged too?—Yes.

Collection of rates in Dumfriesshire.

66520. I think you have in Dumfriesshire at present a system of collection of rates which is different from that which exists in most counties?—We have adopted the system latterly of getting the county collector to collect the parish rates, but that is optional. Only about ten Parish Councils have adopted that system.

66521. But have you found that an economical system, and does it work well?—It works very economically, and there is no bother with arrears.

66522. If the assessments were altered, and if the Poor Law rate were levied upon the gross value instead of as at present upon the net value, that collection of rates would be a very much more simple business?—Yes. In fact, the whole of the rates of the county in that way would be collected on one demand note.

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66523. And by one man?—Yes.

66524. The objection has sometimes been urged that people do not like to pay all their rates at the same time, that they like to pay poor rate one month, and others another month. Do you think that sound?—There is nothing in that.

66525. Have you found that that objection is much raised in Dumfriesshire?—No.

Improvement of social conditions of rural poor.

66526. (*Dr Downes.*) Has the standard of living gone up much amongst the people of Dumfriesshire in the rural districts?—Very much.

66527. Has the character of their food altered?—Yes, very much.

66528. In what way? For the better?—Some people think not. There is not so much porridge and milk consumed now. It is more meat, and bacon and food of that kind, and there is generally, I think, more contentment, and people are cleaner, and their cottages are in every way better. I think no one who understands anything about rural life in Scotland can doubt that the whole tone of that labouring class is very much higher and better than it was.

66529. Do you consider that the standard of the poorhouse has progressed also with the standard of the people?—I am afraid I cannot say much as to that, because we have, in the parishes I have to do with, so seldom had occasion to use the poorhouse. I do not think I have ever been in one of the poorhouses in my county in my life.

66530. You have only 101 paupers in the poorhouse in Dumfriesshire altogether?—Yes.

66531. (*Dr Downes.*) Do you know what the percentage of pauperism is in Dumfriesshire? Perhaps you can put that in. Is it above or below the average in Scotland?—I cannot say. I will look into that.

66532. The whole of Scotland is 2·4, and Dumfriesshire ranges from ·6 to 2·5, but there are only two that are 2·4 and 2·5 respectively, viz., Tundergarth and Wester Kirk?—Wester Kirk is a very sparsely populated part of the county. In Wester Kirk they had only three paupers in 1894, and they need to have the machinery of the whole Parish Council to look after them.

Treatment and nursing of out-door sick poor.

66533. My reason for asking was to enquire how you treat your sick in Dumfriesshire. Do you treat them in their own homes, as a rule?—Yes.

66534. Do you find difficulty in nursing them in their own homes?—No.

66535. What arrangement have you?—If a person is very sick, say an old person, who is unable to look after himself or herself, we generally make an allowance and a neighbour will come in and look after them.

66536. Have you any nursing association?—Yes, several.

66537. Are they frequent in Dumfriesshire?—Yes, I think we have four or five different associations, with Jubilee nurses.

66538. I see the majority of the Parish Councils are in favour of larger powers being given to them for dealing with sick poor?—Yes.

66539. What kind of poor do they refer to?—I cannot say. I should imagine that request would come from the larger burghs. There is a good deal of malingering in the larger burghs, I understand, and the inspectors have a good deal of difficulty in dealing with the paupers who feign sickness and illness, say for a few days, are admitted to the poorhouse, and come out again after obtaining a few days' relief.

66540. To whom are the powers to be given?—To the Parish Councils, I suppose.

66541. It is a little indefinite, and one does not know quite what they mean?—Yes.

State control and labour colonies for vagrants.

66542. In the case of the vagrant poor, they consider that they should be put into suitable institutions. Would that carry with it the power of detention in these institutions?—Certainly. I think it would be useless to have any other plan. In dealing with the vagrant—I mean the dissolute idle man who won't work—it is my idea that he should be taken by the police and put into one of these establishments, State institutions, and made to work.

66543. Did they consider also at the same time the question of placing the vagrant as an imperial charge?—I do not know.

66544. So that the idea would be that those institutions would be institutions under imperial control?—Yes, and supported from imperial rates. That may be some time in coming about.

66545. Did they consider any practical means of dealing with the sick vagrant in the meantime?—No, I do not think they did.

State control and labour colonies for vagrants.

66546. (*Mr Phelps.*) With reference to your remarks about treating vagrants, have you any acquaintance with the labour colony at Ruthwell?—Yes, it is within four miles of my house.

66547. I visited it the other day, and should be glad to hear your views of it. Do you think it is, on the whole, working well?—I am told it works fairly well, but I do not know whether the men committed to that colony are under any sort of restraint. Are they confined there by order of the Sheriff or do they go there voluntarily?

66548. They are divided into more than one class. There are those who are sent by the Court as inebriates, who are under some amount of restraint, and there are those who are there voluntarily and who come and go as they like. They do not find it necessary to exercise any very great restraint; but have you considered what means would be necessary to exact work under these circumstances from people committed to a labour colony?—They would be sent to these labour colonies and kept there as prisoners to serve their time.

66549. Would you make it like a convict station, where they would work under the superintendence of warders?—Yes.

66550. Taking a county like Dumfriesshire, do you think one colony would be sufficient for that county?—I think so. I should imagine there would be a tendency very soon to avoid these institutions.

66551. That is to say, the vagrant class would disappear?—I think so, through time.

66552. On what grounds would you arrest a person and commit him to such a colony?—If he was not in possession of a certificate from the first place he was at, or the last police station he was at—if he had not in his possession a certificate that he was not *bona fide* in search of work, I would have that man arrested.

66553. You would make it necessary that he should be convicted of begging?—That would naturally follow, would it not?

66554. You know the difficulty of getting evidence on that point?—No.

66555. Do you think that agricultural work is suited to cases of that sort?—I do not know what the work might be; perhaps breaking stones would be a better corrective in many cases than agricultural labour. They would have to work harder anyhow.

66556. Have you any knowledge of the casual wards in England?—No.

66557. What kind of periods of detention had you in your mind?—I would say, at any rate, a year or two years.

Question of abolition of settlement.

66558. I see, with regard to the question of settlement, that most of the Parish Councils are in favour of some change. Have you ever sounded people as to whether they would be in favour of abolishing settlement altogether?—And making a birth settlement?

66559. Making everybody chargeable where he became chargeable?—No.

66560. Do you think the objections to that would be very strong?—I cannot quite follow your point.

66561. Supposing that a man became destitute in a particular place, he should be chargeable to that place?—Are you talking of a vagrant?

66562. No, any person; you should never be able to remove a person at all?—No, I don't see that.

66563. What would be the objection to that?—A man, say, coming from England, breaks down in a parish in Scotland.

66564. Take Scotland alone first. Supposing a man from Stirling is in Dumfries and becomes destitute there, he shall be chargeable to Dumfries, and they shall not have power to send him back?—I don't see that that would be fair.

66565. Do you not think in the long run it would come to much the same thing?—I cannot say, I have never given my thought to that.

66566. As to the case between England and Scotland, what is your particular difficulty in cases of removal from

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one country to another?—To begin with, one cannot move a pauper from one side of the border to another without an order of the sheriff.

66567. In the same way you cannot remove a pauper from England without an order of the magistrate?—I do not know that.

66568. Have you ever heard a suggestion about the shortness of notice that is given of removal?—No.

66569. Do you know that in England you cannot remove to Scotland without the head of the family?—No, I was not aware of that.

66570. Have you in your mind any authority to whom questions of settlement between England and Scotland could be referred?—Yes.

Reference to Local Government Board of disputed settlements.

66571. To whom should you refer them?—I think the Local Government Board.

66572. Would you be content, for instance, to have the decision of the Local Government Board in the case of a man who has been referred to Scotland, or *vice versa*?—Well, that is not a matter I am prepared to deal with.

66573. You see the difficulty?—I do.

66574. I believe it is the case that any relief granted in Scotland cannot be recovered from the parish or the union of settlement in England. Have you any grievance with regard to Ireland?—No.

66575. You have not many removals to Ireland from Dumfriesshire?—No.

66576. Have you any large Irish population at all—Yes, in the town of Dumfries.

66577. But this question does not arise?—Not that I am aware of.

Relief to widowers with children.

66578. (*Mr Gardiner.*) With reference to the illustration you have given in paragraph 8 about the grants your Council make to widowers left with children, in this case do you practically rely upon the medical certificate?—We do.

66579. Is that followed in any other parts of Scotland?—I should think so. If inquiry were made I think you would find that done pretty constantly.

66580. (*Mr Booth.*) There are, I understand, 43 parishes in Dumfriesshire?—Yes.

66581. Of which 21 are uniformly rated?—Yes.

66582. These 21 are mostly rural?—Yes.

Rating in rural parishes.

66583. In fact, the whole county is mainly rural?—Yes.

66584. But there are some burghs; do you think it necessary to make any distinction in the principle or practice of administration between burghs and rural districts?—No, I don't think so; the burghs are not large enough.

66585. Are all treated by the same rule, although that might not be applicable over all Scotland?—No, I am only talking of administration.

66586. There are not circumstances in the case of administration such as need differentiation?—No.

66587. Are there 43 inspectors of poor?—Yes.

Enlarged Poor Law areas and suggested administration thereof.

66588. One for each parish?—Yes, and one medical officer for each parish.

66589. Your view is that if it was treated as a county a very much smaller number could cover the duties?—Yes, and at a less cost.

66590. How many inspectors of poor do you think would be needed for the 43 parishes?—I should think half-a-dozen.

66591. You think six might do the whole work?—Yes, if they devote their whole time to it. They would be whole-time officers.

66592. The present inspectors have an immediate responsibility, but I think they have to report what they do to the Parish Councils?—Yes.

66593. It is not only a Parish Council summoned on purpose, but the Councils have their regular periodic meetings?—In the rural districts I think it is generally left to the Chairman to call a meeting when he thinks it is necessary. Of course, there are certain statutory meetings.

66594. Would these statutory meetings be once a quarter?—No, not so often.

66595. Our evidence has not hitherto been to that effect: those Parish Councils we have heard from I think hold either quarterly meetings or three meetings in the year?—Yes.

66596. You think it might actually, in Dumfriesshire, be at the calling of the chairman?—In the rural districts. I should think that in towns like Dumfries it might be necessary to have a small sub-committee to assist the inspector in investigating these cases.

Enlarged Poor Law areas and suggested administration thereof

66597. But otherwise it is merely the ultimate confirmation by, possibly, the statutory meeting once a year?—Twice a year.

66598. Subject always to the right of appeal?—Yes.

66599. That is in effect how it works?—Yes.

66600. Are there many appeals?—I hardly ever heard of an appeal.

66601. But they are a safety valve?—Yes.

66602. And the final result is that you have hardly any other relief than indoor?—Yes.

Treatment and nursing of sick poor.

66603. Is it rather remarkable that hospitals of some kind are not needed?—Of course, under the Public Health Act, we have hospitals for infectious diseases, for small-pox and all these diseases which are infectious diseases, and that eases it.

66604. But old bedridden people are attended in their homes?—Yes.

66605. The system of Queen's Jubilee nurses is entirely a private charitable institution?—Entirely.

66606. It is not official?—No.

66607. Do the Parish Councils subscribe?—I think they do, whenever there is an application made, but I am not sure. At any rate, there is no difficulty in finding the money from voluntary sources. I think we have in Dumfries five or six different associations.

66608. Do they fairly cover the ground?—Yes. In fact, I know of two movements on foot now to have two other associations.

66609. It is spreading without any official interference?—Without any interference at all.

66610. In a decision which lies with the inspector to make with regard to giving or withholding relief, he is invariably associated with the doctor; that is the law?—Yes.

66611. He would still have to be so associated if you had the county?—Yes.

66612. Would the number of doctors be considerably greater, under your proposal, than the number of inspectors?—I think the number of doctors would be considerably reduced. I do not see that you require to have a medical officer in every parish.

66613. In every parish, no, but I was speaking of the half-dozen inspectors. You would need more than six doctors?—I do not think so.

66614. Would you make them whole-time officers?—No. Most of the country doctors in our county have motor cars, and can run about freely; and most of them are on the telephone, so that they are very accessible.

66615. They would not cost much more?—No.

66616. Do these Jubilee nurses attend to a parish case if requested to do so by a parish doctor?—Yes.

66617. Have you ever an old bedridden person with no place to send her to, the only course being to relieve her in her own home. I think you said you would encourage local women to attend to her?—Yes, you can hardly expect a Jubilee nurse to scrub floors and light fires, and so on.

66618. But the Jubilee nurses would not be paid. If it was a case of a different kind, if more regular nursing were required, if she attended she would do it as part of her duties and not to be paid by the parish?—Certainly. She is stringently prohibited from receiving anything at all.

66619. But if you engage a woman to scrub or take charge, that would be charged?—Yes.

66620. But the organisation of the care of the old people in county districts you think should all be done by the smaller number of inspectors that you have mentioned?—Quite easily, it is a matter of organisation.

State control of vagrants and effect thereof on settlement.

66621. To come to the subject of the vagrants. If you took off the local charge, and made an imperial charge for vagrants, you would do away with nine-tenths of the settlement, would you not?—We would.

66622. Because that would no longer be an imperial charge?—No.

66623. And on the others you hesitate to break down the settlement, but what are the kind of cases? A man

State control of vagrants and effect thereof on settlement.

who *bona fide* goes in search of work, who is afterwards stranded?—Yes.

66624. A man has a perfect right to travel in search of work, and might perhaps find it temporarily, and he is afterwards stranded. It is in these cases you think it would be an injustice not to be allowed to send back?—Yes.

66625. But would you bring them under compulsion?—No, not the deserving poor.

66626. The well-meaning man?—Yes, but he should have some voucher for his respectability.

66627. Your recommendations are extremely drastic; two years imprisonment with hard labour. Would not there be an intermediate class who would not deserve or who would not respond advantageously to such a treatment as that, but who still might require an institution for their care, possibly at a national or imperial charge?—Yes, it might work out that. The case, I presume, would be dealt with by the sheriff, and he would have the power to vary the sentences.

66628. But the institution would be a prison?—Granted.

66629. And it might be that there were some who required some attention and care, because they might be hopeful of some improvement?—Yes.

66630. Might it not be felt that they could hardly be sent to such a penal establishment?—They might classify them in the institution.

66631. Or in two institutions?—Well, two within the same building.

66632. In this case, the men, women, and children would be separated completely?—Absolutely.

Children of vagrants.

66633. Would the children be separated for good and all from their parents and become the children of the State?—Not necessarily. If the persons became reformed characters they could get the children back again.

66634. But it would be subject to that?—Yes.

66635. If you found a male and female tramp with their children, thoroughly unsatisfactory children, the man would go to one institution, or one part of an institution, and the woman to another, and the children would go to the care of the State, and would, naturally, not be punished?—No.

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Duties and elections of councillors.

66636. Their object would be to make decent citizens of them?—Yes.

66637. And you would control them for a sufficient length of time to make it impossible for the parents to influence them when they came out?—Yes.

66638. (*Chairman.*) Have you much difficulty in getting persons to stand for the Parish Council?—No. Occasionally we have a re-election for want of the proper number, but I do not remember in the county of Dumfries having had a case of that kind for some time.

66639. Assuming your ideas were given effect to, and Poor Law administration was taken away from the Parish Councils, would there be enough work left for them to do to attract people to take office?—No, I do not think there would.

66640. What would they have to do?—I do not know what their duties would be. It would disfranchise them altogether, but you would not be disturbing Parish Councils; you would be creating a larger body.

66641. (*Mr Patten-MacDougall.*) They would still have to deal with parish paths and roads. There is a great deal of that in some counties?—Do you mean rights-of-way?

66642. No; there are a great many parish paths and roads in the Highlands, and there are scavenging and lighting districts?—Yes, that would be the district committee of the county council.

66643. It is the Parish Council to begin with?—Yes, the initiative.

66644. (*Dr Downes.*) At what time of day do the Parish Councils mostly meet in Dumfriesshire?—They meet mostly in the morning or the evening.

66645. Does the time of day make any difference to certain classes?—I think it does. I think where the Parish Council is mostly composed of tenant farmers they would like to meet in the evening after their work is finished.

66646. Do you generally like to meet in the morning?—I generally try to get them to have the meetings in the morning. I think one comes to one's work much fresher in the morning than one does in the evening. I have never had any difficulty in getting them to agree to that.

Mr T. W. L. Spence, called and examined.

Mr T. W. L. Spence.

Constitution and duties of General Board of Lunacy.

66647. (*Chairman.*) You are Secretary to the General Board of Lunacy with regard to matters affecting the care and treatment of pauper lunatics in Scotland?—Yes.

66648. You have given us a very full statement, which we shall take as your evidence-in-chief?—Thank you.

(*The witness handed in the following statement.*)

1. A full statement of the Lunacy Law of Scotland was submitted to the Royal Commission on the Care and Control of the Feeble-minded, and a statement of the main features of that law so far as it affects pauper lunatics has already been given to this Commission by Mr Ewan Macpherson, legal member of the Local Government Board for Scotland. It has not, therefore, been thought necessary to submit here any further formal statement with regard to the Lunacy Acts, except in so far as they enter into the subjects dealt with below. Some of these matters were more or less treated of in the statement submitted to the Royal Commission on the Feeble-minded, but a restatement of them is necessary in order to show the relation of Pauper Lunacy in Scotland to the Poor Law, and in any case the manner of dealing with them here will necessarily differ considerably, because the two Commissions are not looking at the subject of lunacy from the same standpoint, and the objects which they have in view are not identical.

Constitution and Duties of the General Board of Lunacy.

Constitution and duties of General Board of Lunacy.

2. The governmental control of pauper lunatics in Scotland is committed to the General Board of Commissioners in Lunacy, which consists of an unpaid chairman, two unpaid legal commissioners, and two paid medical commissioners. There are attached to the Board two medical deputy commissioners, whose time is fully occupied in visiting and reporting on the insane under private care, a secretary, and a clerical staff.

3. The Board have the superintendence, direction, and regulation of all matters arising under the Acts in relation to lunatics, to asylums, and to houses in which lunatics are detained. Among their duties, apart from inspectional duties carried out by the medical commissioners and deputy commissioners, may be mentioned the power to call upon district lunacy boards to erect and extend asylums; the granting or refusing of licenses to private asylums, parochial asylums and lunatic wards of poorhouses; the making of rules and regulations for the good order and management of such establishments as well as of district asylums; the registration of lunatics; the consideration of reports on the condition of all establishments for the insane, on all lunatics provided for under their sanction in private dwellings, and on all insane persons whose estates have been placed under the control of the law courts; the consideration of legal questions affecting asylums and the care and treatment of patients; the holding on the spot of investigations into complaints of ill-treatment by patients and into other serious occurrences at asylums; the sanctioning of the admission of voluntary patients to asylums, of the admission of lunatics into lunatic wards of poorhouses, into private dwellings, and (as regards paupers) into training schools for imbecile children; the sanctioning of the removal of insane persons from one establishment or private dwelling to another, and of the liberation of patients on trial; the visiting and sanctioning of sites for asylums, the sanctioning of plans, specifications, and estimates of district asylums and of extensions thereof; the apportioning of assessments for lunacy purposes on counties and burghs, and arranging for the annual election of district lunacy boards; the sanctioning of rates of board for pauper and private patients in district asylums; the examination and certifica-

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tion of all claims on the Pauper Lunatic Grant; the examination of abstract accounts of district lunacy boards, etc., etc.

Constitution and duties of General Board of Lunacy.

4. It will be seen from the foregoing enumeration that the duties of the Board are in the main supervisory and not executive, that being left to local bodies. The Board cannot be said to possess any direct power of control over the internal administration of asylums. The influence of the Board upon the administration of asylums rests mainly upon the ample means of obtaining full information in regard to them, upon the power derived from the publication of reports, and upon the weight of the Board's opinion, advice, and comments.

5. The Board submit annually to the Secretary for Scotland, as required by the Act, a general report of their proceedings, with reports on the accommodation and condition of both private and pauper insane, and on the expenditure in connection with pauper patients.

Constitution and Duties of District Lunacy Boards.

Constitution of District Lunacy Boards.

6. Scotland is divided at present into twenty-seven lunacy districts, consisting of groups of counties, single counties, parts of counties, or single parishes. When, as is the case in the principal towns, a lunacy district consists of a single parish, the Parish Council, consisting in large parishes of not more than thirty-one members, may be, and in practice is, constituted the district board of lunacy, and in that capacity performs functions entirely separate, and in many respects of a different nature, from those performed by the same body under the Poor Law. In the case of all other lunacy districts, not consisting of single parishes, the district lunacy board is elected annually by the county council or county councils of the county or group of counties comprising the district, and by the magistrates of royal or parliamentary burghs within such county or counties, the number of members being fixed by the general board and being apportioned by them among the electing bodies as nearly as may be in accordance with the valuation of each county or burgh. The number of members of such boards varies from five to twenty-three, according to the size and the circumstances of the district.

Duties and extent of powers of District Lunacy Boards.

7. District boards of lunacy have the duty of purchasing sites, and erecting or acquiring, maintaining, and managing district asylums; or, when the erection of a district asylum is not necessary, of contracting with existing asylums for the reception and maintenance of the pauper lunatics of the district. To them is entrusted the sole responsibility for the good order and discipline of district asylums and for the proper care and treatment of the patients sent to them. They have no power or duty with regard to the admission or discharge of patients, beyond seeing that the requirements of the Act are observed. They have no concern with royal asylums or parochial asylums within the district (further than that they may contract with such), nor with lunatic wards in poorhouses, or pauper lunatics in private dwellings, whether belonging to parishes forming part of the district or otherwise. When a contract is made by a district board with a royal or other asylum for the boarding of pauper patients of the district, the rate of board is not paid to the district board by parishes sending patients, but direct to the asylum authorities. A county council need not necessarily elect a member of its own body to serve on a district lunacy board.

8. They have power to borrow money for the erection, enlargement, and maintenance of asylums upon security of assessments levied under the Act for that purpose, which assessments are apportioned by the general board upon heritable property in counties and burghs within the district, and they have the duty of fixing, with the sanction of the general board, and collecting, expending, and accounting for the rates received from Parish Councils in payment of the cost of maintaining pauper lunatics.

9. District boards must furnish the general board, upon a form prescribed, with abstract accounts showing in considerable detail receipts and payments both for erection and repair of buildings and for maintenance of patients, and must transmit a full statement showing the sum paid for principal and interest of sums borrowed, and the state of their accounts as regards indebtedness.

10. Parish Councils have from time to time urged that they should be represented upon district lunacy boards, and also upon the boards of directors of royal asylums with which district boards have made contracts. These questions are separately dealt with below.

Representation of Parish Councils upon District Lunacy Boards and upon Boards of Directors of certain Royal Asylums

Representation of Parish Councils on Lunacy Boards.

11. Memorials have been drawn up by Parish Councils at various times between 1885 and 1899 setting forth that Parish Councils should be represented on district lunacy boards and on the managing bodies of royal asylums. Since the earliest of these dates the position of matters has been greatly altered, in respect, among other things, that all the largest parishes in Scotland are now single lunacy districts having district asylums, which, both as regards the erection of buildings and the maintenance of patients, are under the sole control of their respective Parish Councils. These are Edinburgh, Glasgow, Govan, Aberdeen, and Dundee. Greenock and Paisley parishes both possess parochial asylums under their sole control, and Leith Parish Council is also Leith District Lunacy Board, and as such has entire control of its lunacy affairs.

12. Of the twenty-one remaining lunacy districts, fourteen, for the most part consisting of from two to four counties combined, possess district asylums which have been erected out of assessments levied on the landward part of counties and on burghs, and are managed by district boards elected by county councils and magistrates of burghs. The claim of the Parish Councils to be represented on district lunacy boards such as those above referred to have been variously stated, but may be regarded as summarised in the following passage from a memorial of 1899:—

> "The present system is inequitable because, 'although Parish Councils are responsible for the 'maintenance of these lunatics and provision of the 'funds required, these are levied and expended by 'boards which do not account to the ratepayers, 'and on which Parish Councils are not directly 'represented."

Pros and cons of parochial representation on Lunacy Boards.

13. One reason why district lunacy boards are elected by county councils and the magistrates of burghs is that the landward parts of counties and the burghs have the sole duty laid upon them of building, extending, and maintaining asylums, and of providing all necessary funds for these purposes. The management of asylums and the entire responsibility for the care and treatment of the patients in them seem, therefore, to have been suitably placed in their hands. Their members are chosen by bodies which are elected by owners and occupiers upon a basis as widely representative as members of Parish Councils. As regards the question of accounting to the ratepayers, it is obvious that, if members of Parish Councils were added, district boards would continue to "account 'to the ratepayers" in no other sense than they do at present. Owners and occupiers pay the building rate, but they also as poor-rate payers pay the maintenance rate. District lunacy boards are therefore concerned in the economical expenditure of both rates equally, and it has been ascertained that their members are always, as a matter of fact, composed to a large extent, and in some cases nearly altogether, of leading members of Parish Councils.

14. It is not a case which admits of no exception that public bodies which provide funds for certain purposes shall necessarily have direct control of them. Parish Councils provide funds for expenditure by school boards, and in the case of the lunacy districts consisting of single parishes, the Parish Council, as district lunacy board, levies assessments for lunacy purposes on portions of burghs and landward parts of counties falling within the parish, though such landward parts and burghs have no direct representation on the body which expends the funds raised. There does not, therefore, seem to be any serious ground of complaint in the fact that the Parish Councils are not represented directly on district lunacy boards.

15. It may, however, be admitted that the claim is not in itself unreasonable, and that no harm would result from granting it if a ready means could be found of doing so, but such representation could only be on a small scale, as parishes forming such lunacy districts as those above referred to number from eighty-three downwards, and any but a small addition to the present membership of district lunacy boards would make them too large for the efficient transaction of business. The object in view would not justify the public expenditure, trouble, and loss of time involved in assembling all the Parish Councils of a district annually for the purpose of electing representatives on such Boards. Possibly simpler means could be found of giving Parish Councils direct representation, but in any case an Act of Parliament would be necessary to effect it.

16. The remaining lunacy districts are provided with

Provision for pauper lunatics.

asylum accommodation in royal asylums. Of these, the Crichton Royal Institution is bound by section 60 of the Lunacy Act of 1857 to receive the pauper patients of Dumfries, Kirkcudbright, and Wigtown, and does so at a low maintenance rate without making any charge on these counties for accommodation, and the constitution of the managing body was, by an Act passed in 1897, put upon a basis satisfactory to the local public. The Royal Edinburgh Asylum provides for the pauper lunatics of Leith and Orkney under arrangements made independently of the lunacy acts, and prior to the Act of 1857. Five district boards, namely, Forfar (Forfarshire exclusive of Dundee), Aberdeen County (Aberdeenshire exclusive of Aberdeen City), Kincardine, Caithness, and Shetland have contracted with the royal asylums of Aberdeen and Montrose for the accommodation of their pauper lunatics. The lunacy boards of these districts have practically no duty beyond contracting. They are annually elected like other district lunacy boards, but have no expenditure, and no supervisory duties, and their functions would only become active on notice of the termination of a contract or on a proposal to alter the rate of board agreed upon. In the case of such district boards which levy no assessments, but merely act as contracting parties on behalf of parishes, Parish Councils have quite as good a claim to direct representation as in the case of other districts. On the other hand, these boards, consisting of a capable body of men easily constituted from popularly elected bodies, have every inducement which Parish Councils could have to make the best pecuniary arrangement possible on behalf of the district which they represent, and they are the body which would have to take action were the general board to refuse sanction to a contract and to require the erection of an asylum, or were a royal asylum to give notice of termination of a contract.

Pros and cons of parochial representation on Lunacy Boards.

17. Two of these districts—the Forfar District and the Aberdeen County District—are peculiarly placed in this respect, that before proceeding with the erection of a district asylum they would be obliged to offer to contract with the Montrose Royal Asylum and the Aberdeen Royal Asylum respectively, under a statutory provision intended to protect royal asylums, which before the passing of the Act of 1857 had voluntarily expended large sums in providing accommodation for poor persons. Upon this fact has been founded a claim which was urged by Parish Councils, along with that to representation on district lunacy boards, that Parish Councils should be represented on the board of directors of such asylums. Royal asylums are institutions more or less of a public character, but which were founded and endowed for benevolent or charitable purposes. Several now receive private patients only, and in the case of three, which also receive pauper boarders, the duty which mainly distinguishes them, and which is one of constantly increasing importance, consists in providing for private patients of all classes and in the employment of funds derived from that source in assisting the poorer class of the insane who are not paupers. The expediency or propriety of committing the administration of the funds of these institutions, even in part, to persons who would share in their control solely in the interests of ratepayers is very doubtful, and such a proposal would no doubt be strongly resisted by the present governing bodies. It is obvious that the claims of Parish Councils to be represented on district lunacy boards, as well as on the managing bodies of the royal asylums with which such boards contract, could not both be granted, as in such a case the parties would, to the extent to which they were represented on each body, be contracting with themselves.

18. Parish Councils in districts such as Kincardine and Caithness, where the accommodation of lunatics in a royal asylum is under a contract purely voluntary on both sides, could have no shadow of claim to be represented on the managing body of the asylum.

Control of Pauper Lunatics by Parish Councils.

19. The duty devolves upon the Parish Council through the inspector of poor, its executive officer, of attending to and investigating all applications or intimations made on behalf of a lunatic, and if parochial relief is found necessary, the lunatic must be disposed of in one or other of the several modes of disposal authorised by the statute or sanctioned by the Board.

Control and provision for pauper lunatics by Parish Councils.

20. A pauper lunatic must be provided for in one or other of the following ways:—

(*a*) He may be sent to a district asylum, which is an asylum erected by and belonging to the lunacy district comprising the parish to which the patient is for the time being chargeable.

(*b*) He may be placed as a boarder in a royal asylum, which is an institution established under a Royal Charter or Act of Parliament and erected and maintained from charitable funds, if the district board of the patient's parish has made a contract with such asylum for the accommodation of its pauper lunatics.

(*c*) He may be placed in a parochial asylum, which, though legally the lunatic wards of a poorhouse holding an unrestricted licence, is virtually a fully-equipped asylum erected by a single parish out of the poor rate, in which the patient may be either as a patient of that parish or as belonging to some other parish which has arranged for the reception therein of its patients as boarders.

(*d*) He may be placed, with the sanction of the Board, in the lunatic wards of a poorhouse which have been licensed by the Board and set apart for the accommodation of harmless and incurable lunatics only.

(*e*) He may, if under eighteen years of age, be placed, with the sanction of the Board, as a boarder in a training school for imbecile children, which is an institution provided and supported by legacies, charitable subscriptions, etc.

(*f*) He may be placed, with the sanction of the Board, in a private dwelling either with relatives or unrelated guardians, and either singly or in houses specially licensed to receive not more than four patients.

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21. With regard to the first three methods of disposal the Parish Council has the sole direction and control. In the case of the last three the disposal of the patient requires the sanction of the Board, who thus virtually hold the power of distributing all patients not requiring care in a fully-equipped asylum in such ways as are most suitable to their condition.

22. The Parish Council having disposed of the patient in one or other of the first five methods, has no further direct responsibility for the patient's care, that being left to the body to whom the management of the institution has been committed (which in the case of lunacy districts consisting of single parishes and of parishes which possess parochial asylums is the same body under another name), subject to the inspection and general supervision of the general board.

23. If the sixth method is adopted—that is, if the patient is provided for under private care—the Parish Council, under the supervision of the general board, retains the sole responsibility for seeing that the patient is properly cared for, having with the sanction of the Board power to fix the amount of allowance and to remove the patient to other care or to an asylum.

Removal of pauper lunatics from asylums.

24. With regard to the removal from asylums and other establishments for the insane of unrecovered pauper patients, the Parish Council have the sole control, subject only to the provision that if the superintendent thinks discharge would be dangerous he may retain the patient and report to the general board, with whom, after investigation, the final decision rests.

25. Superintendents may, with the sanction of the Board, enforce the removal of unrecovered patients in cases where a Parish Council refuses or neglects to act upon a medical certificate to the effect that the patient may be "safely liberated without risk or injury," but this power has very seldom been exercised.

Number of Pauper Lunatics.

Number of pauper lunatics.

26. The following tabular statement indicates the actual number of pauper lunatics at various periods from 1861–65 onwards, and the proportion of the number to the population:—

Years from 1st January.	Average Actual Number of Pauper Lunatics chargeable.	Number of Pauper Lunatics chargeable per 100,000 of Population.	Percentage of Increase or Decrease in Proportion to Population.
1861–1865	5,308	205	
1871–1875	6,464	229	+11·7
1881–1885	8,689	272	+14·4
1891–1895	10,898	313	+15·1
1901–1905	13,855	357	+14·0
Year 1906	14,580	363	+ 1·7
Year 1907	14,746	362	− 0·1

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Number of pauper lunatics.

27. This statement shows that the actual numbers have increased from period to period, and that an increase of actual numbers still continues. So long as the country continues to grow in population, an increase of the number of pauper lunatics must be regarded as inevitable, but the figures in the last two columns of the statement show that the increase which has occurred between 1861–1865 and 1901–1905 has been greatly in excess of what may be called the natural growth due to increase of population. This excess of growth in proportion to population went on, it will be seen, until the quinquenniad 1901–1905, when a tendency to a cessation of growth beyond what is due to increase of population manifested itself. For the three years 1905, 1906, and 1907 the proportion of pauper lunatics to population has been respectively 363, 363, and 362. It therefore seems probable that the burden of pauper lunacy in Scotland, as gauged by its proportion to population, has reached a limit which is not likely to be materially exceeded, unless future legislation should have the effect of bringing upon the official register of pauper lunatics persons not at present so classed.

Disposal of Pauper Lunatics.

Disposal of pauper lunatics.

28. At 1st January 1907 the pauper lunatics of Scotland were disposed of as follows:—

	Pauper Lunatics at 1st January 1907.	Percentage in each Class of Establishment.
In district asylums .	8,805	58·8
In royal asylums .	1,810	12·1
In parochial asylums .	566	3·7
In lunatic wards of poorhouses . .	791	5·3
In private dwellings .	2,774	18·5
In training schools for imbecile children .	233	1·6
	14,979	100·0

29. It will be observed that all pauper lunatics not under care in private dwellings are provided for in institutions of a public character. The general board from the time of their appointment discouraged the boarding of pauper patients in private asylums, and succeeded long ago in abolishing all private asylums of the class which were willing to receive pauper patients as boarders.

Cost of Pauper Lunatics.

(a) *Cost of Maintenance.*

Cost of maintenance of pauper lunatics.

30. The payments by Parish Councils in connection with the maintenance of pauper lunatics, and the weekly cost of the various modes of disposal, are shown in the following statement:—

	£	Cost per Week on Average No. Resident. s.	d.
In district asylums . .	227,845	10	5¾
In royal asylums . .	61,082	12	0½
In parochial asylums .	13,333	9	8
In lunatic wards of poorhouses	19,197	7	9¼
In training schools for imbecile children .	8,785	11	0½
In private dwellings .	49,732	6	11½
	379,974	9	10
Extra expenditure for certification transport, etc.	11,133	0	3½
Total cost . .	391,107	10	1½

31. Of the total cost, the sum of £21,577 was recovered by parishes from relatives and other sources, and £115,972 from the State, in the form of the Pauper Lunatic Grant. The charge for maintenance in royal asylums includes, as a rule, a charge for accommodation, but this charge is not separately estimated and specified in contracts for the boarding of pauper patients.

Cost of maintenance of pauper lunatics.

32. By comparing the average results shown by the quinquenniad 1880–84, when the country may be regarded as having been fully provided with asylum accommodation with the results shown by the latest figures available, it will be found that the expenditure on pauper patients in district, royal, and parochial asylums has increased from £164,001 to £311,046, or 90 per cent.; in the lunatic wards of poorhouses from £13,793 to £19,197, or 39 per cent.; in private dwellings from £22,554 to £49,732, or 121 per cent.; and that the whole expenditure has increased from £206,536 to £391,108, or 89 per cent.

33. It appears, however, from the following figures that the rise in cost has been mainly due to a rise in numbers, and only partly to an increased cost per head:—

Year.	Annual Expenditure per Pauper Patient. In District Asylums.			In Poorhouse Wards.			In Private Dwellings.			Total Average Cost per Patient.		
	£	s.	d.	£	s.	d.	£	s.	d.	£	s.	d.
1880–84	26	7	4	19	14	8	14	2	1	24	5	5
1905–06	27	19	7	20	5	5	18	2	9	26	8	4

(b) *Cost of District Asylums.*

Cost of establishment charges of pauper lunatics.

34. District asylums are erected, furnished, repaired, and added to from assessments levied for that purpose on the landward parts (rural areas) and royal or parliamentary burghs within such lunacy district. Such assessments are estimated for by the district boards, apportioned by the general board, and collected by the county and burgh authorities, who pay over the proceeds to the district board. These assessments were formerly paid wholly by owners in landward parts of counties and half by owners and half by occupiers in burghs, but since the passing of the Local Government (Scotland) Act, 1889, the owners' rate in counties forms part of a fixed consolidated rate, and if expenditure in any year in respect of lunacy is such as to require a rate beyond that which entered into the average consolidated rate, the increment must be divided equally between owners and occupiers. Assessments on lunacy districts for asylums erected since the passing of that Act will fall throughout such districts half on owner and half on occupier.

35. In the case of lunacy districts consisting of single parishes (in all cases large parishes wholly or mainly burghal but in some instances extending into rural areas), most if not all of the authorities concerned acquiesce in a wish expressed by the burghal authorities, which at present collect the lunacy assessments, for legislative power to transfer the levying and collecting of such assessments to the parochial authorities, and the Board have intimated that they would approve of such an arrangement in the case of lunacy districts consisting of a single parish.

36. District lunacy boards (as well as Parish Councils under certain circumstances) possess the power of borrowing money for the erection of asylums, and debt so incurred must be extinguished within thirty years at least. Assessments in payment of interest on loans and instalments of principal, and also of repairs and other current outlay on the fabric of asylums, form the surest means of estimating the cost to the ratepayers of erecting and maintaining asylums.

37. It appears from the assessments levied on all lunacy districts which possess asylums that the cost of land and building per patient accommodated has almost doubled between 1888–9 and 1905–6, having risen from £10, 16s. 2d. in the former year to £20, 6s. 3d. in the latter. This increase, which has occurred in spite of the fact that in the case of many of the older asylums the original debt has been wholly or partly extinguished, is mainly due to the great cost of four asylums in Lanarkshire, two of which —Glasgow District Asylum at Gartloch, and Govan District Asylum—involved for the year 1905–6 a cost per patient of £40, 14s. 10d. and £40, 12s. 8d. respectively for accommodation alone. Another cause of the increased annual

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cost of building per patient for the whole country lies in the fact that it includes payment for monies borrowed for the erection of certain new asylums not yet occupied. In many of the older and smaller asylums the annual cost of accommodation per patient ranges from £5 to £10.

Rating in Counties for Accommodation and Maintenance of Pauper Lunatics.

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38. Appended is a table (*App. CLXXXI. (A)*) showing for each county of Scotland the expenditure on pauper lunacy during the latest available financial year (*a*) on the erection of district asylums, and (*b*) on the maintenance of pauper lunatics in whatever ways they may have been disposed of. It further shows for each county the weekly rate of expenditure calculated on the total cost of pauper lunacy, and in the last column the total rate of expenditure on pauper lunacy per £100 of gross rental, the counties being arranged in the order of rating as shown in that column. The table also shows the proportions respectively of "maintenance" expenditure on which the Pauper Lunatic Grant can and can not be claimed, and the proportion of relief afforded by the grant per £ of total expenditure as given in column 5.

39. The extreme differences shown in the cost of the burden of pauper lunacy are mainly due to the fact that while the necessities of each county as regards care and treatment of its pauper lunatics in asylums are much the same, and while the cost of such care may sometimes be smaller for a richer county than for a poorer, the ability of the poorer county to pay is very much less owing to a low rental over wide areas. If single parishes were selected for comparison their differences would be found to be much more greatly accentuated. The differences shown are not necessarily due in any degree to the larger number of pauper lunatics chargeable to the poorer counties, as it will be seen from the figures given in column 1 of the table that Shetland, Orkney, and Banff, all near the top of the table, have as few insane poor in proportion to population as the county of Perth, which in point of rating stands 22nd. It has further to be noted that in the Highland and Island districts an exceptionally large proportion of the insane poor is provided for in private dwellings, and as a rule under the care of relatives, which is by far the cheapest form in which the insane can be cared for, and this fact tends to reduce the total expenditure in such districts as compared with that of counties which make a more free use of establishments for the care of their insane. The extremely low rate in the three southern counties (Dumfries, Kirkcudbright, and Wigtown) is due to the fact that these counties have no building rate, and that their patients are provided for in the Crichton Royal Institution at a maintenance rate which not only includes no charge for accommodation but is in itself exceptionally low. The position in point of high rating occupied by such a populous and wealthy county as Lanark, with a proportion of pauper lunatics to population much below the average, may be a matter for surprise, as we should expect to find it in regard to outlay nearer the position of similar centres of industry such as the counties of Stirling, Renfrew, Ayr, and Dumbarton. The reason is to be found in the exceptionally great cost of its asylums, especially of the three erected by the parishes of Glasgow and Govan, and also in the exceptionally high rate of maintenance of patients in these asylums.

40. The weekly rate of expenditure calculated on the total cost works out variously, being on the whole smallest in the Northern and Highland counties, where a large proportion of the insane are under the care of relatives, and in the three southern counties under the exceptional circumstances already explained; and largest in counties where the expenditure on building has been greatest.

Extent and Distribution of Relief afforded by the Pauper Lunatic Grant.

Extent and distribution of relief afforded by Pauper Lunatic Grant.

41. The relief afforded by the Pauper Lunatic Grant per £ of total expenditure will be seen from column 9 of the table appended to vary from 3s. 1¾d. in the county of Peebles, and 3s. 5¼d. in the county of Lanark, to 7s. in the county of Kirkcudbright, and 6s. 11¾d. in the county of Dumfries. The reasons for the relief afforded by the grant being twice as great for Dumfriesshire as for Lanarkshire are due to the facts already explained, that Dumfries has no building rate and a low maintenance rate, and Lanark a high building rate and a high maintenance rate. As the grant can neither be claimed for the building rate nor for any rate of maintenance over 8s. a week, Lanarkshire has necessarily a large proportion of its expenditure in respect to which no claim on the grant is admissible. In the Northern and Highland counties the proportion of relief is above the average, which arises from the fact that a large proportion of their insane poor is under private care at rates much below 8s. a week, and the entire outlay on such patients therefore ranks as expenditure on which the grant may be claimed. It will be seen, however, that on the whole the grant as at present distributed sometimes affords the greatest measure of relief to the counties which least need it, and in no way tends to adjust any claim to relief which may be founded upon the necessities laid by law upon various counties to meet the burden of pauper lunacy, or upon the ability of the counties to support such burdens.

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Extent and distribution of relief afforded by Pauper Lunatic Grant.

Pauper Lunacy and Ordinary Pauperism.

42. The following table traces the course respectively of ordinary pauperism and of pauper lunacy from the year 1861 to the year 1907, as shown in the proportion to population of each class on the average figures of each five years during that period, and for each of the last two years:—

Years.	Proportion per 100,000 of Population.	
	Ordinary Pauperism.	Pauper Lunacy.
1861–65,	2,528	171
1866–70,	2,411	179
1871–75,	2,183	190
1876–80,	1,759	207
1881–85,	1,614	231
1886–90,	1,495	247
1891–95,	1,439	267
1896–1900,	1,488	288
1901–1905,	1,464	306
1906,	1,543	312
1907,	1,533	312

Interdependence between ordinary pauperism and pauper lunacy.

43. A glance at these figures is sufficient to show an entire absence of interdependence between the condition known as ordinary pauperism and that known as pauper lunacy. Ordinary pauperism has decreased almost as steadily and rapidly as pauper lunacy has risen. Ordinary pauperism reached its lowest point in the period 1891–95, and since that period has risen, especially during the past three years. To reach a point as high in ordinary pauperism as that at 15th May 1906, we must go back twenty-two years to 1884. The figures for pauper lunacy, on the other hand, in indifference to the declining figures for ordinary pauperism, have gone on steadily increasing until within the last three years, when, as if to emphasise the complete independence of its course, its tendency to increase ceases just at the point where ordinary pauperism again begins to show vigorous growth. This is, as a matter of fact, a mere coincidence, but it serves to disclose the absence of any true connection between the two classes.

44. It might be suggested that the growth of pauper lunacy coincident with the decrease of pauperism results from persons hitherto treated as ordinary paupers being certified and treated as pauper lunatics. This involves the assumption that the increased number of pauper lunatics is derived solely from the small section of the community which consists of paupers. Such an assumption is unwarranted. The increase, so far as it depends upon an alteration of public sentiment towards asylums, would point to its having its origin in a class of the community quite above the ordinary pauper class; but even if it were assumed that all the increased number of pauper lunatics consisted of persons withdrawn from the mass of ordinary pauperism, the figures resulting would be so small as to cause no material change in the calculations given.

45. The truth is that, while the word "pauper" is applied to both classes, the condition of the ordinary pauper is one of true pauperism in the sense that it is a condition of destitution, whereas the so-called "pauper lunatics" are not in the case of the great bulk of that class in a condition of true pauperism at all. Neither they

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nor their relatives are as a rule at all destitute persons. The condition described as "pauperism" merely arises because for their own good and in the public interest they are forced to undergo a method of care and treatment which is so expensive that only a small proportion of the population are able to meet it from private resources. The following remarks on this subject occur in the annual report of the General Board of Lunacy for Scotland published in 1893 * :—

> "It will be seen . . . . that a wide gulf separates 'the position of the pauper lunatic from that of 'the ordinary pauper. The difference between the 'problem presented by ordinary pauperism and 'that presented by pauper lunacy is indeed so 'great as to be in some of its aspects radical. It 'is of importance that this should not be lost sight 'of in considering the question now under dis-'cussion, and indeed in treating of all questions 'bearing upon the relation between ordinary 'pauperism and pauper lunacy. Asylum treat-'ment for a patient not admitted as a pauper 'cannot at present be obtained in Scotland for 'an annual payment of much under £40, and 'even at that figure the amount of accommodation 'is limited. To maintain a man, therefore, during 'life as a private patient in an asylum at the 'lowest available rate, would require the interest 'of a sum of at least £1100 or £1200 ; or, to put 'it otherwise, in order to maintain an insane wife 'or child at the lowest asylum rate as a private 'patient, a sum would be required equal to the 'year's earnings of many an able-bodied labourer, 'or to more than half the year's earnings of a skilled 'workman. The area of the population from 'which pauper lunatics are drawn is thus greatly 'wider than that in which ordinary pauperism 'occurs. It includes not only the poorest class, but 'also the able-bodied labourer, the skilled mechanic, 'the small tradesman, the small farmer, and the 'small employer of labour.
>
> 'These considerations furnish a key to the 'difficulty of reconciling the statistics of pauper 'lunacy with those of ordinary pauperism, and 'they afford an explanation of the fact, which has 'been frequently commented on, that while 'ordinary pauperism has of late been decreasing, 'pauper lunacy continues to show a steady increase. 'Before any material decrease of pauper lunacy 'could happen, it would be necessary that masses 'of the population, now possessed of incomes, such 'as are earned by the higher classes of skilled 'workmen, should become so prosperous as to be 'able to devote a sum as large as £40 a year to the 'support of a single unproductive member of the 'family. There is at present no prospect of this 'happening. The conditions necessary to bring 'about a reduction of pauper lunacy presuppose an 'increase of wealth so much greater than that 'needed to cause a reduction of ordinary pauperism, 'that a condition of prosperity might arise in a 'parish under which its ordinary pauperism would 'all but disappear, but which would leave its 'pauper lunacy practically untouched."

46. The mass of the population from which pauper lunacy is drawn is estimated to comprise from 85 to 90 per cent. of the entire population, the remainder being of the class from which private patients are drawn. Of this mass the destitute and those bordering on destitution must form only a small part. Depression in commerce and manufactures or other causes might largely increase the number of the destitute, but it would hardly affect one way or another the number of pauper lunatics in asylums, because the population from which they are drawn reaches up to a class which, though unable to meet the cost of its insane in asylums, is too well off to be seriously affected by conditions which tell upon the number of ordinary paupers.

47. It is highly important to realise and keep in view the wide difference here pointed out between pauper lunacy and ordinary pauperism. The use of the word "pauper" to describe two conditions so fundamentally different has led to the mistaken belief that these conditions are practically identical, and that views, arguments, and administrative methods applicable to one class are equally applicable to the other.

48. Not a few of the mass of the population from which pauper lunatics are drawn are able and willing to pay the pauper rate for their relatives, but cannot afford to pay the considerably higher rates which in most cases they would be called upon to pay in order to provide for their insane as private patients. In such cases it often happens that application is made to Parish Councils to have patients removed to asylums as paupers, the applicant undertaking to refund the entire cost of maintenance to the Parish Council. At 15th May 1906 there were 230 patients thus privately maintained in district asylums in Scotland, but who were registered as paupers. Looking to these facts, it has seemed to the Board that a great saving to the poor rate might be effected if encouragement were given to the reception into district asylums of patients at rates not exceeding or little exceeding the pauper rate, who would have the same food and treatment as pauper patients, but who would be received and registered as private patients. The existing arrangements present a distinct discouragement to relatives to relieve the rates of the cost of maintenance of their insane, and it is a matter for surprise that in such circumstances so many are willing to support their insane as nominal paupers.

Payment for pauper lunatics by relations.

* 35th Annual Report, pp. l-li.

Lunatic Wards in Poorhouses.

Licensed lunatic wards in poorhouses.

49. The Board are empowered to license wards in poorhouses for the reception only of pauper lunatics who are not dangerous, and do not require curative treatment in accordance with "Rules and Conditions" drawn up by the Board and approved of by the Secretary for Scotland. These conditions require that the accommodation for lunatics must be entirely separate and distinct from that occupied by ordinary paupers, and that separate grounds must be provided. They further deal with the medical supervision of such wards, the attendance required, the dietary of the inmates, and generally with all that concerns the good order and management of the establishment. The license may be withdrawn if the requirements of the Board are not attended to. The wards are under the management of the poorhouse committee, and the governor of the poorhouse is in the position of superintendent. The Board do not require a resident medical officer unless the number for which the wards are licensed exceeds one hundred, which is the case at present only in one instance. The Board require that sufficient land be attached to the wards to secure healthy outdoor occupation. They require the same statutory and other forms of registers and books to be kept in such wards, and notices of entries in them to be transmitted to the Board, as in the case of other establishments for the insane. Patients are admitted to such wards with the sanction of the Board granted upon an application by the inspector of poor, and a medical certificate which must certify that the patient is of "unsound mind," and, further, that he "is not dangerous, 'is incapable of deriving benefit from treatment in an 'asylum, has no habits or infirmities which render care 'difficult, and is in a sufficiently good state of bodily 'health to be removed to the lunatic wards" named in the application. Patients may be received into such wards without having been previously resident in asylums.

50. Patients are discharged from them under the same conditions as are applicable to asylums, and such wards do not differ from asylums in their general arrangements and regulations in any essential particular, except that the patients in them are of a selected class, and that if they become dangerous or difficult to manage they must be removed.

Cost of patients in poorhouse lunatic wards.

51. The estimated cost of the patients in such wards varied during the past year from £14, 4s. 11d. in Buchan Poorhouse to £24, 5s. 4d. in Inveresk Poorhouse. The prescribed scale of dietary in such wards is much the same as that in use in district asylums, and the generally lower cost of maintenance is due to the fact that they are a selected class of patients whose care does not call for a large staff of attendants or for expensive medical superintendence. It is probable that if the cost of maintaining the same class of patient in asylums could be separately estimated, it might be found to be as low as in lunatic wards of poorhouses. The rate of maintenance in asylums is really an average between the expenses of such patients and of others much more costly to care for.

Conditions and objects of poorhouse licensed lunatic wards.

52. The main object in licensing such wards in poorhouses is the utilisation of accommodation which would otherwise be vacant, thus averting the necessity for adding to asylums; but there are certain conditions which must be fulfilled before the Board would feel themselves justified in licensing wards in poorhouses. These are—

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(*a*) That the accommodation required can be set wholly apart for lunatics, and that it is generally suitable, without considerable structural changes, for their reception.

(*b*) That it is commodious enough to admit of the reception of a number of patients of either sex sufficient to occupy the time of at least one attendant, as any smaller number could not be maintained profitably.

(*c*) That there is sufficient land attached to the poorhouse to permit of healthy outdoor occupation and exercise.

(*d*) That the parish or parishes to which the poorhouse belongs possess a sufficient number of the class of patients for which such wards are suitable to permit of the wards being fully occupied, as otherwise no economical interest would be served in licensing them; and

(*e*) That there is no vacant accommodation in the asylum or asylums serving the parish or parishes owning the poorhouse, as in cases where such vacant asylum accommodation exists the interests of the ratepayers of the lunacy district generally would not be served by the creation of additional accommodation for lunatics.

53. There are at present twelve poorhouses which have lunatic wards attached to them, the numbers which they are licensed to receive ranging from 32 to 200 patients. The Board have had from time to time proposals for licensing wards, which after inquiry they found themselves unable to accede to owing to the conditions above enumerated not being met. A proposal to license wards in Thurso Poorhouse, Caithness, was recently, after investigation by the medical commissioners, favourably considered, but the poorhouse authorities determined ultimately not to proceed with the proposal. More recently the chairman and medical commissioners visited the Long Island Poorhouse, Lochmaddy, at the request of local authorities, and on their recommendation the Board agreed to grant a license for the reception of lunatics into wards in that poorhouse. These wards are about to be opened.

Pauper Lunatics in Private Dwellings.

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54. Pauper patients may be provided for with the sanction of the Board in private dwellings, either with relatives or unrelated persons, and either singly or in numbers not exceeding four.

55. They may either be removed from establishments for the insane to private care, or may be left under such care on becoming chargeable, without having been in an asylum or other establishment. In the former case no medical certificate is required beyond the statement by the principal medical officer of the establishment on a prescribed form, to enable the Board to judge of the patient's fitness for such a mode of care. In the latter case (the patient not being already certified), two medical certificates and other particulars on prescribed forms must be presented with the application.

56. The Board may at any time withdraw their sanction to the residence of a pauper lunatic in a private dwelling and order removal to an asylum or other establishment, or to another house and guardian.

57. The medical certificates must state that the patient "does not require either for his own welfare or the public 'safety to be placed in an asylum, and is a proper person 'to be detained under care and treatment in a private 'dwelling," and, further, that "the circumstances in which 'the patient will be placed are suitable and sufficient for 'his proper care and treatment."

58. Pauper lunatics in private dwellings are visited at least once a year by a commissioner or deputy commissioner. The visit is repeated when occasion calls for it, and in the case of many aggregations of patients boarded in villages, at least two visits a year are regularly paid. The inspector of poor must visit half-yearly, and a local medical officer quarterly, and these local visits must be recorded in a visiting book kept in the patient's house. The reports of the deputy commissioners are entered on a case record kept for each patient at the office of the Board, on which is recorded all such reports, with minutes in reference to them, a summary of the leading facts of the patient's history, and a *précis* of all correspondence regarding his case. The past history of each patient can thus be at once fully traced.

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Number and average cost of pauper lunatics in private dwellings.

59. The number of pauper patients provided for in private dwellings at 1st January 1907 was 2774. Of these 972 were resident with relatives and 1802 with unrelated guardians. The latter are, with few exceptions, patients who have been formerly inmates of asylums from which they have been removed and boarded under private care while still insane. Of those resident with relatives, by far the larger number have never been in asylums, having been certified while at home and sanctioned by the Board to remain there.

60. Of the 1802 patients sanctioned to reside with unrelated guardians, 1184 are provided for in private dwellings specially licensed to receive from two or four patients. There are at present 544 houses so licensed, of which 374 are licensed to receive two patients, 117 three patients, and 53 four patients. Female patients in such houses are nearly twice as numerous as males.

61. The average weekly cost of pauper patients under private care during the year to 15th May 1906 was 7s., varying in different counties from 4s. 8d. to 8s. 5½d. These differences arise from the fact that the counties in which the lower rates occur refer to Highland and Insular counties which have a large proportion of their insane under the care of related guardians, who generally require a lower rate of pay than would be found necessary in order to induce unrelated guardians to accept the care of patients. The usual rate of pay to unrelated guardians in the central parts of Scotland, where they are mostly resident, is 7s. per week, in addition to which the parish provides clothing and inspection, medical and otherwise, bringing up the total cost to probably about 8s. 5d. a week, on an average, in the care of patients so placed.

62. The commissioners and deputy commissioners, whose experience has extended to all modes of care for the insane, are unanimous in their approval of the system as it exists in Scotland, and judging from the experience of certain of the large parishes which have fully developed its use, the commissioners believe that it could be considerably extended in the case of many parishes with advantage both to the ratepayers and to patients.

Audit of Asylum Accounts.

Audit of Asylum Board accounts.

63. The Board have prescribed forms in which the accounts of district lunacy boards are to be kept, and receive full abstracts of such accounts upon prescribed forms and call for explanations of such entries in these abstracts as seem to require comment, but they have no power of audit. Such accounts are audited by local accountants or by accountants in large towns employed by the district boards. Matters have from time to time come under the notice of the Board which indicate that a public audit of such accounts is desirable. This might be effected either by appointing an auditor for each department in Scotland or by appointing a general auditor, who would, however, require to be resident in Edinburgh, so as to be able to communicate readily and fully with the various departments upon matters coming within their jurisdiction.

Observation Wards for the Treatment of Incipient Mental Disorder.

Mental observation wards, advantages and extent of adoption by poorhouses.

64. The General Board of Lunacy in its first Report in 1858 suggested, with a view to securing early treatment in the case of patients "suffering from the milder and 'incipient forms of insanity," and also protection for weak-minded females, that there should be attached to asylums "adjunct houses" in which such patients and others "affected with certain forms of insanity, could be received 'without the strict legal formalities at present required," a step which the Commissioners believed "would tend to 'increase recovery by inducing patients and their friends 'to have recourse to treatment before the malady had 'become confirmed."

65. This is an accurate though brief statement of the case for the provision of special means for securing early treatment for symptoms of mental disorder without involving the certification of lunacy, but the suggestion that the object in view might be carried out in "adjunct houses" attached to asylums was one which, to a large extent, must have defeated its purpose, as such "adjunct houses" would not in the view of the public have seemed different in any essential respect from the asylums to which they were attached.

66. The views expressed were to some extent realised in a much more limited but highly useful shape in the legis-

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lation of 1862, which provided for the reception of voluntary boarders into asylums without certification of any kind.

67. The idea of wards in which incipient mental disease might be treated with the same informality as other disease was, however, not abandoned. It was kept alive from time to time by the Medical Commissioners in Lunacy and by many of the leading physicians in Edinburgh, who urged that such wards should be instituted as part of the ordinary equipment of public infirmaries.

68. It was last brought up in connection with infirmaries in 1901, on the initiative of Dr John Macpherson, Commissioner in Lunacy. The Managers of the Edinburgh Royal Infirmary are understood to be favourable to the proposal, and it would probably by this time have been carried into effect there, had the matter not been delayed in consequence of difficulties in the way of finding accommodation. The matter has been discussed in connection with other similar infirmaries.

69. Meantime, however, small wards of the kind containing six beds for each sex were opened by the Parish Council of Glasgow at Barnhill Poorhouse in 1890, and the success of these wards was so great that the Parish Council provided at their new parochial hospital in Duke Street, Glasgow, wards for the purpose, specially designed and fully equipped to contain twenty-five persons of each sex, which were opened in 1904.

70. The example thus set has been followed in the poorhouses belonging to the Parish Councils of Govan, Paisley and Dundee, and in view of the large phase which the experiment had assumed, the Local Government Board, who is the department responsible, thought it advisable to lay down regulations for such wards with a view to the prevention of possible irregularities. To this end they invited the General Board of Lunacy to advise with them in a matter so closely related to insanity, and the two Boards in collaboration drew up the regulations under which such wards are now managed.

71. These wards are portions of ordinary poorhouses, and their occupants are in the position of sane sick persons who enter them voluntarily, and who cannot be retained in them if they desire to leave. No legislation was therefore regarded as necessary for their institution.

72. Such wards are not in any sense under the jurisdiction of the General Board of Lunacy (except in so far as the commissioners have power under Section 19 of the Lunacy Act of 1857 "to visit all poorhouses in which there 'shall be, or be alleged or supposed to be, any lunatics"), but it has been arranged with the Local Government Board that the medical commissioners in lunacy shall visit the wards from time to time and report, their reports being communicated to the Local Government Board when they contain anything requiring to be brought to that Board's knowledge.

73. The following statement shows the population served by each of these wards, the number under treatment during a year, and the number resident at the close of the year:—

Parishes possessing Observation Wards in Poorhouses.	Population of Parish in 1901.	Number of Beds in Wards.			Total No. under Treatment during Year.	Number Resident at Close of Year.
		M.	F.	T.		
Glasgow .	571,615	25	25	50	587	31
Govan .	341,450	12	6	18	114	7
Paisley .	99,899	6	6	12	64	1
Dundee .	161,792	9	10	19	*	*

* Wards not yet opened.

74. These figures show that very small wards of the kind are sufficient to meet the wants of a large population provided the period of residence is limited as a rule to six weeks, as is the case with the wards in question, and they are thus not likely to be successful from a financial point of view in the case of poorhouses serving any but the largest parishes or combinations, as the complete arrangements for nursing, which are essential to their proper function, must make the cost of maintenance in them not less than in asylum hospitals.

75. This cost would be prohibitive in cases where the wards were either very small or were not fully occupied, and there is therefore reason to believe that future developments of such wards in Scotland may lie with the large public infirmaries rather than with the smaller poorhouse hospitals.

Mental observation wards, advantages and extent of adoption by poorhouses.

76. The advantage to those parishes which possess such wards consists in the large number of persons returned to their homes recovered or improved (61 per cent. of those under treatment in Glasgow and 73 per cent. in Govan during the last year), who, but for early treatment in such wards, would ultimately in all likelihood have had to undergo much longer periods of treatment in asylums. There is reason to suppose that the fall in the recovery rate shown in past years in Scottish asylums is to some extent due to the fact that these wards intercept many patients suffering from temporary and curable forms of mental disorder, who would formerly have been sooner or later sent to asylums for treatment.

66649. (*Chairman.*) I should like to supplement that by a few questions. How long have you been secretary?—Almost nineteen years.

Duties of General Board of Lunacy.

66650. Taking your paper under its heads, you give the duties of the General Board of Lunacy. They have no power, have they, to inquire into the case of somebody about whose sanity his relatives may have some doubts about?—No; they have no power—no duty at all—to persons who are not kept for profit, or not maintained out of parochial funds.

66651. They have not duties similar to what the commissioners of lunacy have of occasionally hearing these cases?—If a dispute arose, and the Board were appealed to, they would consider it.

66652. Supposing a family were of opinion that one of their members was in such a state as to be dangerous for him to be at large, how would they contrive to have him taken to an asylum?—In a case of that kind, if he were a danger, action would probably be taken by the procurator-fiscal on behalf of the public safety.

66653. In that case would it be conducted in a Court of law?—Yes; the preliminary procedure would be conducted by previous private inquiry at the instance of the procurator-fiscal, according to Scottish procedure.

Royal Asylums for lunatics, prerogatives and endowments thereof.

66654. Would you just give us a little more information as regards these asylums which are called Royal Asylums Have they any special prerogatives or special distinctions?—They have. They were the first established asylums, and, indeed, the sole asylums before district asylums were established, and they have certain exemptions under the Lunacy Act of 1857. For instance, the Board have no power of making regulations with regard to their good conduct and management as they have over the district asylums.

66655. Who makes the rules?—There are no statutory rules for them. They make rules for themselves.

66656. Can they make such rules as they like?—Yes.

66657. Is that part of their charter?—It is a special exemption under the Act of 1857. There was a feeling that they ought to be exempted from such discipline as might be applied to district asylums, and they got that clause inserted under the Act of 1857.

66658. Are they inspected?—They are inspected. In all other respects they are exactly like district asylums.

66659. So the word royal means nothing in particular?—The word royal means that they are chartered asylums; that they have a royal charter.

66660. They have no public funds?—No.

66661. I understand many of them have endowments?—Yes, and legacies have been left to them at various times. Some date from as early as the century before last.

66662. There is a big asylum close to the poorhouse here called Morningside—is that a Royal Asylum?—Yes.

66663. There is a branch associated with it that takes so-called pauper lunatics—is that part of the Royal Asylum?—Yes.

66664. They are really establishments that would take in any lunatics from paupers upwards on payment of a certain sum?—They would only take in pauper lunatics if the District Board had a contract, or an arrangement had been made for the reception of paupers from a particular county.

66665. They do take in lunatics who pay very considerable sums for their maintenance?—They do.

66666. I suppose they are almost self-supporting?—They are entirely self-supporting.

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66667. And it is in consequence of the variety of lunatics whom they take in and the different social positions of those they take in that it is considered undesirable to subject them to representation upon their governing body?—Yes.

66668. I suppose in practice your ablest lunatic doctors are associated with these Royal Asylums?—Certainly; they are not perhaps more able doctors than those associated with our district asylums, but undoubtedly they are among the leading physicians in Scotland engaged in that way.

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66669. Passing on to the different institutions to which a pauper lunatic can be sent, the first four categories describe these. Then, under E, if he is under eighteen he may be placed in a training school for imbecile children. Is that in order that he may be under observation?—No, that is for training and treatment, and such education as he may be able to receive. They are sent in there from the age of five or six up to eighteen.

66670. In this particular case you deliberately associate the proved lunatic with imbecile children?—They are included in that category for some purposes. The pauper children in imbecile institutions are certified in order to qualify for the pauper lunatic grant, which they get. The private children in these institutions are not certified. We put all such children on a separate register, not on our principal lunatic register.

66671. I suppose they are rather a special case?—No, they mostly become registered eventually. They get too old to be able to stay longer there, and the great majority eventually get into asylums.

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66672. How much is the grant?—It means 3s. 3¼d. per patient at present. It is a fixed grant. When we originally started in 1892 it was as high as 4s. 7¼d., but it has fallen gradually owing to the increase of lunatics.

66673. It is a fixed grant divided by the number of lunatics?—Yes.

66674. And it works out now between 3s. and 4s. a week?—Yes, it is getting gradually less.

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66675. You board out, under a certain sanction, certain cases of pauper lunatics?—Yes, about 18 per cent. of the lunatics in Scotland are boarded out. Many of these are people who have lived all their lives with their own relatives. Others are those who are more strictly described as boarded out under private care.

66676. If the pauper lunatic is boarded out, the parish, I see, retains the sole responsibility of seeing that the pauper is properly cared for?—Entirely.

66677. Still, that is subject to the supervision of the General Board. Do the inspectors go round to look at these boarded-out lunatics?—They invariably do. Every lunatic is seen every year, and sometimes more than once.

66678. What it really comes to is, that the General Board, therefore, take measures to see that the Parish Council are properly exercising their responsibility?—That is so. The whole system would be a failure if that were not so.

66679. Coming to pauper lunatics—paragraph 30—you give there the cost. The private dwellings are much the cheapest?—Yes.

66680. Do they get the grant in private houses?—Yes, all pauper lunatics in Scotland get the grant, all who are under the Board's jurisdiction.

66681. Therefore I should think that there would be rather a tendency on the part of the Board to board out as many lunatics in private houses as they can?—There should be. Perhaps the anxiety on the part of the parishes to do that is not so great as we would wish it to be, but some of the parishes are anxious to do it and carry it out very thoroughly.

66682. In your experience, does the cost very much govern the actions of the Parish Council?—In what respect?

omparative sts of ylums.

66683. Do they make more effort to get their paupers in a cheaper class of institution; for instance, the Royal Asylums are the dearest?—That does not, I think, affect the question at all. Patients in Royal Asylums are dearest because the rate includes the rate for accommodation as well as for maintenance. In district asylums it is maintenance alone, and the accommodation is paid for by the county; so that the actual extra charge on the ratepayer is probably less per patient in Royal Asylums than in district asylums. It is less than the cost of assessment for the district asylums. Probably it will not exceed £6 or £8, whereas the assessment for district asylums may be as high as £20 or £40 for the accommodation alone. But practically the parish has no choice. They must send to the asylum connected with the parish.

66684. The cost is higher?—Yes.

Comparative costs of asylums.

66685. Why should the assessment for district asylums be higher?—The Royal Asylums only provide for about 12 per cent., district asylums for 58 per cent., but the Royal Asylums could not take all the lunatics in Scotland. It would be impossible, and for that reason the Act of 1857 was passed, providing for the erection of district asylums. The cost of that proved to be very considerable; it has really proved to be very much higher than the cost of maintaining patients in Royal Asylums.

66686. If you take the initial charges of erecting an asylum, with sinking fund, etc., and add that to the cost of maintenance, they are more expensive than the Royal Asylums?—Quite so.

66687. In paragraph 41 I think you further develop that statement you have just made by showing that the relief under the Pauper Lunatic Grant is much greater in Dumfriesshire than it is in Lanarkshire, because Dumfriesshire has no building rate and has a maintenance rate?—It has a maintenance rate, but it has no building rate, and the maintenance rate does not include any allowance for accommodation.

66688. Why is the maintenance rate in Dumfriesshire, independent of building rate, lower than Lanarkshire?—The asylum is very cheaply managed. I do not know why the rate is lower than it is in some district asylums. I do not think it is the lowest, but it is amongst the lowest. The rate in most Lanarkshire asylums is very high for reasons which I am not able to explain.

66689. Is the maintenance rate higher?—Yes.

66690. We come to the proportions of so-called pauper lunatics to ordinary pauperism, and I think you point out here that the word "pauper" lunatic is a misleading word, but that the number of paupers is compared with the number of lunatics?—That is so.

66691. The cost of maintaining a lunatic is such that the "pauper" lunatics are drawn from a very much larger class of the population than the ordinary paupers?—A very much larger class.

66692. Would you say, then, that from 85 per cent. to 90 per cent. of the entire population contribute towards the so-called "pauper" lunatics?—Yes.

66693. I suppose respectable persons in a fairly good social position do not hesitate to go to so-called lunatic asylums, who would not have anything to do with the ordinary methods of the Poor Law relief?—That is so; professional people, farmers, and people of such classes, take advantage of these institutions.

Payment by relatives for pauper lunatics.

66694. I see, in paragraph 48, that there are a certain number of relatives who pay the whole cost?—There are over 200.

66695. Yet the lunatics are registered as paupers?—Yes.

66696. It is really a misnomer, the word "pauper" might almost be struck out?—It would be desirable if that could be done. The difficulty is that we must have something to express the fact that they are being paid out of the rates.

66697. The rate that is fixed for "pauper" lunatics is supposed to be equivalent to the full cost of their maintenance?—As regards parishes that is so.

66698. Therefore you seem to think that it ought to be possible for persons who are not "paupers," but who are willing to pay that rate of maintenance for a lunatic relative, to have the power of getting them into the lunatic asylum?—I think they should. I think they ought to be able to get in at the pauper rate as private patients.

66699. In this asylum near Edinburgh, I think the payment was £34 for a pauper?—That is so.

66700. And then there was a certain number that paid a little over £40, who were in the same building, receiving precisely the same treatment and precisely the same food?—That is so.

66701. There is no reason why there should be that difference in payment, is there?—They are private patients.

Provision for lunatics in poorhouses.

66702. But treated like the paupers?—Yes. I do not say it would always be possible to adhere to the pauper rate if you gave the right of admission. You would have to make it a right of admission only applicable to the area

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which the asylum serves. Morningside serves Orkney and Leith only.

66703. Otherwise the buildings would have to be enlarged?—Yes, and they would have to be paid for.

Provision for lunatics in poorhouses.

66704. As regards lunatic wards in poorhouses, I see you only have a resident medical officer where the number for whom the ward is licensed exceeds 100. I suppose that number was fixed after a good deal of consideration?—Yes, I think it was really fixed on account of a provision in the old Lunacy Acts, which made it necessary, in the case of asylums generally, to have a resident lunacy officer when the asylum was above a certain size.

66705. There are twelve poorhouses which have lunatic wards attached to them. I suppose in every case the inmates of the lunatic ward are separated from the other inmates of the house?—Quite separated. It is not a separate building, but the ward is quite separate.

66706. And are proper precautions taken?—Yes.

Boarded-out pauper lunatics and effects thereof.

66707. With regard to pauper lunatics in private dwellings, I suppose those are called boarders?—Yes. They are very often referred to as people that have been boarded out.

66708. But there are, for the purpose of receiving this class of lunatics, 544 houses licensed (paragraph 60), of which 374 are licensed to receive two, and the others receive more patients. Do you find that certain families have a special aptitude for dealing with lunatics, and get into the practice of receiving them from generation to generation?—Yes, some of those houses have received patients from 1862.

66709. I suppose that the advantage of the system is that the lunatic in ordinary times lives a natural life and does some work?—That is so, and there is a certain amount of freedom which he does not have in the asylum. It is more like home.

66710. There would, at first sight, seem to be an obvious inconvenience, and objections to boarding out lunatics. Does the system work well on the whole?—Remarkably well.

66711. Are there any cures?—Well, the people that are sent to these houses are not supposed to be curable, so that the number who are cured is very small, but some of them actually recover, although recovery is not expected.

66712. The insanity would be of a more incurable class than that of the average in the asylum?—Very much. That is one of the special points. A patient that is sent is not supposed to be curable.

66713. To a private house?—That is so. We should not sanction his admission to a private house if he was said to be curable. That mode of provision is only applicable to incurable chronic cases of a mild type.

66714. What is the idea; is it that if there was a chance of his cure he would have to be efficiently watched?—He would not have in a private house that special care and nursing and medical treatment which he would get if he were placed in an asylum.

66715. Does it often happen that these boarded-out lunatics become too much for the people who board them, and that these people ask that they should be taken away?—It does happen from time to time, but I do not know that anything serious has happened in consequence of that. When they have shown a tendency to become restless or wandering or dangerous in their habits, intimation is given to the inspector of poor, and they are removed at once.

66716. Fifty houses had four persons. I suppose these were in rural districts?—Mostly rural.

66717. The system has a further merit of being cheaper?—It is cheapest in point of maintenance and avoids the necessity for building.

Observation wards and percentage of recoveries therein.

66718. Does your Board favour the development of observation wards?—Yes.

66719. Will these wards be specially visited by the officers of the lunacy board?—Yes, an arrangement has been made that they should do so, and they are visited from time to time.

66720. Are the results, so far as the observation wards have been developed, apparently satisfactory?—Quite satisfactory.

66721. I see from the last paragraph that 61 per cent. of those under treatment in Glasgow and 73 per cent. of those under treatment in Govan last year were returned to their homes recovered or improved?—That is so.

Observation wards and percentage of recoveries therein.

66722. These wards are not under your jurisdiction, although you visit them?—That is the case. They are under the jurisdiction of the Local Government Board.

66723. Would you just look at Appendix No. CLXXXI. (A). The total expenditure is in the first five columns. Then the expenditure from poor rate assessments on parishes (*a*), that sum is expenditure in respect of which no claim can be made on the pauper lunatic grant; why?—Because the claim is limited to 8s. per week, and all expenditure above 8s. per week is non-admissible, and is struck out in making a calculation.

Finance of Royal Asylums.

66724. Are there any paupers in Morningside Royal Asylum over 8s.?—Oh, yes; 8s. would be a very low rate. It only comes to £20, 16s.; but some of the rates in asylums are far over £20.

66725. How does that work?—Well, it was thought desirable, no doubt, to give a very limited amount of grant, in order that economy should be attended to and the rates kept down.

66726. I quite understand these Royal Asylums being enforced from an economical point of view, but it seems to me to operate for the better treatment of the lunatic?—I do not think the grant betters the treatment of the lunatic as a rule; I don't think it was intended to do so.

66727. But the better the treatment of the lunatic, the less chance there is of getting anything from the public funds?—I don't know that the high rates always mean the better treatment of the lunatics. I should not be willing to say so. Some of the asylums that have the lowest rates treat their patients quite as well as those that have the highest.

66728. The grant means 3s. odd per head for the persons amongst whom it can be divided?—It works out at present at 3s. 3¼d.

66729. Then all the lunatics included in the expenditure under this claim (*a*) are excluded from participating in the grant?—No; the lunatic is not excluded, but the rate paid for him may be a much larger rate than £20, 16s., which is the only rate upon which the expenditure is allowed to be paid at all.

66730. And therefore, because it is over this £20, he does not participate in the rate?—The parish which pays for the lunatic having a greater rate than £20, 16s., gets nothing from the grant in respect of that surplus payment. Nothing in respect of anything over £20, 16s.

66731. Does every parish lunatic get a proportionate sum from the grant up to 8s.?—Yes; on all beyond that the parish gets nothing.

Inspection of boarded-out lunatics and houses licensed therefor.

66732. (*Mr Booth.*) Are the houses in which the lunatics are boarded out licensed only if there are two or more lunatics?—Yes, not more than four.

66733. But if the house is only for one pauper there is no license required?—No.

66734. They would simply be inspected and put under the responsibility of the local body?—That is so. Their responsibility in regard to that is just the same whether the house contains one patient or two or more.

66735. But the house is not licensed?—No. The word license is misleading. It means permission to receive more than one patient. That is all that is in it. We require a form to be filled up stating that the guardian is suitable, and so on, but there is nothing more in it.

66736. Is this permission to receive more than one given by the Lunacy Board?—Yes, by the General Board of Lunacy.

66737. Do you, as a matter of fact, inspect the houses that only receive one patient?—We inspect every house, but not before the patient is received, only afterwards.

66738. In the case of permission being given to have more, you must inspect before that?—No. The Board rely on the statement of the inspector of poor and the local medical officer. We get a statement of the size of the house and the kind of rooms to be set apart for the patients, and the suitability of the guardian, and we accept that as sufficient. If all that is satisfactory, we grant the license. The patients are removed there, and then they are visited by a deputy commissioner, who either approves or disapproves, as the case may be.

66739. Is the allowance less where the lunatics are boarded out with the relatives?—It is almost always less, unless in some extreme cases which require nursing or

something of that kind. In such a case the grant might be quite a big one, up to 10s., but as a rule the allowance in such cases is much less.

66740. Is it always considered as a matter of bargaining?—The inspector of poor makes inquiry as to the circumstances of the family, and gives what he thinks a suitable amount. Then, if the allowance is insufficient, they have the power of appealing to the Local Government Board. When our inspector goes round, if he thinks the allowance insufficient, he reports that to our Board, who make a recommendation. We have no power to order that the allowance should be increased. We simply make a recommendation.

66741. After all, the family with whom the lunatic is to be boarded could decline to receive the patient?—Yes.

66742. So that it comes to be a matter of bargaining unless there is a fixed rate?—Yes, practically. When the lunatic is a relative of those in the house, they may not want the removal of the patient, and sometimes they would rather keep the lunatic and take no allowance at all.

66743. That refers more to relatives, but with strangers it is bargaining, pure and simple?—Yes.

66744. Is the line of what is lunacy and what is not precisely the same irrespective of means?—There is no line as a matter of fact at all as to what is lunacy and what is not.

66745. But who takes the initiative? If people of means have a half-witted child, and have no wish whatever for any assistance, but propose to take care of that child themselves in any way, and there is a home for him, he would not become a lunatic?—Not at all.

66746. A child in the same degree of lack of wits of poor parents, who are unable to maintain their incapable child, come to the Poor Law, and then that child might be certified?—That is so; if an allowance were given for him he would require to be certified. Of course, if the degree of imbecility were extremely slight, the medical officer might possibly decline to grant a certificate.

66747. But the initiative would come from the friends?—From the Parish Council, who, having got an application from the friends, would send one of their medical officers to see the child.

66748. I was regarding the application as the initiative?—The application would be entirely initiated by the parents.

66749. Then if a person of that kind, although perhaps homeless in one sense, or a nuisance to other people than his own friends, they might apply to have him certified?—If he were offensive or indecent or dangerous to the public, I think the procurator-fiscal would be the person who would apply; the inspector of poor, however, could do it. The procedure would require to be under section 15 of the Act of 1862, dealing with dangerous lunatics.

66750. So that the proportion of lunatics of that kind who are harmless, but probably incurable, does depend to a certain extent on the means of their relations?—Undoubtedly.

66751. And as you say in some cases, rather than part with them, they would keep them without an allowance?—That is so.

66752. We find in the Highlands and islands that there is a much larger proportion on the roll as paupers because the amount of the wealth is less. If they were willing to keep them, there would be no need for certificates?—No. At the census there were nearly 5,000 of that class unknown to us in the community.

66753. Boarding out was really returning them to the community under restrictions?—Yes.

66754. And the idea is that they should be incurable and not dangerous?—That is so.

66755. With regard to cures, you say occasionally, even amongst those, there is a case in which a change occurs?—Yes.

66756. That would naturally be certified by the visiting doctor or the Commissioner?—By the visiting doctor. If the Commissioner saw a case, as not at all uncommonly happens, in which he recognised no symptoms of insanity, he would report it to the Board, and we would call upon the inspector to send a medical certificate of the patient's condition. Such a certificate is often a certificate of recovery.

66757. Everyone certified as a lunatic is really being watched for the chance of recovery?—That is so.

66758. (*The Bishop of Ross.*) You stated that the rules in the Royal Asylums are made by the asylum authorities themselves?—That is so.

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Prerogatives of Royal Asylums.

66759. And they are not subject to any sanction by the General Board of Lunacy?—In no sense, save as regards books and returns.

66760. In the district and parish asylums you have to control those rules?—Yes, the Board make the rules themselves, subject to the sanction of the Secretary for Scotland.

66761. Do the General Board of Lunacy make the rules, or are the rules drafted in the first instance by the district?—Very often they are drafted by the local people and sent for approval, and we alter them as we think proper. It is left an open question. We have the right to revise them if we choose. The rules differ slightly, according to local circumstances.

66762. There is some difference in the rules for different asylums? Some slight variations?—Yes.

66763. Has the General Board of Lunacy to submit those rules to the Secretary for Scotland before they get binding force?—Yes, they must be laid before Parliament before they can be enforced.

Procedure for certification of lunacy.

66764. When a lunatic is committed, he is deprived of his liberty?—Yes.

66765. Is there a warrant for that purpose?—Yes.

66766. How is the warrant made out? I gather that the inspector of poor could send the case on to the medical officer for a certificate. After that, how does the procedure go?—He proceeds to grant a certificate in the statutory form. There are required a second one and often one of emergency.

66767. These are presented to the sheriff, who grants an order for transmission to an asylum, and upon that order the person is detained?—Yes.

66768. Is the theory of the law that a lunatic is committed because a person, though he has not committed a crime, yet, for want of ordinary caution, principle, and reason, is likely to commit a crime?—I do not think the criminal idea enters into it at all, in regard to the ordinary lunatic.

66769. In regard to the dangerous lunatic it does?—Yes.

66770. On what ground is the ordinary lunatic deprived of his liberty? There must be some reasons alleged against a lunatic before the warrant can be made out?—It is for his own benefit in the way of treatment, and for the safety of the public. In the warrant there is no reason mentioned at all. The sheriff simply says that on the two certificates of insanity that have been submitted to him, he grants a warrant for the lunatic's committal to such and such an asylum.

66771. Without taking any evidence?—Yes.

66772. Has any person to make an application with regard to a dangerous lunatic?—No one; that is, procedure would be initiated through apprehension by the police.

66773. What power has the superintendent of the asylum in regard to receiving lunatics without a warrant?—The superintendent has no power, except that of receiving patients on an emergency certificate. That would admit him for three days, without a warrant. We require that a written application shall accompany the certificate of emergency.

Loans and interest for building lunatic asylums.

66774. Are the district asylums partly built by loans?—Wholly.

66775. What is the usual period for which the loans are issued?—Thirty years. The loan must be repaid within thirty years, but it may be paid within a shorter time if they choose. They have different methods, but a thirtieth part of the whole which is due must be repaid, so as to secure the entire extinction of the debt within thirty years.

66776. It must be a thirtieth part of the original sum borrowed, otherwise it would not extinguish the debt?—Yes.

66777. The interest gets reduced by the half-year?—Yes, unless when the debt is extinguished by 30 equal payments of principal and interest.

66778. What interest is charged?—It varies greatly. It is now very low—in late years $3\frac{1}{2}$ per cent. There is a good deal of it at $3\frac{3}{4}$ at present, I think.

66779. Now, where the erection of an asylum costs £300,000—I believe there is one of that amount—that means an instalment payment of £10,000 a year, and

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interest in the early years would mean, at 3½ per cent., £10,500 more?—Quite.

66780. So that the rent of that institution would be £20,500 a year?—Yes.

Loans and interest for building lunatic asylums.

66781. Do you lend in Scotland on the fifty years' principle at all?—No, we are obliged to have it done on a thirty years' basis.

66782. Do you lend on shorter periods, say, fifteen or twenty years?—Yes, some loans are for very short periods, very often for yearly periods.

66783. Is the interest less or more than for shorter periods?—It is rather less for the shorter periods, but there are certain legal expenses connected with such loans which have to be added, and so it is not quite certain that there is any great profit in that way, but there may be a little.

66784. The average cost shown in this statement of boarded-out lunatics is 6s. 11½d.?—Yes.

66785. And 3s. 3¼d. is the refund from the Government grants?—That is what it amounts to at present.

66786. That leaves 3s. 8¼d. to fall on the local rates?—Yes, that is, the difference between the two.

66787. Now the average cost of the lunatics in the institutions, including the cost of building, is 14s. 1¼d., I think?—Yes.

66788. If we take 3s. 3¼d. from that, it leaves the amount falling on the rates at 10s. 10d.?—That is so.

66789. So, therefore, the proportion of cost is not as 6s. 11½d. to 14s. 1¼d., the cost as it affects the ratepayers is not in the proportion of 7s. on the one side and 14s. on the other, but it is really the proportion of 3s. 8d. to 10s. 10d.?—That is so.

Comparative costs of lunatics boarded-out and those in institutions.

66790. So that in reality inmates of the institutions cost roughly three times as much to the ratepayers as boarded-out lunatics do—not quite three times?—I think that is probably the cost, including the cost of building.

66791. So that there is a very great saving?—A very great saving, unquestionably.

66792. Much more than would appear on the surface of the figures?—Much more.

66793. The 7s. for the boarded-out lunatic includes the cost of his lodging?—It does.

66794. Lodging and board?—Yes.

66795. Does the 6s. 11½d. cover the clothing of the boarded-out lunatic?—The rate which I have given here includes clothing.

66796. The local medical officer has to visit these boarded-out lunatics from time to time. Does that amount include the cost of medical attendance?—The cost of medical attendance would not appear there. It would enter into the expenditure for certificates, transport, etc.

66797. Does the doctor pay periodic visits to those boarded-out cases, or visit only when called in when they are ill?—He is obliged to visit them once every three months whether they are well or ill, and to make a record in the visiting-book of the condition in which he finds the patient and the house, etc.

66798. He is paid so much per case?—At such a rate as he agrees to accept from the Parish Council—very often 5s.

66799. Per year per person?—Yes, at that rate. Probably the fee will be 2s. 6d. per visit when there are more than one patient.

Finance of provision for lunatics.

66800. Has the Treasury grant always been a fixed sum?—It has not always been a fixed sum. It became so after it had existed a certain time. The annual grant was given upon the basis of 4s. per week up to 1889.

66801. And then it varied according to the annual expenditure?—Yes.

66802. The expenditure of the previous year was taken?—And increased as the number of patients increased, always to yield 4s. a week.

66803. Supposing you had expended only 7s. 6d. on the patient, would you still get 4s.?—It would be half in that case.

66804. In 1889 it became a fixed sum?—Yes, a fixed sum of £90,500, and that was supplemented afterwards by a contribution under the Local Taxation Act, amounting to £25,000, making £115,500, and it has stood at that ever since.

66805. After it was fixed at £90,500 you said it had yielded as much as 4s. 7d. per head per week?—In 1892 it was 4s. 7¾d., the highest point ever reached.

Finance of provision for lunatics.

66806. But now it makes only 3s. 3¼d.?—It has gradually decreased. There were 4s. 7d. and 4s. 6d. and 4s. 4d., and so on, but it was gradually reduced to what it is now, viz., 3s. 3¼d., and next year it will be something under a penny less.

66807. Are you likely to make an application for an increase of the grant to keep it up to your 4s.?—Yes; we think we should get that.

Provision for lunatics in poorhouses.

66808. (*Mr Gardiner.*) Has your Board any difficulty in inducing local authorities to provide buildings for lunatic wards in the poorhouses?—We do not call upon them to provide that. It is not a part of the system that lunatics shall be provided for in poorhouses. We are only empowered to give licenses to poorhouses where an application is made to us to that effect.

66809. Your real power lies in withdrawing the license?—Yes.

66810. And do you find that adequate?—Yes, that has proved a perfect power.

66811. Both as regards the quality of the combination and the staff?—Yes. The staff do practically everything. We only allow such patients to go into poorhouse wards as are easily managed, and do not require much supervision. We would refuse to sanction the admission of any patient to whom these conditions do not apply.

66812. Supposing the condition of the patient changes from six months to six months?—In that case the Commissioner going round would, on the report of the governor that the patient had become of dirty habits, say, order the inspector of poor to remove the patient to an asylum.

66813. (*Mr Nunn.*) Have you any figures indicating periods during which lunatics have been cured after they have entered asylums in Scotland?—Yes; the chances of cure are very slight after two years.

66814. Have you comparative statistics up to two years?—We have several times taken what is called a progressive history of the patients. We have taken the whole number of newly admitted patients for one year, which on the last occasion amounted to 2,539 admitted in 1898. We kept a record of the number who were discharged recovered and unrecovered, and who died, and the number who remained.

66815. Of those who entered that year?—Yes, and we have kept that table going on up to the present time. It is the third of a series. If desired, that table might be put in. (*See App. No. CLXXXI. (B).*)

66816. (*Chairman.*) I daresay you could give that return without very much difficulty?—I should be most happy.

(*Chairman.*) You might kindly add it to your evidence when it comes to you to be revised.

Division of Scotland into lunacy districts.

66817. (*Dr Downes.*) In paragraph 6 you state that Scotland is divided into twenty-seven lunacy districts. When was that division settled?—That has been from time to time. The Act of 1857 gave the power to divide areas in Scotland, and to combine them. That power was lost for many years, and we got it restored in 1887. Since then the Board have divided Scotland largely, and there are twenty-seven districts at present. It might be more next year. It is not a fixed number.

66818. And it is settled by the board of lunacy?—We do it upon application.

66819. Do you hold a local inquiry before settling?—Yes, if necessary, we hold inquiries. It has always been done by method of local inquiry, memoranda, etc.

66820. And is the final decision in your hands, or does it go to the Secretary for Scotland?—It goes to the Secretary for Scotland.

Lunacy Boards, efficiency, election, and duties thereof.

66821. The election of the lunacy boards is by the county councils and the magistrates?—Yes.

66822. That is to say, it is an indirect representation, and it is on the basis of valuation?—Yes.

66823. And the duties are essentially concerned with institutions?—They are.

66824. How do you find this works in practice?—I think such boards have proved to be very good useful boards, who have done their work well.

66825. You tell us a little further on that Parish Councils think they ought to have some more direct representation?—They would like to be represented on the Board.

Lunacy Boards, Efficiency, Election, and Duties thereof.

66826. I gather from that, that as a matter of fact it works out very much in favour of their representation under existing conditions?—Much the same.

66827. How does this body manage these institutions? Does it appoint a committee?—It manages them by meetings, which take place at least four times a year, and also by committees. They appoint committees of their number for any necessary purposes.

66828. Do they meet at their institutions?—Very often they do. Where the area is a wide one they always do; where the area is a narrow one, as in Glasgow, I think they very often meet in the parochial chambers, but I think they all have meetings at the asylums.

66829. Have they any other medical officer than the medical superintendent of the asylum?—None of their own.

66830. No adviser?—No, no one.

66831. What officers do they have?—They have a clerk who is secretary and treasurer, and generally a legal gentleman of standing, who is not, of course, resident in the asylum, but who practises in one of the neighbouring towns. He does their financial work, collects the rates due by the parishes, and negotiates loans, etc., for them.

66832. Do they build offices for themselves?—They have no offices. The clerk's office serves the purpose. He provides for all that work himself. They have a board room at the asylums, and other meetings take place there.

Representation of Parish Councils on Lunacy Boards.

66833. In paragraph 15 you say, "Possibly simpler 'means could be found of giving Parish Councils direct re-'presentation, but, in any case, an Act of Parliament would 'be necessary to effect it." Have any such means been suggested from any quarter?—No, there has been no suggestion of the kind. Two suggestions have occurred to me; the committee which administers secondary education is to be composed half of members elected by county councils and half of members elected by school boards, and the arrangement made is, that the chairmen of the school boards are called together by the head inspector. He convenes them for the purpose of election, and that is a comparatively small matter not requiring the attendance of the whole school boards. A simple method of the same kind might be applied with regard to lunacy. The chairmen of the Parish Councils might be convened, and elect a certain number of members to the District Lunacy Board.

66834. Still, would you not allow the general board to select a certain number of parishes having regard to population and valuation, and empower them to elect members?—That, which was the second suggestion in my mind, would be the easiest way.

66835. Have you any power of nomination at present?—No, but the Board have the power of fixing the number of members, and they apportion the numbers to each district.

66836. And can the Commissioners attend the meetings of these district boards?—No, the Commissioners have no status at district board meetings.

66837. Would you consider it desirable that they should?—I think not. They think it not desirable.

66838. With regard to the medical men who certify, I think you call them certifying medical officers in Scotland?—No, they are just parochial medical officers who have a number of different duties, of which certification is one.

Payment for certification of lunacy.

66839. How are they paid?—Sometimes they are paid a salary as parochial medical officers, which includes certification of lunacy. Sometimes, at a smaller salary, they are paid for the ordinary purpose of certification of lunacy separately at the rate of 21s. or 10s. 6d. for each case certified.

66840. Which practice prevails?—I am not prepared to say which is the general one.

66841. Have you any views on the merits of the two systems?—No, we have had no complaint. It is a matter of bargain between medical men and the parish entirely. They are free to make their own bargain.

66842. In Glasgow, I think there is a gentleman appointed specially?—Yes, that is an exceptional case altogether.

66843. Is there any other exception?—No.

66844. Does it work well in Glasgow?—Remarkably well.

66845. When a patient is certified and passes from the Parish Council to the District Board, has the Parish Council no further responsibility?—No, except with regard to the patient's subsequent removal.

Mr T. W. L. Spence.

21 June 1907.

Succession of pauper lunatics to property.

66846. Supposing that patient, being a pauper patient in the first instance, comes into property, how would the Parish Council become aware of such a change in the circumstances of the patient?—I cannot tell you if there is any special method of arriving at that. They do become aware of such a change. I suppose the law agent naturally applies to the Parish Council and intimates the facts.

66847. Elsewhere I have found that where lunatics are passed from the charge of one body to that of another, the first body rather loses sight of them. I have found examples of that myself?—We have not infrequently had cases of lunatics succeeding to property, but the inspector of poor seems to know about that and takes proceedings.

66848. Even if not recovered?—Yes.

66849. How would you proceed in such a case?—In the first place, the superintendent would endeavour to get the inspector of poor to remove the patient upon the representation that removal could be safely carried out. He would grant a certificate and send it to the Board, who would make investigation, and if we found that it was a proper case for discharge we would order discharge.

66850. But apparently there is power to enforce; that is, if the patient is unrecovered and the Parish Council is unwilling to receive the patient, who would attend to the patient?—It is not a very common case, as I have mentioned, but they would be bound to take care of the patient. An inspector of poor has a very serious responsibility towards the patient under the Act, and he would be bound to provide for the patient suitably.

66851. Have you any control over the inspector of poor?—No direct control. He has duties under the Act which we can call upon him to perform.

66852. You have no power to dismiss him?—No; that lies with the Local Government Board.

Decrease of pauper lunatics.

66853. In section 26 you give us the total number of pauper lunatics in the last two years. There is a remarkable drop in the rate of increase. Are you aware of any cause for that great decrease in the rate of increase?—No, I do not think we can give any theory on the subject at all. We are extremely pleased to see that the increase has so far ceased. In district asylums the tendency is to increase, and with regard to pauper patients in royal asylums the tendency is to decrease. That will go on further still.

Boarded-out lunatics.

66854. With regard to those persons in private dwellings, have you had any unsatisfactory results with regard to young female lunatics?—Very few, perhaps 1 in 600 annually, or something like that. Such things do occasionally happen. They usually happen in the case of young women living with relatives. Of course, we have not quite the same control when they are living with relatives as when they are living with strangers.

66855. Is that because the relatives are rather more prone to trust them than the stranger would be; are the relatives more confident in letting them go about?—I think that that is probably the cause. We cannot, of course, choose the relatives. We must take them as they come, and they do not always belong to the most trustworthy class of people.

66856. There is another class of danger which strikes me might occur, and that is that a farmer, or any employer of labour, might get a number of these men and work them unfairly?—Yes. Of course, we have to inquire very carefully into that sort of thing, and to see that it does not happen. I do not know that it ever has happened. We have had allegations made, but such allegations have been very rare, and I do not think any case was ever proved.

66857. Have there been any allegations of jobbery in Parish Councils with regard to placing such cases out?—None.

66858. Would the rate of payment be taken into account between the Parish Council and the farmer?—It would be a bargain between them. Of course, there may be an extremely useful man, who can work a pair of horses or something of that kind, and the Parish Council may say to the farmer that he has a useful man and that they will not give him more than half of what they had been giving him hitherto. That sometimes happens.

66859. What happens to the boarded-out lunatics when they become helpless or bed-ridden or permanently sick?—The greater number die just as old people die in their own homes. However, the people who take charge of them are, as a rule, extremely kind, and the boarded-out lunatics get good nursing.

Mr T. W. L. Spence.

21 June 1907.

Effect of dual control of lunatics in poorhouse licensed wards.

66860. Had you any serious troubles with regard to the obligation of control?—None at all. If the medical officer sees a very difficult case who could not be managed in a private house, he would order removal to an asylum.

66861. Take the case of lunatics in the poorhouses, or rather in the licensed wards of the poorhouses, you have there a case of dual control. The governor is a governor under the Local Government Board of Scotland, but the same man is superintendent under your Board?—That is so.

66862. Has your Board ever had occasion to dismiss a governor or superintendent, as it may be?—No such case has ever occurred.

66863. Have you had any trouble in that direction short of dismissal?—Not the slightest trouble.

66864. Is one of your requirements that the accommodation for lunatics should be separated from that of other people?—Yes.

66865. And the grounds separated?—Yes.

66866. Do they not come into a common gathering within the laundry?—Occasionally they do in that way, but there are always attendants when that occurs.

66867. As a matter of fact, is your experience of this dual control that it works well?—Perfectly well. I have not known of the slightest hitch in that respect.

66868. Is it a case of simple treatment in the poorhouse wards?—Yes.

Epileptics in poorhouse wards.

66869. Do they receive epileptics?—There are a few mild cases. Epileptics are not necessarily excluded. Mild cases are admitted.

Dietary for lunatics in poorhouse wards.

66870. Is your dietary for the lunatics in the licensed poorhouse wards settled by your Board?—Yes.

66871. Is that an entirely distinct dietary from the ordinary dietary?—Entirely.

66872. Might that not throw the difficulty on the kitchen arrangements?—It has never been alleged that it has led to any difficulty of that kind. They can cook all that is required easily.

66873. I do not know whether we have on evidence a sample of the dietary which you order. Perhaps we could have that put in?—The dietary is under certain rules and conditions, and was settled after a very careful inquiry recently as to the nutritive values of various kinds of foods. (*See App. No. CLXXXI.* (*C*).)

Dietary for lunatics in poorhouse wards.

66874. You have no concern with the class known as the feeble-minded?—No, except that that class sometimes includes people who are certified as lunatics.

66875. In the case of epileptics not of unsound mind, do they come under your purview at all?—No.

Mental observation wards.

66876. (*Mr Patten-MacDougall*) You are of opinion, I think, that the observation wards lately introduced by your Board and the Local Government Board are working well?—Very well indeed.

66877. You see no reason why the system should not be continued and why it should not be introduced in other workhouses suitable for it?—I think it might quite properly be so.

66878. Has that been very fully considered by your Board?—It has.

Comparative death-rates of boarded-out and institutionally treated lunatics.

66879. (*The Bishop of Ross.*) I visited a number of your boarded-out cases. Several of the people were very old. I think I heard that among those imbeciles the percentage of death-rate was rather high?—No, I think the death-rate in private dwellings is very low.

66880. Can you give us any figure comparing the rate in private dwellings with the death-rate in institutions?—Undoubtedly. Would you like them just now or shall I supply them?

66881. You might send them in?—I will send them in. It is rather higher than in the general community, but it is a low death-rate. (*See App. No. CLXXXI.* (*D*).)

66882. Your general idea is that the death-rate among the boarded out is lower than among the same class of people in institutions?—Well, we have no means of ascertaining the death-rate in institutions among the same class, but the death-rate is lower than in the institutions—not very much lower than in lunatic wards of poorhouses where there is also a selected class.

66883. Would you be able to give us the ages of those who died in a given year?—Not at present, but I could give that. (*See App. No. CLXXXI.* (*E*).)

Mr J. G. Mackay.

Mr J. G. Mackay, called and examined.

66884. (*Chairman.*) You are Chairman of the Portree Parish Council?—I am.

66885. You have given us a statement of your views, which will be put in as your evidence-in-chief?—Yes.

(*The witness handed in the following statement.*)

1. I have been since 1885 a member of the Parochial Board of the parish of Portree, and Chairman of the Parish Council for the past six years.

2. I have always taken a deep interest in the social welfare of the people, and have taken part in several movements for the amelioration of their condition.

The Social and Industrial Conditions in Portree Parish.

Social and industrial conditions in Portree parish.

3. The parish of Portree is one of the seven parishes into which the Island of Skye is divided. It comprises the village of the same name, with a population of over 900, a landward district, and the two islands of Raasay and Rona, having altogether a population of 2,781. The population has been steadily decreasing since 1851, when it was 3,557, as has the population of the whole island, which in 1851 amounted to 22,543, and was in 1901 only 14,619.

4. There are no industries in the parish, nor, indeed, in the island,—crofting, sheep farming, and fishing being the only means of occupation.

5. The farms are divided into very large areas and the crofts into very small, one farm in this parish occupying an area of twelve miles by four. There are many such in the island, the stock reared being blackfaced and cheviot sheep, Highland cattle and ponies, about 25,000 sheep and 3,000 cattle being sold out of the island annually. There are four cattle markets held in Portree during the year, which are frequented by dealers from all parts of the country.

6. The crofters on the seaboard also prosecute the fishing when there is a fishing on the coast, but it is a very uncertain and precarious means of livelihood. For one good season there may be two or three poor ones.

Social and industrial conditions in Portree parish.

7. In this parish there are only four families who devote their whole time to the fishing. They have large and well-equipped boats, and have been fairly successful, but complain bitterly of the depredations of the trawlers.

8. The fish caught on these coasts are principally herring, mackerel, cod, ling, conger-eel, skate, haddock and whiting, There is also a fairly good lobster-fishing.

9. There is a salmon-fishing, which is rented by a firm in Montrose, who employ about sixty men. It has not been very successful for some years, and there is a fear that it may be given up.

10. As might be expected from the disproportionate distribution of the land, which is really the staple means of subsistence, a small portion of the community are very well-to-do, but the great majority are in the position of having a constant struggle for the means of living.

The Method of administering Relief in the Parish.

Method of administering relief.

11. The method of administering relief in this parish is by monthly allowances, which are paid in money, clothing distributed annually in the month of November, allowances for cutting peats in June, paupers' houses being kept up by the Council.

12. The providing of house accommodation for paupers in the village is a serious problem for the Council, where rents are high.

Institutional relief of paupers.

13. A number of years ago a small poorhouse of six single apartments for the accommodation of village paupers was erected by the Parochial Board, but unfortunately the site chosen is a most uninviting one, a mile out of the village, on a cold and exposed moor, and there is a very great reluctance on the part of the poor creatures in occupying it.

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The respective Merits of Indoor and Outdoor Relief.

Advantage of out-relief.

14. Where attendance and accommodation can be got, I think outdoor relief preferable, as being more economical and agreeable to the poor themselves.

Suggested utilisation of vacant poorhouse accommodation for lunacy.

15. There is a combination poorhouse in Portree, belonging to the seven parishes in the island. It contains fifty-one beds, but has never to my knowledge been occupied to more than a third of its capacity. It is a very heavy burden on the parishes concerned, as it has to be maintained, fully staffed, whether used or not. This house was erected in the old days (happily gone), when such a place was thought to be a deterrent against application for relief. It would be well if this house, or at least a portion of it, could be used for some other purpose by the parishes interested. Why should not a portion of it, if found suitable, be altered to accommodate the milder cases of lunacy, in place of having to send them all the way to Inverness? There are many such cases which, if the sanction of the Board of Lunacy was obtained, could quite well be accommodated in such a place, and the saving to the parishes would be very great, and there could be no question as to the treatment of the patients.

Need of nurses for poor.

16. In my opinion, cottage homes under the care of a nurse in each parish would serve the purpose very much better and be more economical. The nurse could be of service to the poor in the whole parish. Very much of the treatment the poor require is more the work of a nurse than a doctor. Such a home would be a more suitable place for children, where they would have a chance of being brought up in a less vitiated atmosphere than among the ordinary inmates of a poorhouse.

The Classes of Persons applying for Relief.

Classes applying for relief.

17. The classes applying for relief in this district are for the most part (*a*) decayed landless cottars, (*b*) dispossessed crofters, (*c*) widows and families of labourers from this district who may die in the South, who become chargeable to the parish, and occasionally (*d*) young women, with their children, who become unfortunate. Very few cases are attributable to drink. I should say that at least 90 per cent. are due to the first two classes.

The Causes of Pauperism.

Causes of pauperism.

18. Without a doubt, the chief cause of pauperism in this island is the disproportionate distribution of the land. The land is really the only important source of industry in this island; no amount of energy or effort can increase the quantity, so that, as happens in Skye, when twenty-six individuals occupy two-thirds of what I may call the "raw material," a considerable portion of the remainder of the population must be on the verge of pauperism.

19.* This system of clearances began prior to the year 1840, and continued intermittently till the year 1876, when large districts were cleared of their inhabitants, and the land so cleared was formed into sheep-runs. The more comfortable and able-bodied of the dispossessed betook themselves to America and Australia. A number were provided for by subdividing existing holdings, and thus overcrowding those that were left and making them as miserable as themselves. Many others were cast adrift, and being too poor or unwilling to emigrate, squatted as cottars on the already reduced and impoverished crofters, to make a long and bitter struggle with poverty, one after another being overcome in the fight, and reluctantly compelled to apply for relief.

20. To illustrate the effect of these changes upon the population, I may quote the following figures. In the year 1851, the earliest date upon which we have census returns, the population of Skye was 22,543, the Poor Law expenditure being £3,237. Since that date the population has been gradually getting less, and the expenditure on the poor is steadily increasing, till in 1901 they stand as follows—population 14,619, expenditure on poor £6,501.

21. These changes tell very heavily on villages such as Portree. A number of these landless people from the neighbouring parishes, when reduced to extremities in their own district, find their way to the village in the hopes of getting employment. They usually struggle on for a few years, till old age and infirmities overtake them and they have to lay their burden upon the parish. Within the past twenty years, twenty-five such cases from other parishes in the island, after settling in the village of Portree, have become chargeable to this parish.

22. Many of these clearances took place before the year 1846, and when the great potato failure of that year came it found the country very ill prepared for such a dire visitation. The crofters were in a sad plight; those who were left in their holdings were very much reduced in circumstances by having others thrust upon them, and the half of their holdings taken from them without any reduction of rent. The latter had spent all their means in building houses for themselves on their new homesteads, but the condition of the landless cottars was beyond description. Were it not for the assistance of charitable friends in the South, many would have died of starvation.

23. This sad occurrence was no doubt the cause of hurrying on the passing of the Scottish Poor Law Act, which, under the circumstances which called it into existence, has been a blessing to the poor.

The Class of Persons seeking Election as Parish Councillors.

Personnel of Parish Council.

24. In this parish, where there is a village, business men in the village and the representatives of the landed interests constitute the Council. In the landward ward the crofter class is represented. In the other parishes in the island the Councils are composed of the representatives of the landed interests, clergy, sheep-farmers, and crofters.

The Expediency and probable Effect of giving Able-bodied Persons a Claim to Parochial Relief.

Question of Poor Law relief to able-bodied.

25. In country districts, where applicants are known to members of the Council and to the officials, relief could safely be given to deserving and necessitous cases, but there is a danger that in the larger districts and towns they might be imposed upon, as they could not know the circumstances. There are occasions when it would be nothing short of a calamity to refuse temporary relief to special cases; for instance, a man with a sick family, who could not go to work through having to attend to them, or such a man going to seek employment; but very summary powers ought to be given to punish men who go away and neglect to provide for their families.

The Suitability of the existing Areas for the Purpose of administering Relief.

Suitability of existing Poor Law areas.

26. The existing areas, especially in country districts, should certainly be enlarged. The present expense of management is out of all proportion to the amount expended upon the poor, but it cannot be otherwise, as good men cannot be got unless they are suitably paid; but it would certainly tend to economy as well as efficiency that the areas should be enlarged.

27. This is specially applicable to medical attendance, where the salary paid bears no comparison to the number of cases treated.

28. I would suggest that the areas be very much extended, an extra Medical Grant given, and the doctors restricted to attendance on the poor. The present system is manifestly unfair to other practitioners, as it gives the parish doctor a monopoly, having a retaining fee from the parish. Nor is it good for the poorer portion of the general public, as they are entirely at the mercy of the man on the ground, who is perfectly independent so long as he keeps himself right with the Parish Council.

Reforms suggested by Experience.

29. I would further beg leave to suggest—

I. That 36th and 37th section of the Poor Law Act of 1845, which deals with classifications and deductions, be repealed, and the Valuation Roll be made the basis of assessment, thereby very much simplifying the work.

Arbitrament by Local Government Board of settlement disputes.

II. That all disputes between Parish Councils as to settlements be remitted to the Local Government Board for arbitration, thereby saving a large amount of money usually spent in litigation.

III. That Parish Councils should be represented on Asylum Boards.

Representation of Parish Councils on Asylums Board.

IV. That the poor-rate should be a national rate, as at present it bears very unequally on the community. The poorer districts, where rents are very small and industries few, are burdened beyond their capabilities, and the richer and more prosperous districts have little to bear.

* Evidence, Royal Commission, Highlands and Islands, 1884, vol. i. Evidence, Royal Commission on Deer Forests, Highlands and Islands, 1893, vol. i. p. 2.

Mr J. G. Mackay.

21 June 1907.

Equalisation of Poor Law.

66886. (*Chairman.*) I want to supplement that statement with a few questions. You have been for a great many years member of the Parochial Board of the parish of Portree?—I have been a member for twenty-two years.

66887. And the population of the particular parish of which you are chairman has diminished?—The population of that parish has diminished.

Poor Law rating.

66888. What is the poor rate in Portree?—About 2s. 6d.—1s. 2½d. on the owners and 1s. 2¾d. on the occupiers.

66889. The poor rate in your district is very low as compared with other parishes in Skye and the Western Isles?—That is caused by our having more assessable rental on account of having the village of Portree.

66890. But has the rate gone down or gone up?—I think it has a downward tendency. Of course, the valuation itself has gone down, which accounts for its not going down more than it has. The rents of some large farms in the neighbourhood have gone down.

66891. Has the valuation of Skye generally fallen?—Yes, a good deal.

66892. Is the population of two classes, a certain number being large farmers and others being crofters?—Yes.

66893. Are the large farms of recent creation?—They began about the beginning of last century.

66894. Are there some deer forests in Skye?—There is only one regular deer forest.

66895. Is that Lord Macdonald's?—Yes.

66896. Is that in the south?—No, it is in the parish of Portree partly, and partly in the parish of Strath. It is part of the Cuchullin range of hills.

Social and industrial conditions of Portree.

66897. Speaking of the social and industrial conditions of the island, is there, in your judgment, much land that could be cultivated with advantage that is now carrying sheep?—There is a very great deal, but, of course, I qualify that by stating that there is not so much agricultural work possible. It would rather be in the way of raising cattle and sheep on smaller farms than at present.

66898. The method would be much the same, but you would have more people engaged in the pursuit?—Exactly.

66899. What do you think is the object of big farms?—At the time these big farms were created there was a great rage for sheep-farming all over the country. It was about the time of the Peninsular War, and the price of wool and butcher meat rose very largely. Of course, at that time any Highland farm was under the old system of tacksmen with large areas. There were two systems: there were the tacksmen with large areas and a number of sub-tenants, and on the other hand there were a number of joint farms occupied by from twenty to thirty tenants, who paid an equal rent. The rents, of course, at that time were very low, and when this rage for sheep-farming began there was an immediate rise in the rent, and all these places were thrown into large farms from which the people were removed.

66900. If there were more persons engaged in sheep-farming I suppose the rents would go up?—There is no doubt about that.

66901. Can you recollect when kelp collection was an industry in Skye?—No; it was an industry at one time in Skye, and it is still in the outer Hebrides, particularly in Uist and Barra. The industry existed in Skye in the early years of the last century.

66902. Has there been any revival of the industry recently?—Not very much.

66903. What is the population of the village of Portree?—Considerably under 1,000 now, but about twenty years ago it was over 1,100.

66904. Do you get the people who are rather unable to get a livelihood and have to leave their crops. Do these people go to Portree?—A number of them. Within my experience of Portree I have known twenty-five families coming from the outer districts in that way into Portree, and they became chargeable.

66905. And are in residence?—Yes.

66906. Still you try to keep your rate down?—Since the passing of the Crofters' Act the rate in the island, I think, has gone down, because there is now a discouragement to squatting. No squatters can build places now, and, secondly, there is a tendency for the rate to go down all round.

66907. The squatters were exempt, I suppose?—Yes.

Administration of Poor Law in Portree.

66908. How often does your Parish Council meet?—We have statutory meetings every quarter, and we have a consulting committee and finance committee. If the inspector wishes advice he calls on me.

66909. Is the inspector also the clerk?—Yes, and collector.

66910. Does he deal in the meantime with cases that come up?—Yes.

66911. Is there general agreement?—I have been chairman for nine years, and we have not had as much as a single vote in the board during that time.

66912. Have you got a scale of relief?—Our members are scattered all over the parish, and you may say that we have thus intimate knowledge of the actual circumstances of each case.

66913. Say that a destitute old woman existed in your parish, what would you allow her per week if she had no means of subsistence?—1s. 3d. or 1s. 6d. or so. If she is living in the crofting community, she can subsist on less than what she would require in the village. When one is in the village, she has to provide for almost everything, whereas, when one is in the country, she gets peats, potatoes, and the like of that from the crofters.

66914. Then you have a small poorhouse in the parish?—Yes.

66915. And you belong to a combination poorhouse at Portree?—Yes.

66916. But you send very few there?—Very few.

66917. So far as you know, has it ever been fully occupied?—Never.

66918. What do you pay per week for cases there?—I think it comes to 8s. 6d. a month.

66919. Is it your poorhouse?—It is a combination poorhouse belonging to the whole island. The rate was levied for the whole island.

66920. Have you a contract arrangement as regards persons sent there?—There is a poorhouse committee, consisting of one representative from each Parish Council, and there is a scale made every year of the dietary and of the requirements.

Nursing of outdoor poor

66921. Have you any nurses supported by the rates or helped by the rates?—We have in Portree a nurse partly employed by the Church of Scotland and the United Free Church of Scotland, and partly supported by voluntary contributions in the village. She attends cases of sickness in the village and in the surrounding districts. Of course the parish is so very wide that she cannot attend to it all.

66922. Is it a very big parish?—Pretty extensive, and you see there are a number of islands connected with it.

66923. As a rule, I suppose, the applicants for relief object to this combination poorhouse?—Yes.

66924. Have you any cases in the poorhouse?—I think we have; not more than two.

66925. Are these persons who could not look after themselves?—Yes.

Pauper children.

66926. Have you any children in the poorhouse?—We have not any children belonging to our parish, at present, but we have some children belonging to other parishes.

66927. Are these children of people in the house?—I think there are some cases of the children of widows left homeless, and there are one or two cases of illegitimate children with their mothers.

66928. What number of paupers have you on the roll?—I think about eighty.

66929. So that really your percentage of paupers is low?—Yes.

Increase of pauperism.

66930. Coming to the causes of pauperism, you have pointed out that the population has decreased within the last fifty years, while the expenditure on the Poor Law has doubled?—The expenditure on the Poor Law has been steadily increasing since the passing of the Poor Law Act. At that time, there were church-door collections, and grants were made by well-to-do persons, and it was found that the requirements of the poor at that time were very much less than they have been since.

66931. Then the £3000 included church collections?—Yes, but the church collections were distributed by the churches themselves.

66932. You cannot really compare the two expenditures?—No.

66933. Were there many clearances in 1840?—Not in

1840; it was a considerable time before that. The effect of the clearances came to be felt more acutely through the potato failure.

Industrial conditions of Portree.

66934. Are there many people living by fishing?—Not entirely. We have four families in Portree, and there are a few fishermen in the village. Of course we have certain cottars who take service as fishers, or at any other employment that they can get.

66935. Where is the salmon-fishing that the Montrose people work?—All round the island; from the stations all round, but the centre of their industry is in Portree, and they have a small steamboat to carry the fish into Portree.

66936. Are there small streams?—No, the nets are placed round the seashore.

66937. Do they get salmon and sea-trout coming in?—Yes, they have bag nets.

66938. (*Mr Patten-MacDougall.*) Are these mostly Crown fishings?—No, the rents are paid to the proprietors; the only exception is the island of Raasay.

66939. (*Chairman.*) Is there very little arable land cultivated in Skye now?—There is not nearly as much as there was in former times. They have gone so much into the rearing of cattle that, in the majority of places, they give their corn to the cattle. They prefer to do that and buy their meal.

66940. Were you a crofter yourself?—No.

66941. How many crofters are there in the island?—I could not say.

66942. Does half the population of the whole island consist of crofters?—Decidedly, more than half a long way.

66943. Is that, with the big farms, the only means of subsistence?—Decidedly, with the addition of the fishing industry. A number of the younger men are employed as yachtsmen in the summer time, and a large number of them go to sea.

Poor Law officers.

66944. Do you have a separate inspector of poor, or does he work also in another parish?—Every parish has an inspector for itself.

66945. And a doctor?—Yes, with this exception, the neighbouring parish of Snizort is divided into two for medical purposes. The medical officer for the parish of Kilmuir does one half of the work, and the medical officer for the parish of Portree does the other half; but each parish has an inspector.

66946. Sleat and Strath are the two poorest parishes in Skye as regards poor rate?—I am astonished at that, because the parish of Sleat is one of the best parishes on the island.

66947. It is stated here at 5s. 1d. per £, while Strath is stated at 4s. 4d.?—That is bound to be right.

66948. How many parishes are there?—Seven.

66949. Are there seven inspectors and seven doctors?—Seven inspectors and six doctors.

Suitability of existing Poor Law areas.

66950. Do you think that the parish area is too small?—It is certainly too small as far as the inspector is concerned, and also in one way as far as the doctor is concerned, but so far as the medical relief is concerned there are two ways of looking at it. We can make a great saving by having one doctor for a much wider area; but, on the other hand, poor districts might then find a difficulty in getting a doctor to settle there, depending on private practice, so that you have on the one hand to consider expediency and on the other economy.

66951. Supposing you had one Parish Council as regards Poor Law for the whole of Skye, I suppose you would be able to work the relief system, because you would trust to your inspectors if you had a separate inspector for each parish?—So far as the actual work is concerned, one inspector would easily undertake the work of three parishes sufficiently accessible.

66952. You have now only one poorhouse and one combination house?—Exactly.

66953. In fact, everything would go on very much the same as before, and you would have fewer officers?—Yes.

66954. Is there a difficulty now in getting parish councillors?—In the remote country districts we have great difficulty. We had to reduce the number of our members on account of the difficulty of getting them to stand for the country districts. The meetings of course are held in Portree. One man had to come twelve miles to attend a meeting; others had to come as far as six miles.

66955. Where do the Parish Councils meet?—Each in its own parish.

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66956. Do they go to the meetings by boat?—There is a mail steamer service for part of the island, but the hours of the steamers would not suit for the meetings.

66957. So that although economy would be effected by this combination, you think there would be practical difficulties?—There would be in widely scattered districts.

66958. On the whole, would you be in favour of trying the experiment?—Certainly.

Question of whole-time medical officer.

66959. About doctors, would you give an extra medical grant and have a whole-time doctor?—That is one way of looking at it. At the same time there would be a weakness in that, by making it more difficult for poor parishes to get a medical officer for ordinary medical service.

66960. As long as the custom is so small as only to maintain one doctor, that doctor will always have a monopoly?—Always.

66961. That is the difficulty?—Yes.

66962. But you say here "Nor is it good for the 'poorer portion of the general public, as they are entirely 'at the mercy of the man on the ground who is perfectly 'independent so long as he keeps himself right with the 'Parish Council"?—That is the case. What we find is this: suppose just now any person was dissatisfied with a doctor in his own parish, and went to the doctor in the next parish, with the medical etiquette in vogue, if anything occurred in the family of that person the doctor would have nothing to do with them.

66963. Have you any difficulty in getting a doctor?—We have a doctor in our village.

Salaries of medical officers.

66964. What do you pay him?—Our doctor gets £66 from the parish, and he has his practice. He has ever so many other emoluments as well. He is district medical officer for the county council, for which he gets £50, and gets £10 a year for the poorhouse and £10 a year for the lighthouses. All these things go to increase his salary considerably.

66965. How do the other doctors manage?—In the other parishes they have to get a larger grant from the Parish Council. Most of them have over £100.

66966. Do you allow for private drugs?—We do.

66967. And do the other parishes?—I expect so.

66968. There is a difficulty about housing the doctors in the other parishes?—In some of the other parishes I daresay they will have some difficulty. I do not know any special case.

66969. (*Mr Patten-MacDougall.*) Do you know the case of Dr Murchison of Uig?—He has a difficulty there.

66970. (*Chairman.*) Are you a county councillor?—Yes.

66971. How do you manage to get to the county council meetings at Inverness?—I usually attend two meetings in the year. There are three statutory meetings and ever so many committee meetings. I happen to be on some of the committees, but all I can do is to attend the committees when there is something of special importance for our own district.

Meetings and administrative powers of County Council.

66972. There are six other representatives in Skye?—There are nine, as there are two parishes which have two representatives.

66973. Do they find great difficulty in getting there, as they are not so near?—Unfortunately they are not so very keen to go.

66974. How long does it take you to attend the meetings?—I lose three days—one day going, one day for the meeting, and one day for returning.

66975. Do you think Skye gets sufficient attention from the county council?—We practically manage our own work on the district committee.

66976. And do they give you power to do that?—Of course the county council is an administrative authority, and we do all the work practically for our own district ourselves.

66977. Your district is a health district?—Yes; our doctor in Portree is the health doctor for the island.

Rating and assessments.

66978. Coming to your suggestions, would you repeal the section which now deals with deductions?—After thoroughly looking into the matter, I have altered my opinion considerably as to the effect it would have on districts such as ours. There would certainly be a great amount of labour saved in making up the assessment rolls; but it would make a serious loss to us, and to parishes similarly situated, in the matter of educational grants. When the Education Act was passed in 1872 it was thought

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that a threepenny rate should be sufficient for the purpose, but it was found that in the poorer parishes with a small rental, that it would take a much larger amount. In order to make up for this, Parliament made a grant to those parishes, calculated as follows. The difference between the product of a threepenny rate on the assessable rental, and 7s. 6d. per child in regular attendance. This was called the "Lochiel" grant, Cameron of Lochiel being at that time member of parliament for Inverness-shire, and being instrumental in getting that concession. Since then, in 1892, it was found necessary to make a further grant, calculated thus—4d. was given for every 1d. which the school rate exceeded 3d. in the £, which for our parish produced 6s. 8d. for every child in attendance, bringing our grant altogether to 14s. If, therefore, this section of the Act is done away with, and our rate calculated upon the gross instead of upon the net, we would lose £47 5s. 10d. a year, and other parishes in the island a proportionate sum.

66979. (*Mr Patten-MacDougall.*) If the rate was calculated on the gross amount?—If the rate was calculated upon the gross amount it would make the rate less.

66980. (*Chairman.*) But putting this on one side, and looking at it on its merits, you would like that section repealed?—I would for convenience in making calculations; that is all it would effect.

66981. Would you like the education rate calculated so that if any changes were made in the law Skye should not lose upon the education grant?—Yes.

Arbitrament by Local Government Board in disputed settlements.

66982. You would like matters of settlement to be remitted to the Local Government Board. Have you much trouble with the question of settlement?—Occasionally.

66983. It is with people who come into Portree, I suppose?—It is not so much that, as natives of our districts who become chargeable in other places, such as Glasgow, etc.

Nationalisation of poor rate.

66984. In connection with your last proposal that the poor rate should be a national rate, would you have it levied for the whole of Scotland or levy it on an imperial basis?—Imperial. The reason is that we frequently have very hard cases. As an example, we had the case of a man who was for a considerable number of years a policeman in London, and who, during the whole time that he was there, was moved about from one burgh to another, so that during the whole period of his stay in London he never acquired a settlement. He became ill and was incapacitated for his work, and had to come home with his wife and three children. That man left our district young and healthy, spent his manhood away in another place, and came home with his family.

66985. Because he was officially moved from place to place?—Yes. We have ever so many cases of that description.

66986. If the poor rate were a national rate, you would never expect to maintain the control over it?—As long as the poor are properly looked after, I do not care who has the control.

66987. Supposing we think of your proposal; supposing the whole of Skye is turned into one parish and the poor rate levied for the whole of Skye, would you lose on that?—Certainly we would.

Suitability of existing Poor Law areas.

66988. (*Mr Patten-MacDougall.*) You think the whole of Skye might be made a single Poor Law area. Have you considered whether the area might be larger?—No, I do not think it would work.

66989. You heard it suggested that there should be a county area?—That would never work at all in such a county as Inverness—it is so much scattered, while the difference between the east and west is so very much.

66990. For county council purposes you sit as a district committee in Portree?—Yes.

66991. And most of the county work, as far as applicable to Skye, is done by your district committee in Portree, and you have no difficulty?—None whatever.

66992. And the island of Skye is the area for road purposes, for public health purposes, and for all purposes with which the county council deals?—Yes.

66993. (*Chairman.*) Are the decisions you arrive at in the district committee generally approved of by the county council?—It is simply a case of getting sanction.

66994. And makes very little difference?—I do not think there was ever any decision overturned.

66995. (*Mr Patten-MacDougall.*) The county council meetings in Scotland are mainly meetings of representatives from the different districts into which the county is divided, and of committees of the Council. Of course there will be questions affecting the whole county apart from the district work?—It is more easy to sanction the work of different committees.

Suitability of existing Poor Law areas.

66996. (*Chairman.*) Supposing you were made into a separate county, I suppose your rate would go up for county purposes?—For county council purposes only. We would be self-sustaining. We would bear all our own expenses.

66997. It would not make much difference?—None whatever.

Rating and assessments.

66998. (*Mr Patten-MacDougall.*) There is a county general assessment?—Yes, that is the one rate.

66999. That is the only county rate?—Yes. The county is divided into eight districts.

67000. The road rate, public health, and all other county rates are district rates levied on the district area?—Yes.

Provision for lunatics.

67001. Have you much trouble with lunatics in Skye? Are there many of them?—Yes, unfortunately, there are.

67002. Where do you send them?—We have to send them to Inverness.

67003. I see you make a suggestion here with regard to them in paragraph 15?—Yes.

67004. Your wish, apparently, is that milder cases should be accommodated in the poorhouse?—Yes, that is provided the Board would sanction the house.

67005. Are you on the poorhouse committee?—No, not at present.

67006. Has that been considered by the poorhouse committee?—I do not know that it has, but it has been several times discussed at Parish Council meetings.

67007. Have they made representation to the poorhouse committee?—No, the matter never came to a head altogether, because we never understood that we could have got the thing altered.

67008. Accommodation for lunatics is now being provided in some of the poorhouses in the country, so that it is for your consideration?—Yes, so I believe.

67009. As regards the poorhouse itself, do you know the poorhouse in Portree?—Yes.

Classification of paupers.

67010. Have you any suggestions to make in regard to it? Is there any classification there at all? You have very few paupers, I know?—Very few going there.

67011. You have a great deal of accommodation. Is there any classification?—Really, no. We could easily fill the poorhouse if we had to force people into it, but we would never think of doing that. Besides, we find they are much happier and better cared for without that.

67012. Your own infirm poor you send to the small poorhouse?—Yes, cases in which we would have to pay rent in the village, and we send them there.

67013. (*Dr Downes.*) Has the standard of living altered in your time?—Very much.

Standard of living and physique of poor.

67014. Has it gone up?—Yes, very much; in fact the standard of living and the standard of dress, and everything, has become very much changed within my recollection.

67015. Is there much change in the food that they take now?—Yes, a great deal.

67016. In what way?—They drink a great deal more tea, for instance, and take very much less porridge. In most places they get baker's bread to buy in place of baking their own bread.

67017. And do they get milk?—In all the crofting districts they get plenty of milk in the summer-time, but it is scarce with them in the winter-time.

67018. Has the consumption of meat gone up?—Yes, a good deal.

67019. And what about the physique of the people? Are they stronger and better than they were in the old days, or is there no change?—Generally, I think the physique is improving.

67020. Is the mortality of the children high?—Not specially, I think.

Provision for pauper children.

67021. With regard to your suggestion that cottage homes, under the care of nurses, in each parish would be useful, about how many beds would you want in Portree

Provision for pauper children.

for such a home?—Not very many if it was only for the one parish.

67022. I suppose you mean those who want nursing?—Exactly.

67023. Do you want as many as half a dozen?—About that.

67024. Has that been considered at all by any of your people?—It has not been considered officially. We have several times discussed the thing among ourselves.

67025. Then you suggest that such a home would be the more suitable for children. How many children have you to put in such a home?—I mean the children altogether in poorhouses. I object to children in poorhouses being brought up along with the old men and women, some of whom may not have been of the best character.

67026. Have you had any boarding-out?—None ever occurs with us.

67027. (*Chairman.*) No boarding-out?—We have only one case of a lunatic boarded out of their own houses.

67028. And you have a few children in the poorhouse?—There are none belonging to our parish, but there are some in the poorhouse, mostly children born in the south, whose parents have become chargeable, and been sent home to the poorhouse.

67029. The parents being in the poorhouse too?—Yes.

67030. (*Dr Downes.*) Do these children go out to school?—Yes.

67031. What becomes of those children eventually?—As far as I know, some of them have not turned out very well.

Supply of drugs.

67032. You provide the drugs, you told us, for the doctor?—Yes.

67033. How do you do that? Do you send in a bill for them?—He orders the drugs at the druggist's, and the account is sent half-yearly to the inspector of poor, who gets it certified by the doctor.

67034. And does that work satisfactorily?—Perfectly.

Representation on Asylums Boards.

67035. With regard to your representation on the Parish Councils and asylum boards, if each parish were to send a representative it would make the asylum boards too large, would it not?—Each district, for instance, such as Skye, could have a representative. One member could represent the whole district.

67036. It would be rather unworkable to have each parish separate?—Yes, the distance would be too great.

67037. Have you ever thought how it could be done?—It could easily be done by each parish nominating a certain one. It would be quite easy to get them to be unanimous on the subject.

67038. It would be for the district?—Yes.

67039. When you attend at Inverness, and lose three days, do you get any allowance?—Nothing whatever.

67040. (*Chairman.*) Not even your travelling expenses?—No.

Industrial conditions of Skye.

67041. (*Mr Phelps.*) With regard to the industries of Skye, is there a considerable distillery in the island?—Yes.

67042. How many people does that employ?—About thirty.

67043. When is that?—During the season they are working. The distillery is idle for two months in the summer-time.

67044. Is there much done in the way of knitting and making garments among the people in Skye?—Not in Skye, for the market. They have tried it several times. I have induced a number of people to go in for it, but what they have made has always been too good for the market, and they could not sell it at the prices obtained.

67045. With regard to tourists, have you a large influx of people in the summer now?—We have a considerable number.

67046. Do you think that benefits the island?—Decidedly.

67047. Does it benefit the crofters?—Of course it benefits them. Whatever money comes in it circulates in some way or another. If a crofter is not directly benefited he is certainly none the worse.

67048. Does he produce much for the market?—What he produces for the market is mostly cattle and sheep.

67049. There would be a demand, for instance, for beef and mutton?—Yes, but of course they are disposed of with us as live animals.

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67050. He would not supply the local butcher?—He does during the summer months.

67051. Does he supply fat sheep?—Yes.

Industrial conditions of Skye.

67052. Is there much poultry-keeping?—It is increasing a good deal. A considerable quantity of eggs leave the district for the Glasgow markets.

67053. Has anything been done by county councils in the way of teaching people better methods of poultry keeping?—Not by the county council, but the Congested District Board has done so. They have been giving them eggs to improve the breed of their poultry, and things of that kind.

67054. And any instruction at all?—I am not very sure about instructions, but I know they have been giving eggs.

Education in Skye.

67055. About the children in the schools, you have, of course, the ordinary parish schools, and they have no school to which they can go after that?—We have a higher grade school in Portree.

67056. Generally speaking, what are the subjects taught in that school?—All the ordinary commercial subjects—Latin and French, mathematics, science, etc.

67057. Have you anything like a technical school?—Not a technical school.

67058. How are people supplied to the secondary schools?—They come in from the other schools throughout the island and board in the village.

67059. Have you any system of bursaries?—There are a considerable number of local bursaries.

67060. Are there as many, do you think, as are wanted?—I daresay bursaries would be an encouragement. There are a good many. I cannot say the number.

67061. Supposing boys go on from the board schools to the secondary school, are there bursaries in the same way to take them to the University?—Yes.

67062. Do any large number of people go from Skye to the University?—No, not nearly so many as there were fifty years ago.

67063. Why is that?—I cannot tell you. They are going into commercial lines.

67064. They do not take up medicine, for instance?—Well, there are a few that take up medicine. That is mostly what is taken up.

67065. Do any of the girls in Skye take to nursing?—A great number.

Nursing of poor in islands.

67066. Do they come back to Skye to act, or where do they go?—At the present time we have a case of infectious disease in the hospital in Portree, and we sent to an insitution in Edinburgh and got two nurses, and curiously enough they both belonged to Skye, one of them to Portree.

67067. I think the chairman asked you some questions as to the supply of nurses in Skye?—We have no nurse resident on the island excepting the one at Portree.

67068. Supposing in an outlying village you have a pauper who is sick, how do you secure nursing?—We employ some neighbour woman to look after her.

67069. Do you find that sufficient?—We never have any difficulty.

67070. Do you think it would be an improvement if you could have a system of certified nurses through the island?—The difficulty would be that the island is so scattered and some of the places so very inaccessible.

67071. Take, for instance, Broadford?—That is right enough. The houses are all quite accessible, one to the other.

67072. In Raasay is there a population sufficient for a nurse?—There is a nurse in Raasay, but she is more a midwife than an ordinary nurse.

67073. Does she undertake other cases?—She does.

67074. Is that found to be useful?—Decidedly.

67075. Who pays for her?—She is simply paid for her services.

67076. Does she find it worth while?—Yes; she lives with her own people, and what she gets is in addition to her living.

67077. Is there anything like that in Broadford?—Not that I know of. There are women in each district who

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have devoted themselves to midwifery, but not properly trained nurses.

67078. Have they been certified?—No.

67079. Are there any nurses in the villages on the other side?—No, I do not think there are.

67080. You would not find any?—Not that I know of.

67081. And you wish to see a system of private nurses established in centres?—Decidedly. It would be very much to the advantage of poor people.

67082. And it would lighten the work of the doctors very much?—Not only that, but it would be a great benefit to the poor people, because they are not very keen to send for a doctor, and in a great number of cases I find that when a doctor does visit and prescribe for them they do not take his medicine at all.

67083. Are small comforts granted?—Yes.

Housing conditions of poor in Skye.

67084. With regard to the housing of the people in Skye, is that improving?—Very much.

67085. Are there houses of the poor, sunken character that there used to be?—A year last April I got our sanitary inspector to count the number of new houses built since the passing of the Crofters' Act, and at that time 845 had been built, and there were 16 in the course of being built.

67086. Were they scattered about the island?—All over the island.

67087. And is the old type of house becoming extinct?—In the parish of Strath I am told there are only two.

67088. There is still a strong feeling with regard to the deer in Skye?—The deer do not bother us in Skye. There is only one deer forest, and it is of no practical good for anything else.

67089. (*Professor Smart.*) Up to 1876 from 1846 were there clearances made for large farms?—Yes; some clearances took place on the estate of Kilmuir about 1870. There were two large districts cleared then to make two sheep farms.

Social and industrial conditions in Skye.

67090. Do you consider under the circumstances of Skye that there is enough work in a croft for a man and his family?—It depends on the size of the croft. There is not on the present crofts. The present crofts are too minute altogether in many cases. They grow corn and potatoes, and a few turnips for the cattle.

67091. And they rear cattle?—Yes.

67092. And these things involve waiting rather than anything else?—It is a case of this kind—it is a home, for one thing, and these people even with these small crofts I consider to be more comfortable than the unskilled workers in any town. A person with an ordinary-sized croft in Skye is considered to be more comfortable than a tradesman in a town, taking broken time into account.

67093. Do you have no other occupation for them outside?—Nothing except fishing.

67094. There is very little fishing in Skye?—It is very changeable. Three years ago there were shoals of herring in some of the lochs of Skye. That might continue for a season and then there might be nothing for a number of years.

67095. Do your fishermen go to other waters?—All round our own island and to Barra and South Uist.

67096. One of the grievances, I understand, is that the crofts are too small?—Yes.

67097. Are you not pleased with the working of the Crofters' Act?—As far as it goes it is right enough, but it does not give sufficient power to enlarge holdings.

67098. Have the recommendations of the Royal Commission (Highlands and Islands, 1892), for example, as to larger areas for crofts been carried out?—No, there were no powers granted. The Commission made a report and there was no Act of Parliament passed to give powers.

67099. You are still in the situation that you were in in 1886?—Yes.

67100. I suppose that you are in agreement with the recommendations made by that last Commission?—Certainly.

67101. It was not a class commission in any sense?—Not by any means.

67102. You could not wish anything better if the recommendations were carried out?—No.

67103. Is there some kelp made in Skye still?—None made in Skye that I know of.

Social and industrial conditions in Skye.

67104. Is there any fishing for domestic purposes? Can people live to a considerable extent on the fishing?—Decidedly, when there is fishing on the coast, but cod and ling fishing, for instance, has been entirely destroyed within the last few years by trawlers.

67105. There is always more or less cod fishing?—Very little sometimes. Whiting and haddock are beginning now and will continue on till September.

67106. Are there any public-houses in Skye?—There are four licenses in Portree, one in the parish of Snizort, two in the parish of Kilmuir, one in Dunvegan, one in Bracadale, two in Strath, and two in Sleat.

67107. And still there is not much drinking?—There is a good deal of drinking, unfortunately, in the village of Portree on market days and the like.

67108. Is there any recruiting for the army?—Yes, a good deal.

67109. Is there any feeling against it?—None whatever.

67110. Even on the part of the islanders?—A number of years ago persons would have been horror-stricken at the idea of any son of theirs enlisting in the army. A mother would almost have preferred to see her son dead, but that has been entirely changed. There are a great number from Skye in the army now, but Skye does not get credit for them, because they enlist in such places as Glasgow.

67111. Is there any active recruiting carried on?—There is a volunteer drill sergeant who takes recruits for the army. I swore in a recruit just the day before I came away.

67112. Is there anything done for the navy?—Nothing. I only know one belonging to Skye in the navy.

67113. There is no training ship in the neighbourhood?—No.

67114. Do you grow as many potatoes as ever?—Yes, mostly for domestic consumption.

67115. (*The Bishop of Ross.*) The potato crop failed in 1846?—Yes.

67116. Has there been disease since then?—There is not so much now. Some years it comes pretty badly.

67117. Have you learned the art of spraying against disease?—It has been introduced by the Congested Districts Board. It has not been demonstrated to be a success, so far as I know.

67118. People have not taken it up?—No.

67119. Have they made experiments in spraying?—The experiments were made by the Board. I cannot speak authoritatively, because I have not heard, but I imagine if there had been very much good done I would have heard of it, because it was done in our own neighbourhood. I have a garden myself, and I have not had any disease in my garden at all.

67120. I gather from you that the large farms were set up because large farms were more profitable at that time than small farms?—They were considered so.

67121. Has that state of things continued in your opinion?—When the Crofters' Act was passed in 1886, and the crofters' rents were adjudicated upon by the commission, the rents, in some cases, were reduced. As much as 42 per cent. of a reduction took place on the different farms, but the large farms, at the same time, came down fully 50 per cent.

67122. So that sheep raising and cattle raising is not as profitable as it used to be?—Evidently not.

67123. If large farms were cut up, and crofters' holdings increased, I think you said more rent would be given for them than is given at present?—There is no doubt of that.

67124. And those large farms are not in the hands of the proprietors, are they?—Not at present. Some of them were not let for a long number of years, but they were let at a tremendous sacrifice last year. One farm which was let in 1880 for £1800 was let for £460 last year.

67125. The present occupier has not much interest in that, having only gone in last year?—That is so.

67126. He would not have acquired any vested interest in it?—No.

67127. Would the proprietor be willing, seeing he would be likely to get more rent, to have it cut up?—That proprietor, Macleod of Macleod, certainly would, because he is very much in favour of giving land to the people, and has done it himself on several occasions.

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ocial and ndustrial onditions n Skye.

67128. Is that not the general view of the proprietors in Skye?—I am afraid not.

67129. Even though they could get more money?—They do not wish to admit that they were wrong before. I believe that is the principal reason.

67130. The colour of the gold might change their opinion. You hope it might, I suppose?—I hope it might.

Proportion of medical men to population in Skye.

67131. You have six medical doctors?—Yes, in the island.

67132. For a population of 14,000?—Yes.

67133. Does not that seem too many?—The difficulty lies in the scattered nature of our districts.

67134. Owing to the size of the areas, you think you require the six?—Of course they are divided by the parishes. I believe fewer would do quite as well, but on account of our system of parish arrangements, that is what is necessitated.

Housing in Skye.

67135. (*Mr Patten-MacDougall.*) You have told us there were so many new houses in Skye. Did these include the figures you gave of houses built on the Congested Districts Board's estates?—No. None of these were finished at the time I got these counted.

67136. There is a large number of them?—No, only about twenty.

67137. At Kilmuir?—No houses have been built by them there yet.

Mr Stair M'Harrie, called and examined.

Mr Stair M'Harrie.

Qualifications of witness.

67138. (*Chairman.*) You are Chairman of the Parish Council of Kirkcolm?—Yes. I am factor and chamberlain to the Earl of Stair, Justice of Peace, Chairman of the Parish Council of Kirkcolm, Vice-Chairman of the Parish Council of Inch, Chairman of the Wigtownshire Combination Poorhouse Board, Member of the Wigtownshire County Council, Chairman of Inch School Board, etc., etc.

67139. You have put in a statement, which we shall take as your evidence-in-chief?—Very well.

(*The witness handed in the following statement.*)

Social and industrial conditions of Inch.

1. *Parish of Inch.*—This parish has a population of 3,900, of which about one-half are in the burgh of Stranraer. The landward part of the parish has a valuation of £17,000 and the burghal £7,000. With the exception of those resident in the burgh and a few in the village of Cairnryan who engage in fishing, the population may be said to be entirely engaged in agriculture. Dairying is the chief industry—cheese-making being carried on in many farms, while in other cases the milk is sent to creameries in the district, where it is converted into cream, butter, and cheese. The conditions of life of the people are, generally speaking, comfortable. Absolute destitution is rare. During the last thirty years the earnings of farm-servants have much increased. Farm cottages have been greatly improved in respect of accommodation and comfort, all the old thatch and mud houses having practically disappeared, and new cottages provided instead. Notwithstanding this, a great deal of flitting takes place from farm to farm and parish to parish. At one time it was a common experience to find farm-servants who had been in the same service for ten or twenty years, but this is now rare. Only in special cases does one find any serious attempt being made to improve their position or provide for old age. That this can be done has been exemplified in a few cases. Some, however, have large families to support, and these marrying early, and having their own offspring to provide for, are unable to help their parents in old age, who are, therefore, obliged to seek relief. Then the great number of baker's, butcher's, and grocer's vans which scour the country districts daily is not conducive to thrift.

Administration of Poor Law.

2. The Parish Council is the authority for the administration of the Poor Laws in the parish. An inspector of poor is appointed by the Council, and applications for relief are made to him. It is his duty, on receiving such, to make due inquiry into the circumstances and report to the Council, who then determine whether outdoor, indoor, or no relief be granted. In necessitous urgent cases, however, the inspector may, in his discretion, give temporary relief, pending the matter being brought before the Council. The deserving cases, as a general rule, receive outdoor relief, which may amount to from 1s. 6d. to 5s. a week, the higher rate being given where there are dependants. In addition, clothing is supplied in special cases. Applicants for relief, whose character and habits are unsatisfactory, or who are apparently able to earn a living, or are of the tramp order, are offered indoor relief in the poorhouse as a test. In many cases it is not accepted. Old persons who are unable to look after themselves and have no one to do so (and are willing to go), and very young children, are sent to the poorhouse, where they are well cared for.

Cost of indoor paupers.

3. The poorhouse, which is situate in this parish, was provided by a combination of nineteen parishes, and the charge for maintenance of each adult pauper is at present 3s. 8d. per week. The management charges are not included in this. Children under six years of age are charged at one-half of adult rate. The management charges are allocated on the combining parishes in proportion to their respective billets in the poorhouse. In connection with the poorhouse there are male and female lunatic wards, where harmless pauper lunatics are kept. These wards are not provided solely for the lunatic paupers within the combination, but a few outsiders are taken in. The charge per pauper belonging to the combination is 7s. a week, and for the others 9s. a week. An adjunct to the poorhouse is a large garden of nearly 5 acres, in which some of the able-bodied lunatics and ordinary paupers are regularly employed in cultivating same. This is a great advantage to the institution, not only in the way of providing vegetables, but also as affording healthful occupation and exercise for the inmates.

Employment of indoor paupers.

Comparative merits of in and outdoor relief.

4. Where outdoor relief can be given with safety, and where the pauper is able to keep him or her self clean, it is preferable to indoor. As a rule, it is less expensive. A small outdoor allowance is often added to by the pauper by small earnings from sewing, etc., and, what is a great matter to the respectable poor, assures them their liberty. Among such there is an inborn aversion to the poorhouse, notwithstanding that much comfort is provided there.

5. Indoor relief is, however, a necessity for those who are unable to look after themselves, the aged poor addicted to drink, and as a test for "malingerers." There should, however, be classification of inmates. The "ins and outs" of the tramp order should not be allowed to mix with the native respectable poor, nor should their treatment be so generous. Nowadays the poorhouse is looked upon by tramps and "malingerers" as a comfortable temporary asylum; and, in consequence of the great improvement in the dietary insisted upon by the Local Government Board, an offer of relief there is not now the test it was intended to be. It is highly desirable, therefore, that a probationary period be instituted for all strangers of the tramp class and suspected "malingerers" who seek relief, during which less generous treatment in the matter of food, etc. should be provided.

Classes of applicants for relief.

6. Persons applying for relief are drawn chiefly from the labouring classes. The registered poor are mostly old persons unable to support themselves, and widows left with young children. Ninety per cent. of these are resident in the burghal part of the parish.

Causes of pauperism.

7. The causes of pauperism are various. Thriftlessness, drink, disease, the loss of the breadwinner by death, old age and infirmity, and illegitimacy are the chief causes.

Personnel of Parish Councils.

8. The classes of persons elected as Parish Councillors are chiefly landed proprietors and their factors, farmers, merchants, and tradesmen.

Question of relief to able-bodied.

9. It would not be expedient or politic to give able-bodied persons a claim to parochial relief. It would encourage laziness, and sap individual responsibility and effort. A man must be taught to work in order to eat, and there is work for everybody who really wants it. That is the experience here.

Suitability of existing Poor Law areas.

10. The existing areas are quite suitable so far as the mere object of administering relief is concerned, but the areas could be extended with advantage. The expenses of administration are high in proportion to the work performed, and could be greatly lessened by dividing counties for Poor Law purposes into districts embracing several parishes,—the same as obtains for County Council purposes. One inspector of poor and an assistant could undertake the whole work of such a district, whereas at present eight or ten inspectors may be employed in that area. It would also remove to a great extent questions of settlement, and equalise the poor-rate in all parishes in the enlarged area.

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Various suggested reforms in Poor Law administration.

11. I would respectfully suggest for the consideration of the Royal Commission the following reforms :—

(*a*) That, for the reasons stated above, areas for the administration of the Poor Laws be extended to accord with the present divisions of counties for County Council purposes, and that these areas include burghs of a population of less than, say, 7,000.

(*b*) That section 2 of the Poor Law (Scotland) Act 1898, regarding reference of cases of disputed settlement to the determination of the Local Government Board, be amended so as to make such reference compulsory, whether facts are agreed upon by parties or not.

There is a great waste of money in determining such cases in the Law Courts.

(*c*) That greater powers be obtained to enforce legal obligations of children to support indigent parents.

The sense of responsibility is largely non-existent.

(*d*) That feeble-minded mothers (unmarried), where chargeable to parish, be subject to detention.

These are responsible for much illegitimacy and child pauperism.

(*e*) That power be given, on warrant of Sheriff or magistrate, to remove to hospital or poorhouse sick or infirm paupers who have no one to look after them.

Great difficulty is often experienced in getting such persons to agree to removal.

(*f*) That in cases of desertion of wife or family (left unprovided for), the Procurator-Fiscal be required to prosecute on petition of Parish (or District) Council.

Parishes at present are put to much expense in prosecuting these cases, which ought to be classed as criminal offences, the same as neglect of children.

(*g*) An extension of power of detention in poorhouse of paupers who go out and in without reasonable cause.

At present Parish Councils are practically helpless in such cases. Here is a case which occurred recently, in connection with the parish of Kirkcolm. A man, certified as suffering from chronic rheumatism, applied for relief to the inspector of poor of Edinburgh, who sent him to the poorhouse there, and claimed on his parish of settlement, viz. Kirkcolm. Kirkcolm admitted liability, and instructed inspector of Edinburgh to send pauper to Stranraer poorhouse, in which Kirkcolm has a share. The pauper duly arrived and was lodged there. In a few weeks he left the poorhouse, and, proceeding to Kirkcolm, demanded from the inspector outdoor relief, stating that if it were not given he would walk back to Edinburgh, again apply for relief there, and put Kirkcolm to the expense of bringing him back to Stranraer, a distance of over 140 miles. Outdoor relief was refused, and pauper actually carried out his threat, and is now back into Edinburgh poorhouse. This is not an isolated case.

Social and industrial conditions of Kirkcolm, Inch, etc.

12. *Parish of Kirkcolm.*—This parish has a population of 1,500, and a valuation of about £11,000. It has a small village, a few of the inhabitants of which do a little fishing, but, like the landward part of the parish of Inch already dealt with, the population is almost wholly engaged in agriculture, and the remarks upon the condition of the people of Inch apply equally to Kirkcolm, as well as to the greater portion of the county of Wigtown.

67140. (*Chairman.*) The parish of Inch is half rural and half urban?—Yes, it is about half-and-half so far as the population is concerned.

67141. Destitution is very rare?—Yes, it is very rare, especially in the landward part of the parish.

Enlargement of Poor Law areas and possible effects on rates.

67142. You have made some important suggestions, which I, perhaps, had better take first. You think that the areas are too small, for reasons that you give?—Yes, I do.

67143. And you would propose that the administrative area for the future for Poor Law purposes should be the county?—The districts of the county. As a rule counties are divided into districts for county council purposes.

67144. You think that the county would be too large?—Yes, I think so. I think the areas should coincide with the areas for district committees. For example, the county of Wigtown is divided into two districts, the upper and lower, and those two districts are managed by district committees appointed partly from the county council and partly from the Parish Councils.

Enlargement of Poor Law areas and possible effects on rates.

67145. If you were to increase the areas and make them the district areas, then it would be easy, if the principle worked well, to convert them into the county area afterwards?—Yes. There could be no objection to that.

67146. What would be the difficulty if you had the district as the area?—There would be very little difficulty. The only point that occurs to me would be in the case of outlying parishes where an urgent case might occur, and where there might be a little delay in getting intimation to the inspector, but I think that the services of the police should be used for that purpose.

67147. Assuming that you had the district, there would be one poor rate levied for the whole district?—Yes.

67148. Might it not happen that the people in the rural districts contributed very little perhaps to the poorhouse, and by having a uniform rate, the rate for the poor might go up in the rural districts?—It would not if the change were followed out as I have proposed in my statement, that only burghs under a population of 7000 should be included in the area. My reason for that is, that in the small burghs such as I have mentioned, the poor are mostly drawn from the surrounding districts, and I think it would be only fair to give the burgh the benefit of the rating of the adjoining districts. I don't think, so far as our county is concerned, it would increase the rate; at least, it would increase it very little—it would be quite infinitesimal.

Arbitrament by Local Government Board of settlement disputes.

67149. Your next suggestion is that cases of disputed settlement should be referred to the Local Government Board. Would you make the unit of settlement the district or the parish?—The district.

67150. That would settle a good many cases, of course?—Yes, it would reduce the number enormously, because in these districts there are eight or ten parishes.

67151. Suggestion (*c*) speaks for itself. Suggestion (*d*) is as regards feeble-minded mothers. We have heard a good deal about that subject from other quarters. Suggestion (*e*) has also been urged on us. Would you make the application for the removal an application to the sheriff or to a magistrate?—Yes.

67152. Then you would wish to prosecute in the case of desertion of wife and family?—Yes.

Ins-and-outs.

67153. You would also wish for a further power of detaining the ins-and-outs?—Yes.

67154. Have you many ins-and-outs?—Yes, a good many. I have a statement here of the ins-and-outs of our poorhouse for the six years ending 1906. There is one case I would like to bring specially before this Commission, and that is the case of a man who has been in the poorhouse twenty-six times during the last six years.

67155. And he takes his discharge when he chooses?—Yes. He goes out at any time.

67156. You give a very curious illustration of how the present system works, the case of a man who apparently acted out of spite?—Yes.

67157. That is the case of a man who, because he could not get the relief he wanted at Kirkcolm, walked 140 miles though he was suffering from rheumatism?—Yes. That is a fact. I may explain, with regard to that case, that he not only went back to Edinburgh and got relief there again, but he was returned to the poorhouse at Stranraer and remained a few days there, and then went out and came to Kirkcolm again and made application to the inspector. I was not present at the meeting of the Parish Council, and unfortunately, I think, they caved in to this man and gave him 2s. a week and a room to live in. Now, that is a case which I think ought to be dealt with very severely. We have no recourse at present. The Local Government Board, with whom we communicated, could not do anything to help us.

Test of poorhouse.

67158. You are in a very considerable difficulty, are you not, where a case, in the opinion of the council, is an indoor case, and the applicant refuses to accept the indoor relief?—We don't give relief.

67159. You run the risk?—Yes. If they don't go to the poorhouse, then we don't give relief. That is the test.

67160. Yes, but it has been asserted to us that if anything happened to that person the responsibility might lie on the inspector or on the council?—Yes, there is something in that.

67161. But you have not had any difficulty of that kind?—No.

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Enlargement of Poor Law areas.

67162. Would the enlargement of area be very much objected to locally?—I don't think so.

67163. You think there is the idea among the more common-sense administrators that the parish is too small?—Yes, the feeling is that there is too much money wasted in the salaries of inspectors.

67164. Provided that the locality had some voice or control as regards the relief of the applicants from that locality, you think they would agree to the larger area?—Yes, I think so.

Question of relief to able-bodied.

67165. Coming back to the other parts of your evidence—you are averse to giving able-bodied persons a legal right to relief?—I am.

67166. Would you alter the law as regards the dependants of able-bodied persons, so as to render them eligible for relief if sick?—Yes, if I could be sure that the able-bodied persons would not get any benefit personally from that relief.

67167. At present you manage these cases largely on the certificate of the doctor?—Yes.

67168. He rather gets you out of the difficulty?—Yes, he does.

67169. You point out what, I think, other witnesses have confirmed, viz., that the poorhouse now has been made too comfortable to be a real test?—That is so.

67170. Of course if you had a larger district, you would probably be able to have a special place to send those who you thought were not entitled to very generous treatment, or you might combine for the purpose of having such a place?—Yes.

67171. At present your difficulty is that you have all the indoor people in the same institution?—Yes. There might be a special part of the institution devoted to these cases.

67172. Where you would put a real test of labour on them?—Yes.

67173. At present that is very difficult?—It cannot be done. They come in there and get the same treatment as the others. They look upon it as a comfortable asylum for the time being, and then they go away and roam about.

67174. I suppose you make a contract or agreement with the other parishes who are in the combination as regards the use of the poorhouse?—Yes, we have an agreement among the nineteen parishes.

Cost of paupers.

67175. You say that the charge for maintenance is 3s. 8d. per week?—Yes.

67176. Do they charge management besides?—Yes. The management expenses are charged against those different parishes in the combination on the number of billets allocated to each parish. In our own poorhouse there are 363 billets, and the management charges are allocated according to those billets. As a rule, the annual charge works out about 18s. per billet.

67177. The system works very well?—Yes.

67178. How often does your Parish Council meet?—Once a month, as a rule, unless there is absolutely no business.

67179. Is the clerk and inspector of poor the same person?—Yes.

Enlargement of Poor Law areas.

67180. Of course if you had larger areas you could save a good many of these salaries by combination?—Yes, a great many. My view is that in the upper district of Wigtownshire, where there are nine inspectors, we could do with one inspector and a sub-inspector.

67181. If you have a large district, you must have one inspector to see that there is more or less uniformity?—Yes.

67182. You would be more likely to have that uniformity under the system you propose than under the present system?—Yes.

67183. (*Mr Phelps.*) Do you think that, on the whole, the small size of a parish helps in the administration of Poor Law relief in the sense of bringing local knowledge to bear?—Yes; but if the areas were enlarged the representatives on the county council for those particular parishes could attend to these matters.

67184. Do you think that the members of a board representing a larger area would be more likely to adhere to principles in administering relief than the members of a board representing only a small parish?—Yes, because in the smaller parishes certain parish councillors are, of course, very sympathetic—or rather they are more sympathetic than others.

67185. Would it be your idea to unite several parishes together, or would you begin at the top and work down?—I would have the areas to coincide exactly with the areas of district committees, *i.e.* the divisions for county council purposes.

67186. Would you make your general board a subdivision of the county council?—Yes, a district committee.

67187. Composed of members of the county council?—Yes. As at present composed, it is members of the county council and certain parish councillors sent from their parish councils.

67188. What kind of population will you have in your district?—The population of the rural part of the upper district is about 13,000, and then there is the burgh of Stranraer, which has a population of fully 6,000.

67189. How many members do you think it would be wise to have on a committee to deal with that area?—There are nine parishes, and I think it would be ample if there were two members for each parish.

67190. And then you would have the members of the county council?—Yes.

67191. Would you have nine of the county council and nine parish members?—Yes.

67192. So eighteen would be the number?—Yes.

67193. Would you be averse to the Local Government Board nominating a certain proportion of the members?—Yes, I would.

67194. Does the Local Government Board make any contribution towards your expenses?—None whatsoever, except that we get the medical grant, of course.

67195. What does that amount to in Wigtownshire?—I cannot say.

67196. Is it a considerable sum?—Yes.

67197. Do you not think, logically, that if they contribute, then they ought to have a certain right to representation?—I don't think the people would care for the Local Government Board sending representatives. I think they would object to it in principle. We think that there is just enough bureaucratic government.

67198. I quite see; but don't you think that is the logical view?—Perhaps.

Social and industrial conditions.

67199. Have you ever known instances in connection with a Board of that kind where a person who was interested in the subject has dropped out at an election and everybody would be glad to have him put in again?—Yes, there have been cases.

67200. And he might be put in in the way I suggest. But you think it would be a very difficult thing to carry out?—Yes.

67201. I see you say in the first clause of your statement that some farm servants have large families to support, and these marrying early and having their own offspring to provide for, are unable to help their parents in old age?—That is so.

67202. Surely, if I may say so, one reason why people marry so early in the country is that they may have the expense of their children when they are best able to bear it, and the children may help them when they are older?—Yes, but the children don't have a due sense of responsibility.

67203. I understood that people married early for that reason?—Not always. What I object to is that the children don't have a sense of regard for their parents who have brought them up and been at all the trouble and expense of doing so. They simply shunt them in many cases.

67204. Do many of the daughters of the agricultural labourers that are with you go into service in towns, and so forth?—Yes.

67205. Do you think that any proportion of their wages goes to their parents?—I cannot say anything about that. I have no knowledge what they give to their parents, but from observation, I don't think they will be able to give very much.

67206. I see you think that the process of touting for business by means of the different vans is not conducive to thrift?—That is so.

67207. Do your people belong to any co-operative stores?—No, we have nothing of that kind in Stranraer.

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67208. There is such a thing in Dumfries?—Yes.

67209. You have been a manager of the Combination Poorhouse?—Yes, I am chairman.

Party feeling on Parish Councils.

67210. And you are also on the Parish Council?—Yes.

67211. Did you ever come across Freemasonry in connection with your employees?—No. We have a Freemasons' Lodge, but it is a secret society, and I don't know anything about it.

67212. But have you ever had grounds for thinking that Freemasonry played any part?—It does to some extent. I believe they do give relief to old Freemasons who turn up.

67213. I was thinking rather as regards the selection of officers?—I don't think it plays any part.

67214. Have you ever had an election which turned on Freemasonry?—No.

67215. Have you ever known of a contract being given where you thought that Freemasonry came in as a motive?—We take the lowest offer as a rule, unless there is something objectionable to the quality of the stuff. We have samples submitted, and these samples are compared and chosen without knowing who the contractors are.

Social and industrial conditions at Stranraer.

67216. What are the industries at Stranraer?—There are creameries there and two sawmills, but there is no industry of any great importance.

67217. Does the harbour employ many people?—Not very many now.

67218. But the transport business to Ireland is brisk?—Yes, that is the passenger service. I thought you meant ordinary goods traffic. There is a good deal of traffic that goes that way.

67219. Have you a good many railway people living there?—Yes.

Extent of thrift in Stranraer.

67220. Do they, as a rule, belong to provident clubs?—Yes, as a rule.

67221. And do agricultural labourers belong to such clubs?—No.

67222. Do they belong to the Foresters?—Very few of them.

67223. Have you local clubs, parish clubs, and so forth?—No; but in a few cases we have reading-rooms.

67224. But no insurance against sickness?—No. There was a proposal made in that regard some years ago, when the proprietors joined together and offered to contribute one-half of the premium for the insurance of those people, but it was not accepted. The proprietors offered that if the farmers contributed one-half they would contribute the other half to an insurance fund to provide for them.

67225. What was to be the nature of the insurance?—To provide for their old age, something like old-age pensions.

67226. The proposal was the farmers should pay one-half of the premium, but they declined?—Yes, they did not fall in with it generally.

67227. Are most of the people insured?—The great majority of them are.

67228. In what society?—The Prudential.

Acquisition of settlement.

67229. I see you think that the question of settlement might be simplified. Have you ever thought whether it would be wise to reduce the period of time in which you gave settlement?—No, I don't think so.

67230. Do you know what the system is in England?—I believe it is the same as in Scotland, viz., three years.

67231. Are you aware that in England when you have resided in a place for a year you cannot be removed if you become chargeable, but you do not gain a settlement in the place. You have nothing in answer to that in Scotland?—No.

67232–3. Do you think that would be a good thing to introduce?—I would require to consider that.

67234–5. Are you much troubled with vagrants?—Yes.

67236. You will get a good many from Ireland?—Yes.

67237. Do you have many questions about settlement in regard to them?—We have just to provide relief. We never think of sending them back to Ireland. I have known of cases being sent back and then they immediately returned.

Acquisition of settlement.

67238. Have you several cases which remain permanently with you and which would be properly settled in Ireland?—The difficulty is to find out whether they are properly settled in Ireland. We simply give them relief and make no inquiry about them, if satisfied they have no residential settlement in Scotland.

Relief to vagrants.

67239. Would you be in favour of any alteration in the law with regard to vagrants?—I would be in favour of their being prohibited altogether from begging, if that could be done.

67240. Would you be in favour of an enactment which would punish people who gave to them?—No, I would not go that length.

67241. Do you not think that would be effective?—It would be effective, but it would be pretty hard upon people to be prevented giving something to a poor person.

67242. Have you studied the English system of casual wards?—No.

67243. Would you like anything of the sort established in Scotland?—I do not know.

67244. Begging is an offence in Scotland?—Yes.

67245. But it is almost impossible to get evidence?—Sometimes the police themselves see them at it and take them up.

67246. But it is very difficult to get a person to come forward and charge another with begging?—Yes.

67247. Have you any suggestion to make which would help to deal with vagrants?—No other than the prison. If the police were more vigilant they might largely prevent begging.

67248. Could you punish a man for being a vagrant if he did not beg?—No, you could not. This is a free country.

67249. You said you were in favour of punishing vagrants. How would you do it?—Just as we do at present. The police take them up to the court, and they are charged before a magistrate with begging and sent to prison for two or three days.

67250. For begging?—Yes.

Detention of feeble-minded unmarried mothers.

67251. In the case of feeble-minded mothers chargeable to the parish, you think that they should be subject to detention?—Yes.

67252. How far are you prepared to carry that? Would you detain them till they were past the child-bearing age?—Yes.

67253. You would practically lock them up?—Yes, keep them in the poorhouse.

67254. Do you think that public opinion would support you in that?—Yes.

67255. Have you many cases of that kind in your district?—A good many, unfortunately. We have a bad reputation in that regard.

67256. Would you strengthen the law against the men in these cases?—Yes, but I do not know where you are to draw the line.

Social and industrial conditions.

67257. (*Professor Smart.*) What is the demand for labour in your district?—It is very constant and good.

67258. Can it be met on the farms?—Yes.

67259. Is there as much labour as is required?—Yes.

67260. We have heard a great deal about this, that in some districts in Scotland they cannot get labour at all?—That is not the case with us.

67261. You are never driven to employ lunatics?—No.

67262. That is done in some parts of Scotland?—Then I am sorry for the farmers.

67263. There has been a great increase in the creameries in your district?—Yes.

67264. Do farmers take shares in these creameries?—Not as a rule. They are limited and private companies. There was one co-operative creamery started some years ago, but it was not a success. The management did not seem to be satisfactory, and the concern was bought up by a private company.

67265. There is no complaint against the private creameries?—No. Of course they compete against each other, so that the farmer is pretty well secured as regards his price.

67266. Have they made a change in agriculture?—Yes.

67267. They have promoted dairy farming?—Yes. They

have helped the smaller farmers more than the others, because they can get rid of their milk very readily.

67268. It is sent as far away as Glasgow?—Yes; Dundee, Edinburgh, and many places in England.

67269. (*Mr Gardiner.*) In your Parish Council do you have any relief according to a scale?—Yes, according to circumstances.

67270. What is the scale for widows with children?—It very seldom exceeds 5s. a week.

67271. How many children would there be?—Two or three. If it is a large family we might give 6s.

67272. You do not allow so much per child?—No.

67273. Take the case of a widow with six children; would you give her enough to maintain herself and her family without going out to work?—Very often when there are large families there will be one of the family fourteen or fifteen years of age, and he or she is able to help a little by working, running messages, or learning some trade.

67274. By running messages you mean carrying milk?—Running messages for shopkeepers.

67275. Before the child is past school age?—No, I mean after fourteen years of age.

67276. Is there much demand for children of school age?—There is a little demand for children between thirteen and fourteen. In some cases the School Board grants exemption certificates where the cases are really necessitous. A few years ago the limit was thirteen and the Department increased it to fourteen, which I think was a very great mistake, because we have now the greatest difficulty in keeping these children between thirteen and fourteen at school.

67277. The Parish Council does not give increased relief to a woman whose children remain at school till fourteen?—No.

67278. Because public opinion in your district is against having raised the age?—I do not say that is so, but I know that the opinion of the School Board is against it. The feeling is that it would have been better to have had continuation classes at night for those children, say up to fifteen.

67279. If a child has been working all day, it is not in a condition to learn for an hour and a half or two hours at night?—I do not see why not. I have gone to a night-school myself, and I do not see why they should not.

67280. (*Professor Smart*) You get exemption in cases of poverty?—Yes, in a necessitous case.

67281. Without regard to educational standard?—We consider whether the child is really sufficiently educated up to the sixth standard. In these country schools they are practically marking time between thirteen and fourteen—the children have got as much as can be given to them in that particular school.

67282. (*Mr Gardiner.*) Is that because of the proportion of teachers to children?—It is not so much that. The special classes that have been tried to be introduced by the Department have not been a success, because the children won't take them up.

67283. What are the duties and powers of district committees under the county council now?—The administration of the Public Health and Roads and Bridges Acts.

67284. One advantage of your scheme would be that you would get the Public Health Act and Acts for the Relief of the Poor administered by the same body?—Yes.

67285. Would that be an advantage?—I do not see that it would be a disadvantage.

67286. Would it not be an advantage?—Yes, I think it would be.

67287. You would find it more easy to enforce a proper standard of health?—Yes.

67288. Are you familiar with the provisions of the Burgh Police Act of 1892?—I have read the Act.

67289. It has been suggested that there ought to be execution by arrestment for the recovery of rates?—Yes.

67290. Do you think that is desirable?—At present we cannot arrest for ordinary debt if the man has not more than 20s. a week of wages.

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Question of non-payment of rates.

67291. Would you like to have power to arrest for non-payment of rates?—I would not go that length.

67292. Would you like to have the power of making owners' rates a permanent charge on property?—No, I would not.

67293. In the event of arrears, I mean. You think they ought to be wiped off in the ordinary way?—Arrears are paid between owners and occupiers at present.

67294. You could arrest for occupiers' rates, could you not?—Yes, but the power is seldom exercised.

67295. Are the arrears heavy in your district?—No, not at all. I do not think that they will amount to more than £20 in the year.

High percentage of illegitimacy in Wigtownshire.

67296. It has been stated to us that the percentage of illegitimacy in your county is very high?—That is so.

67297. What reason can be given in explanation?—There are various reasons; one which I have already referred to is these weak-minded women.

67298. They are common everywhere?—Yes, but that is only one reason. Another, is the dairy system of farming, where there are so many women kept working and milking cows, and young men about looking after the cows and so on; they are brought so much into contact and they get rather loose ideas about things.

67299. (*Professor Smart.*) Is that not rather the tradition of Wigtownshire?—It has an unenviable position in regard to that. We share it along with Banffshire.

67300. (*Chairman.*) The particular phase of occupation in which the men and women are engaged rather tends to destroy their sense of decency?—Yes.

67301. Do women work in the fields?—Yes.

67302. And they remain on with the men?—Yes, the man provides so many workers.

67303. And the women need not necessarily be a relation of the man?—No; but as a rule they are his family.

67304. (*Mr Gardiner.*) Where do these women live?—In their father's house. Some may live in the farmer's house, but as a rule those milkers are the farm servants' wife and daughters. They get an allowance of 3s. 6d. a week for milking ten cows night and morning.

67305. Does the Parish Council ever take action with regard to the alleged fathers of these children?—Yes, we do.

67306. Are you successful in getting convictions?—As a rule they clear out of the county whenever they hear of the summons.

67307. The alleged father does?—Yes.

67308. And you are not able to arrest him?—We could do so if we could find him, but sometimes it is not worth the powder and shot, and we are glad to get rid of him.

67309. (*Chairman.*) Are the women reluctant to give evidence?—Not at all.

67310. The child is not looked upon as illegitimate if the mother marries subsequent to its birth?—That is so.

67311. Are there many of these cases?—Not very many.

67312. They would not be included as illegitimate?—No. There are a good many who marry just before the child is born.

67313. Are there many of these illegitimate children who come on the parish?—A good many.

67314. Have you had sufficient experience to know how those children turn out? They are boarded out as a rule?—In some cases they are, but some of them are sent to the poorhouse. They get a very good education, and we try to find situations for them.

Relief to unmarried mothers.

67315. Take the case of a woman with an illegitimate child, and she applies for relief?—We would have to give it to her if she could not work.

67316. You would give her outdoor relief?—Yes, if we thought she was really a deserving woman, and that she would not drink the money that we would give her for outdoor relief. In other cases we would send her to the poorhouse.

67317. And the child would go too?—Yes.

67318. Is it not better for the child to be out of the poorhouse?—Undoubtedly; there is a stigma attaches to the child, but they are very well cared for and fed. In some cases, they are better in the poorhouse than outside.

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Children in poorhouse.

67319. Is an illegitimate child looked down upon by the people?—Yes, to some extent.

67320. If a young man wants to marry a girl who is illegitimate, there would be an idea rather that he was taking someone of a somewhat lower class?—That is so.

67321. (*Mr Gardiner.*) How many children do you have in your poorhouse?—I do not think we have more than twelve at present.

67322. Are they kept apart from the adult paupers?—Yes, but there are some adult persons in charge; very often the mother is in charge.

67323. Do they go out to school?—Yes.

Children in poorhouse.

67324. Are there cottage hospitals dotted about your county?—We have one.

67325. Is it situated so as to serve the greater part of the county?—Yes, it serves the whole upper district. It is a purely voluntary hospital.

Co-operation between Poor Law and voluntary hospital.

67326. Is there co-operation between your Poor Law sick-houses and the hospital?—Yes, we sometimes send cases to the hospital. The committee occasionally object, but, as a rule, they allow them to be sent there.

67327. Do you pay for the services?—We do not pay for them, but some Parish Councils pay a subscription to the hospital.

Mr and Mrs James Thomason.

Mr and Mrs James Thomason, called and examined.

67328. (*Chairman to Mr Thomason.*) You are a Parish Councillor, etc., at Walls and Sandness (Zetland)?—Yes.

67329. You have put in a paper of a very interesting character, which we will take as your evidence-in-chief?—Very well.

(*The witness handed in the following statement.*)

Qualifications of witness.

1. *Personal Qualifications.*—Twenty-five years' residence in the parish. Eight of these as a crofter-fisherman, and seventeen as factor to Mr H. F. Anderton of Vaila, the largest proprietor in the united parishes of Walls and Sandness, who owns about seven-eighths of the combined areas. For the last four years I have also held the position of factor for Mrs Allan of Burrastow and her family, the second largest landowner in the parish. For most of these years I have been a member of School Board and a Parish Councillor, and have naturally come into close contact with all classes in the community.

References.—In support of facts relating to Foula, I would refer your Commission to Mrs Traill, 23 Duke Street, Edinburgh, a lady of means and position, who resides a good deal on the island for health reasons, and who takes a sympathetic interest in the inhabitants, especially the very poor.

Parish Council Business.—I would refer your Commission to the Report of Mr Millar, General Superintendent of Poor under the Local Government Board, who visited Walls and Foula in June 1906, and also to Mr J. C. Grierson of Quendale, of the firm of Messrs Sievwright & Macgregor, Solicitors, Lerwick, who is legal agent for the Vaila and Burrastow estates, and has an intimate knowledge of the peculiar difficulties of the parish, and indeed of the whole country. He is a native of Shetland.

As a personal reference.—I am known to Mr A. A. Aitken, of the firm of Messrs A. P. Purves & Aitken, W.S., 12 Queen Street, Edinburgh.

Social and industrial conditions of Zetland.

2. *Social and Industrial Conditions.*—Mr Anderton, the principal proprietor, is non-resident except for one and sometimes two visits annually. He takes, however, a warm interest in his tenantry and in the parishioners generally. Since the estate came into his hands he has spent more than the revenues from it in the parish, in building and other improvements, and has made in this way a very substantial addition to the means of the community, as he gives no work to an outsider that can be done by a resident.

Mrs Allan of Burrastow and Mr Holborn of Foula are also non-resident; and besides these there are about half-a-dozen small proprietors who reside on their little properties or in the adjoining parishes.

We have four ministers, churches, and manses, and about a dozen or more small tradesmen who do a mixed business of buying and selling on a system of combined cash and credit. Butter, eggs, fish, and knitting are bought or exchanged for clothing, groceries, and such necessaries as are not supplied to the crofting family by their croft or boat.

The chief industry of late years has been the herring fishing, and the bulk of the population is of the crofter fishing class. These have fair rents and fixity of tenure under the Crofters Commission, and for six or eight years the Agricultural Rates Act has relieved them of five-eighths of their rates. When the fishing is good they can live, but there is rarely a surplus to carry over to the season when the fishing fails. The cottars and room-tenants are much worse off and have no relief from any Grant. They pay the full rate, and are, as a rule, very poor except where friends in the merchant service or in the colonies help them. The surplus male population mostly enter the merchant service or go abroad. Many of the women work on the herring stations, and a good deal is done by knitting.

Constitution of Parish Councils.

3. *The Parish Council* consists of nine members, with a collector of rates, a clerk, an inspector, and two subs. This unwieldy staff is mainly drawn from the relations and protegés of members of Council, while supplies for paupers are, as far as possible, got from members of Council or staff, or the relatives of either in trade.

Administration of relief.

4. *Relief.*—We have no system of indoor relief except the Combination Poorhouse at Lerwick. Paupers have the option of refusal to go there, and can oblige the Council to give them supplies in their own parish. This course is usually followed. Many of them live in family with relations who are also very poor, and the pauper's allowance is a welcome addition to the income of the family.

Class of applicants for relief.

5. *The persons applying for relief* are mostly decayed and worn-out crofters and cottars, who have no one sufficiently near of kin, or interested, or well-to-do to undertake their support.

Causes of pauperism.

6. *The causes of pauperism* are lack of continuous, remunerative employment, and possibly also the lack of habits of thrift and strict economy.

Personnel of Councils.

7. *The Class of Persons seeking Election to the Parish Council.*—Everyone with an axe to grind; with the exception of a very small percentage of those who wish to guard their own or their employer's interests, or those who wish to see justice to the pauper and fair-play to the ratepayer.

Suitability of existing area.

8. *Existing areas* are cumbrous and unworkable on account of the two islands of Foula and Papa Stour having been parochially attached to the united parishes of Walls and Sandness. Papa is distant three miles and Foula fourteen miles, across very stormy water.

Suggested Reforms.

Need of special grant for outlying islands.

9. Outlying islands such as Foula and Papa Stour should cease to be attached parochially to the nearest parish on the mainland, and should have special legislation and special grants on account of their special physical peculiarities and poverty.

In Foula particularly the people are extremely poor, the proportion of paupers is very high, and quite half of the ratepayers are just on the verge of pauperism. Rents are very low, and rates contributed by the island are not more than one-fourth of the sum expended on relief of paupers, in doctor's medicine bill, the salary of a sub-inspector, special boat-hire to take the doctor and chief inspector over to the island twice in the year, etc. etc.

Educationally, too, this island is a burden to the parish well-nigh intolerable. A certificated teacher must be kept there, school buildings required by the Act must be provided and kept up for a school roll of fifteen children between the ages of five and fourteen, and an average attendance of about 60 per cent. of that number.

Need of free medical aid for poor.

10. A special Grant should be made to parish medical officers in Shetland, who should be required to attend all cases of sickness and accident free, whether of paupers or poor ratepayers. The Grant should be sufficiently large to cover the cost of medicine as well. At present trifling illnesses, which would probably yield at once to skilled treatment, are tinkered with by quackery and old wives' nostrums, until the case becomes serious and fatal, and the victim pays the forfeit of the crime of poverty. The struggle for daily bread leaves little or no margin for professional attendance in sickness.

Moreover, even when cases of illness do not end fatally, there is the danger of permanent injury to health under the present system,—*e.g.* for years a malignant skin trouble has appeared and re-appeared at intervals. Schools are

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eed of free edical aid r poor.

closed because of it, and after a while re-opened, but it is not cured, because the doctor has not the power to make treatment compulsory, nor the guarantee of payment, and the people are poor, and not sufficiently alive to the consequences of trifling.

eed of ygienic ducation poor.

11. It would be of immense advantage could the means be provided for the better education of the people in matters of housing, sanitation, diet, food values, and the general laws of health. With a special Grant in support of parish doctors, courses of lectures on these important subjects might also be possible.

ggested ant for ection of uper lunatic ylum.

12. A grant should be given to erect a pauper lunatic asylum in the islands. Pauper lunatics are a heavy charge on the taxpayer, owing to the large number that have to be supported. A few of the harmless are kept in the various parishes, in the care of private individuals, but the greater number are sent to Montrose Asylum. Were a local asylum provided, pauper lunatics could be kept as comfortably as and at less expense to the ratepayers than at present. If the asylum were built near waste land, of which there are large tracts in the country, profitable occupation could be given to the patients, most of whom understand farming and reclaiming waste land, and the institution would go far to support itself. At present each patient sent to Montrose costs for removal alone £5, which sum would be saved. At the same time an end would be put to the system of boarding out of lunatics with families as at present, in connection with which there are sometimes abuses very difficult to deal with.

Need of xtension and onstruction f tracks and oads.

13. That some assistance should be given towards the construction and extension of roads, especially in the direction of the outlying townships and the peat hills, to enable children to get to school with safety, and to allow fuel to be brought to the crofting and cottar home with less toil. Peat is the only fuel used in these homes. The supplies near the existing roads are exhausted, forcing ratepayers and paupers alike to go farther and farther into the hill. Without roads there is no way of conveying the peat except on the backs of individuals. In many cases the distances are so great that only one journey in a winter's day can be made, and possibly only one in a family is at liberty to go. If roads, or even made tracks, sufficiently wide for a small cart and a Shetland pony, could be provided, it would be a great boon.

Need of aid or class above aupers.

14. The independent and deserving poor, chiefly of the cottar and room-tenant class, many of whom occupy a position just outside the zone of pauperism, should not be taxed as at present to the extent of 25 per cent. of their rental for the support of paupers, but some assistance should be given to this class similar to that given to the crofters.

Need of upervision of Parish Councils.

15. A system of strict supervision from without should be established over our Parish Council and its officials, to ensure that the real reason of its existence may be efficiently served. Doctors should be instructed to pay surprise visits at irregular intervals in cases where paupers or pauper lunatics are boarded with private families. Feeding, clothing, and the amount of work done should not be left to the discretion of the guardian, but should be matter of strict investigation. The law at present dealing with this should be strengthened, and strictly enforced by officials outside of the local staff.

16. To ensure that our Parish Councils may be truly representative of the people, members of the community who are exempted by law from payment of poor-rate should also be excluded from administering the same.

Old age pensions.

17. A system of old age pensions should be introduced as soon as possible, which would relieve the overburdened taxpayer in a congested parish like Walls, and would give to the struggling poor a guarantee against dying of absolute want.

Suggestion for Pauper Lunacy to be Imperial charge.

With reference to the above, I should add that I would like to bring the whole question of Pauper Lunacy before your Commission, with a view of impressing on the Government that this heavy burden be made altogether an imperial charge, seeing that lunacy is an act of God, and can neither be increased nor restrained by the ablest Parish Council.

The Grant made by Government ten years ago towards the support of pauper lunatics has stood at the same sum per head then voted, but in the meantime the number of patients has increased and is increasing annually, until the burden on the taxpayer becomes unbearable.

The increase of lunacy I believe to be owing to reasons of climate, diet, isolation, and the hopeless struggle with poverty; and unless some means of lightening this struggle can be devised, the outlook for all and sundry is very gloomy.

I may also add that the authorities of Montrose Asylum have considerably increased their charges for pauper lunatics of late.

Housing of aged poor

18. That an almshouse or group of cottages be erected in each parish in Shetland, where the aged poor could be housed in decency and comfort. The cost would not be much more than under the present system, and the comfort to the paupers would be incomparably more.

Need of trained nurse in each parish.

19. That a trained nurse be stationed in each parish in the county to minister to cases which the doctor could not reach and to give advice and assistance.

Sale of excisable liquors to be vested in Parish Councils.

20. By way of some local assistance towards the cost of the reforms I have suggested, I would propose that licenses for the sale of excisable liquors should be granted to Parish Councils only, that these bodies be held responsible for the proper conduct and control of the traffic, and that the profits accruing should be devoted to reduction of rates and necessary reforms.

21. Although my experience is mostly gained in Walls, my remarks, I am sure, apply to the whole islands, and the reforms I have suggested would be beneficial to every parish in the county.

22. Attached I send an abstract from the Poor Roll in Walls, from which it will be seen that, unless specially afflicted in mind and body, the average age of paupers admitted to the roll is very high, and that the allowance is small.

This abstract also shows that the full rate, parish and county, is considerably more than 25 per cent. of the rental, and should be read in connection with item 14 of this report. (*See App. No. CLXXXII.*)

Procedure of applicant for relief.

67330. (*Chairman.*) Would you tell me what your procedure is in connection with any person who applies to be relieved out of the poor rate. I assume they begin by making an application to the inspector of poor?—Yes; they apply to the inspector of poor for an application paper, which they fill up and return to the inspector.

67331. Are they medically examined?—One of the conditions is that they are medically examined. There must be a doctor's certificate.

67332. If the inspector thinks right he gives relief?—Yes.

67333. How often does the Parish Council meet?—Once a month.

67334. I assume that as a rule the Parish Council confirms what the inspector has done?—Yes.

Social and industrial conditions in Shetland.

67335. The social and industrial conditions of this parish of Walls and Sandness seem to be very bad?—Yes.

67336. They are the worst of any of the parishes in Shetland, if you take the poor rate as a test?—Yes.

67337. Why is that?—The rental is very low, and the number of paupers and lunatics is very high.

67338. I observe that one of the largest of the landowners, who owns nearly seven-eighths of the combined areas according to your experience, gives more than he takes from his property?—Yes, that is so. He expends more on his property than he takes out of it, and he gives the work to residents.

67339. So it has nothing to do with rents?—No.

67340. Is the place over-populated?—There is no chance of earning money except from the fishing, and when that fails the people cannot earn anything.

67341. Are they mostly crofters?—Crofter fishermen.

67342. What size are their crofts?—The average crofts will be about 6 acres arable and 10 or 12 acres grazing.

67343. We had a witness yesterday from Yell. Yell seems to be much better off than you are?—Yes, I believe they are.

67344. Is it the same race of people?—Yes.

67345. Do your people work less hard?—No, they work hard enough, but there is nothing to be made.

67346. Can the women not make a livelihood by knitting?—That is what they make a livelihood off.

67347. Your Parish Council consists of nine persons, and they have a staff of five?—Yes.

67348. You think that is too much?—Yes.

67349. There is a tendency on the part of the Council to appoint their relations and friends?—Yes.

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Salaries of parish officers.

67350. What sort of pay does the inspector get?—£25.

67351. There is a doctor besides?—Yes.

67352. What does he get?—£50 of salary, and then he has his private practice besides, and about £30 in addition for paupers' medicine bill and for visiting pauper lunatics.

67353. You have got attached to you two islands that are very difficult to get at?—Yes; that is the greatest difficulty we have.

67354. They are worse off than the mainland?—Yes, especially Foula.

Social and industrial conditions of Foula.

67355. In Foula, according to your statement, the island gets expended upon it four times as much as it contributes?—Yes.

67356. And still it is in a bad condition?—Yes, and getting worse.

67357. Is it not clear that it is over-populated?—Yes, I think it is, and also the trawlers have destroyed their ling and cod fishing. Their fishing used to be worth £250 to £300 per annum, and for several years it has been a total failure, owing to trawling on the fishing ground.

67358. Is there great reluctance on the part of the Shetlanders to emigrate?—There is a great reluctance on the part of the Foula people.

67359. Do they intermarry much?—Yes.

67360. Are they healthy people, or is there much imbecility?—There is a good deal of imbecility.

67361. Which may be attributed to the intermarriages?—So they say.

67362. The sanitary conditions are bad in Foula?—Yes, in some cases.

67363. Are they bad on the mainland in your parish?—No, not so bad.

67364. Is the inspector of health the doctor?—No, we have a local inspector. The sanitary inspector at Lerwick appoints different inspectors for the different parishes.

67365. Are Orkney and Shetland one county?—Yes.

67366. How does that work? Is there difficulty?—We are not conscious of the difficulty in parishes, but there may be difficulty in county management.

67367. Where do they meet?—They do not meet; each half works itself.

67368. So in that way the system works pretty well?—Yes, fairly well.

Education on Foula island.

67369. On this island of Foula there are only fifteen children, of whom apparently only ten of an average are in attendance at school; but there has to be a school and a master kept up, and all the expenses connected with our system of education?—Yes.

67370. Do you think that is necessary?—It is considered to be necessary. There has been a movement made to make it a side school, but if it is made a side school then the children would have to be brought from Foula for examination before the inspector every summer, and that would be a difficulty. So we are obliged to keep a certificated teacher there.

67371. Would you not say that a less elaborate system of education would meet the wants, and be more suitable to the intelligence of those people?—Yes.

67372. They are not taught practical things, such as dairying?—No, they are just taught the articles in the code that they have to be examined upon.

67373. It is too literary and not practical enough?—That is the fault of the education all over the country.

67374. Is that generally felt?—I am sure it is felt where it is considered at all. In the case of the crofters they are often very pleased to have an excuse to remove the children to work on the croft.

67375. Your idea would be to make it a more practical education, and something that would be of use to them in the work which they would have to do afterwards?—Yes. They are not even taught navigation, though most of the boys go to sea.

67376. Can they swim?—They are not taught that, but some of them can swim.

67377. In your paper you point out it would be a very great advantage if they were taught some elementary questions in regard to diet and food, cooking, and so on?—Yes, I believe that they spoil their health through want of knowing these simple rules.

67378. Coming back to the administration of relief, would you say that relief was impartially administered, or is there a partiality on the part of certain members of the Parish Council to favour those with whom they are connected?—Yes, there is that. That is very well understood, but I do not know if it could be easily proved or not.

Administration of relief.

67379. You have a heavy charge in connection with lunatics?—Yes, very heavy.

Provision for lunatics.

67380. And your idea is that there should be some building put up where these lunatics might be maintained and looked after?—Yes, I am sure that would be cheaper.

67381. If that was done, there would need to be somebody to superintend and inspect them?—Yes, the local doctors. Each parish must keep a doctor.

67382. Have you difficulty about the doctors?—We have sometimes had a difficulty in getting good ones.

Nursing of poor in Shetland.

67383. Have you any nurses?—No, except in Lerwick, where there are two.

67384. Would the girls there be inclined to become nurses?—I do not know whether they would be inclined to go in for it, but they could if they cared, because most of them are bright and capable.

67385. We were told that if the girls were sent away and became nurses they did not like coming back, as the conditions under which they lived became so repugnant to them?—No doubt there might be that difficulty.

67386. On the other hand, there is a difficulty in getting outsiders to come?—Yes.

67387. But you think that the girls might be taught?—Yes.

67388. Would you say that the men are capable too?—Yes, they give a good account of themselves when they go away. They mostly devote themselves to the fishing, and to sailing in the merchant service.

67389. You are badly off for roads?—Yes, we are very badly off for small roads in the different parishes.

67390. The result of these heavy rates is that they press very hardly on those who are just above pauperism?—Yes, very.

Inefficiency of present parochial administration.

67391. The upshot of your evidence is that you think that the present system of parochial administration is not very efficient?—It is not efficient with us.

67392. Supposing it were proposed that the Local Government Board should take over the administration and nominate someone, how would that proposal be entertained by the people?—It would be well entertained by every disinterested ratepayer.

Social and industrial conditions in Walls.

67393. Would you say that your Parish Council is worse than other Parish Councils, or are they all much the same?—I have no knowledge of the working of other Parish Councils, but I rather think that the Walls Parish Council is worse.

67394. It is a sad condition of things, because, according to your account, both the men and women are capable, and would get on if they had a chance?—Yes.

67395. Are there not too many?—The crofts are too small. The land is divided up into very small holdings. They do not expect to be kept on their crofts, and the family can only be provided for when the man is away working. They can get milk and eggs and small things from the croft, but they must earn the rent and outside expenses in some other way.

67396. Is there any whale fishing?—Not in connection with the Shetlands. The Norwegians have taken it up, and they work it from Shetland. There are four whaling stations, but they are mostly worked by Norwegians.

67397. Do your people breed ducks and geese?—Yes.

67398. On the sea?—On the land.

67399. Do they swim on the sea?—Mostly in the lochs.

67400. Don't they transmit a great many of these eggs to Scotland?—Yes, quite a number of duck and hen eggs.

67401. How long have you lived on the island?—All my life.

67402. Are things better or worse than they used to be?—People have got more extravagant ideas. They earn more, but they spend more. Then the fish are getting scarcer.

67403. Is the health of the people good?—There is a good deal of nervous trouble and dyspepsia, and then there is a skin disease that affects the young people.

67404. Skin disease is a sign of bad health or of bad sanitary arrangements?—Yes, and it is infectious. It

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lurks in insanitary places, and then it goes round all the children in the schools.

67405. Has there been any special treatment for these children?—Yes, some families have had their children treated specially, but not the schools as a whole.

67406. Do the people drink much tea?—Yes.

67407. More than is good for their health?—Yes, a great deal more than is good for them.

67408. Do they boil it?—Yes.

67409. Is their infantile mortality great?—Not particularly.

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67410. Can women who are about to be confined get proper medical attendance?—Yes, there is a doctor in each parish. A good many of them call in the doctor, but a good many more do not have the doctor—they just have their neighbour.

67411. Let us see what your recommendations are: in the first place, you would exempt from Parish Councils all those who paid no poor rates?—That is so.

67412. Are there any on the council who pay no poor rates now?—They all pay poor rates with the exception of the parish minister. That class is exempted. I do not think there is any other class exempted.

67413. As regards pauper lunacy, I think we have dealt with that. You ask for a system of old age pensions. Of course, you cannot introduce that in one part of the kingdom without its being introduced all over?—We are conscious of that.

ousing of upers.

67414. You would like some almshouses or cottages to be erected. Would you put people in them to whom you would otherwise give outdoor relief?—Yes, it would relieve the parish of the question of housing people who are at present getting relief, and they would get much better house accommodation.

67415. Where do they go now?—They get the offer of the poorhouse, but they can refuse it and compel the council to support them in their own houses.

67416. If these almshouses were established you would force people into them?—They would not require to be forced if the houses were comfortable.

67417. You want to have a trained nurse in each parish?—Yes.

67418. Assuming that the funds were forthcoming, do you think that you would be able to get trained nurses? Could you induce girls to go and qualify themselves?—I am sure we could.

67419. Going over the list of those who are receiving relief, I see that the great majority are persons over sixty-five years of age?—Yes.

67420. That no doubt suggested to you the idea of old age pensions?—Yes.

67421. The statements you have made to us really seem to point towards the necessity of a central authority taking over the parochial administration of the poor if more money be given from a central fund?—Yes, and that would be a great advantage.

67422. With that would have to be associated the administration of health?—Yes.

ousing and nitary nditions poor.

67423. Are the housing conditions very bad with you?—These are much better than formerly, but crofters under the Act are responsible for repair and upkeep of their houses, and many of them are too poor to do much.

67424. Are the cattle and sheep in the same houses as the people?—Not in Walls, but there are a few cases in Foula.

67425. Is the water supply good?—Yes, very good.

67426. It really seems to be mainly a question of overcrowding—there is not enough space?—That is so, and there is no remunerative employment.

67427. Do you have any moors?—Yes.

67428. Grouse moors?—There has been an attempt to introduce grouse, but it has not been successful.

67429. What are the moors used for?—Rough grazing.

67430. Are there any Shetland sheep on these moors?—Yes, and ponies.

67431. What cattle do you have?—Small cattle generally.

67432. There is no export trade in cattle?—Not very much. There is no great demand for small cattle.

67433. But there is an export trade in ponies?—Yes.

67434. Do they export much wool or do they knit it all?—They export what they have, but it is not a great deal that the crofter has to export.

Housing and sanitary conditions of poor.

67435. Is the district round Lerwick better?—There are very few crofters near Lerwick. There are sheep farms near Lerwick.

67436. Apparently you are by far the worst parish in the island?—Yes, I think we are. I do not think there is any parish that is worse.

67437. If the whole island were made into one as regards Poor Law, would that help you?—I think it would work much better than at present.

67438. But the other parishes would object because it would raise their rates?—Yes.

67439. I understand you to urge upon the Commission the necessity of some changes in the present system?—Yes.

67440. You feel that very strongly?—Yes.

67441. Do you represent the feeling of the more intelligent people in the parish?—I think we represent the ratepayers.

67442. And what proportion of the people would they constitute?—The bulk of the people. There are few that don't pay rates. Some people are making a living out of the administration of the Poor Law, and these don't count.

67443. Who are they?—All those who derive profits under the present system.

67444. What amount is spent in the year on the poor in your parish?—About £600.

Rates.

67445. How much is your rate in the £?—8s. 5d., and then we have the county rate.

67446. What will be the total rate in the £?—About 12s., and it is increasing.

67447. (*Mr Phelps.*) What is your population?—I am not sure, but I think it is about 2,000.

67448. I see you have four churches?—Yes.

Churches and extent of charitable aid therefrom.

67449. Of what denominations are these?—Established Church, Congregational, Free Church, and Wesleyans.

67450. Do they distribute much money in charity?—No.

67451. Do they receive any assistance from the south?—Yes, they are all subsidised from the south. Except in the case of the Established Church, the people have all to contribute so much towards the upkeep of the church they belong to.

67452. Do the Wesleyans, say, in Edinburgh and Glasgow send assistance to the Wesleyans with you for their poor?—No, not that I have heard of.

67453. Have you ever had subscriptions made for the benefit of your poor people?—I believe subscriptions have been taken in the south for Foula, but not for Walls.

67454. Was that lately?—It has been done on several occasions, but not lately. They send books and one or two things like that.

67455. But they have not sent any large amount of money?—No.

67456. Is there any difficulty in finding ministers?—No, there does not seem to be any. There is always someone ready to come.

67457. Are the ministers generally people from Shetland?—They are from the south, with very few exceptions.

67458. Do they stay long?—The Wesleyan ministers are removed every three years. I don't think the others stay much longer on an average; they have been changing very often.

67459. Would you say that they are a church-going population?—The parish church would hold all that go to church, and even then it would not be crowded.

67460. Have you any Catholics?—Not in that part of the county.

67461. Do the people in Foula use money much?—Yes, when they can get it.

67462. Take the case of your doctor; would he be paid in kind by a good many of the people?—No.

67463. He would be paid in money?—Yes.

67464. You don't come across any payments in kind?—No, I don't think so. The merchants very often take things in exchange.

67465. I was rather thinking of payment for services,

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Trade and commerce of islanders.

such as in the case of the doctor. Are there any roads in Foula?—Yes. There was an appeal made to the public about ten or fifteen years ago. During a severe and continued storm, they sent out little boats like what they do from St Kilda to say that they were starving, and it made rather a sensation. The charitable people in the south got together a good deal of money. The Sheriff-Substitute had charge of this money, and he proposed that they should make roads with it. There was a good deal of bad feeling at the time, because the people did not want to work for charity money.

67466. Is the road kept up?—Yes, by the county.

67467. They have no difficulty about that?—No.

67468. Are there any ponies in Foula?—No, they have all been removed.

67469. Why is that?—The proprietor had the right to keep them, but he has given it up.

67470. Do they breed ponies much in your parish?—Yes.

67471. Is there a good market for them?—Yes, for pedigreed ones, but the crofters do not have any of these, however, and they get very little for what they have.

67472. Do you have a stud book?—Yes.

67473. What will a good pony fetch?—That varies very much. There were some sold last year by Mr Anderton to an American dealer at £20 each. The crofters will only get between £5 and £6 for their ponies.

67474. Of what age would those be?—From six to eight years old.

67475. They are very hardy?—Yes.

67476. I understand they live to thirty years old?—Yes.

67477. Have you any labourers in your parish who work for hire?—Yes, but not very many.

67478. Who employ them?—The crofters will employ them, and the county will also employ them for the roads.

67479. What wages will they make?—About 2s. 6d. a day.

67480. That is about 15s. a week?—Yes.

67481. Are things dear with you?—Some things are, but eggs and things that are produced in the country are not dear.

67482. Is mutton dear?—It is about 6d. a lb.

67483. And beef?—It is about 6d. to 8d.

67484. Do the people eat wheaten bread much?—Yes, a great deal. They give their own corn and meal to the cattle, and buy better stuff for themselves.

67485. Have you many acres laid down under corn in the parish?—Yes.

67486. Does it ripen well?—Yes. But when it ripens well it is apt to be destroyed by any storm that may come.

67487. They consume this corn themselves?—They give most of it to the cattle.

67488. Do they fatten cattle at all?—Yes, and the dealers that have parks fatten the cattle and sell them. The crofters don't often fatten their cattle—they usually sell them to the grazers in the month of May, and then they are exported or sold for local demand at the end of the year.

67489. Have you large cattle fairs?—Yes.

67490. When are these held?—In May and October, and then there is a small one in August.

Education in Walls.

67491. You have, of course, a parish school in Walls?—We have three in the parish.

67492. Board schools?—Yes.

67493. So that nobody has very far to walk to a school?—They must have not more than three miles to walk.

67494. Have you a good set of schoolmasters?—Yes.

67495. Do you find much difficulty in getting them?—There has been some difficulty this year. The Board has not been satisfactory for the teachers to work under. Some teachers left. Relations of members of School Board have been put in at largely increased salaries, and the school rate has been doubled.

67496. When you get a promising boy in a parish school, what can he go to? Have you any secondary school at Lerwick?—Yes, but not in our parish.

Education in Walls.

67497. Have you any bursaries in your parish that would help a promising boy?—No.

67498. Would those be useful?—Yes, very.

67499. Have you anything in Lerwick to help boys to the university?—Yes, there are some things of that kind connected with the Anderson Institute.

67500. Have any boys ever gone from your parish to the university?—I know of one from the neighbouring parish. I don't think any have gone from our parish.

67501. What did that boy do?—He became a Congregational minister, and now he has gone into the Church of England.

67502. Do you think the children keep up their reading after they leave school?—No, very few do.

67503. Have you a parish library?—Yes.

67504. Is it a good one?—Fairly good. It was given by a native.

67505. Is it kept up well? Do they add to it?—Not at all.

67506. Do the people use it much?—At the beginning they did, but they are not reading so much now.

67507. Do you ever have lecturers going round?—No, I wish we had.

67508. Does the county council do anything of that kind?—No.

67509. It does not send anyone to lecture about poultry-keeping, for instance?—No.

67510. Would that be useful?—Yes, or rather on some other subject.

67511. You would be glad to have something of that kind?—Yes.

67512. Do you think that people would go to such lectures?—Yes.

Commercial transactions of islanders.

67513. In your part of the world, what do the crofters do in the evening?—The women knit and the men mend nets.

67514. Do the women knit stockings?—Shawls, stockings, and underclothing.

67515. Is there a good sale for them?—Yes.

67516. How much will a woman make in the week by knitting?—If she did nothing else, and had someone else to do the carding and spinning, she would make a good deal.

67517. 10s. or 12s.?—Yes. But the price of the wool at 1s. 2d. or 1s. 3d. per pound would have to come off that. If she bought the wool and carded, spun, and knitted it, she would not have more for herself than 5s. or 6s.

67518. Do people come and buy these shawls up?—They are sold to the dealers, and they take anything they can get for them in the way of provisions and clothing.

67519. I suppose the people are very often in debt?—No; because dealers will take knitted goods very often when they have no market for them. This gives the poor women a chance to get the necessaries of life without going into debt.

67520. I see in your statement you speak about the cottars. Who are the cottars at the present day?—A tenant that has no land.

Housing conditions and rents of islanders.

67521. He does not have any land given to him in return for his labour?—No, he has no land, and he has to pay the full rent and rates without any assistance such as is given to crofters by the Agricultural Rates Act.

67522. How much would the rent of a cottage be?—He would get one for £3, but that is only one compartment or two small ones. If he has more than one compartment, he will have to pay more. It comes to about £2, 10s. or £3 a room, and then there are the rates in addition. This applies to rooms in or near the village and not connected with land.

67523. They have to pay their own rates?—Yes.

67524. Who are the room tenants that you speak of? They are mostly women.

67525. Spinsters and widows?—Yes, and in some cases women whose husbands are away south.

67526. How many will live in a room?—Perhaps a mother and three or four little children. Very few cases of that.

67527. Living, sleeping, and eating in that one room?—Yes. They may have a closet in addition.

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Housing conditions and rents of islanders.

67528. Does the sanitary authority ever interfere with those things?—No. The only cases they interfere in are when the animals come out at the same door as the people, or in cases of infectious disease.

67529. (*Chairman.*) You represent Mr Anderton?—Yes.

67530. Do you think he would agree with what you are saying?—Yes, he agrees with me.

67531. You must have talked things over with Mr Anderton?—Yes; and we are quite of one mind on most things.

67532. You think he would agree with the substance of your evidence?—Yes. He saw my statement, and he thought it was fairly representative of the whole thing.

67533. I gather that there is a sort of truck system going on, by which a limited number of persons are able to get the proceeds of their work in kind and not in money?—Yes.

Commercial transactions of islanders.

67534. The dealers take the knitted things from them and pay them back in kind?—Yes.

67535. Are the people generally in debt?—I don't think so. The woman who knits takes out the price of her work in groceries and clothing.

67536. Is there nobody that lends them money?—Nobody would like to do it, but sometimes it is done.

67537. They might lend them in advance?—Yes. They might lend to good knitters if they guaranteed to give knitting in return.

67538. If they got better prices, would they do much better?—I daresay they would. They are generally so needful to get things that they have to rush up the knitting to get it into the dealer's hands.

67539. Are there any savings banks?—Yes, at the post-office. Some of the women who have followed the fishings and have no one dependent on them, have a little in the P.O. Savings Bank.

67540. (*Mr Phelps.*) Do you think it would be worth while for a shopkeeper, let us say at Thurso, to send a dealer round and buy up the results of their knitting and pay them in cash?—Yes, it would be a very great advantage.

67541. You would get them out of the hands of the present buyers?—Yes, but they would have to go back to those people when they were hard up.

Extent of providence.

67542. They are not very provident?—No, but several of the young men are now taking out policies of Life Insurance.

67543. Is there much drunkenness?—No, there is no public-house in our parish. There is a licensed shop just outside the parish.

67544. What do they spend their money on?—Mostly on their living. They live better now than they did when I remember first.

67545. What do they pay for firing?—It is all peat. They go themselves and turn it out with spades made for the purpose; they throw it on the heather and it dries there.

67546. They are allowed to cut peat?—Yes, for a consideration.

67547. To whom does the peat ground belong?—Each proprietor, I suppose, will have peat ground for his own tenants, but sometimes it is more convenient for a tenant to go to another proprietor, as the ground is nearer to him, and then he pays.

Extent of providence.

67548. The proprietor would allow his tenants to cut the peat free?—Yes.

67549. Is the amount of peat practically unlimited?—Yes.

67550. There is no chance of its being exhausted?—No.

Industrial and social conditions of islanders.

67551. On the whole, the best thing would be to encourage people to look further afield?—Yes.

67552. Do you find many of them go into the merchant service?—Yes.

67553. Do they do well in it?—Yes. Those that have the prospects of inheriting crofts stay on, but the younger sons of the family nearly all go into the merchant service. Sometimes they take rooms for their families and work at the herring fishing, and then go home at the winter. If there is a wife with little children, she cannot carry the peats, and so the man stays at home through the winter, and carries the peats.

67554. Do they go further afield for the herring fishing?—Yes, they must do that now.

67555. Do they go as far as England?—Not often, but they have been as far as the West Coast—as far as Stornoway. One or two boats from Lerwick have been to England.

67556. Do the girls and women not go and make a considerable sum at gutting?—When there is a good fishing they do.

67557. They make a good deal at gutting and salting?—Yes.

67558. Do they go away with the fishing boats?—They follow the fishing as far as Scalloway and Lerwick; these are the two places.

67559. Do you actually live in the parish of Walls?—Yes.

67560. Is there anybody else of your own position living there?—There are the ministers and their wives, the teacher, and the doctor. The doctor does not reside exactly in the parish—he is just on the border. There are also the merchants and small proprietors.

67561. Have you many visitors in the summer?—No; we do not have a hotel, otherwise we would have a number.

67562. Would it be a good thing if someone would build a hotel?—Yes; they are thinking about building one.

67563. A good many people come to Lerwick?—Yes; and a good many visit Walls, as there is trout fishing.

67564. (*Chairman.*) Summing up what you have told us, the difficulty seems to be that you have got this class of half-crofters and half-fishermen who does not want to go away, and whose means of existence is very precarious?—Yes.

67565. Do these crofter-fishermen form a large proportion of the inhabitants?—Yes, the bulk of them belong to that class.

ONE HUNDRED AND THIRTY-NINTH DAY.

Monday, 13*th January* 1908.

AT SCOTLAND HOUSE, WESTMINSTER, S.W.

PRESENT:—

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I., etc., etc., etc. (*Chairman*).
The Right Hon. CHARLES BOOTH, F.R.S.
Sir SAMUEL B. PROVIS, K.C.B.
Mr F. H. BENTHAM.
Dr A. H. DOWNES.
The Rev. T. GAGE GARDINER.
Mr GEORGE LANSBURY.
Mr C. S. LOCH.
Mr J. PATTEN-MACDOUGALL, C.B.
Mr T. HANCOCK NUNN.
The Rev. L. R. PHELPS.
Professor WILLIAM SMART.
Mrs BERNARD BOSANQUET.
Mrs SIDNEY WEBB.
Miss OCTAVIA HILL.
Mr FRANCIS CHANDLER.
Mr R. H. A. G. DUFF (*Secretary*).
Mr J. JEFFREY (*Assistant Secretary*).

Mr Alastair Oswald Morison MacKenzie.

13 Jan. 1908.

Mr ALASTAIR OSWALD MORISON MACKENZIE, called and examined.

88667. (*Chairman.*) I understand you have taken Mr Sheriff Lees' place?—I have.

88668. It has been the practice of this Commission to take the memorandum which the witness has prepared as his evidence-in-chief; I presume that you concur in the Memorandum which Sheriff Lees has sent up to us?—Yes.

The following is the memorandum prepared by Sheriff Lees.

MEMORANDUM AS TO APPEAL BY PAUPERS TO THE SHERIFF FOR RELIEF.

System of appeals by applicant for relief.

(1) Where an applicant has been refused relief by the inspector he is entitled to demand a "line of refusal," specifying shortly why relief has been refused. With this line of refusal he can then apply to the sheriff, who, after hearing his statement, may either confirm the refusal or may appoint the inspector to lodge with the Sheriff-Clerk within a specified time a detailed statement in writing of his reasons for refusing to relieve the applicant, and the inspector is ordered meantime to give interim relief. If the inspector does not lodge a statement, relief has to be given permanently to the applicant: while if he does lodge a statement the sheriff appoints one of the agents for the poor to answer it for the pauper, and thereafter the case goes on as an ordinary action, and may be appealed to the Sheriff Principal and the Court of Session and the House of Lords.

This right of appeal to the sheriff against refusal of relief is purely statutory, and is conferred by the 73rd section of the Poor Law Act of 1845 (8 & 9 Vict. cap. 83). All that the sheriff can decide is whether the applicant has a legal right to relief. It is for the Parish Council to determine what shall be the amount of the relief, and whether it shall take the form of indoor or outdoor relief. If the applicant is dissatisfied with the amount or nature of the relief he is entitled to complain to the Local Government Board.

Application to Sheriff Substitute.

(2) As the Sheriff Substitute is resident at or near the Court, and all the Sheriffs Principal, except one, reside in Edinburgh, the application is of necessity almost invariably presented to the Sheriff Substitute. But, as already explained, if the inspector gives in a detailed written statement of his reasons for refusing relief, the matter becomes the subject of an ordinary action, and the decision of the Sheriff Substitute is open to review.

Effect of medical certification of able-bodied appellant.

(3) Unless the inspector is specially sent for by the sheriff, or is in attendance at the hour (if any) appointed by the sheriff for disposing of poor applications, he is not present when the line of refusal is presented to the sheriff. If the inspector is not resident in the Court town he of course cannot be present, as he does not know on what day or at what hour the line of refusal will be presented. The only evidence therefore, apart from any medical certificate, the sheriff has to go on is the statement of the applicant, personally or by letter, or of his wife or child, or of some sympathising neighbour. If the line of refusal is accompanied by a medical certificate that the pauper is able-bodied, the sheriff will, unless in very special cases, refuse relief till the applicant brings a certificate from some other doctor that he is not able-bodied.

Cases in which interim relief is ordered to appellants.

(4) If the applicant is aged, or is obviously in ill health, or is disabled by the loss of a limb, or is mentally weak; or if the applicant is a woman suddenly deserted by her husband, or driven from him by cruelty, or if he has been imprisoned, or if she has no husband and is burdened with two or more children, or is nursing one; or if the applicant is a child too young to support itself,—in such cases as these interim relief is ordered. Permanent relief is only ordered on general legal principles if the case has passed into the ordinary court.

(5) Some sheriffs are more indulgent than others in granting interim relief, as to grant it may cause little harm or expense, while to refuse it may have serious consequences. But in the matter of permanent relief there is necessarily almost complete uniformity owing to the review by the appeal courts.

Payment of Court dues and other fees in appeal cases.

(6) If in manner above detailed the dispute as to relief becomes an ordinary action, and the sheriff decides in favour of the inspector, and the judgment is acquiesced in, the expenses of the unsuccessful applicant are practically nil, as he is not liable in Court dues, witnesses' fees, or agent's fees, but only for actual outlays. In the like event the inspector's expenses will run from a few shillings, if he appears for himself, to about ten or twelve pounds if he employs an agent and witnesses are needed. If the judgment is appealed to the sheriff his expenses will be about fifty shillings more.

Need of attendance of inspector in appeal cases.

(7) The appeal to the sheriff is not altogether satisfactory, as he has no means of forming an opinion on the matter except from the applicant's own story. If the presence of the inspector or his representative on such occasions could be secured, it would be advantageous, and it might save some trouble and expense. While, however, this appeal to the sheriff under existing regulations is attended with some disadvantages, it would not be desirable to deprive applicants of it till some preferable form of appeal is formulated.

88669. (*Chairman.*) What is the district or county in which you act?—I am a Sheriff-Substitute for Lanarkshire, but I attend at Glasgow. I am one of the five resident Sheriffs-Substitute at Glasgow, and I only do work in the Glasgow Courts.

Procedure by paupers to the Sheriff-Substitute as to appeals.

88670. Do you sit in the Court in which the appeals by paupers to the Sheriff for relief are heard?—I have been the Sheriff-Substitute for those cases, and have sat in that Court since 10th May 1905—a period of two years and a half.

88671. When the applicant comes before you, has he, as a rule, a "line of refusal"?—He must have, or we do not deal with the case.

88672. He protests against the decision arrived at by the inspector?—Yes.

88673. In the great majority of cases, I understand that

neither the inspector nor his representative is present?—That is so.

88674. Then the tendency, I assume, would be for the Sheriff-Substitute to listen to the appeal?—Yes. We are bound to hear it under the Act of Sederunt of 1846.

88675. Do you go into the merits of the case at all?—We take the applicant's statement.

Refusal of appeals.

88676. Does the line of refusal give the reasons?—Very frequently; in fact, I think I may say invariably.

88677. Taking the cases that come before you, I understand that it is very rare that there is a refusal of the appeal; or do you often refuse an appeal?—Yes, frequently.

88678. Do you?—I should say, speaking generally, we refuse the application in about 50 per cent. of the cases.

88679. Really as much as that?—Yes; and from figures which were supplied to me from Edinburgh, it seems that they refuse in a greater number of the cases.

88680. Your answer in one sense rather surprises me, because, taking the figures in the Return which I have before me, which appears in the Annual Report for 1906 of the Local Government Board for Scotland, I see that the number of applications to the Sheriff from May 1905 to May 1906 was 238, and the number of cases in which an order was made upon the inspector to afford relief was 238 also?—The only possible explanation of that is that a record was only kept of the cases in which the interim relief was granted. I may say that that is probably the true explanation, because in Glasgow no record was kept of the cases in which the application was refused till 29th May last, for I do not know how long a period before.

88681. Going down the list of the Courts of Lanarkshire I came to Airdrie, and I see there were twenty applications there and only four orders for relief; so it would seem there is a different custom prevailing in different Courts, and that the returns are not all based on the same principle?—That is so. The explanation which I have given is the explanation of the Glasgow figure—that they have only kept a record of the cases in which the interim order was granted. I think the reason for that was that till lately there was no written deliverance in cases of refusal, unless the applicant asked for it.

88682. So that really these figures are absolutely misleading?—They are misleading.

88683. About 50 per cent. you say were refused?—I have the figures for the half year from 29th May till 28th November of 1907. The applications in Glasgow were 158 in number during that period, and of those interim relief was granted in 84 and refused in 74.

88684. Do you take any cognisance of the case afterwards as to whether permanent relief is given or not?—No. The only way the case comes before us afterwards is if the inspector lodges a statement in those cases in which we have granted interim relief.

88685. I suppose, if there is any *primâ facie* doubt as to the inspector's refusal, you give the order?—If it appears, on the applicant's own statement, that he is legally entitled to relief, we make the order. I think I may say that in doubtful cases we will make the order, because the consequence of refusing the order is so much more serious than the consequence of granting it.

88686. You make use of the words "legally entitled to relief"; what do those words exactly imply? If a man came up, for instance, unless he can prove that he is not able-bodied, would he be legally entitled?—No.

Effect of medical certification of appellant.

88687. In other cases, what does it mean? If, say, an oldish woman were to come up, she would, *primâ facie*, be legally entitled to relief, I suppose?—Yes, if she was old enough; that is, if, in the opinion of the Sheriff, she was past being able to support herself.

88688. (*Mr Patten-MacDougall.*) Do you not always have a medical certificate?—That is so in the parishes with which I have to do.

88689. (*Chairman.*) Does the medical certificate influence you largely in your decision?—Yes.

88690. Does it, to a certain extent, determine whether they are legally entitled to relief or not?—Yes. I may say that the bulk of the cases in which we grant relief are applications by women. Out of the 84 cases I mentioned where interim relief was granted, 65 were by women, and the majority of those were cases in which the applicant alleged desertion and was herself unable to maintain herself, but had been refused relief by the inspector on the ground that her husband was in residence in the neighbourhood.

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88691. These cases, I suppose, are very rapidly dealt with?—Yes. They are dealt with as soon as we are able to attend to them.

88692. I mean they take very few minutes in the hearing?—Very few.

Effect of medical certification of appellant.

88693. I suppose you consider it your duty to see whether there is a doubt, and that where you grant relief you have not the slightest doubt yourself that the applicant is legally entitled?—That is the direction under the Act of Sederunt.

Subsequent appeals after refusal.

88694. Does the same person come up more than once?—I think that probably is so, but I am afraid we should not know; as we see so many, I think we should probably not recognise them when they came up again.

88695. If a person was refused relief, say, in April, and came up for relief again in July, and was again refused, would not that be stated on the paper that was laid before you?—It might not, but it is possible the inspector might put it on.

88696. Is the inspector's line written in the belief that it will come before the Sheriff?—It is written for the purpose of informing the Sheriff, I think, of the ground of refusal.

88697. Then the probability is he would put that down?—He might, though I do not quite see what effect it would have upon the question whether the applicant was legally entitled to relief. I have known it put on the paper.

88698. For instance, a person having been refused by the inspector, might come up for relief, and the Sheriff might endorse the inspector's refusal, then that person might come up again, and his appeal might be granted. I take it that the change in the situation would be that the person had then become legally entitled to relief?—Yes.

88699. Could you explain to us what sort of change in circumstance would justify the Sheriff reversing his previous decision?—I might take two cases—one the case of a person who was able-bodied, say, in April, and had ceased to be able-bodied in July; the other a case in which a wife, though separate from her husband, had been receiving aliment in April which was sufficient to maintain her then and had ceased to receive that aliment in July. In both of those cases there would be a change of circumstances which would justify us in granting an interim order.

88700. These cases are heard generally on the day of refusal, are they not?—Whenever they bring up the line of refusal; they are heard on that day.

88701. Within the limits of the time that the Court sits?—Yes, of course, if they came within Court hours.

88702. Does the hearing of these cases constitute a considerable amount of your business?—No; we have about one a day, I should think, on the average.

88703. Not more than that?—I do not think so.

Responsibilities and functions of Sheriffs-Substitute.

88704. What position do you think the Sheriff-Substitute occupies in relation to these cases? Is his position rather that of an executive officer who is bound to give an order if the person is legally entitled to relief; or do you consider his function more judicial, and that he has to investigate the case?—I think under the Act of Sederunt and the Act of Parliament it is judicial mainly; but undoubtedly it is one of those situations in which hard cases make bad law, and the law is sometimes stretched a little in what appears to be a very necessitous case, for the purpose of giving an interim order.

88705. If you err at all, your tendency would be to err on the side of safety, I suppose?—Yes.

88706. Has any case occurred where an applicant has been refused relief by the inspector, then came up before the Sheriff who also refused, and then serious consequences happened afterwards?—I know of none.

88707. What is the theory: supposing that happened, would the Sheriff-Substitute be responsible?—I think not. The applicants always have a right of appeal, but as a matter of fact they do not exercise that, as a rule.

88708. Supposing an applicant who had been refused died, who would be supposed to be responsible in the eyes of the law—the Sheriff?—I do not think so. It might be the law that was responsible.

88709. But he would have to prove it, would he not?—I I do not know of any case.

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88710. There has never been a case of a person dying, and the Sheriff-Substitute being summoned to give evidence as to why he refused relief?—We do not have inquests in Scotland.

88711. And there is no case you know of where the Sheriff-Substitute has been summoned to give evidence?—No, I have never heard of that.

88712. As you say, he would urge that it was the law that was to blame and not himself?—Yes. But as I have said, the Sheriffs are indulgent in certain cases in granting interim orders, just in order to avoid consequences of that kind.

88713. Do you hear cases from more than one parish council?—I think from five; but practically our appeals all come from two—Glasgow and Govan. In the half-year to which I have already alluded, there was one appeal from Cathcart, and the other 157 were all from Glasgow and Govan.

88714. Is there much dissimilarity in the practice of the different parishes from which appeals come to you?—I am afraid that is a question I could hardly answer.

88715. You do not really go into that?—No.

88716. Do more applicants come from one parish than another, taking into consideration the difference in population?—I do not think that I have got sufficient statistics to give any certain answer to that question. I have thought of it, but I think I have not sufficient statistics to answer it.

88717. There is nothing, so far as you know, noticeable in the differences between them?—No.

88718. Do you think the system works well?—It seems to work quite smoothly. In a city like Glasgow, where there are numerous charitable agencies, I generally, as a matter of practice, when I am refusing relief, suggest the charitable agency which I think is suitable to deal with the case.

Extent of interim relief.

88719. When you give interim relief, how long does that interim relief last?—We appoint the inspector to lodge a statement within eight days if he objects to the order of interim relief, and we order interim relief till he lodges a statement.

88720. Supposing he does not lodge a statement, what happens then?—Then the interim relief would continue, I suppose.

88721. So that, in practice, your interim relief becomes a permanent relief?—Unless the circumstances have changed, and the inspector is able to get rid of the pauper on that ground; for instance, a man who had been ill for a short time might have recovered.

88722. In what proportion of the cases in which you order interim relief does the inspector lodge a statement?—In a very small proportion of the cases; I should say in not as many as six in the year in Glasgow.

88723. Does it not really come to this, then, that the interim relief which you order to the applicant to whom relief has been refused by the inspector becomes permanent relief?—I think that is so.

88724. (*Mr Patten-MacDougall.*) The interim relief is given in the poorhouse, is it not?—We have no power to settle the mode of relief at all.

88725. (*Mr Loch.*) But, practically, it comes to that, does it?—It is left to the Parish Council.

88726. (*Chairman.*) Then in practice it amounts to the applicant getting from the Sheriff-Substitute in many cases permanent relief when he has been refused relief by the Inspector of Poor?—Yes.

88727. It is not your business in any way to follow up the case, I suppose?—No.

88728. There was a meeting, was there not, of the sheriffs of Scotland the other day to consider this question?—I have no doubt there was, but I am not a Sheriff, and so I would not be at that meeting.

88729. Have you ever heard the question discussed? Is it ever insinuated that there is a great discrepancy in the decisions given by the Sheriffs?—I do not think I have ever heard that question discussed among Sheriffs or Sheriffs-substitute.

Percentage of appeals from inspector's decision.

88730. It looks at first sight a rather curious practice. An Inspector of Poor refuses relief, the Sheriff-substitute orders interim relief; and then in the vast majority of cases this interim relief becomes permanent relief, I understand?—I ought to explain that it is only comparatively a small proportion of the cases which are appealed from the Inspector to the Sheriff.

Percentage of appeals from inspector's decision.

88731. Would you say it is only a small percentage?—Yes. It is larger in a big town like Glasgow (where the courts and the Poor Law offices are all very close together, and an applicant can make his appeal very easily) than it is in outlying districts.

88732. Are they much the same class of cases that come up?—The cases in a town like Glasgow resemble one another very much.

88733. I would rather say, are they very much the same class of individual?—Yes.

88734. Of course the conditions vary, but the class of individual is very much the same?—Yes. There are some exceptional cases, but, as a rule, they all come from the labouring class.

Fees in appeal cases.

88735. The cost of appeal is very small, I think?—To the applicant nothing.

88736. If the Inspector of Poor decides to appeal and brings his case, then I understand the unsuccessful applicant's expenses are very small—practically nil?—That is so. Of course, he might have a decree granted against him for the expenses of the inspector, but I do not think that decree would be much use to the inspector or probably much terror to the applicant, as he has nothing.

88737. And I suppose, as a matter of practice, it is hardly ever given?—I do not think, as a rule, it is asked for. In the experience I have had I have not had very many of those cases—they are so rare.

88738. You have no authority to decide the amount or the class of relief given?—No.

88739. Mr Sheriff Lees seems to think that the appeal to the Sheriff is not altogether satisfactory, as he only hears one side of the story; do you agree there?—I concur in that, up to a certain point. It seems to me that, looking to the summary nature of the appeal, you could not expect to hear both sides, because both sides could not be expected to be ready to lead evidence at once. Therefore, the Act of Sederunt very clearly shows that we are intended to decide upon the *ex parte* statement of the applicant.

Need of presence of inspector at appeal cases.

88740. If the presence of the inspector or of his representative was necessary, it would cause delay, I assume?—Very little in Glasgow, but in many places certainly it would. The offices being so close to the courts in Glasgow, it would occasion very little delay there.

88741. The Glasgow Relief Committee sit every day, and therefore you may have applicants every day?—They may come any day.

88742. Supposing the Relief Committee sat only on one day in the week, then probably the cases would all occur on that day, or the next day, I suppose?—I think so.

88743. Would it be easier then for the inspector of poor to be present?—I should think it would.

88744. But you are rather doubtful if it would be of much advantage, because you put forward a certain theory, which is that your business, in the first instance, is merely to see if the applicant is legally entitled?—That is so under the law as it stands; but, of course, the presence of the inspector might enable the sheriff, from information supplied to the sheriff, to test the applicant's story by questions, and to find out whether it was *bonâ fide* or not.

88745. You do not have the same persons constantly appealing, do you?—No, I should say not; I think I would recognise them more often if we did. I have not, as a rule, recognised the applicant when he came before me.

88746. Do you happen to have amongst them what are known as sea-lawyers, who take every advantage of the law that they can?—No, I do not know that class. They are generally very ignorant people that come before us.

88747. The appeal is not utilised or misused in that way?—I have not discovered that, and I do not think so.

88748. Sheriff Lees seems to think that the appeal, on the whole, is advantageous; do you agree with that?—Yes, I confess I do not very well see how a substitute could really be found for it in Scotland.

88749. You cannot think of any form of procedure which could be substituted for it?—Not any that would give the same quickness, the same dispatch.

88750. Is your experience confined to Glasgow?—I was at Airdrie for nearly three years

88751. That is an inland town, is it not?—Yes, in Lanarkshire. It is a populous centre too.

88752. It is an iron district, I think?—Yes. It is eleven miles from Glasgow, to the east.

88753. It is not on the Clyde, is it?—No, it is a little distance from the Clyde.

88754. Did you have the same class of case there that you have at Glasgow?—Yes; but the applications there were very few in number.

88755. You have no experience or evidence to offer as regards how the system works outside Glasgow, have you?—No, I am afraid I cannot speak from personal experience there. I might perhaps point out that, under the Act of Sederunt, the application can be made either verbally or in writing.

88756. Are any applications made in writing?—Not in Glasgow.

88757. I suppose a great many of the applicants cannot read or write?—I should think the majority of them could read and write, but there must be a certain percentage who cannot.

88758. The proceeding is very simple, I suppose: first the applicant goes straight to the Court?—Yes. He is directed by the officer of court to the proper Court, and when he comes in he always has the line of refusal; and if it is a case to which a certificate of health is applicable, there is a certificate of health in the same envelope, which is opened in Court and the enclosures looked at. The sheriff then puts certain questions to him with a view of testing the ground on which his claim for relief is based and then decides the case.

88759. Is the Court to which they go a Court which would correspond to our Police Court?—The Sheriff Court is distinct from the Police Court in Scotland. We have Police Courts also.

88760. Is a case that is coming on stopped temporarily in order to hear this case?—No. As a rule the applicant is kept waiting till the sheriff is disengaged; it may be only a minute or two, and it may be rather longer.

88761. Supposing he was engaged in hearing some case that would occupy some time, what would happen then?—At the first interval the applicant would be brought forward.

88762. Have these cases a precedence over other business?—A case would not be interrupted for the hearing of an application.

88763. But otherwise, would they get precedence over other business?—Being such short things, they are taken before any other thing of any length begins.

88764. Are they taken in open court?—Yes; just in the same Court that the cases are tried.

88765. Can the parties in the next case that is coming on object to a Poor Law case being brought on before theirs?—No, the Sheriff would decide which was to be brought on, entirely.

88766. Is it an understood thing in the procedure of the Sheriff's Court that these cases should be given priority to?—Another thing that was equally brief might be taken. They are brought up by the Officer of Court at any interval that occurs; they are not, as a rule, kept waiting long.

88767. How long does each case take?—A minute or two—just long enough for the sheriff to satisfy himself as to what the application is really based upon.

88768. Are there any cases or any considerable number of cases taken to a higher court?—Very few.

88769. Take last year; were there any cases taken to a higher court then?—I do not know of any; in fact, I have only known of one case from the Lanarkshire district since I was appointed Sheriff-Substitute in 1902, and that was at the instance of an applicant who obtained relief in the High Court.

88770. Then your decision to give interim relief is very seldom questioned on appeal?—It is very seldom represented against by the inspector, and it is hardly ever appealed—I mean, a decision on a heard case is hardly ever appealed.

88771. Have you ever talked to the inspectors of poor about the system?—I have just talked to an assistant inspector in Glasgow about it, but for only a few minutes' conversation.

88772. What would you say—are they hostile to the system of appeal, or not?—I think they are in favour of it—but I am really gathering that from that short interview.

88773. Would they give a doubtful decision against the applicant in the belief that he might go to the sheriff?—I am inclined to think—but this is rather a conjecture—that they like to have the sheriff's warrant behind them in cases of desertion and in other cases where there may be further proceedings for recovery of maintenance from the relatives of an applicant, because then they are in a stronger position for those further proceedings. I may say there are a great number of husbands and fathers prosecuted in the Sheriff Court of Glasgow every year for desertion under section 80 of the Poor Law Act.

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Attitude of inspectors of poor to system of appeals.

88774. Should you say that they relied at all upon your Court, and that they felt that it was pleasant to have, as it were, rather a cushion between them and the final responsibility?—I am not quite sure whether I can answer that. I think they like to have the sheriff's order in those cases, because they are able to say that they have afforded relief under a sheriff's order and could not but afford it. Then they can go to the husband, and say, "We 'are bound to relieve your wife, but it is your duty to 'maintain her; and if you do not take her away and 'maintain her, we will have to take proceedings under 'section 80."

88775. It enables them more easily to recover?—I think so.

88776. There is no friction, is there, between inspectors of poor and your Court?—No.

88777. And it is not looked upon as a court which reviews in any unfriendly spirit their decisions?—No.

88778. (*Mrs Webb.*) In paragraph 5 Sheriff Lees says, "Some sheriffs are more indulgent than others in granting 'interim relief, as to grant it may cause little harm or 'expense, while to refuse it may have serious consequences." I think I understood you to say that the granting of interim relief, owing to the disinclination of inspectors to appeal, amounted to permanent relief?—Generally there are no further proceedings, so that is the legal result that it does amount to permanent relief.

88779. Then, assuming that the decision of the sheriffs is not wiser than the decision of the inspector, it does cause a good deal of harm and expense?—In those cases in which the sheriff is wrong in law it does.

Extent of verification by Sheriff of appellant's statement.

88780. I gather that the sheriff makes no investigation into the case?—Not at that stage, beyond questioning the applicant. If a statement is lodged by the inspector, then the sheriff, as a rule, appoints one of the agents for the poor to act for the applicant, and appoints him to give in answers for the applicant. Then the cause becomes an ordinary cause, and is heard in the usual way and decided.

88781. Take the cases which are not appealed against—and they are the vast majority—the sheriff has no information except the applicant's own word?—That is so.

88782. Is it not probable that the decision of the inspector is a wiser decision than the decision of the sheriff under those circumstances, because the inspector has had an investigation?—I do not think I would be inclined to admit that.

88783. Assuming that the inspector and the sheriff had the same sort of capacity (which I suppose we must, for the sake of argument), is not that man more likely to arrive at a wise decision who has investigated the case, rather than the man who has simply listened to the applicant's own description of the facts?—That might be so from an administrative point of view; but when it comes to deciding a point of law I should think the sheriff would be more likely to be right.

88784. But then it is generally a point of fact, is it not?—Of course, it proceeds upon the statement of the applicant; but then I do not see how it can proceed upon anything else, really, at that stage. If you are to have such dispatch in dealing with these cases, I do not think you can have the whole thing before you.

88785. I quite see the difficulty, but the point of law is usually rather a simple one. The inspector knows, for instance, that you must not relieve an able-bodied man?—Yes.

88786. If the question is whether the man is able-bodied, that is a question of fact, is it not?—Yes.

88787. And not a question of law?—Yes.

88788. You both know the law there equally well?—Yes.

88789. Surely the man who has investigated the fact is more likely to come to a wise decision than the man who has not?—I think, from the point of view of administration, that probably is so.

88790. So that if an appeal is made, except in a very few cases, it may result in a good deal of harm and expense?—

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Appeals by alleged deserted wives.

I did point out, I think, that in the cases that we deal with in the Glasgow Court the great bulk of the applications granted were by women—in most cases by deserted wives—that is to say, by wives alleging desertion.

88791. And alleging that they are not able-bodied?—I am dealing with cases in which the refusal was on the ground that there was a husband bound to support.

88792. But then there is a second ground, is there not, as to whether the woman being deserted is able-bodied herself?—That would be added if the inspector had decided that; but generally the women have children, and are not able to work and attend to them at the same time.

88793. Take a case of desertion, that is a case of evidence, is it not, as to whether the woman is deserted or not?—That is so; but, as a rule, in these cases the husband and wife are not living together.

88794. But he may have dodged round the corner?—I think they are generally really separate in those cases from my recollection of them.

88795. In your opinion would the inspector be forced to relieve any woman who was separated from her husband?—No. If she was refusing to go back to him, and there was no reasonable ground for that, I do not think the inspector would in law be bound to grant relief. I think very difficult cases in law arise when a wife has been compelled to leave her husband from cruelty.

88796. Do I understand you to suggest that in a majority of the instances of these deserted wives the inspector really wishes the sheriff to give the woman relief in order that he may be able to prosecute the husband?—I am inclined to think so, but I would not like to say that; I do not know that that is so.

88797. You do not think there is a difference of opinion between the sheriff and the inspector?—No, I do not think so.

88798. Then you would rather assume that the inspector approved of the sheriff's action?—I think so, in those cases.

Effect of medical certification of able-bodied appellant.

88799. With regard to the very difficult case of a man in the prime of life, what medical certificate is necessary for him to show that he is not able-bodied—anybody's certificate?—Generally, if the parish doctor reports that he is able-bodied and fit for work, one tells him that if he says he is not able-bodied he must bring a doctor's certificate to that effect, and then one would grant him an interim order.

88800. We are told that he usually provides himself with such a certificate?—It is the parochial certificate that he brings with him.

88801. Does he not also usually, if he knows the ropes, provide the other certificate?—It is very rare.

88802. Is it?—Yes. I have known that brought after a suggestion from the sheriff.

88803. Would you accept any medical man's certificate?—If he were a qualified medical practitioner.

88804. You would not go behind it at all?—No, not at that stage, I think.

88805. Would it be possible, for instance, for a man who was in a club to get the club-doctor's certificate that he was not able-bodied, and then to get relief, when he was really able-bodied?—I do not think I can answer that, but I should not think so; I mean, I should think that a doctor would be careful in giving a certificate of that kind, but I do not know.

88806. Referring to this paragraph again of Sheriff Lees, he says that to refuse relief may have "serious consequences"; he does not mean legal consequences there, does he?—No; he means serious consequences to the applicant if he really is in a state of destitution.

Responsibility of Sheriff on refusal of relief.

88807. Apparently you cannot tell me whether anybody is responsible for a man's death who dies through destitution after the sheriff has refused relief; do the parish authorities remain responsible, or do they not?—I do not think they would be responsible.

88808. Then, if a man has been refused relief and dies from the consequences, they would not be responsible?—I do not think so.

88809. They would in England; I only want to know the facts in Scotland?—I do not think they would be; and unless there had been negligence, I cannot see that they would be.

88810. Even if it could be proved that he died from destitution?—I may say there was a very important case in Scotland a good many years ago now—the case of Jack *v.* Isdale. In that case some parochial authorities had relieved persons who were in a state of destitution but who were able-bodied, and it was held by the Supreme Court that they were wrong, and that under the Act of Parliament they had no right whatever to give public money or to expend public money in relieving able-bodied persons, whether destitute or not.

88811. (*Mr Patten-MacDougall.*) That was a decision of the House of Lords, I think?—It was also, I think, affirmed in the Houses of Lord.

Question of relief to sick dependants able-bodied.

88812. (*Mrs Webb.*) Now take the very difficult case of the dependants of an able-bodied man. Supposing the child or the wife of an able-bodied man is dying from lack of medical treatment, and they appeal to you, would you order interim medical treatment for that woman or that child, even if the man were able-bodied?—All they can get from us is an order for relief.

88813. Would you give an order for relief in that case if the man was known to be able-bodied?—In some cases of that kind interim orders are granted.

88814. But is it legal?—I think it is one of the hard cases that make bad law. I do not think it is quite in accordance with the statute.

88815. Would you, under those circumstances, give an order?—Not invariably, by any means. One refuses many cases of that kind where there seems hardship, but where the law is plain.

88816. May we ask your opinion as to whether this absolute legal refusal, apart from the real refusal, of relief to an able-bodied man and his dependants, is a provision that you can actually carry out in fact? Do you approve of this absolute prohibition of relief to the able-bodied?—I am afraid that is a question of policy.

88817. You have no opinion upon it?—I do not consider myself competent to answer that. I have not really studied the subject sufficiently to give a valuable opinion upon it I think.

88818. (*Chairman.*) That is rather an important point. The position you take up is that you have to decide whether the person is legally entitled to relief?—Yes

88819. And the dependants of an able-bodied man would not be legally entitled to relief?—No, they are not.

88820. Therefore in the case Mrs Webb put, if you did order relief they would not legally be entitled to it?—That is so.

88821. But that is an action which you would on broad general grounds take?—Sometimes such orders are granted, but in many cases they are refused. Perhaps I may say—and this is a partial answer to Mrs Webb's question—that I have in my experience in Glasgow thought there were very hard cases where a dependant—generally a wife—had consumption, and yet the man, being able-bodied, could not get her taken to the poor law hospital and was not able to afford to send her to the only consumptive hospital there is in Glasgow, or else the case was so bad that that hospital would not take it; yet in those cases one has to refuse.

Number and allocation of sheriffs and sheriffs-substitute in Scotland.

88822. (*Professor Smart.*) How many sheriffs are there in Scotland?—There are forty-eight resident sheriffs-substitute. The sheriffs are not resident, except the sheriff of Lanarkshire and the sheriff of Lothian.

88823. What is the proportion of sheriffs-substitute to sheriffs?—I think there are fifteen sheriffs, but I am sorry to say I am not quite sure about that figure.

88824. The number of sheriffs-substitute would vary according to the size of the shire, perhaps?—The number in all Scotland is forty-eight, as I have told you.

88825. How are they allocated, for example?—They are allocated, I should think, on two considerations: one, having a resident sheriff within reach as far as possible of every part of the country; and the other, of course, the amount of work—there must be more in certain places than in others.

88826. I think you said there were five in Glasgow?—There are five in Glasgow and three in other parts of Lanarkshire.

88827. Can an appeal be made to any of those sheriffs-substitute in Glasgow?—That work is always taken by the Summary Court judge, but the same judge is not always sitting in the Summary Court.

88828. I understand that all your duty is fulfilled when you have granted interim relief; does that mean that you give the applicant a line which he can take back to the

Parish Council offices?—Yes. We grant an order for interim relief, and a copy of that is intimated to the Poor Law inspector in terms of the Act of Sederunt. There is a provision to that effect.

88829. The Parish Council determines the amount and duration of it and the nature of it?—The nature of it, yes.

88830. Entirely?—Whether it should be indoor or outdoor.

Legal agents for poor.

88831. And also the amount of it?—Yes. We have nothing to do with that.

88832. Who are these agents for the poor in Scotland which you spoke of?—There are a certain number of law agents in Glasgow who are appointed every year to act as agents for the poor, and in every sheriff court in Scotland, I think; in the Supreme Court also.

88833. Is that under the old law of James I. of Scotland?—I do not know what is the origin of it, but that is the practice.

88834. The old law is dated 1424–5, and it says an advocate of the poor shall be appointed, who shall be "a leal and a wise advocate to follow his cause." Were those advocates the legal predecessors of the agents of the poor?—I think so; I do remember there is an old statute.

88835. (*Mr Phelps.*) Are they paid anything?—No.

88836. There is no salary?—There is no salary.

88837. And they are paid according to the cases they undertake?—If they act for a poor person and win the case, they will get their expenses from the other party.

88838. (*Mrs Webb.*) Are they always lawyers?—They are always lawyers. In the Supreme Court—the Court of Session—there are advocates also appointed to act for the poor.

88839. (*Chairman.*) And they are not paid at all?—No, they are not paid at all; but they have the advantage of the practice and experience that comes from it.

88840. (*Mr Patten-MacDougall.*) If they win their case they get their fees from the other side?—Yes.

88841. (*Chairman.*) Are they young lawyers?—They are always juniors.

88842. (*Dr Downes.*) Who decides on the poverty of the litigant which entitles him to have this free legal aid?—In the ordinary case—and there is a regular system for it—they get a certificate either from an inspector of poor or a clergyman to the effect that they are not possessed of sufficient means to litigate, say, in the sheriff's court; they then present that, and an order is pronounced by the sheriff remitting to a court of *probabilis causa*, which consists of certain lawyers for hearing the party and deciding whether he or she has a ground of action. If he or she has a ground of action, they certify that, and then the sheriff appoints one of the agents of the poor to act.

88843. In cases of appeal have you to decide the case there and then, or can you adjourn it?—We always do decide it then.

88844. Could you adjourn it?—Yes, we could. There is an objection to adjourning cases where the application is *primâ facie* based on destitution, and, as a matter of fact, we do not adjourn them. But I can conceive of a peculiar case arising where an adjournment would be safe and wise.

Limitations of Act of Sederunt.

88845. Have you power to inquire into matters of fact?—I think we would be going outside of the routine which the Act of Sederunt contemplates if we held a sort of informal inquiry, because the Act of Sederunt lays down what is to be done in the event of the inspector representing against an order which we grant.

88846. Have you power to summon witnesses?—We have power to summon witnesses as soon as the case is litigated. You see, it becomes a litigated case as soon as the inspector lodges a statement, and that is answered by the pauper; then there is an order for proof, and in that order for proof there is a warrant to cite witnesses.

88847. Have you any funds from which you can pay a medical man?—No.

88848. So that you may find yourself with conflicting medical opinions, but you have not power to call in a third medical man to advise the Court?—That is so.

Relation between number of appeals and number of refusals by inspector.

88849. (*Mr Patten MacDougall.*) In answer to the Chairman just now, you said there were very few appeals from the decision of the inspector; how do you account for that?—I can give you the figures from Scotland, taken from the Local Government Report (page 362) for the year ending May 15, 1906. The total number of applications by parish councils or committees was 4835, and the total number of persons relieved under the order of the sheriff was 320—that is, about 1 in 15. When one comes to the Glasgow parish, where it is very easy to appeal, one has a larger number of appeals. The total number of refusals—these figures are taken from Mr Motion's evidence—in Glasgow parish were 857, and the total number of persons relieved under the order of the sheriff was 115, or 1 in 7½—there being nearly twice as many orders. If you wish to know the number of appeals relative to the number of refusals by the inspector, I can give you them for the half-year, May 1907 to November 1907. The total number of refusals in Glasgow and Govan was 501, and the total number of appeals or applications to the sheriff was 158, of which 84 were granted interim relief and 73 refused; there was one other appeal from Cathcart during the same period, which was refused. The two half years do not exactly synchronise, because we only kept the record from 29th May, and the poor law half-year runs from 15th May; but they are practically synchronous.

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Extent of investigation in appeal cases.

88850. In paragraph 4 of the statement it is said, "permanent relief is only ordered on general legal principles"; what does that mean?—That means that when the case becomes a litigated case and evidence has been led, the strict letter of the law is always applied. This is not my memorandum, but that is how I read it.

88851. (*Miss Hill.*) I gather that you have not to inquire at the sheriff's court whether there is destitution and whether the person is peculiarly and really in need?—We might have to question the applicant about that.

88852. But then you would only have the applicant's statement?—That is so, in the first instance.

88853. That would not take you very much further, would it?—Sometimes. They generally admit that they are able-bodied, and are continually refused on that ground; though, perhaps, they would not be so frank about the question of money.

88854. One is a little puzzled about what gain there is in the appeal to the sheriff, if he acts entirely upon an *ex parte* statement. The question whether they are able-bodied is very easily verified; and if the inspector knew the law, one would have thought there would have been no particular advantage in making an appeal beyond that?—It is, as a rule, a very simple question of fact, but there have been two or three legal decisions as to what an able-bodied man exactly meant.

88855. You have no means of verifying any of these statements, as I understand?—No, not at that stage.

Question of relief to able-bodied.

88856. (*Mr Loch.*) Suppose the law of Scotland were altered and able-bodied men had a right to relief, would the majority of your cases disappear?—Yes, I think the majority would.

88857. Therefore you are practically a kind of special court to decide in a rather exceptional state of things on cases where the applicant, at any rate, thinks that he has been harshly treated?—Yes, the applicant thinks he has been hardly treated.

88858. That is what it comes to, is it not?—Yes. These cases of able-bodied men are generally refused—they are generally unsuccessful. But you may have a case of this sort—that a man is able-bodied and yet has some defect which makes it doubtful whether he really does not suffer from an incapacity to earn his living, and in that case an interim order may be granted. You may have a navvy with a bad limp or anything of that sort, for instance.

88859. Of course normally—in England the law is some what different—it would be purely a matter for the committee or the Parish Council to settle?—Yes.

88860. (*Miss Hill.*) Would not the question be mainly a medical question?—The question of being able-bodied or not, I agree, is a medical question.

88861. (*Mr Loch.*) Looking at it rather from the point of view of what you say, does it not seem that it is hardly worth the trouble it causes, unless it be considered as a general practice, adopted on the ground that in this way you give people a little more security than they would have if they trusted entirely to the Parish Council. In England the system in the old days of applying to the justices was set aside as quite obnoxious, because they ordered relief in so many cases?—This appeal was provided for in 1845 and it has remained ever since.

88862. It provided for a time when they did not quite know how the new poor law would be taken?—That is so, I suppose.

88863. Now that the poor law is settled, one would think that it might pass away?—Yes. I have mentioned

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Appeals by alleged deserted wives.

the large proportion of cases of deserted wives, where the question of being able-bodied does not come up, because they have been refused relief not on the ground that they were able to support themselves, but on the ground that they have got a husband who ought to support them.

88864. The case of a deserted wife might stand on quite other ground, might it not; I mean, action could be taken by the Parish Council to obtain from the husband the aliment that is necessary? All that it amounts to, I understand, is this. If they get you to say, This is a case in which relief should be given, they can act on that opinion with more certainty than they would otherwise?—With more confidence. I do not dissent from what you say.

88865. (*Miss Hill.*) Surely a case of desertion is one that peculiarly requires inquiry; you can hardly decide about desertion, can you, without?—That is why so often, when it is a case of desertion, an interim order is granted.

88866. (*Mr Loch.*) That means really that the case is one which you cannot decide, and therefore you arrange that it should be relieved?—We would, of course, hear it and decide it ultimately, if it was carried so far.

88867. But the parish authority, as I understand, does not think it worth while to respond?—As a rule, I think they bring pressure to bear upon the husband probably then.

88868. In most of these cases they do not give you the alternative statement on their side, but they let the thing slip into oblivion?—Generally. In many of the cases I suppose they have got rid of the question of maintaining the applicant by using pressure on the husband.

88869. Do you mean that that is what they are actually doing, though they take no further steps?—I have no doubt that in many cases of deserted wives that is what they actually do. I may say that in the same court in which I have sat for two-and-a-half years they prosecute for desertion, and there are a number of prosecutions under Section 80 of the Poor Law.

88870. You do not think it is enough that the action should be brought against the husband for desertion, without any reference to or previous consultation with the sheriff?—They cannot proceed against the husband under section 80, unless they have granted relief or unless they are relieving. That is the only thing that gives them a title.

88871. I think what would be commonly done in England would be that the person would be relieved and then prosecution would follow on that?—The object would be served in that way.

88872. (*Mr Patten-MacDougall.*) So far as your opinion goes, judging from your experience do you think the appeal is a wholesome and sound check upon the inspector?—I think it is of some value, of course. In some districts, such districts as I sit in, the inspectors are extremely good inspectors, but I suppose inspectors vary.

88873. And in cases the appeal would be useful and beneficial to the applicant?—I think it would be a safeguard.

Prodecure of appellant.

88874. According to the Act of Sederunt, which regulates the matter, the applicant may apply either verbally or in writing?—That is so.

88875. Have you known any cases of application in writing?—No. I have known cases in which a relative has appeared for the applicant, but there was not a written application—the application was verbally made by somebody else than the applicant.

88876. Did you listen to an application made in that way?—Yes.

88877. Good ground, I suppose, being stated for the absence of the real applicant?—Yes, there was always a reason given.

88878. Have you sent, in any case in Glasgow—the Poor Law Chambers being near your Court—for the inspector, in order that you might get information on the spot?—Yes, I have sent for the inspector on various occasions.

88879. Of course, that would not be possible where the Parish Council offices were at a distance?—No.

88880. Which would be the case in most rural areas?—That is so.

88881. In rural areas, I suppose, the application may sometimes be made, and is frequently made, in writing, owing to the distance of the Sheriff's Court from the place where the applicant may be claiming relief?—I think that may be so.

88882. Do you know how that stands?—I do not know how that stands.

88883. It possibly was the intention of those who framed the Act of Sederunt to provide for a simple and easy appeal in country districts, where the Sheriff's Court is some way off from the parish to which the applicant is applying?—I think that is probably the reason for these words in the Act of Sederunt.

Interim relief and subsequent lodgment of statement by inspector of poor.

88884. Where you make an order for interim relief I suppose the case is not followed up, because the Parish Council agrees to give relief of some kind?—Yes.

88885. But where they do not do so, the case is heard out—I mean, the reasons are sent in by the inspector of poor, showing why the view that he took of the case is sound, and then the case is heard out?—Yes, that is so.

88886. That may involve expense, may it not?—That may involve expense.

88887. Because, in the first place, the inspector has to instruct someone to appear for him, if he does not appear himself?—That is so.

88888. And, in the second place, the applicant himself has to be represented and his case explained by the agent of the poor?—By one of the agents of the poor.

88889. And that necessarily must cause expense really to the Parish Council?—Yes.

88890. Accordingly it probably follows that the Parish Council may think the least expensive course is to give the relief in some shape or form; is that not the course it has followed sometimes?—That may be so, but I do not know about that, and therefore I cannot say.

88891. At any rate, you would say this, would you not, that the expense to which the Parish Council may be put in defending their action might really be a great deal more than the aliment for a certain period?—That is so.

88892. For some weeks, or even months, sometimes?—Yes.

Attitude of inspector of poor to system of appeal.

88893. (*Sir Samuel Provis.*) Have you any opinion as to what is the practical result of the right to appeal upon the action of the inspector? Does he give relief more readily because he thinks it may be upset on appeal, or is he a little more stiff because he thinks he can be set right if he is wrong by you?—I should think it would probably make him a little more stiff, knowing that there was an appeal which the applicant could readily take.

88894. He does not have any apprehension that his being overruled by the sheriff would diminish his influence in his own district?—I do not think that is so in the district of Glasgow, at any rate.

88895. It would not be so there?—No, I do not think so.

88896. Or that it would tend to encourage appeals—he is not afraid of the appeal in that sense?—I do not think so.

88897. If I rightly understand, you have no power to administer the oath?—No; it is an *ex parte* statement.

88898. Not made on oath?—No.

Reliability of statements by appellants.

88899. Do you find, as a matter of practice, that the statements on the part of the applicants are fairly such as can be relied upon?—I should say they are not reliable in certain classes of cases. I am not sure whether the statement by a wife that she has been deserted is not, as a rule, to be relied upon. The inspector is averse, I think, in those cases to accept the statement of the applicant about desertion, if the husband is living a street off, or even a mile off in the town; but yet there may be desertion. One knows that when a house is broken up in Glasgow, the husband often goes to his parents and still lives in Glasgow, and is not living with his wife, but leaves her to look after herself. I think there are numerous cases of that kind. Or he may go to a model, of which there are a good many in Glasgow.

88900. Do you think that appeals are from time to time made to the sheriff in the hope of getting interim relief while the matter is being investigated?—I should think that occasionally happens, but it does not occur to me as a thing that frequently happens.

88901. What I meant was that the applicant might think, "At all events, I will get something whilst this is being looked into"?—There may be some of the habitual ins-and-outs who do that; I do not know.

88902. That has not come before your experience as a practical difficulty?—No

Mr WILLIAM GORDON, called and examined.

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88903. (*Chairman.*) I think you are the Superintendent of Police for the county of Stirling, and have been good enough to prepare for us a Statement which we can take as your evidence-in-chief?—Yes.

The witness handed in the following statement:—

1. I am fifty-eight years of age, and have served thirty-six years in the Scottish Constabulary—nine years in Aberdeenshire and twenty-seven years in Stirlingshire. I have the immediate control of the police (sixty-seven in number) of the Eastern Division of the county, and I am burgh prosecutor at Falkirk, where I have resided during the whole of my Stirlingshire service. I have been superintendent for nearly fourteen and burgh prosecutor for nearly thirteen years.

Social and industrial conditions of Falkirk.

2. The estimated population of my division is 80,000. Falkirk itself has a population of 33,000, and within a radius of three miles there is a population of 56,000. There is also in my division the important shipping port of Grangemouth; but Falkirk itself supplies sufficient data for my purpose.

3. Falkirk is a busy town, situated on the highway between Edinburgh and Glasgow, midway between those cities. Its chief industry is light castings, and until the dull time of the last three years its prosperity and growth were phenomenal. The number of foundries increased rapidly—there are now over thirty; and the municipal authorities, relying on a continued prosperity, undertook and carried out during the last nineteen years, improvements which should have been spread over fifty. But the scarcity of work of the past three years, joined to high taxation, have seriously shaken this prosperity, and large numbers of our most skilful and most promising moulders have gone to England, to Luton principally, which can make and sell cheaper the same type of castings.

4. The inhabitants of Falkirk, though a little rough and somewhat given to drink, are very industrious, and, as a rule, very thrifty; a large part of them might properly be described as an artisan proprietary. This is the result of a great improvement, which began about twenty-five years ago, in their habits and behaviour. The numerous daring criminals resident at that time in the town and district have mostly died out, and their places have not been taken to any great extent. It should have followed, then, other conditions being the same, that our percentage of crime was lower now than then. That, unfortunately, is not so.

Increase of crime in Falkirk and reasons therefor.

5. The crime in the burgh of Falkirk has more than doubled during the past thirteen years; and although a portion of that increase is due to the increase of the population, there is still a great deal to be accounted for in another way. In my opinion, it is accounted for by the extraordinary invasion of our town by vagrants, as the following figures prove.

6. For the twelve months ending September 30th, 1905, I made a careful and exact analysis of the 1,918 persons who had during that period been before our police court. I found that 707 had been less than three days in the town prior to arrest, and 638 more less than three months; thus leaving 573 persons for whose conduct the town was really responsible.

7. Again, for the year ending December 31st, 1906, on a less careful and less exact analysis, I satisfied myself that of the 2,269 persons brought before our police court during that period 50 per cent. were vagrants or tramps. It may be remarked here that Falkirk provides very little female employment, and that consequently we have always a large number of slatternly women hanging about our streets, many of whom drift into crime.

Operations and effects of Mendicity Society.

8. Twenty years ago, when the present chief constable of the county, Mr John Douglas Sempill, was appointed from Cumberland and Westmorland, he brought with him the idea of a Mendicity Society, and within six months of his appointment it was in full operation. The scheme was very well thought out, and its main object was to prevent the indiscriminate giving of money, by charitably disposed persons, to tramps, many of whom were so undeserving. This was accomplished through the giving of bread and lodging tickets, negotiable by the recipients at certain bakers' shops and lodging-houses under well-defined conditions.

9. The scheme was persevered in for fully ten years, and worked admirably at first. The adjoining counties, however, did not take the matter up, and by-and-by it ended by increasing the inflow into Stirlingshire of tramps, who drank the money they got in other places, relying upon getting bread and a bed in Stirlingshire free of cost. (Papers showing details can be presented.)

Operations and effects of Mendicity Society.

Night-shelter for wayfarers. Occupations and classes of inmates.

10. During the winter of 1904–5 there was a great deal of destitution all over the country, and we were pestered nightly by persons applying for shelter in the police office. This suggested to me the advisability of providing a night shelter, and I succeeded in getting, from the Parish Council, the use of the newly disused poorhouse, which I ran as a shelter for males for two months. The result is shown in the following excerpt from a report, which I made at the time to the provost of the town:—

"The shelter was opened on December 16th, 1904. 'The people admitted to it were *bonâ-fide* wayfarers, who, 'through depression of trade, were compelled to wander 'about in search of employment, and those people, belonging to Falkirk and elsewhere, whose improvident or 'vicious habits had rendered them destitute, and who were 'continually prowling about the town and district preying 'on respectable people and sleeping at night, without 'permission, at brickworks, coal-pits, farm outhouses and 'stackyards, tanneries, stables, and even in lobbies and on 'stairs leading to dwelling houses. The shelter was kept 'open for fifty-six nights from 8.30 p.m. to 7 a.m., and 'counting re-admissions, 3,935 persons (males) got shelter 'and their breakfast of bread and cheese in the morning. 'These, however, only represented 2,392 persons, as 136 'persons belonging to Falkirk and district received 1,029 'nights' shelter, or fully an average of seven nights' shelter 'each, while the strangers, numbering 2,256, received '2906 nights' shelter, or, in other words, 650 of these 'strangers received two nights' shelter each. No person 'who was in the slightest degree intoxicated was admitted 'to the shelter, neither was anyone allowed in who was 'found to have 5d. or upwards in his possession. The 'total amount of money found on those 2,392 persons 'was £1, 8s. 6d., in sums ranging from ½d. to 3d. On 'several occasions there were considerably over 100 at one 'admission, and one night as many as 169. . . . It will be 'remembered that one of the principal arguments advanced 'in favour of opening the shelter was the fact that on one 'night thirty men were found sleeping at the Glen Village 'Brickwork, and this fact has been emphasised since then 'by the official returns from Fifeshire, which show that as 'many as seventy able-bodied men have been found, in 'one night, sleeping at a coal-pit in that county. These 'facts, however unpleasant the feelings they engender, are 'better to be known, and it is gratifying to observe that in 'the King's Speech mention is made of an intention to 'tackle, on a national basis and in a practical manner, 'the problem of the unemployed. Apart altogether from 'the humanitarian point of view, it is worthy of note that, 'while the shelter was open, no serious crime was reported 'to the police in Falkirk or its immediate neighbourhood, 'and that within the last few days three Falkirk men who 'received shelter have been taken into custody on serious 'charges. The officers in charge of the police office acknowledge that the shelter relieved them from incessant and 'importunate applications for shelter in the cells, and it 'would be surprising if this benefit had not extended to the 'inspectors of poor and their assistants. I feel perfectly 'satisfied that, from a police point of view, the scheme was 'a complete success. . . . It may be interesting to point 'out that the following are the occupations of the men who 'were admitted to the shelter:—Engineers, 8; organ-'builder, 1; engine-drivers, 6; masons, 54; bricklayers, '2; plasterers, 39; slaters, 95; cartwright, 1; plumbers, '12; blacksmiths, 15; brass-finishers, 6; wood-turners, '6; French-polishers, 4; cycle-maker, 1; watchmaker, '1; saddler, 1; lathers, 20; bell-hangers, 2; coopers, 46; 'tailors, 105; moulders, 131; tanners, 6; shoemakers, 40; 'pit-sinker, 1; cranemen, 10; gardeners, 4; bakers, 4; 'barber, 1; stonebreakers, 18; miners, 83; sailors, 3; 'vanmen, 25; chimney-sweeps, 10; farm-servants, 18; 'carters, 36; hawkers, 46; riggers, 8; street-musicians, '3; navvies and labourers, 1,520. Total, 2,392.

Cost per head in night shelter.

"During the time that the shelter was open twenty-five 'females were, by arrangement, accommodated in one of 'our lodging-houses at a cost of 5d. each per night.

"The total cost of running the shelter is as follows:— 'For bread £8, 8s. 9½d.; for cheese, £10, 15s. 2d.; for 'coal, £3, 8s. 9d.; for lodging twenty-five females, 10s. 5d.; 'for firewood, 6s. 6d. Total, £23, 9s. 7½d."

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Cost per head in night shelter.

11. The sheriff, the provost, and magistrates of the town, and many others were much struck by the effect this experiment had on crime, and wished it to be repeated. Before another winter came round, however, the old poorhouse had been sold and occupied as a model lodging-house, and I could not find another suitable place.

12. The past winter was the worst that I have experienced since I have been in charge here. Crime of all kinds was rampant, and as the most serious part of it was committed by strangers, we were, in many cases, quite unable to trace the offenders.

Class of inmate of model lodging-house.

13. Our model lodging-houses, etc., of which we have fourteen, with a total accommodation for 813 persons, were mostly filled with bad-looking characters, one-half of whom were strangers; and all around the town tramps were to be found lying (sometimes thirty or forty in one place) at brickfields, farm-steadings, stackyards, coal-pits, and even on the stairs and in the water-closets in the town. We have been in the habit of making a liberal use of the provisions of the Trespass (Scotland) Act, 1865, and on May 31st, 1906, we arrested and brought to the police office thirty-three men found sleeping round the fires in a brickfield. They were taken before the sheriff the same day, and were each fined 2s. 6d. or twenty-four hours' imprisonment. We do not keep up this constantly, however, in case it might occur to these hordes of men to retaliate by doing something worse than putting in the night where there are fires.

Extent of crime in Scotland.

14. I have often been annoyed, in reading comments on the judicial statistics for Scotland, to see it stated again and again that serious crime was on the decrease. These conclusions were arrived at by looking at the grade of court before which the prisoners were tried and the magnitude of the sentences imposed. This is very fallacious, as every practical police officer knows.

15. Thirty years ago when a person was twice convicted of substantial charges of theft he was usually sent on the third occasion to a sheriff and jury court, and after one or two trials before such a court he was sent to the circuit court, as it was then called, when he received a sentence that kept him out of the way for some time.

Inadequate punishment for vagrants.

16. The short sentence craze which has lasted for a good many years, is, however, beginning to lose favour. It is found that vagrants have no more compunction in breaking into a dwelling house than into a hen-house. During its sway it was difficult to get the thieves away from sheriff summary, and more difficult still to get them past sheriff and jury courts, with the result that our thieves were sometimes nearly all on our hands at one time.

17. In fact, there never have been, within my memory, so many serious crimes as there are at the present day. We have an army of vagrants of the worst type living in common lodging-houses in our great cities, who, besides being a terror to their own district, make periodical and organised raids on provincial towns and country districts, and commit serious housebreakings and safebreakings by the aid of the best of tools and the most powerful explosives known to us.

18. In my division during the past year we had sixty-six persons arrested for crimes so serious that they were reported to Crown counsel for instructions as to their disposal. Of these, sixteen were charged with housebreaking and theft, one with theft by opening lockfast places, and twenty with serious theft without the two foregoing aggravations. Of the thirty-seven persons specified, twenty-three were vagrants.

19. In the division we had arrested, besides, for simple theft, 265 persons whose cases were disposed of in the summary courts. Of these, fully two-thirds were of the vagrant class. Further, we had a great many undetected cases of theft and of theft by housebreaking; and I am safe in saying that nearly all of these were committed by vagrants.

Effect of South African War on vagrancy.

20. I regret to have to say it, but I must mention that a number of the soldiers who served in South Africa have joined the ranks of these men. The rough experiences which they had in that country seem to have quite unsettled them. Those who had no trade and insufficient education to enable them to obtain congenial employment have refused to submit to ordinary labouring work, and have become vagrants of a dangerous type. They are the more dangerous because they consider that their country is their debtor, and that, after being lionised for a few months, they have now been deserted and their services forgotten.

Effect of South Africa War on vagrancy.

21. There can be no doubt that if we go on as we have been doing there is a danger that by-and-by the honest ratepayer will have too much to do in paying for the upkeep, in gaols, poorhouses, lunatic asylums, etc., of such an army and an ever increasing army.

22. As crime and vagrancy are so hopelessly mixed, I hope I shall be pardoned if I join them in the two or three suggestions which I have respectfully to submit. In making those suggestions, I am admitting to myself that our present system has very little that is reformative in it, and that it is fast losing whatever deterrent powers it once had. I am at the same time hoping that the phrase "liberty of the subject," which we all love to hear, will not be regarded as a serious obstacle to thorough reform, even should it be found that to be thorough it must be drastic.

Suggested reforms for vagrants.

23. I would therefore suggest:—

(*a*) That men who have given proof that they have made up their minds to live by crime as if it were an industry should be sent to a penal colony on indeterminate sentences.

(*b*) That the less dangerous and more numerous class of vagrants be sent to a farm colony.

(*c*) That habitual drunkards be sent to suitable institutions for long terms, if need be, for the purpose of cure.

24. The initial cost involved here would be more than repaid by the emptying of gaols, poorhouses, and lunatic asylums which would undoubtedly follow.

25. The work of local authorities, too, would be brought down to manageable proportions, and it would be well done. These are things worth having if they can be bought.

88904. (*Chairman.*) Falkirk is, in one sense, I suppose, rather unfortunately situated, as it is within easy reach of the great centres of population?—It is.

88905. And so, I suppose, there is a constant movement backwards and forwards?—They are constantly moving.

88906. In that sense, I suppose, it is in rather a special position?—It is in a very special position.

Effect on crime of increased vagrancy.

88907. We have had evidence much to the same effect as regards the Poor Law, that there is this constant passage of almost destitute people, or people on the move for work, backwards and forwards through Falkirk. You think it has got worse of recent years?—It has got worse during the past few years.

88908. And in consequence you attribute the rise in crime largely to these vagrants?—That is so. We made a careful analysis during the year 1905—that is to say, from October 1, 1904, to September 30, 1905. We found remarkable results.

88909. A number of these vagrants are persons of criminal, or semi-criminal habits, I understand?—They are.

88910. I suppose they keep to the main high roads?—Yes. They pass in going to Edinburgh, and then they pass back going to Glasgow. They are continually on the move.

88911. Are there any complaints made in Stirlingshire, or in the neighbourhood of Falkirk, by persons living in out-of-the-way places that they are intimidated at all, or that food or money is extracted from them by these vagrants?—We have not so many complaints about that, but we have complaints about minor house-breakings. They wander about at night, and they break into houses. There have been ever so many more house-breakings during the past few years than there were formerly.

88912. Should you say that a certain proportion of these persons were not moving so much on the look-out for work as to try and get a livelihood by illegal means?—There is no doubt of it. A great proportion of them do not want work at all. They will take a day or two's work just in passing, but they do not want constant work.

88913. Do they move with their families at all, or only by themselves?—Generally by themselves.

88914. Then there is not much female vagrancy, and there are not many children passing?—Not very many.

88915. These persons, I suppose, are mostly the inhabitants of large towns?—Of Glasgow and Edinburgh.

88916. Dundee is too far off, I suppose?—We have them from Dundee, but not so many of them.

Operations of Mendicity Society.

88917. I understand that your Mendicity Society, which was formed some years back, operated very well and tended to check this evil?—It did very well for the first few years, but it did not do well ultimately. Other counties

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did not join, and consequently the tramps got wide-awake, and they drank the money they got at other places and then came into our county, where they knew they would get so much bread and a bed for nothing. It increased the inflow into Stirling. Perthshire and Dumbartonshire were asked to take it up, but they did not choose to do so.

88918. I suppose the advantage of this Mendicity Society was that it mainly helped these persons by giving them food and lodging tickets, and not money?—That is so. If it had been carried out generally, begging would not have been worth following as a trade at all, because they would have got no money.

88919. The object of many of these persons is not so much bread and lodging as to get money?—That is so. You will find the bread thrown away by the wayside in ever so many cases.

88920. I understand the object of opening the shelter in 1904 was to try and continue the work that the Mendicity Society began; that is, to provide lodging and food, and to avoid the giving of money?—That is so. We were face to face with a special state of circumstances at that time. I never saw so many people about our district. In one case we had thirty-three apprehended who were lodging in one brickwork. I have the complaints here on which they were tried under The Trespass (Scotland) Act 1865. It required three complaints in order to hold all the names. They were taken before the sheriff the same day and were fined in 2s. 6d. or 24 hours in jail. That was no deterrent really, because they were immediately out and at it again. But we were able to justify our existence just the least bit by having done our duty with regard to the occupiers and owners of that brickwork, who were complaining bitterly about the place being invaded, and practically the men working there at night were in the hands of these men, who could do what they liked.

88921. Was there much distress in Falkirk during that time, or was the distress mainly outside?—There was a good deal of distress in the town and outside the town as well, and the shelter was a great success. We were blamed for bringing more tramps into the district, and I believe there was some truth in it, and we admitted that. Some philanthropic, well-meaning people, realising in the shelter a novelty, got up tea-parties about the New Year and brought in more than we wanted, and one night we had 169. The Parish Council were a little inclined to think they had done wrong in giving us this disused poorhouse, it having that effect.

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88922. I rather want to press you a little on that point as to how the shelter did good. We have had very much evidence that shelters of this kind tend to aggregate persons, and not very desirable persons?—I must admit there is something in that, but I can say this as well, that if I had employed all my men in my division, I could have taken in 150 people who were lying out between the one end of it and the other without the shelter being there at all. The only difference was that we had them all collected into one place and under one roof, and then people were startled when they saw what was doing.

88923. A very large number of these persons, I suppose, would in England have gone to what is known as the casual wards?—That is so.

88924. What you really did was, you started a kind of casual ward?—It is just on those lines; it is a counterpart of the casual ward, I should say.

88925. How did it work—well?—We had no serious crime—I am looking at it from a selfish point of view as a police officer—we had no serious crime during the two months we had it running.

88926. You gave them food and the bare necessaries of life?—We just made it as unattractive as possible, barring the outside interference. They just got a warm room to sleep in, lying on the floor, a good fire, and then they got half a pound of bread and a slice of cheese in the morning. That is all they got.

88927. It would rather seem as if the result of this was largely to diminish crime—that the persons who were relieved were in actual want and destitute, and that the cause of crime was not so much criminal instincts as want and destitution?—In a way that is so. If you have these people going about on the point of starvation and seeing plenty of good food in shops, it occurs to them, and it would occur to anyone I think, that there is no reason why one class of the community should have so much and they should have nothing. That is how they look at it, I think; and then they break in and steal potatoes and cook them at fires, and steal fowls or anything of that kind.

Extent of crime in Falkirk.

88928. You say in paragraph 12, "The past winter was 'the worst that I have experienced since I have been in 'charge here. Crime of all kinds was rampant, and as the 'most serious part was committed by strangers, we were, 'in many cases, quite unable to trace the offenders"; does the crime you allude to comprise crime other than that of stealing?—Yes, house-breaking. I think that robbery and assault is much down, but house-breaking has increased, I should say six- or seven-fold.

88929. When you speak of robbery and assault, do you mean violent robbery?—Yes. We have many fewer cases of that now than we used to have This serious crime that I speak of as having occurred last year, it is not the vagrants that I have spoken of before that are quite responsible for that, but at this point you move from one class to another. There is a different class of men, desperadoes, who live in Glasgow and come out to the provincial towns and break into houses and break up safes and all that sort of thing by the use of high explosives and the best of tools, That is quite common in Scotland, and has been for several years now.

88930. How far is Glasgow from Falkirk?—21 miles.

88931. So that a man can walk there in a day?—They hire motor-cars to come out and do it.

88932. Why is Falkirk so much the scene of this class of crime; is it a very prosperous place?—It is not any worse than some other places. In Fifeshire, Stirlingshire, and Edinburgh and Glasgow there would be sometimes 70 house-breakings in one week, and some of them very serious breakings.

88933. The work of regular criminals?—Yes, hardened criminals. I have a list in my pocket showing that at the present time there are 178 expert house-breakers at large in Glasgow, 75 expert pickpockets, and 40 odd of parcel or lorry thieves. Those figures do not include the thieves which are not classified. The short sentences brought them all out about the one time.

88934. Your shelter did not include that class, I suppose?—No. They would give us a wide berth; they would come in another way.

88935. Then Falkirk suffers from two things—it is suffering from a certain epidemic of house-breaking and crime committed by persons living outside the district, and it is also subject to this constant stream of vagrants going backwards and forwards?—Yes. They are two very distinct classes; the one is very dangerous, but not so large in number, and the other is very numerous but not so dangerous.

Model lodging-houses and effects thereof on crime.

88936. Your lodging-houses are very numerous in proportion to the size of the town, are they not?—They are. These model lodging-houses have been a source of evil to us. They have accommodation for 813 persons, and they are mostly always full.

88937. (*Mr Loch.*) Are those municipal lodging-houses?—Not all of them; not a few of them are run by private enterprise.

88938. (*Chairman.*) Are a certain proportion of the actual working people in Falkirk living in these lodging-houses?—Yes. We have Corporation buildings, that is, just tenements. The model lodging-house used to be farmed out, but about a year or two ago they took it into their own hands. That is a very large model lodging-house. Then there are other model lodging-houses run by private enterprise, and their total capacity is 813.

88939. Your criminal statistics have gone up, I see?—Very much. They are more than double since I became Superintendent of Police on January 1, 1894. Prior to that we had about a thousand a year in the burgh of Falkirk. In 1906 we had 2,269, and in 1907 just about the same, it may be 30 less.

88940. Are the boys of the rising generation participating in these crimes?—The population of Falkirk itself, if it were not for those strangers, would be very much improved. The old race of criminals, of whom we had a great number, say, two generations back, have mostly all died out, and their places have not been taken to any great extent; so that, if other things had been equal, the town would have been very much improved.

88941. Supposing you had the English system in Falkirk, and that you had a casual ward, do you think that would improve matters?—I think that something of that kind is absolutely necessary. We have one running just now, this year. We started it on December 18. For

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two or three years we could not get premises, but we have got them this year. It is being run much more satisfactorily this year; we are not allowing any outside interference, and the highest we have had in on any one night is 54, the number usually being 18 to 20. (*See App. No. CLXXXIII. (A).*)

The witness subsequently added the following:—

"Perhaps you might allow me to explain that if the 'scheme which I have indicated in the paper handed in, 'were carried out, casual wards would not be required for 'vagrants. That is to say, if criminals were sent to a 'penal colony, and habitual vagrants to a farm colony, 'then casual wards would only be required for the *bona* '*fide* wayfarer temporarily out of work, and they might 'be arranged in accordance with the Swiss system, which 'is, in my opinion, the best in operation meantime. If 'the ground were thus, even, partially cleared, what is 'known as the Elberfeld system could be introduced, 'when, I am almost sure, quite an army of voluntary 'workers would take the field and would prevent most of 'the *bona fide* working men from sinking below the poverty 'line.

"If, however, such a scheme is not adopted, casual wards 'ought to be brought into existence in Scotland to cope 'with vagrancy. The objection that 'shelters' bring more 'vagrants to particular towns and villages will only hold 'so long as 'shelters' are restricted to those particular 'towns and villages."

Class frequenting night shelters.

88942. Was there any considerable proportion of these people who were really and *bonâ fide* in search of work?—I think that the class we have got this year are people who do not want to work, as far as I have seen them; but in 1904–5 we had a great number of really decent people amongst the people that got sheltered on that occasion.

88943. Who were looking out for work?—Who really were; there was great distress at that time, and a great number of them were very respectable looking men.

88944. It seems to me you rather want some system by which the respectable people could be passed on and helped in their search for work, and discriminated against the others?—That is so.

88945. I suppose your experience as regards the increase of crime is corroborated by other districts?—Yes, it is.

Increase of crime in Scotland.

88946. Do you say all crime is on the rise?—A certain class of crime is on the rise, but not all over Scotland. I believe if you go away north to Aberdeenshire and Banffshire it is just about normal, but in the midland counties it has increased very much. It is all done by a small band of men; if they were got out of the way, the thing could be put right.

88947. You make a suggestion that persons who have given proof that they have made up their minds to a life of crime should be sent to a penal colony; but that is not a very easy thing to prove, is it?—Convictions should prove it.

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88948. When a man has served his sentence, what then?—When he comes again then you could act. What we have been troubled with lately has been this idea that short sentences were more humane than long ones. The result has been that all our experienced, hardened criminals have got out upon our hands at one time. I think they should be caught up and given indeterminate sentences, just as they are caught; and so kept out of harm's way.

88949. That is a little outside our actual reference, as we are inquiring into the poor law. Coming back to that point, supposing you have some form of casual ward for vagrants, you would, I understand, be disposed to help people who are really in search of work, and the others you would treat less well?—Yes.

Police control of casual wards.

88950. Would you put such a casual ward under the police?—Yes. I think the police could control an institution of that kind better than the poor law officers.

88951. Is there generally felt amongst the police authorities in Scotland the want of some kind of casual ward for those vagrants?—I think so.

88952. They now go to the lodging-houses mainly, I suppose, or sleep anywhere?—A lot of people are very much down on the shelters. They say that the shelter I am running just now is merely taking away money from the lodging-houses, and that these people will hide the money that they have in their pockets and get a night's free lodging. That may happen in some cases, but I do not think it is so general as people believe.

88953. Has there been any meeting recently between the chief constables of the different counties in Scotland to consider the questions that are contained in your paper?—I do not think that they have recently met in conference over these matters specially.

Extent of vagrancy in Falkirk.

88954. Your evidence practically amounts to this, does it not, looking at the question from our point of view, that vagrancy is becoming a very serious evil?—It is a very serious evil.

88955. So far as Falkirk is concerned?—Yes, and Fifeshire too. In my Statement I have referred to the report I made to the Provost of the town about our shelter. I got very valuable confirmation from the annual return from Fifeshire. On one night seventy able-bodied men were found sleeping round one coal-pit. I think that a lot of people are very anxious for a labour colony for the ordinary class of vagrants, if it could be established.

88956. Have there been any complaints that these vagrants go to the poor authorities around Falkirk and get help, either in kind or in money, from them? It was alleged to us in Edinburgh that there were certain places where the vagrants went to, that the inspectors of poor had no accommodation to offer, and so occasionally gave them money, and they took this money and went on to the next district, and so on. Have you heard of any complaints of that sort?—No, I never heard of any complaints of that sort. The inspector of poor in 1904–5, not the present inspector, complained that he had to take in some of the people who came to the shelter; but I retorted by saying that we took in a great number that he would have had but for us.

88957. Would you go so far as to take up a vagrant who had no visible means of livelihood, and send him to a farm colony?—I would.

88958. (*Sir Samuel Provis.*) The shelter that you speak of is provided by the police authorities, I understand?—Yes. Three years ago there was a new poorhouse built and occupied in Falkirk, and at that time we got the use of the disused poorhouse before it had been sold.

88959. You mean that you, as chief constable, did?—I arranged to get it free of cost and just ran it for two months.

88960. Then, of course, there was some expense incurred in maintaining the people in it; how did you pay for that?—I collected it from ladies and gentlemen in the district, after the money was spent.

88961. There was no charge upon the rates then?—There was no charge upon the rates. I am running it in the same way this time—seeing how much it costs and just asking them to pay.

88962. So that it is a voluntary business?—Yes.

Effect of short sentences on crime.

88963. (*Mr Patten MacDougall.*) I understand you are of opinion that the class of crime has altered, and that whereas, a few years ago, probably these people took to robbery and that kind of crime, now they take to house-breaking; is that so?—That is so.

88964. How do you account for that?—I could scarcely explain further than to say that in cases of robbery there is obviously greater risk of detection than in cases of house-breaking, especially in connection with unoccupied offices and stores, etc.

88965. I thought for a moment that you suggested that it was the short sentences?—Certainly that enables more of them to be out at one time; then they fraternise and get together.

88966. Do you mean that there have been short sentences in cases of house breaking?—Yes.

88967. In other words that whereas a case of robbery would have been visited with a long sentence, cases of house-breaking have been visited with short sentences?—Yes, I think there is something of that too; but I think the sentences have been shortened for all kinds of crime, robbery as well. I have taken the two decades 1887 to 1897 and 1897 to 1907, and I will read you the result of going over those years. From December 1887 to December 1897—I am dealing with my own division of Stirlingshire—nineteen persons were sent to the High Court and received sentences as follows:—one for life, one for 12 years, two for 8 years, four for 7 years, nine for 5 years, and one for 3 years; then one received imprisonment merely. They were all sent to penal servitude except one. Then in the next period, from December 1897 to December 1907, seventeen persons were so sent to the High Court, and received sentences as follows:—two for 10 years, two for 7 years, two for 5 years, and two for 3 years, while nine received imprisonment only.

88968. Have you represented that condition of matters

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to the county, or to the town, or to the Crown Office?—No.

88969. Is this the first time you have mentioned it?—When I submitted the statement to the Commission here, that was the first time the subject had been taken up in this form, I think. During the last year no person was sent to the High Court, but one was sent in 1906 and three in 1905. Then, again, no person was sent in 1904. If you look at the calendar for each of those years, I think one is safe in saying that under the former *régime* six to nine persons would have found their way to penal servitude in each of those years.

88970. (*Mrs Bosanquet.*) Do you think any large proportion of vagrants drift into this crime?—I do.

88971. Do you think they really feed the criminal class?—I do.

88972. (*Mr Patten MacDougall.*) But you have made no representations to the Crown Office or to the Lord Advocate?—I cannot reach the Crown Office.

88973. You can through the authorities?—Sheriff Moffatt of Falkirk read my Statement, and he said it was very interesting to him. He thoroughly believes in the position I have taken up, and I think that by-and-by it will find its way there too.

ice accom- lation for rants.

88974. (*Mr Loch.*) Do you put up many vagrants in the police office, or any place of that sort?—We used to do. We used to have to take them in in the middle of winter, say in November, December, and January—four or five in a night sometimes.

88975. What was your accommodation for them? Did you have special accommodation?—No, just a cell.

88976. This shelter has served instead of that?—Yes. We never allow one into the police office now.

88977. Therefore, practically at all times you have had to have something in the nature of a casual ward?—We always require to put up people, or else have a very uneasy conscience.

88978. Therefore, whether it is acknowledged or not, there is a casual ward system in Scotland to all intents and purposes, in connection with the police?—The police' offices are sometimes nearly full.

88979. Do you trace this at all to the number of "models" and other such institutions in Glasgow and elsewhere?—I think that immediately after any very dull period a number sink below the poverty line, and, though they may come up again, that augments for the time at least the number of vagrants. They tramp about, and some of them wish work and some of them do not want it if it is offered to them. You have got to deal with them. The inspector of poor cannot be got at; it is always at night, between 8 and 11 o'clock, that you meet with them in the street, and there is nobody about but the police at that time. You have just to drive them away and steel your heart against it, or take them in. We select so many of the worst cases and let the others go.

88980. The rest are sent away?—Just so.

tences for rancy.

88981. What does a magistrate generally sentence a vagrant to?—There is a very valuable law that we have taken advantage of; in fact, there are two—the Trespass (Scotland) Act of 1865 and the Vagrancy Act of 1824—an English Act which was applied to Scotland by an Act of 1871, and then further amended and made far more effective by the Penal Servitude Act of 1891. I have brought a copy of a case prosecuted at my own instance as Burgh Procurator-Fiscal at Falkirk. You can sentence them to three months' imprisonment under that Act.

88982. Do the magistrates sentence them to three months' imprisonment often?—Usually it is for not more than two months. You are afraid of the High Court if you go beyond sixty days in a Summary Court. This man forfeited £10, so that he was rather a good class of vagrant.

88983. Is two months the normal sentence on vagrants when they come before a magistrate?—Yes. Loitering with intent to commit a felony is one of the crimes dealt with under that Act of George IV.

88984. But it is insufficient to keep down the number of vagrants, though it is a two months' sentence?—Yes. But it is a very useful thing, and I have been very pleased many a time that we have that power.

88985. Are most of the vagrants that come your way taken before the magistrates?—In the burgh of Falkirk, yes; the magistrates deal with them all.

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Sentences for vagrancy.

88986. Would you count these men who come to your police office for shelter, vagrants?—No. They are turned out in the morning; they just get a night's shelter and go.

88987. Where do you draw the line between the persons whom you shelter and the persons who should go before the magistrate?—A person who sleeps out, or sleeps on a stair, or in a lavatory, or any place like that, is charged as being there without the consent of the owner or occupier.

88988. Under the Trespass Act?—Yes; and the penalty for the first offence is 20s. or fourteen days, and then 40s. or twenty-one days for the second and any subsequent offence. Then you can get at them, I believe, as being rogues and vagabonds without being suspected persons; but we have never meddled with that.

88989. As a matter of fact, these vagrants come and go, and only those who offend by way of trespass are brought before the magistrate; is that it?—And those who loiter about with intent to commit a felony.

88990. They would be a very small proportion of the whole number of vagrants, would they not?—We had four last year who were found loitering with intent to commit a felony. They must have some house-breaking implements about them, or they must show by something or other that they meant to do that. In addition to that we had during 1907 convicted for trespass, in the division including the Burgh of Falkirk, 114 persons, and we had 39 persons convicted for begging within the Burgh of Falkirk.

88991. May we not draw the conclusion that the mass of the vagrants pass through Scotland from place to place and are touched by no law?—Exactly. There is nobody meddles with them. Everybody is just glad to see the last of them.

88992. And it is not now a police duty to meddle with them?—No.

88993. But you shelter them?—Exactly. You have no proper hold on them unless they do some overt act.

Suggested detention of vagrants.

88994. Have you any suggestion of the way vagrancy in Scotland could be dealt with either by a system of casual wards connected with the police, or in some other way?—In making the suggestions which I made in paragraph 23 I had several difficulties in mind—first, where such colonies could be placed, and, second, what method we should follow. In regard to the first, I quite recognise the difficulty in finding a suitable place in Scotland. Perhaps the Inner Hebrides could be utilised; it would be near at hand. It is a serious question, anyhow.

88995. Practically your system is conviction and detention as vagabonds, perhaps for life?—They could be liberated on parole.

88996. (*Mr Chandler.*) You tell us that Falkirk is midway between Glasgow and Edinburgh, I think?—Yes.

88997. Then naturally there would be quite a big crowd of *bonâ fide* working men going from one of those cities to the other?—Yes.

88998. Could you describe that class which you have enumerated in paragraph 10, numbering 2392, as coming under that head, or would they be ordinary vagrants who are habitually tramping?—The greater number of them were much above the ordinary begging class.

Danger of dealing with tramps and vagrants.

88999. You mention in paragraph 13 an instance where tramps were found sleeping in a brickfield, and were taken up before the sheriff; is that still going on?—We do take that step occasionally, but we are afraid to do too much of that. There is a danger of those people retaliating by doing something worse than sleeping where there is a fire. They might set fire to stackyards and things of that kind, so we just have to work very cautiously when we have such a crowd of men as that in one place.

89000. But they do sleep there occasionally still?—Yes. We go once in a while and clear them out, just to satisfy the Brickfield's right.

89001. There is some damage, I suppose, done by these men to the works?—When the bricks are soft they damage them a good deal; and they practically take possession of the works for the night. There will be only five or six men working there and thirty-three visitors.

89002. In the shelter that you have provided now, are there any arrangements made for washing the people?—No.

89003. None whatever —No.

89004. Then they go away in the morning just as they turned up at night?—Just as we find them, except that they get a breakfast.

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Number and ages of men in night shelters.

89005. (*Mr Gardiner.*) You do not give the ages of the 2,392 people that you allude to in paragraph 10; have you got that information?—We took the name, the age, the nationalty, where they came from, and where they were going to.

89006. Do you know what was the average age of those men?—I could not tell you, but from recollection I would say about thirty-five.

89007. Under forty, then?—I would say thirty-five.

89008. (*Dr Downes.*) The men you have referred to as knowing how to use the best tools and high explosives were not ordinary vagrants, were they?—No, they were much above that. They are clever men, a lot of them.

89009. Does not an uncontrolled system of vagrancy enable the criminal to move about more easily?—That is so.

89010. So that although the criminal himself may not be the ordinary vagrant, yet he might conceal himself, so to speak, in the mass of vagrancy that moves about the country?—He can perfectly well do that. We do not know whom we have got in the crowd.

89011. Is it within your knowledge that in Glasgow they have had to lodge vagrants in the police cells pretty freely?—I know that they have done that in all the police offices from time to time.

Provision by police for vagrants.

89012. In some places the police give them lines for a lodging-house, do they not?—That is so.

89013. Have the police any control over the lodging-houses in Scotland?—In some places the police have control, but in Falkirk I have no control, except the power of entry. It is the sanitary inspector who has to look after the sanitary requirements who looks after the lodging-houses.

89014. But you have the power of entry?—Yes, and we have to use that very frequently.

Employment of women in Falkirk.

89015. (*Professor Smart.*) In Falkirk you say there are very few industries for women; what do the women of the working class do there?—There is scarcely anything for women to do at all, except housework. A few get light work at painting in the foundry and bottle-washing in ærated-water works. Beyond that, there is hardly anything for them to do.

Operations and effects of Mendicity Society.

89016. About the Mendicity Society, was there not a regular trade in the tickets of that society, and were they not exchanged?—That is so.

89017. So that the giving to a man a ticket was no guarantee at all that he would make any use of it, as he might simply pass it on to another person?—Quite so; only if nothing but bread tickets had been given, they would have got nothing but the bread, and they would have got no money to purchase drink with.

89018. That confirms your point that it has established this steady flow into Stirlingshire?—Yes.

89019. Because they were perfectly certain of getting these tickets?—They were perfectly certain of getting them. Sheriff Scott-Moncrieff was at Falkirk at that time, and he was a gentleman who took a thoroughly practical view of the Mendicity Society. He lived at a place where there was a difficulty in getting water, and it had to be hand-pumped. He gave the vagrants tickets for a night's lodging—a lodging ticket cost 4d., and was far more valuable than the bread ticket—but he gave them so much pumping to do before ever he gave them the ticket. He worked that in.

Police accommodation for and inspection of vagrants.

89020. What accommodation have you in the police cells?—We have 17 cells.

89021. How many could you put in a cell?—On any night, except Saturday night, half our cells would be disused. On Saturday nights we might have them all occupied with prisoners. We could put two or three of these people into one cell.

89022. Would you put an indiscriminate horde of vagrants like that into cells? Would it not be rather dangerous for the ordinary prisoners who come after them?—It is very dangerous for them, and very dangerous too for the police officer who gives them shelter, because, if they died there, there would be a public inquiry. I do not know that he would be blamed, perhaps, but they do not recognise in Scotland that it is legal to put a tramp into police cells.

89023. You make no inspection whatever of the vagrants you put into the cell, do you?—We try to take in as few as possible. It is only when we just cannot feel it in our hearts to turn them away that we put them in. Say there is a woman with three or four children; that is the kind of case that would appeal to us most keenly. We should put them all into one cell, and give them coffee in the morning, even coffee at night, if they pretended that they were hungry.

Police accommodation for and inspection of vagrants.

89024. Referring to the shelter of your own which you are running just now, you think that being under the management of the police it has a certain advantage as compared with an ordinary model lodging-house?—It has; because we get into better touch with people who are moving about. We really have most risk in connection with that class.

Need for lodging-houses to be under municipal control.

89025. Would you say that if the model lodging-houses were in the hands of the police, they might have a chance of doing better work than they do?—Our visitation of model lodging-houses is quite unrestricted, and I would not like to say anything about that. When there are model lodging-houses I would always like that they should be under municipal control; because then you can get in touch with the warders, and they are more ready to give you information than is the case when these places are private concerns.

89026. Is it not the case that, if they were more directly under the police than they are just now, fewer criminals would go to them?—Yes, I believe that. The unfortunate thing is that sometimes just now under the present management they go in and ask for their bed, and then get out somehow and contrive to get back again unobserved. Some of our most astute criminals can sometimes prove an *alibi* through that very thing, by having been seen go up to their bed, and then getting out and getting in again unobserved at 4 o'clock in the morning, when the door is opened. They have got away on that ticket once or twice.

89027. I gather that you disapprove of model lodging-houses?—I am sorry that so many have been planted in Falkirk. Considering the size of the town, the number is out of all proportion.

89028. Can you suggest any substitutes?—We have got them now, and I suppose we will just have to suffer.

89029. We have always had them in Scotland, have we not?—We had fewer vagrants living in the town when we did not have them, and when, in fact, the vagrants could not get put up.

89030. In paragraph 23 (*b*) you say that the less dangerous and more numerous class of vagrants should be sent to a farm colony; you mean compulsory detention, of course?—Yes; voluntary colonies have been found to be a failure all over.

Effect of poverty on crime.

89031. Here is one question that brings your sphere in connection with ours; have you ever formed any opinion whether men enter on a life of crime because of any despair of getting a living by honest work? Do you think, in other words, that poverty has any action in the making of criminals?—Yes, I think it has something to do with it. I think myself that great care should be exercised with persons on their first and second appearance before the court. If they were kept from drifting into crime at that stage very much good would be done. Once you have been in a prison, all the terror of it is gone; and unless they are caught up they sink down and become hardened criminals. That is my experience.

89032. I think we have had it in evidence that criminals are not recruited from the lowest working class but from a considerably higher class?—That is so. We have, for instance, some criminals just now who are splendid mechanics, and they are the more dangerous, because they know how to use these explosives and tools.

89033. Most criminals, I suppose, become criminals in youth?—The criminal taint descends from the father to the child; and unless something is done to catch them up, it will just go on in that way, and it will always be multiplying. It is very difficult to dogmatise upon this subject, but this idea is often put forward.

89034. What is the state of trade in Falkirk just now?—It is a little better than it was. It used to be very good in Falkirk, and there was more work then than they could get people to do it.

89035. Up to quite lately was that?—Up to four or five years ago.

89036. Within the last few months has it improved?—It is getting a little better now.

89037. (*Mr. Bentham.*) On the question of the connection between poverty and crime, do you keep a list of the ages of the first offenders?—Yes.

89038. Could you give us any particulars with regard to that?—We have got legislation on the subject which is just being brought into operation. We have not our machinery in order yet, that is, our probation officers; but we have had a system of our own, a homely affair it has been, but still it has done a lot of good. Sheriff Moffatt, whose name I have mentioned before, when he came to Falkirk some three years ago made a special point in the case of children that were brought before him, or at least reported to the Procurator-Fiscal, for any such crime as stealing, that a police officer of not less rank than an inspector should call upon the child and warn the child, and see both its parents, and inform them that if the child were reported again it would be smartly punished and perhaps whipped. That has had a very good effect in our district. We used to have our returns swollen by children for stealing fruit and growing crops, but now we have not had more than a dozen in the last one or two years.

89039. Would the particulars of the ages and the nature of the offence in the case of first offenders show us whether there was any connection between crime and poverty?—The ages of those children would be from, say, ten to fourteen.

89040. So that their crime would not be through poverty, would it?—No.

89041. Could you put in any list giving details of the ages and nature of the offence of the first offenders for a given period—whatever period suits you best?—I will be very pleased to do so afterwards.

89042. The object being to see how far crime was originally connected with poverty?—Through the parents being in very poor circumstances?

89043. Or the criminal?—Do you mean when a child, not getting proper sustenance in its own home, goes and steals outside?

89044. Yes; and more particularly I should like to know with regard to the adults. There are very few adults, I understand, who are first offenders; they are mostly children?—They are, mostly.

89045. Their ages and the nature of the offence they are charged with would be some indication as to whether they had committed the offence through poverty, would it not?—Yes. I will send in that paper. (*See App. No. CLXXXIII. (B).*) Of course, you know that the Probation of Offenders Act, which came into force on the 1st of January, does not mention any age.

89046. (*Professor Smart.*) Is it for all ages?—Yes.

ONE HUNDRED AND FORTY-NINTH DAY.

Monday, 2nd March 1908.

PRESENT:

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I., etc., etc., etc. (*Chairman*).
Sir SAMUEL B. PROVIS, K.C.B.
Mr F. H. BENTHAM.
The Rev. T. GAGE GARDINER.
Mr C. S. LOCH.
Mr J. PATTEN-MACDOUGALL, C.B.
The Rev. L. R. PHELPS.
Professor WILLIAM SMART.
The Rev. Prebendary H. RUSSELL WAKEFIELD.
Mrs BERNARD BOSANQUET.
Mrs SIDNEY WEBB.
Miss OCTAVIA HILL.
The Right Rev. The LORD BISHOP OF ROSS.
Mr R. H. A. G. DUFF (*Secretary*).
Mr J. JEFFREY (*Assistant Secretary*).

Mr Munro Ferguson, M.P.

2 March 1908.

Mr MUNRO FERGUSON, M.P., called and examined.

94629. (*Chairman.*) You are Provost of Kirkcaldy, Chairman of the Auchtertool Parish Council, and member of the Fife County Technical Education Committee?—I am.

94630. And you were Chairman of the Departmental Committee on Forestry of 1902?—I was

94631. You have been kind enough to send us a paper dealing with two subjects, one afforestation, and the other vagrancy; and we will treat that as your evidence-in-chief if you will kindly hand it in?—Certainly.

(*The Witness handed in the following statement.*)

1. I am Provost of Kirkcaldy, Chairman of the Auchtertool Parish Council, member of the Fife Technical Education Committee, and I was Chairman of the Departmental Committee on Forestry of 1902.

Present position of afforestation in Britain.

2. *Present Position of Silviculture in Britain*:

There is no adequate training for foresters.

There are few head foresters really fitted to control operations.

The working foresters are themselves insufficiently trained.

We have a certain number of retired Indian forest officers, and of late years a certain number of promising students have had a training on the Continent.

We have, therefore, men who can lay down schemes for afforestation, but few who can carry them out. Nor is there an organisation, such as a Board of Forestry, or anything like it, that is fitted to control any large scheme of afforestation.

The necessary prelude to afforestation on a large scale is the provision of a forest school, which would entail the purchase of some well-wooded estate. With this and a well-organised centre of instruction we should in a few years' time be much better off than at present for afforesting on a regular system.

Question of afforestation for unemployed.

3. Once large schemes for afforestation are drawn up and adequate staffs provided, there would be an opening for the casual unemployed in road-making for large tracts, and in some subsidiary forms of forest work. But the main operations of silviculture cannot be conducted by the unskilled, because silviculture is a form of industry which needs the most highly skilled labour in order to secure economic success. A mistake involving the unnecessary or ill-spent outlay of even £1 per acre rolls up to a very substantial sum at compound interest on a timber rotation of 100 years.

4. It has been proposed to connect the questions of Silviculture and Coast Erosion in a common inquiry—two subjects which seem to have little connection with one another. Protection against coast erosion seems to be one of the most likely forms of affording employment in times of shortage in the demand for labour—silviculture is one of the least likely.

5. On the other hand, should there be an establishment of Labour Colonies, whose inmates served for considerable periods during which training could be given, then a great deal of the work of afforestation could be effected by such communities.

Question of afforestation for unemployed.

6. Silviculture is much better calculated to act as a deterrent to leaving the country for the town than prove a satisfactory means of giving relief to urban unemployed. There is no occupation which sets a better standard of industry, or which affords more steady employment. It would also revive village industries and check the drain from the small village into the town, for—especially where there is a large reserve of water power, as in the Highlands—the utilisation on the spot of timber products becomes profitable, and yields two or three times as much employment as the production of the timber itself.

7. Silviculture is almost entirely dependent on State action, and if properly developed would mean a home trade of some twenty-five millions a year in timber which could be just as well grown at home as imported from abroad.

8. In short, while it would be a great mistake as matters stand to rely on afforestation to afford casual relief, it is quite possible, with due organisation, to provide both a great deal more employment for the existing country population and some outlet for the permanently unemployed from the towns. I should regard, as I have said, the formation of Labour Colonies as an essential preliminary to the securing of this latter end.

VAGRANCY.

Need of classification of unemployed.

9. My experience as regards the unemployed and vagrants leads me to the following conclusions:—That, whether to organise employment for the unemployed or to reorganise the Poor Law system, classification is essential, involving the elimination, with more or less completeness, of the work-shy vagrant, criminal, and improvident classes. I would submit some figures showing the increase of tramps, bearing both on crime and numbers in the Burgh of Kirkcaldy. (*See App. No. CLXXXIV.*) These figures show an extraordinary increase for that burgh. The report for Fife also shows a noticeable increase, and I hear some complaint from Ross-shire (though I have no figures), a Highland county frequented by great numbers of south country tramps, the reason given for their appearance being that the Highland people are more hospitable than the Lowlanders. Not only is there an increase, but there exists what amounts to something like blackmailing at secluded houses when the man is away at work.

Percentage *bona fide* tramps seeking work.

10. There are two classes of vagrants, the tramps and the *bona-fide* searchers after employment. I have consulted with the Chief Constable of Kirkcaldy, who gave evidence before the Commission, and he estimates that about 60 per cent. are ne'er-do-weels who ought to be secluded from ordinary society; 25 per cent. casual workers; and about 15 per cent. real searchers for work. Of female tramps not 5 per cent. are in search of work. The other 95 per cent. ought to be eliminated from the community, whether on the score of morality, disease or example. The better class of the female tramps often come into town with miners for the week-end, which they spend as man and wife in some hotels and lodging-houses.

Evils of daily wage.

11. A considerable class of labourers has lately come into existence who are paid daily and could not organise their lives on any other system. They are often hard-working, industrious, and competent workmen, bricklayers and others, but this unfortunate system—which is so

Evils of daily wage.

adverse to thrift—often brings them to the verge of destitution, and they therefore are apt to swell the small minority of real searchers for employment. These men would be included, when unemployed, in the 25 per cent. of casual workers, or in the 15 per cent. of real workers. This system is a curious contrast to the older forms of payment in Scotland—still more or less the practice in certain classes of employment—under which wages were paid quarterly or half-yearly.

12. The rapid increase in the numbers of undesirable unemployed in Fife is a consequence of good times, for it is easier to pick up a day's well-paid work or to find subsistence without work when business is good than when it is depressed. In Fife there has been a period of remarkable prosperity—which still continues—in the coal trade. The evidence from Ross-shire is corroborative of this fact.

13. The Commission will have had strong corroborative evidence from Falkirk, and could obtain it from many burghs and counties in Scotland. The Association of County Councils is to give evidence through Mr Scott Plummer, so I will say little about them.

Relationship of common lodging-houses to tramps.

14. It has been held that the provision of common lodging-houses, and especially the granting of free beds, has aggravated the tramp nuisance. It is found, however, that adequate provision of this kind becomes necessary if the normal population is to be protected from contamination by the tramp class, from the effect of its habits, its language, and filth.

Children of dissolute parents.

15. The children of these tramps and of tinkers are educationally in a deplorable condition. I should not classify all tinkers as vagrants, and certainly not as unemployed, but I would take many tinker children from the care of their parents.

16. On the subject of children, there is a curious case in the parish of Auchtertool, which exhibits one phase of the operation of the existing Poor Law. There is hardly any Poor Roll at all for the parish, but we have to maintain five children belonging to one family. The father spends most of his time in prison for petty offences, and in the intervals his family increases. He makes no attempt to provide for them, and the mother, though a well-intentioned woman, is usually unable to do so. This family—which may become more numerous—usually costs the parish about £45 a year.

Suggested palliatives for casual distress through unemployment.

17. As to remedies for casual distress in times of unemployment, a palliative might be found in national undertakings, for the completion of which there is no pressure of time. For winter unemployment something might be done if our local authorities and private employers tried to allocate their work, not only for some time ahead, but for different seasons of the year. Had local authorities larger powers to lay out towns and so forth, a good deal could be done by quarrying, stone-breaking, and road-making in the winter season; so also with some Government contracts. To meet the objection that much work can be done more economically in the summer than in the winter, recognition might be obtained for a lower scale of pay in the winter as compared with the summer months.

18. I have found as a landowner in the Highlands that by concentrating my expenditure on the winter season, when the country is empty of visitors, instead of spending in the summer when it is full of them, a real advantage is conferred upon the local population.

19. In the country villages free access to land for small cultivation in the neighbourhood would do much to give stability to employment.

20. The Commission will have better witnesses than myself as regards the organisation of relief. I would only say that, whether for economy or efficiency, I believe it to be essential to discriminate.

Need of classification of unemployed.

21. The drunkards and work-shy of all classes are so terrible a source of corruption to the whole community that those of the well-to-do class might with advantage be dealt with in inebriate homes or in "Conseilles de famille." Many might be kept out of trouble if our educational curriculum were extended and made more practical, for the raw juvenile population as it is now let loose upon the streets never has anything like a fair chance. For the derelict classes I believe that there is no remedy—apart from stricter control of the liquor traffic—other than that of providing labour colonies of two classes, one for those who can be made industrious, and another for a still larger class who will never be anything else than a permanent burden and curse to the community.

22. In regard to remedies, I think these have been well outlined in two very practical lectures by Dr. Charles Douglas, copies of which I should be glad to hand in if the Commission has not already seen them.

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Need of classification of unemployed.

23. I should add that these are not merely my own views, but they more or less accurately represent those of the Annual Committee of the Convention of Royal Burghs, of my brother Magistrates on the Kirkcaldy Town Council, and of my colleagues on the Parish Council of Auchtertool. They also represent the opinions, if not by any means of all the social reformers with whom I am acquainted, at any rate of nearly all those with whom I have consulted who are engaged in the practical administration of local affairs in Scotland.

94632. You have given a great deal of attention, have you not, to the development of silviculture in Scotland?—Yes.

Training of unemployed for afforestation.

94633. It is a little outside our reference, but it impinges on it in this sense: that it has been suggested to us by various persons that there are great openings for utilising the unemployed in afforestation; and as we knew you were an authority we thought we would like your opinion as to the class of labour that can be absorbed by afforestation. You are clearly of opinion that the actual work itself is a highly skilled form of labour?—Yes, nearly all of it.

94634. The average agricultural labourer, I suppose, would want some training in addition?—A great deal.

94635. Therefore the ordinary unemployed, those who register themselves as unemployed, who in physique and working ability would be below the agricultural labourer, would be, in the first instance, quite incompetent for this sort of work?—I think so; and I think that the result would discredit afforestation.

94636. On the other hand, they might come in in a subsidiary manner, might they not, making roads?—Once you had sufficiently large areas for afforestation properly laid out, once you had a regular working scheme on a large scale, then you could employ even casual unemployed labour upon road-making, and perhaps drainage to a more limited extent.

Scope for remunerative afforestation and possibility of employing unskilled labour.

94637. I will put the general question: Do you think that there is much scope for afforestation on a large scale so as to give some return?—Yes, enormous. I will speak especially for my own country. In Scotland it is very large; I have always maintained that you could have as large an area profitably devoted to silviculture in Scotland as is now occupied by agriculture. There are about 5,000,000 acres of the 19,000,000 acres in Scotland at present devoted to agriculture; I think you might get something like 5,000,000 more under silviculture, which would give an equally good return.

94638. Does it necessarily require good land?—It requires land suited to timber-growing, but very often the best land for timber-growing would be useless for agricultural land.

94639. It depends very much on the class of tree you plant, I suppose?—Yes. The great area of silvicultural land in these Islands is in the Highlands, which are quite useless for agriculture, and are either heather land giving a very low return for grazing; a great deal of the land worth 6d. an acre for grazing in the Highlands is worth £1 an acre net annual profit for planting.

94640. The return, I suppose, very much depends on the class of wood that you grow; the harder the wood the slower the return, I suppose?—Some of the poorest soils, agriculturally or pasturally speaking, are the richest soils for silviculture: for growing larch, for example, which gives you the quickest return under silviculture and the largest.

94641. It is practically what I may call all soft wood, is it not, in silviculture?—In the Highlands it is so; not in the rest of Scotland. The rest of Scotland is more suitable really for hard wood than for coniferous timber.

94642. Supposing you were to plant 100 acres, what amount of occupation would it give per acre during the time?—You may take it 100 acres under timber employs a man for growing the timber; and if your timber land is profit-bearing it will employ three hands: man, woman, or child in the manufacture of the products. I am taking that more or less from the German experience.

94643. And then planting?—Planting gives very little employment.

94644. The planting, to be effective, I suppose, must be associated with draining?—No, I think drainage is so

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expensive nowadays, there is so much land that is suited to silviculture without draining that I hardly ever drain.

94645. You can dispense with draining on the light soil?—On a great part of the light soil you need no drainage.

Scope for remunerative afforestation and possibility of employing unskilled labour.

94646. As a rule, I suppose, you would plant on a slope, so that there is natural gravitation?—Yes, most of the best land suited to silviculture in Scotland is sloping land. As I say, I do not think there is much scope for employment of casual labour in drainage, and drainage is a skilled employment. The main scope for employment of casual labour would be road-making; but then it would have to be for a scheme of thousands of acres in extent. I have no doubt some roads are wanted at Inverleven, the area of some thousands of acres bought by the State recently in Argyll for afforestation, and there, perhaps, employment might be found for the casual employed; but very often these places are a good deal out of the way.

Ultimate benefits of adequate system of afforestation.

94647. You attach importance to silviculture more as an attraction to persons to remain in the country than as a means of giving at once employment to those who want it now?—Yes, if you had a large scheme, an adequate scheme of afforestation for Scotland or, we will say, for the United Kingdom, you might plant 100,000 acres a year; that would give a considerable amount of employment, and so far it would be a deterrent to people leaving the country districts. On the other hand, that argument would only apply while the area was being filled up, and in the manufacture of the timber off the first afforestation. If you look far enough ahead, when this first area was filled up and properly utilised you would have a large outflow of surplus population again from that area. It would not ultimately deal with the unemployed in any way. Mr Balfour used that argument recently in the House of Commons, and I agree with him; and the larger your country population the greater would be the over-supply.

94648. Take larch: how many years is it before the products increase employment in the neighbourhood; it would be a good many years, would it not?—You might get your first thinning in twenty years, and get a considerable return, but it would not give much employment; the bulk of the employment given by silviculture is in the manufacturing processes which cannot arise for sixty or seventy years.

94649. As far as your experience goes, can those manufacturing products be scattered, or must they be very much concentrated?—They can be scattered. As no doubt you are aware, the industrial system of Germany is very highly organised, but you find the small timber manufactories scattered about in the German woods or Saxon valt, or anywhere; you see the manufacture of timber and the preparation of products going on in very large establishments and very small, and apparently the larger ones are not crushing out the smaller ones. I imagine that is a matter of transport.

94650. The small groups hold their own?—The small industries along the stream prosper, I imagine, because of the relative cost of transport of a heavy product which can be delivered more readily at a number of small establishments than at one large one.

94651. You make use of the expression in paragraph 7: Silviculture is almost entirely dependent on State action. Would you just develop that?—You cannot grow timber, in fact, without continuous good management, and that you cannot get in a private estate.

94652. You mean the State should establish a system?—Of management that never dies.

Need of afforestation to be under State control.

94653. Such as exists in Germany?—You must either have the State or the Commune, or the individual forest owner acting either under strong custom or restricted by law; that is to say, placing him under the supervision of state forest officers. If you have the custom to grow timber properly, and cut it at the right time, the owner of a forest would no more thin it out or cut it down when it was improper, or when it was immature, than a farmer would cut a field of green corn; but custom has not succeeded in making our private owners manage their woodlands properly in this country.

94654. You go on to say if it was properly developed it would mean a home trade of some £25,000,000 a year in timber. Custom would hardly do that. The Government would have to give a lead in some way?—I said it was almost entirely dependent on State action. That is the fact that unless the State acquires the land and plants it, you will not get these waste areas afforested. The private owner has quite enough to do to get his own badly managed woodland in order without bringing in fresh land; and as to the amount of it, we calculate our imports are about £30,000,000 a year in timber and timber products, and about £25,000,000 of that is coniferous timber. We believe we can grow the coniferous timber we require at home.

Need of afforestation to be under State control.

94655. And grow it so as to be able to hold your own?—You can grow it just as well in some parts of this country as in any country in the world.

94656. It raises other questions of transport, and so on does it not?—Yes.

Question of training casual labourers for afforestation.

94657. You would advocate the formation of labour colonies for the training of men as a more efficient agency for dealing with those who are unemployed, and through them you think you might gradually train up persons who would be fit for some work in connection with afforestation?—None of the criticisms, or few of the criticisms that I employ as to putting casual labour on to afforestation, would apply to labour colonies undertaking the work of afforestation, because there the persons might be trained to act as efficient foresters. It is the only way I think in which you could put the unemployed, or train those who are now unemployable, to do good work in afforestation.

94658. You think that afforestation and labour colonies on a proper scale and under proper control and tuition, might lead to a general scheme of silviculture?—I do not know that it would lead to that, but it might be a very important element in it. It means that organised casual labour could effect what you can never hope to do through unorganised casual labour.

Extent of available land in United Kingdom for afforestation.

94659. (*Bishop of Ross.*) You said that you think there might be 5,000,000 acres under wood in Scotland out of the 19,000,000?—Yes.

94660. That would not be a larger proportion than in a great many countries of Europe?—I have not got the figures by me; I have no doubt that that might be so. I think it would be a large proportion, judging from what I remember.

94661. But not larger than the proportion in other parts of Europe, where the proportion varies; in several instances it is 30 per cent. of the whole, and in several instances 20 per cent. You do perhaps remember the general fact that the forest area in the United Kingdom is the lowest in Europe?—It is very low.

94662. That is so, is it not?—Yes.

94663. The area in England is the greatest of the whole, Scotland next, and Ireland last; but taking the United Kingdom as a whole, the area is much lower than in any other country?—That is so.

94664. You say that in the United Kingdom you think there might be annually planted, taking the three countries together, an area of 100,000 acres?—Yes.

94665. Of course you would plant on the rotation system, would you not?—Yes. I take it for coniferous timber at about eighty years. You could plant more than 100,000 acres, but I think that that would be sufficient.

94666. If you judge of your rotation by coniferous timber, what would be the rotation, should you say?—Roughly eighty years.

94667. Planting 100,000 acres a year and taking a rotation of eighty years, that would give you altogether a forest area in the United Kingdom of 8,000,000 acres?—Yes.

94668. That would not be at all beyond the amount of woodland that the three countries ought to have?—I think not.

Various methods of tree planting.

94669. Not in the least. How much per acre do you think should be expended on the fencing and draining and planting in order that your afforestation might pay?—A great part of the most suitable land for afforestation could be afforested for about £2 an acre.

94670. That is for fencing?—No, without any fencing or without any draining.

94671. For the purpose of the trees?—Just putting in two-year seedlings.

94672. By what process do you propose to put those in: not by pitting, of course?—No, by dibbling.

94673. Possibly it might be well to explain to the Commission what you mean by dibbling?—I could dibble with this pen if the table were a soft material. You have what is called a dibble, which I will take to be this pen, and you work a hole round and then plant the two-year seedlings into the middle of it and fill it up again.

94674. (*Mrs Bosanquet.*) The ground would have to be

Various methods of tree planting.

prepared first?—No, not the heather ground; you would burn the heather off and dibble in your plants. If it is grass land, then it becomes much more expensive; you have to put in bigger plants if it is rough pasture, and then you very often have to clear. I have sometimes spent more in clearing than I have done in the planting, and the cost may very easily, even for coniferous plantations in grass land, run up to £5 or £6 an acre, and the hard-wood planting can very often run up to £10 an acre. In fact, you cannot do the hard-wood planting as a rule much under between £7 and £8.

94675. (*Bishop of Ross.*) That would be planting by pitting, of course?—That is by pitting, and to some extent by notching, which is a very delicate operation, though a very cheap one.

94676. Those are the two other processes: you might like to explain notching and pitting?—As to notching, it is called very commonly the Scotch notch. You put a cross in the turf or the ground with a spade, and then you lift up one corner and put in the roots of the plant; but the roots are never properly laid. Even with great care it is not a satisfactory system, but it is so much cheaper than the pitting; the roots are generally all curled up in consequence. It is not a good system, but it is so much cheaper than the pitting that we generally do it in rough ground, and the result is not unsatisfactory; but I would not care to put the casual unemployed on to that operation.

94677. It is too delicate an operation?—Yes.

94678. For pitting you dig a large hole in the ground, put in the tree, and then shovel it up?—Yes.

94679. That process is intended for the older, larger, and bigger trees?—That would be more applicable to the unemployed than the notching.

Finance of afforestation.

94680. You can purchase your trees and put them in by dibbling at a cost of £2 an acre. If you take a forest land of 8000 acres, according to your rotation of eighty years, you plant only 100 acres each year: we must distinguish between the cost of the trees and the cost of the labour. Out of the £2 how much would go for the seedlings?—About half.

94681. That leaves us about £1 an acre for the labour?—It is rather less than £1 for the plants and rather more than £1 for the labour.

94682. And consequently on a forest area of 1000 acres the wages bill would be £100 a year?—That is so: it is very small.

94683. Therefore there is not very much expenditure on wages?—That is so. You could only take that as an average, of course.

94684. You told the chairman the great advantage in afforestation is not only the labour in the planting, but it is the industries which will grow up in connection with the forest area later on?—Yes.

94685. In the neighbourhood of the forest you have sawmills grow up and various factories, large and small, to convert the timber to various uses?—Yes.

Forest industries in Germany.

94686. Do you happen to remember (I heard you state a figure once) the population in Germany that is employed in those forest industries, living in their little villages up the mountain sides and in the neighbourhood of the forest?—The population in Germany that is dependent on the timber industries, the production and utilisation of timber, is said to be 4,000,000 of people. That is not 4,000,000 of workers, but the workers and their dependants.

94687. That population of 4,000,000 is maintained by the timber industries?—Yes.

94688. As to the conditions of life of such a population looked at from the health point of view, the conditions are particularly good, are they not?—For all the outside workings in the smaller manufactories of course, but some of the great pulping-mills and paper-mills, which would be included amongst the industries, are very like the other great industrial undertakings, and are very often situated in the large towns, like Dresden.

Extent of possible employment by afforestation.

94689. You said something to the chairman about the outflow of the population after the planting was done. I did not quite understand that?—I mean if these 8000 acres that you mention were properly afforested, you would want, taking one man to 100 acres, 80 men who would be employed on the timber area in producing the timber, and three times as many in the manufactures. There would be a considerable emigration from that district.

94690. You mean commencing at year one and going on to year eighty: would not the number getting employment increase year by year, from the year one to the year eighty?—They would.

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94691. The first year you plant only 100 acres, the next year you plant another 100 acres, and you have to take care of the first 100?—Quite true.

Extent of possible employment by afforestation.

94692. Therefore you have a lot more labour employed the second year, and the third year the same thing would occur, would it not, and this population would go on increasing even in connection with the planting and caretaking, and later on, in the fiftieth or sixtieth year, you must commence to start your wood industries, and you would have a further increase of population: is not that so?—That is perfectly true: that for the next two or three generations there would be an increase of employment.

94693. But of course there would be, if you had, as in Germany, say 4,000,000 of people that are employed in the wood industries, no doubt some of the boys and girls would have to leave the families?—Then there would be a great surplus population. Perhaps I have laid undue stress upon that, because it is a long way ahead.

94694. In any case, we should not apprehend that trouble for the next three generations?—No.

Question of profit on afforestation.

94695. (*Chairman.*) During this period, how soon would there be profit to the planter or promoter of this?—I think I mentioned that in fact the earliest profit that I know of from timber planting is in young larch plantations. I have made a profit of £1 an acre on young plantations at the age of seventeen years, I think.

94696. Supposing you planted say 100 acres, how soon would you calculate you would be recouped your expenditure?—On larch plantations in that time, and you would leave something.

94697. In seventeen years?—I have known £1 an acre net annual profit on a larch plantation seventeen years old from the time of its planting; that is to say, that the receipts from the thinnings were over £20 an acre.

94698. I was looking at it simply from a commercial point of view. Did you calculate interest all the time you got nothing?—Yes, everything; including cost of planting, all at compound interest. It is a limited market, so that you could not do that on a large scale.

94699. (*Mr Patten-MacDougall.*) There was no fencing there, was there?—No.

94700. (*Bishop of Ross.*) At what rate did you calculate your compound interest?—I think 3½ per cent. or 4 per cent.; I forget which, but something of that kind.

94701. 3½ per cent. is a good deal?—3½ or 4 per cent. is.

94702. (*Mr Bentham.*) If 100,000 acres were planted every year, it would only mean something like 200 or 300 employed all told, would it?—I could not calculate that off-hand.

94703. You would pay £1 per acre for labour?—Yes.

94704. (*Bishop of Ross.*) Your principle was one man to 100 acres, was it not?—Yes, but at the start I am asked what employment it would be giving if you afforest 100,000 acres of your land a year. If it was for heather land it would be £1 an acre, £100,000.

94705. (*Mr Bentham.*) That means a few hundred men at £1 each per week?—A couple of thousand men: it affords very little immediate relief.

94706. It is a very small outlet as a method of dealing with the question of unemployment?—That is so.

Need of scheme of afforestation to be under State control.

94707. If we take it as an ordinary industry which may be considered desirable to encourage, even from that point of view the absorption of population would be very small?—Yes, it is an industry of which the profits are for a long time deferred, and the employment of the bulk of labour is also deferred for a very long time.

94708. That deferment of profit means that private capitalists are not likely to embark upon it so readily?—No, not unless they have got a particular liking for it.

94709. If it is done at all, it really means that the Government must assist?—Yes; and then there is the other great reason, that you cannot be sure of the consecutive good management for an adequate period of time on a private estate.

94710. Would you say that would apply equally to Government works?—No, because the management never alters.

94711. The same management continues, but the officials change, of course?—You have a regular plan. I tried to make out a permanent plan on my own property. I have

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between 5000 and 6000 acres under timber, and I tried to make the forest plans that I had drafted permanent, but I found it was impossible, because all our legislation has been devoted for a long time to removing the dead hand in the control of property.

Need of scheme of afforestation to be under State control.

94712. You attribute very little importance to afforestation in the sense of absorbing surplus population?—I think ultimately if it were properly taken up, I do not know any way in which you can more surely strengthen the country population than by afforestation, and ultimately there is no reason why it should not add a couple of millions to the rural population of the country. It is the surest way I know of adding to the rural population in rural districts like the Highlands.

94713. Why should you put it at 100,000 acres a year that might be put into cultivation. Is there not plenty of room to double it?—I am not quite sure. I am taking the land best suited for silviculture first, and I think if I were laying down the rough lines of a scheme I would try and get about four millions owned by the State. Taking it at a rotation of eighty years you would have to plant 100,000 a year, and you would want to cut the eightieth part of your total area. I think you could quite well take it at six million acres in the United Kingdom, but then a great deal of the land is very difficult to get at. For example, in Wales the common rights interfere with your taking up a great amount of land which is otherwise suited to silviculture, and the common rights in England are very extensive also; in Scotland they are almost unknown.

Reasons for present neglect of afforestation.

94714. (*Professor Smart.*) I should like your opinion further on silviculture as a new industry, not with regard to the unemployed. Can you explain why afforestation has been so much neglected apart from those reasons you give?—I think very largely because it is a State function, and the State has never discharged its function. Some of the worst managed woodlands in this country until lately were State forests, and they are very few in number. The State sets no example. In England and in Scotland, in Scotland in the eighteenth century and in England earlier, a great many private owners did plant, and the existing forests are due to private initiative, and there is not enough money coming out of land nowadays, agricultural or country land, to afford private owners the means of planting. Then there are no trained foresters to be got at present, and the whole subject of silviculture has been far more neglected in this country than in any other European State.

94715. Has the neglect anything to do with the monopoly of land?—I do not know if you could say that, because where the State owns its land, as I have said, you would have found some of the worst managed woodlands in the country until quite recently.

94716. I suppose you would say that the possession of land in a few hands is rather a favourable condition for afforestation?—Yes, it is, because you get the big areas; it is much more difficult to get afforestation started in a country of small estates than of large, but then to get it properly undertaken here the State must expropriate the large sites so far as they are suitable for silviculture.

94717. On some of the very large estates in the Highlands I should have thought that if silviculture is ever to be favourable, all the conditions are there already?—There are the sporting rents which give you an immediate return. Grouse rents go up to 2s. or 3s. an acre or even higher.

94718. Do you not think that a far-seeing land-owner might expect to make more out of silviculture than grouse rents even?—I do.

94719. You have some grounds for believing that in your own experience?—Certainly. I inherited about 4000 acres of woodland in the Highlands, and I hope to be able to complete a matter of about 5000 or 6000. It is absolutely my view that the Highlands ought to be afforested, only the existing owners can never do it on any adequate scale; it is beyond their means, and then you cannot be secure of the management. You may plant, and your next heir may let it go to the rabbits and squirrels.

94720. It is really a question of capital as well?—It is management and capital in equal proportions.

94721. You would agree with me that the reason why afforestation is so favourite a remedy with a great many people is that it takes so long before the results can be known. For example, a man may go on planting trees year after year, and say to himself that the trees are growing all the time, but he cannot practically know anything about profit or loss till forty years afterwards?—The popularity of silviculture from a certain point of view is largely due to ignorance of it.

Reasons for present neglect of afforestation.

94722. Not to design?—No.

94723. Do you say that silviculture is profitable just now to those who have trees on the land?—Yes.

94724. What is the extent of foreign competition?—I trust we shall not be deprived of it, otherwise we shall have no timber in the country before long; but I think there is a serious prospect of a timber famine.

94725. I have the report of a speech which I daresay you saw was delivered a few days ago by Mr Lewis Miller, who is said to be one of the most experienced timber merchants of Britain?—Was that at Creiff?

Commercial aspect of afforestation.

94726. Yes: he says in twenty-five years there will be a timber famine such as the world has never seen?—I have no doubt Mr Miller is a very good authority; I have often heard of him, but I have not had the pleasure of meeting him. You will find that statement has been made in somewhat similar terms by Dr Schlich, and other eminent authorities, with regard to something like a timber famine being almost certain.

94727. If there is even a small amount of truth in that, would not that make silviculture a very profitable industry for the State?—I think it would be an immensely profitable industry for the State. As I say, I think we ought to be able to get a revenue of £25,000,000 a year from our State forests if the country was properly afforested. We have at present something like 4,000,000 acres under timber in the United Kingdom, woodlands which are conducted at a dead loss owing to mismanagement. I do not say all woodlands are conducted at a dead loss, but I think if you took the 4,000,000 acres over all, you would find they cost more than they got out of them.

94728. Up to what altitude do trees grow in Scotland?—It varies from 1000 to 1500 feet, which is the top limit.

94729. And even if you carry on extensive afforestation at that height, there is still plenty of land for deer forests above that, I suppose?—Plenty.

94730. You could not grow above that profitably?—No, and not always up to it, but as a rule you may take it from 1000 to 1400 feet.

94731. Would there be any objection on the part of the owners of deer forests?—I daresay there might be some, but I think upon the whole it would be the sheep farm land that is the most suitable for silviculture. I think that a good many deer-forest owners have been a little afraid of silvicultural proposals, but I do not think there is much cause for it, because if you take the German heads, they are far finer than ours, and you must have a certain amount of woodland for your stags to get good heads.

94732. Do I understand that larch is the most suitable wood for this country?—It is the most profitable.

94733. What about the birch in Scotland?—Birch, I think, has been very much neglected.

94734. It used to be very profitable?—Yes, it could be made profitable again.

Afforestation under State control.

94735. Is that for ordinary use or only for the small thread bobbins?—Nearly all that timber has come from Canada for a long time, but I hear the supply is giving out. I think there is one firm imports £50,000 worth of birch bobbins.

94736. What would be the effect on the climate generally of tree-planting—favourable?—I do not think it would make much difference. You would not be blown about so much.

94737. Would you be in favour of the Government advancing money to proprietors to assist in growing?—No, I have never supported that. You would have really to take over the control, and if you go so far as that you had better have the *solum*. I would nationalise all land.

94738. Do I understand you are entirely in favour of that scheme at Inverliver?—Yes, I worked pretty hard at getting it.

94739. Are the details according to your ideas?—I have not seen them yet. I think they will probably be all right.

Effect of scheme of afforestation on migration of rural population.

94740. (*Mr Loch.*) Your idea, as I understand, is that if a scheme such as is suggested were adopted, there would be a great retention of the rural population in the country?—Certainly.

94741. And *pro tanto* the result would be that the pressure of the unemployed and such problems of that sort,

Effect of scheme of afforestation on migration from rural population.

instead of being concentrated on the towns, would be practically spread over the country?—I do not know about that. I think you would check the rush of your country population to the towns to compete with the townspeople, but I could not say that it would have any more effect than that.

94742. Still it would go that far?—Yes, it would. You can check it in two ways, and there are only two ways which I know of in which you can check the rush from the country. One is by small cultivation, and the other by silviculture. Small farmers are neither here nor there, because you could not maintain a greater population on small farms. You may add to the status of the whole population by small farms as compared to large, but you do not add to the number. There are two ways in which you can give more population. One is by small cultivation, and the other by silviculture.

Afforestation under State control.

94743. There is this difficulty, is there not, in your plan: it would mean a very large investment on the part of the State. With regard to the very large estates which are now in single hands, it might most easily be forthcoming?—It is not very large. I have bought and sold thousands of acres at between 25s. and 30s. an acre in the Highlands.

94744. Still your theory would be that you would bring the property right under the control of the State?—Right under the control of the State. I think you would buy a great part of the land you wanted at less than 40s. an acre.

94745. Your preliminary step is a large investment really of State capital in land?—That is so. I do not think you could lose it.

94746. What amount would it have to acquire to do what you think would affect the population?—I have given those figures; I would start with the assumption that the State ought to acquire about 4,000,000 acres.

94747. (*Mr Patten-MacDougall.*) And where the State acquires the 4,000,000 acres, of course, the existing population of small farmers and their belongings would cease to be there, so you must take that into account?—No, I would leave them there. Your farms would very often be improved by the protection given by the surrounding woodland. I do not know that I would in all cases leave the whole of an outrun to a farm which was not worth 6d. to the farmer and worth £1 an acre to the State. I do not know that it would apply to all outruns, but the small farmers would remain, and they would get employment in the woodland. I do not contemplate the State buying 4,000,000 acres straight away. They could probably get their land cheapest just by buying properties as they came into the market. It would involve compulsory powers, and it ought to be bought on a regular system.

94748. (*Mr Loch.*) You would do it gradually?—Yes.

94749. (*Mr Patten-MacDougall.*) In estimating the cost of afforestation, must you not also take into account the question of fencing?—Not if it is on a very big scale.

94750. Do you think you would get rid of the ubiquitous rabbit otherwise?—You would get rid of the sheep, and you have to get rid of the sheep, but I would not think of fencing sheep in, or that rabbits are a matter of fencing.

94751. How are you going to get rid of them?—Keep them down.

94752. You cannot prevent them getting in, can you?—If you have a sufficiently large area you can always kill the rabbits off it if you mean business.

94753. Have you not now to fence where you plant?—Never. On my Highland property I have not got a bit of wire netting in the whole place, and there are plenty of rabbits about in the neighbourhood.

94754. You think that applies all round?—What I could do anybody could do. Mine is a difficult place to keep.

94755. You do not think fencing is an item that has to be taken into account?—Not rabbit netting. I would plant, as I say, in very large areas.

94756. You know, the experience in some parts of the country is that rabbit netting is essential?—Yes, that is for game reasons; people are afraid of having their wing game trapped and so forth. If you trap in the open you will get rid of rabbits.

94757. Is it not also the fact that rabbits are everywhere, on the West coast particularly?—Not on my property, that is about 20,000 acres. I do not say it is easy, but the thing can be done.

94758. (*Mrs Webb.*) Supposing you had a scheme of afforestation which was worked not with unemployed labour but with the best skilled labour you could get in the market, could you tell us at all the variation of employment which would be given under such a scheme month by month; that is to say, supposing you had a permanent staff of so many, at what time would you require your other labour, and how much?—One of the advantages of planting without considering the question of industries attending on forestry is that the demand for labour is when it is most desirable to meet the demand.

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Amount of employment utilised by afforestation.

94759. That is what I rather understood?—Your planting is best done in the autumn after October, and then there is a good deal of necessary work to be done in the spring-time.

94760. Would it be possible for you to put in any kind of hypothetical form the sort of relation which the staff which was variable and not employed for the whole year would bear to the permanent staff of a big estate, and in what months exactly that labour would be required?—If you had 8000 acres (that was one of the figures given me) in regular rotation, 100 acres a year clean cut with the attendant industries and so forth, there would be no variation, or very little, in the demand for labour made by that estate. You could keep the same fixed staff on almost all the year round. If you are planting bare ground, as at Inverleven, you could concentrate almost all your expenditure on about half the year.

94761. (*Prebendary Russell Wakefield.*) The winter?—Yes. That is the advantage that silviculture has. Then, as I say, only a small proportion of that work can be done with unskilled labour.

94762. (*Mrs Webb.*) Supposing you could develop a class of persons who were skilled at that and also at other farm work, you could dovetail the work?—You could. And then, with the road-making and a certain amount of draining, I think you could give continuous employment, as I have said, for anything in the nature of a labour colony.

94763. (*Chairman.*) I understand there is only employment in the early stages of planting for one man per 100 acres?—You want one man for 100 acres; it takes one man per 100 acres to grow timber off a given area in proper rotation. It would not take a man per 100 acres to do the initial work of planting alone.

Cost of starting afforestation.

94764. (*Mrs Webb.*) What would the initial work of planting take?—For the initial work of planting, the labour is £1100 for the 100 acres; then there would be no labour required for that site for some considerable time afterwards.

94765. (*Mr Patten-MacDougall.*) Taking Inverliver, you would have there a considerable growth of bracken which you would have to keep down in the early years of planting?—Where you plant bracken it would cost you for two years or for three years perhaps 5s. an acre to switch it, and then it disappears.

94766. (*Mr Bentham.*) In the Report of a Conference which took place under the auspices of the Board of Agriculture, two examples were given; one was given at a cost of £5 per acre for planting, and the other at £7 10s. per acre for planting, which included fencing. That means a much larger amount than the amount you give?—I gave more than one estimate. I said it would be very difficult to plant hard woods at much under £8 an acre. I found the other day that I had spent nearly £10 an acre in my hard-wood planting, and I am sure that I sometimes exceeded it.

Economic value of afforestation.

94767. (*Bishop of Ross.*) In saying £2, you gave the cost of seedlings, but does not that amount include the cost of five-year trees?—Everything varies almost. I mentioned £1 an acre for planting and £1 for labour roughly as applicable for an area of perhaps two or three million acres in the Highlands.

94768. (*Mr Bentham.*) I understand that Professor Schlich has said that afforestation in this country would provide occupation for two and a quarter million people?—Yes, ultimately, I thoroughly believe it would.

94769. Then the area covered would be much larger?—No, employment for two and a quarter millions means it would be for a population of two and a quarter millions; it would mean actual workers and their dependents.

94770. May I just read the words he used?—I know that is what he would mean.

94771. Mr John Burns is quoting Professor Schlich, and he says: "Professor Schlich will pardon me if I differ 'from him on one point. I do not think that it is other 'than a rosy estimate when he says, as he does, that two

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Economic value of afforestation.

'and a half millions of people, in his judgment, might 'find additional work in this country directly and in-'directly if our afforestation resources were cultivated on 'the lines he suggests"?—I have been representing the same kind of thing, and I know perfectly well that what Dr Schlich and I mean is a population of from two to two and a half millions.

94772. (*Chairman.*) That is ultimately, in many years to come?—Ultimately, if the timber-land of the country was brought into a proper state of bearing.

94773. (*Mr Beutham.*) He puts the total amount of land in the United Kingdom that might be suitable, at 17,418,000 acres?—That is the waste. I do not think he would count the whole of that as being suited to silviculture.

94774. "There is plenty of room for afforestation, as "the appended statement will show"; then he gives the mountain and heath lands in England, Wales, and Scotland, and the bog, waste, barren, mountain, and marsh in Ireland.—He only means that a proportion of that would be suited to silviculture, I think.

94775. If the whole of this 17,418,000 acres would provide a living for two and a half million people——?—No, a proportion; he means that a proportion of that seventeen million acres would support a population, in producing timber or working it up, of two and a quarter millions, which at present is practically non-existent on that soil.

94776. (*Chairman.*) Now we come to the second part of your statement, which deals with vagrancy. You are Provost of Kirkcaldy, I understand?—Yes.

Increase of vagrancy and effect of prosperity thereon.

94777. You said you would hand in a paper giving the number of tramps?—I have that here from the Chief Constable. We are at our wits' end to know how to deal with the tramps in Kirkcaldy. That was the reason why, when I was asked to give evidence on silviculture, I thought I might venture to ask the Commission to take one or two points from me on this matter. The number of persons convicted in Kirkcaldy, and the percentage "not fixed," that is with no fixed residence, during the last five years is as follows:—In 1903 there were 1164 convictions, and the percentage of those with not fixed places of residence was 38·48; in 1904 there were 1082 convictions, and 38·17 per cent. were not fixed; in 1905 there were 1006 convictions, and 43·63 per cent. were not fixed; in 1906 there were 1159 convictions, and 50·47 per cent. not fixed; in 1907 there were 1375 convictions, and 49·31 per cent. not fixed. Then of the persons committed to police cell prisons during the past five years:—In 1903, 354 males were committed, and the percentage of not fixed was 50 per cent. I need not give each year, but that rose in 1907 to 503 males committed, and the percentage of not fixed was 74·35 per cent. That was a very rapid rise. Amongst the females the rise is continuous also. In 1903, 169 females were committed, and the percentage of not fixed was 73·37, and in 1907, 271 were committed, and the proportion of not fixed was 86·34 per cent. It has been as high as 87·62, which was in the previous year.

94778. During this time employment has been good in Kirkcaldy?—Very good, especially in the neighbourhood where there is a great coal-field.

94779. It is that which you consider one of the contributing causes to the enormous increase?—I say "consequent on good times"; I ought to have said "partly consequent on good times." It is a very important element.

94780. Have the crime statistics increased much in Kirkcaldy in consequence?—Not the crime of the resident population; the crime of the floating population has increased.

94781. Where do they come from: do they come mainly from the industrial centres of other parts of Scotland?—Yes, we are on the road from Aberdeen and Dundee to Edinburgh and Glasgow.

94782. You would be about two days' walk from Edinburgh, would you?—Over the ferry, one.

94783. The Chief Constable of Kirkcaldy calculates, I see, that about 60 per cent. of these are ne'er-do-wells?—Yes, that 60 per cent. you could not deal with, and those are the people that give most of the trouble to my brother magistrates in the town.

94784. You have a wide experience in Scotland. Should you say that this tramp nuisance is on the increase?—Yes, it certainly is very much.

94785. In the agricultural districts do they frighten the women in lonely houses?—I do not hear that so much in the South, but I have heard a great many complaints in Ross-shire. They do not come to me, but they come to the cottages.

Evils of daily wage to casual labourers.

94786. You mention in paragraph 11 that there is a very considerable number of labourers who are now only paid daily. Is that a new custom?—Yes. I had not heard of it before I was going into this matter with the Chief Constable, and I found that especially in the mining districts, where a great number of miners' houses are being constructed, that a great deal of that work is executed by men who are on daily wages and would be destitute if they were not paid at the end of the day.

94787. Those persons would not be in continuous employment?—In prosperous times they are.

94788. Apparently it is a new practice?—Yes, it is certainly a new development. As I have pointed out, the ordinary custom in landward Scotland was to pay wages only twice or four times a year.

94789. Would you say that there was any considerate proportion, or any proportion of the vagrants who were so employed?—We count that there are about 25 per cent. of them who are casual labourers. I do not put any of those in among the 60 per cent., as I say they would come partly between the 25 per cent. of casual workers and 15 per cent. of real workers in search of work.

94790. These casual workers may in the course of time get down lower in the social scale and become tramps?—That is what I am afraid of. I think it will be a growing evil.

94791. What is the reason of that? Have you any reason for this increase of the casual employment? Does it affect the wages at all?—I do not know. I think there must be a great number of contributing causes. I think that the home ties are much more weak than they used to be. I cannot say for certain, but I think the weakening of home life, the children with a smattering of education thinking themselves better than their parents, leaving home and getting high wages in the coal fields or in the linoleum and other manufactories in a town like Kirkcaldy, are all causes I think that I call them the half-raw juvenile population, and it is very raw, because you see children perfectly well educated, children leaving the school, and within six months they are sometimes young savages again. Then the Churches have almost entirely lost influence over the working people. The Presbyterian Church in Scotland formerly exercised great influence, and it now exercises comparatively little.

94792. They never go to church after they leave school?—There is very little of that. I think the causes are very deep-seated.

94793. And manifest?—Yes.

94794. Coming back to the casual labour, there must be some inducement to the employer. Do you suppose he thinks he gets his labour cheaper, or, as has been sometimes suggested to us, that the managers and foremen are rather in favour of this system because it gives them a great hold over the men they employ or have to manage?—Yes, I daresay it suits both sides: the improvident side and the side anxious to cut down their expenditure to the lowest possible degree.

94795. Is it the same in collieries?—It is known elsewhere too.

94796. In the linoleum works?—I should hardly think that, but I am told that in the borough there are a number of men employed on the daily pay system.

94797. It has been suggested to us in certain quarters that there is a class of men who like this, because they can break their employment and not lose it?—Yes.

94798. They are taken on for a day or two and go off for a day or two, and do not lose their employment?—I think all these reasons exist: that is what makes me dislike it so much. I think it is going to be a great evil.

94799. It demoralises the people, because they come on the chance of being taken on, and a great number are not taken on?—It is an abominable system whichever way you look at it. I thought it worth bringing to the notice of this Commission, I did not know whether it was common elsewhere or not, but it is now with us, and I take a very serious view of it. It will certainly add to the evil of the unemployed, because at any period of distress these people will go at once, and then it destroys all idea of thrift or home-life. At the Coatbridge lodging-house I am told there is a considerable class of workers there now who work three days a week and spend the rest of the week as they like, partly in bed, partly going about without work.

Need of extention of school leaving age.

They find that three days a week gives them as much as they want to live upon.

94800. You mentioned about the schools. Is your impression that the education that children get in schools does not encourage them to take to manual labour, or does not train them for that class of work?—I do not think it is practical enough, but I think the great evil is that it stops short at 14. The great need is to keep them there for a couple of years longer with continuation classes. I am not thinking only of intellectual, but physical training. I think it is an extraordinary thing that whereas Sweden is all beautifully equipped with cheap gymnasia for the school children, here we have nothing of the kind. You have these children at 14, with a none too practical education, turned out into the streets, and I think that that is contributing very largely to this state of social demoralisation into which I think we are getting.

94801. Is there in Kirkcaldy much casual labour in which a boy can get employment immediately upon leaving school?—At once; in this district he can go into the pits at once. We are increasing our output in Fife by half a million tons a year, or something of that kind.

94802. In a pit he would have a prospect of rising?—Yes, it is a good solid employment.

94803. Is there in Kirkcaldy much of what I call purely casual work, such as selling newspapers?—There is a certain amount, but not so much; it is an industrial town, and you will not find that in an industrial town so much.

Social degeneracy.

94804. You seem to think there is rather a change in national habits and national character?—Enormous; I think it is more marked in Scotland than in England. I attribute that a great deal, as I said, to the weakening influence of the Church.

94805. The school, I suppose, has weakened the influence of the parent?—Yes. The Church is half of it; the other half is the destruction of all parental authority, the children at the age of 14 all being able to be independent.

94806. It all comes to this, that we are rather generating amongst a certain section of society an inferior race?—I think that is so, but of course in some ways there is great improvement. I am dealing now with the question before us. I could point out many ways in which I think society is a good deal better now than it was thirty years ago.

94807. It is only a particular stratum, or a comparatively small portion of the population you are speaking of?—Yes, I am speaking of the evil effects which I have noticed in recent social developments, which I think will tend to the increase of a thriftless unemployed class.

Police control of tramps and vagrants.

94808. Your remedy for dealing with vagrants would be two-fold: you would facilitate the passage of those who are really in want of work, and you would place the others under the police. I think you mention you would do that with a view of transferring some of them to a labour colony?—I think for the great bulk of them a labour colony is the only remedy. So far as the 15 per cent., and a proportion of the 25 per cent. of casual workers are concerned, I think it is absolutely necessary to make some real provision to assist men in search of work being housed and fed as they go about the country. But Mr Scott-Plummer is to give evidence for the County Associations, and he is very well up in that. I substantially agree with him.

94809. One of the reasons why you propose to put this class under the police is that you would get a much larger area for dealing with them than you can under the various areas of the Poor Law or the Boroughs?—Yes, I put them there because I think they are a very demoralising influence in society, and as I understand we cannot administer justice, we do not know how to administer the Poor Law; we do not know how to protect ourselves against the evil influence of the tramp class unless they are eliminated from society.

Women tramps.

94810. The women, although they are smaller in number, proportionately they are worse?—They are the most vicious element. As a matter of area in dealing with the criminal vagrant question, it would mean that the powers of the Local Government Board would have to be largely extended.

94811. As regards detention?—Yes, otherwise you would not have the labour colonies. I do not think that the ordinary local authorities would be able to provide the remedy for this nuisance.

94812. Unless the areas were largely extended or they combined?—I think on the whole it would be better done by the central Local Government Board, if it had sufficient powers; these people do not belong to anywhere really.

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Women tramps.

94813. It really seems that this vagrant question is really independent of whether employment is rife or scarce?—That is so; we are more troubled with tramps when times are good than when they are bad, and we see more evil results when times are good.

94814. Are these tramps exclusively Scotch, or do any proportion of them come over the Border?—There is a proportion of Irish and English—considerable proportions of both: it is a very cosmopolitan herd. In the Highlands, where you would not expect to find the tramps, you find them from all parts of the United Kingdom, because they get more hospitably treated by the Celtic race than they do by the Saxon.

94815. Where is the division between the two in Scotland?—There are more evidences of the one than of the other when you get North of the Grampians.

94816. It has been suggested to us that one of the causes of vagrancy is because there is no relief to the able-bodied in Scotland and no casual order?—I have not heard it seriously proposed that we should extend relief to the able-bodied in Scotland: not by administrators, and certainly not as a remedy.

94817. (*Sir Samuel Provis.*) You say that you think the common lodging-houses have had something to do with this?—Yes, we had to have a common lodging-house to protect the residents from the tramps, who would otherwise lodge with them.

Effect of common lodging-houses on vagrancy.

94818. Are they provided by the local authority, or by private persons?—Both ways. We have managers of common lodging-houses in my borough, but it is done both ways. I have heard a great deal of criticism of the free bed system. We rather believe in charging.

94819. Sometimes the local authority does charge, does it, when it provides the common lodging-house? Do I rightly understand that?—Yes, it either charges or arranges for the charges to be paid to the keeper of the lodging.

94820. Where a free bed is given, is that given by the local authority?—I have no experience of it, but I think I could get that answer and put it in. I think it is so in some cases in Lanarkshire. I think they tried free beds at Falkirk.

Police control of vagrants.

94821. (*Mr Patten-MacDougall.*) What is done in Kirkcaldy with vagrants? I suppose they are put in the cells, are they not?—A considerable number are put in the cells. Our police building there cost us something between £20,000 and £25,000, and it is almost entirely due to the tramps that this enormous expenditure had to be made. I have got figures here showing what the burden is upon the community; it is an enormous burden. There is very little crime, and it would be dealt with at very little cost, if it were not for the tramps.

94822. Of course there are provisions in the statute law for dealing with vagrants. I do not know whether under the Borough Police Act there have been many convictions, or whether these provisions in the Borough Police Act are in operation. Do you know as to that?—I could not tell you as to that.

94823. There are provisions in the Act of 1892 dealing with every person begging, and every person conducting himself as a vagrant, having no fixed place of residence and no local means of getting his livelihood; these people are guilty of an offence. I do not know whether the provisions of that Act have been in operation in Kirkcaldy?—At anyrate, they commit so many other offences besides those under that Act that there is never any lack of occasion for dealing with them. I do not think they are arrested except for offences.

94824. Vagrancy in itself is not a crime, but when it is accompanied with begging and other things——?—That would be stopped, or bad language. Bad language is one of the great troubles. The language is appalling.

94825. There were also provisions under the old statute law of Scotland dealing with vagrants in many ways and providing for tickets, and taking them about from parish to parish, but these are all in desuetude, some of them repealed. That I think shows this, does it not, that those provisions were really of little use?—We are so much occupied in dealing with the petty criminal class of tramps, that I do not think we ever think about these various Acts to which you refer.

94826. I fancy from what you have said you would put it in this way: the vagrancy has increased so much lately

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that probably these statutes fell into disuse because there were fewer of that class to deal with?—I do not know the origin. I have not a sufficiently long experience in this particular line to enable me to give an explanation. All I can say is, we are overwhelmed with them, and however often you send them to the cells it has not the slightest effect on their character, and is no deterrent on their repeating their offences.

94827. And your remedy is the provision of labour colonies?—Yes.

Provision of employment by Local Authorities.

94828. You suggest in paragraph 17: Had the local authority, the Borough, and so forth, larger powers to lay out towns, and so forth, a good deal could be done by quarrying, stone-breaking, and road-making in the winter season; so also with some Government contracts. But I think we have been told from other sources that in some quarters so much stone-breaking has been done, and there are so many stones ready for use, that they cannot dispose of them. In your experience you have not heard of that, have you?—No, we generally make our roads in the summer as they are wanted. It has often struck me in that way, we might try and get the work done in the winter-time; but you would have to give the local authorities greater powers in laying out the towns before you could apportion that work to particular seasons of the year.

94829. If you gave that work to the unemployed and the vagrants, would you not be depriving those who are now employed on the roads of their work?—No, I think you would give it at a time of the year when employment was required, and by giving it then you would prevent regular workers becoming unemployed. Everybody wants to get the work pushed through in the good summer months of the year, private individuals, communities, and all; therefore people are over-worked for some months of the year and under-worked at others. As I say, in my private experience I have found a great deal can be done; and what I can do in a small way I think that much greater employers of labour might do in a larger way.

94830. Might I ask you to explain paragraph 18? How could you spread the work over the winter?—I do my road-making and repairing in the winter; I do all my building in the winter, and drainage. Nearly all my estate expenditure is made in the winter, but that is for a particular reason: because the people can get summer employment much more readily than they can get winter employment.

Punishment for vagrancy.

94831. (*Mr Loch.*) What is the ordinary sentence on a vagrant? How long would he be committed for?—I should think he generally gets somewhere about a 5s. to 10s. fine, or it means a week or two in the cells.

94832. One or the other: it is alternative?—Yes, it is generally alternative.

94833. Roughly, most of them would take the week in the cells. That is what it would come to, would it not?—I have not had a very long experience of that.

94834. Does it not seem that the system of short sentences is quite useless?—Perfectly useless.

94835. As I understand it, you propose longer sentences on a kind of penal colony?—Yes, and in many cases a life sentence.

94836. Would public opinion carry you that far?—I think public opinion would very soon get accustomed to it. A great many of these people you cannot expect to do much good with outside of restraint.

94837. Have you made any attempt hitherto to give longer sentences in these cases?—I act as Chairman of the licensing bench, but I have not acted for these cases. I am told by my brother magistrates that they have tried every kind of thing. I have had meetings in consultation with them, and I have sometimes attended to see them administer justice; but it does not make the slightest difference what sentences they give, they tell me.

94838. Is your idea to commit them to this colony to simply shut them up?—For a considerable proportion of them, one does not want to see them again.

94839. But the number is large?—Very; I should think about half.

94840. Your colony would be very large?—There would be a good many of them, I should think.

94841. Do you think it is possible to manage a very big colony like that in Scotland?—Yes, I think it could be done. I think for this afforestation work, for example, you might have several of them, and for reclamation work.

94842. Do you think the man you would commit for these offences would turn out the man you wanted for your afforestation?—In some cases he would.

Punishment for vagrancy.

94843. In general, is your approval of the colony theoretic or actual?—It is not very practical. There are many forms of these colonies, and I am perfectly certain of this, that in one form or another more than one-half of the people that I am dealing with in this evidence ought to be under restraint and ought to be eliminated from society.

94844. That is to say, practically kept for their life?—Yes.

94845. Have you at all an idea what that means, having regard to the general population of Scotland?—No.

94846. With regard to tramping from place to place, you are in favour of the county council being the authority as to these vagrants?—For this proposal as to the labour colonies?

94847. For the provision of any accommodation on the way?—I do not know about that. I think it will have to be worked out because the interests of the boroughs and the counties would be very much intertwined, and I think we would probably have to ask the Local Government Board to draft a scheme for that purpose.

94848. Would you not have to make it a county charge rather than a borough charge?—Yes, I think so.

94849. If you did, would you not have to re-consider the accommodation now provided for the vagrants in these smaller towns?—But it would be a blessed thing if we could get rid of the lodging-houses. I do not advocate them as an advantage. That is one of the considerations which troubles us most, whether to have these lodging-houses or not; and we only have them as a means of self-defence.

94850. Do you not in Scotland fall between two stools? There is the Poor Law, which has no vagrancy wards, and the police, which has nothing but cells?—Yes.

Question of proper authority for dealing with vagrants.

94851. And every here and there, I think, the little refuge, if I may so call it, supported possibly by charitable funds, sometimes in other ways, but a very small place indeed, and sometimes not very clean. In that way it seems to me that the vagrant has the largest possible plea. He can say: The Poor Law does not look after us; the police only treat us as tramps and ne'er-do-wells. We have nothing at all except those common lodging-houses. It is not as if in Scotland the policy was adopted of saying that the lodging-house was to suffice for all purposes, and that people should just rue it if they do not go there; so it seems to me the difficulty in Scotland, as I understand the problem, is that there is no desire to throw the whole weight of any future reform on any single authority, and the consequence is we say the able-bodied in Scotland are not to have relief, so that they do not come under the Poor Law, and as long as that goes on we cannot deal with the problem from that side. What I should suggest is, is it not possible for the county borough authority to be absolutely responsible for the vagrant on the criminal and police side, and whatever development is necessary they should be the authority to develop it?—That is a very hard question to answer. It seems to me that before you can have any sane system of relief for those who require aid in any form you must make a better provision, which I agree does not exist in Scotland, for genuine workers in search of work on the one hand, and you must eliminate on the other those who are really unfit to mingle in ordinary society.

94852. If your county and borough is to pay, should not they be the eliminating and discriminating authority?—I should think probably the borough and the county authorities would be the proper eliminating authorities.

94853. Then there would be a distinct obligation thrown on them to deal with all vagrants?—Yes, there would have to be, but I do not think that necessarily raises the question of the able-bodied.

94854. I think it is granted the discrimination is such that you can eschew the able-bodied. You could, I presume, bring them before the sheriff's substitute or the proper authority?—An able-bodied who misconducts himself would soon be dealt with.

94855. The able-bodied, as I understand it, who does not misconduct himself, who would get the ticket from the police in our English proposal, would be looked on in a different light by the authorities as he passed through Scotland?—Apart altogether from rights, I should like to see a proper provision made in the first instance for the able-bodied, genuine seekers after work. I think that is the great blot on our system at present.

Effect of law of trespass on tramps.

94856. That would mean concerted action between the counties and the boroughs, would it not?—Yes, the counties meanwhile have gone into it a great deal more thoroughly than the boroughs. That is why I said I would rather leave that over to my friend Mr Scott-Plummer, who is the Convener of Selkirk.

94857. Can you tell me whether the law of trespass, which is a very marked part of your law as against ours, is acted on largely in vagrancy cases?—You mean no law of trespass?

94858. Yes?—I do not think it is.

94859. I am judging from a comparison with England; but would not the strict enforcement of that law on every possible occasion go far to stop vagrancy if the sentences were large enough in Scotland?—No, I do not think so. There are very few rights of way in Scotland as compared with England, and I should think there was less trespass in Scotland than in England, although there is no real law against it.

94860. (*Mr Phelps.*) With regard to the tramps in country districts, how far do they command the sympathy of the cottagers?—I do not think very much, except perhaps in the Highlands.

94861. Are they a terror?—I could not say that. I do not think they are as a rule, but I have heard complaints from the isolated cottages along the road.

94862. Have you any experience of crime under those circumstances?—You mean robbing and so forth?

94863. Yes?—No, I do not think there is much of that.

94864. Take the tinker class: do they find *bona fide* employment from the cottages?—I think so, and some of them are really very hard-working people.

94865. Are they as a rule Scotch people by birth and extraction?—Yes.

94866. Have you any large gipsy element?—I do not know where they come from: I suppose they are Romany originally.

Children of tramps and vagrants.

94867. Do those people as a rule take children about with them?—Yes, they do.

94868. Where do they sleep?—In the tent—just the one tent.

94869. You are talking of people who go about with a cart and a tent?—Yes, the tinkers.

94870. Do the Education authorities make any effort to deal with those children?—Yes. I am only on the Technical Committee, but my wife is on the School Board.

94871. They are constantly waging war against them?—Yes, but you can do nothing.

94872. Would you be prepared to appropriate all those children?—Yes, all of them.

94873. Does the Society for the Prevention of Cruelty to Children exist in Scotland?—Yes, and it is extremely well organised where I live.

94874. Can they do anything with that class of children?—They can no nothing with that class of children. We have one of the best organisers I know of. I wanted to get hold of him the other day for the new Probation Act, because I thought he was the best man for it. You cannot deal with these tinker children.

94875. With regard to the figures you gave us with regard to the population which spent the night in the cells, have you any figures of the number of children brought in?—Yes, I have got that. There were very few. In 1902, June, there were 3; 1903, 13; 1904, none; 1905, none; and 1906 there were 3. In 1902, in December, there was 1; in 1903, 13; 1904, 1; 1905, 2; and 1906, 5. The average number for the last ten years has been, in June, 4·80, and in December 4·0.

94876. Should you say the number of children appearing in your statistics is to the total number of children as the males to the total number of males?—I am afraid I could not say that off-hand. The number of tinker children whose education is wholly neglected is much larger proportionately than the number of tramp children.

94877. That is to say, the child difficulty is much more in the tinker class than the tramp class?—Much more.

94878. You do not know how many tramps?—Far less than I expected to find.

94879. Is that because they are not as a rule family people in any sense?—Neither the men nor the women.

94880. With regard to the class of people who are going about seeking work, do the Trade Unions in Scotland make any provision for those classes?—I ought to know that, but I do not.

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Question of road making for unemployed.

94881. (*Professor Smart.*) What is the best time for making country roads?—The best season in the year, when everybody is doing it.

94882. That is in summer and in the spring?—Yes, but it is the worst from the employment point of view.

94883. Is that the best time from the road point of view?—I think it is. I am told it is.

94884. Are there no insuperable difficulties in making your roads in winter-time?—No. It costs a little more; that is why I say you would have to get the wages reduced for the winter work.

94885. It is a great nuisance to motors and cycles, and so on, that the roads should be made in spring and summer. It would be a very popular reform if you could make them in winter, would it not?—I do not know. We might put a tax on to make up the difference in the wage at that rate.

94886. Do I understand you distribute your work and give more of it in the winter although it is not so profitable?—I am not sure that for country work in the Highlands that you do not do it as profitably. I do not think there is very much difference. I am repeating what I am told. The reason that will be given by a local authority against doing work in the winter is that it costs more, and I rather think it does cost more, perhaps more proportionately in the populous centres than it would do with me in the landward districts.

94887. You think something could be done in that direction?—I am sure something will be done. What set me thinking of it was the circular sent by the Home Department to the districts telling them it was their business to find employment at the time of year it was most needed.

94888. In towns like Glasgow, for example, roads can be laid in winter perfectly well?—Yes, you can do it all right. If you have a very heavy rainfall you will want to put about six inches more stone upon it. I was making a road this last October, and I find that the contractor told me it took about six inches more stone than if it had been a dry month. We had nine inches of rain that month instead of three as usual.

94889. Then it is a question of material and not of labour?—The labour is material; they are interchangeable terms in road-making almost.

94890. I thought you meant road metalling?—It means about six inches more road metalling, and that means whatever proportion is the additional labour.

94891. That is all; the labour itself is not higher paid?—No, it is not higher paid; it is merely that the work can be done cheaper in dry weather than in wet, just as building is better conducted in soft weather and not in a frost.

Question of statistics of vagrants.

94892. (*Mrs Webb.*) About these vagrants dealt with by the police, do they keep any particulars as to where the man is born or what has been his last occupation, or anything else that would give us some indication of where he originally came from?—I cannot say that I have seen those in Kirkcaldy, but I should think the statistics must be kept. I should think Mr Patten-MacDougall would be able to give figures on that point, because I notice that the vagrants are classified as English and Irish and Scotch, therefore there must be some means of getting those facts.

94893. I was rather thinking whether, as in England, your Chief Constable or his officials took down from the vagrant the sort of particulars which you get sometimes in a Pauper Case Paper: where was he born and what was his last occupation and so on?—They come round so often that if I were going through the cells with one of my constables he could probably tell me where everybody came from. I visit the cells once a fortnight to ask if there are any complaints and so on; I generally do that myself, and my constable will tell me where each one comes from and his history. They are all perfectly well known, and there would be no difficulty in getting you that information.

94894. That information would be very interesting to us, with a view of organising some way of dealing with these people. Take, for instance, the occupants in a casual ward which I had the other day from Plympton in Devonshire; there was an enormous increase, a 100 per cent. increase, in the number of grooms out of work in two years?—If any questions were sent to me by yourself or anyone else, I am sure I could get the information. I am

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not aware whether the statistics are kept. I think we know them all so well that we do not find it necessary to put them on paper.

94895. (*Prebendary Russell Wakefield.*) Would not your longer school age be a very unpopular improvement with the parents in Kirkcaldy, if they get their children employed at once?—Very.

94896. It would be just one of the places where it would be most difficult to introduce it, I should have thought?—Yes, it would not be popular.

94897. Do these boys earn good wages almost at once?—Yes, and girls too.

94898. Are all of them kept on when they come to manhood, in these coal-fields?—Yes, I do not think they leave the collieries very much once they go to them; it is a good employment.

94899. Therefore with you the pressure of this boy question is not so great as in other localities, I should imagine, is it?—The bulk of your population goes to the coal-fields?—No, I do not think that. The Borough has been increasing very rapidly. It has been increasing more rapidly than any town in Scotland proportionately of late years, but there is not much country population coming into the borough.

94900. I was rather wondering what kind of education you would like given after the age of fourteen years?—After fourteen, I would have a certain amount of intellectual training, but I would have a good deal of physical training for the boys and the girls too. I would give the boys some drill, and I would give them range-shooting in the summer.

94901. Would that fit them for any particular occupation, say, at the age of sixteen?—I think it would tend to give them more regular habits.

94902. More discipline of character?—Yes, that is the proper word.

Labour colonies for vagrants.

94903. Therefore they would be less likely to go to these odd jobs which they would fill for a short time, and be more likely to look for something serious?—Less likely to recruit the vagrant class ultimately.

94904. With regard to your rather severe statement that you would send some of these vagrants to a life sentence in a labour colony, I presume you mean very much what is done abroad, that they go for life unless they show reformation?—Exactly; one would be only too delighted to get them out again.

94905. The probability is, with regard to some of them, the very fact of their being kept in that way would lead them to some kind of reformation?—Yes. I may say I should think as to about half of those who are vagrants, there would be very little hope of seeing them restored to any useful position in society after they had once gone inside the colony. I do not express any opinion about the colonies. There has been a great deal of information given about them, but I think half of them will not make useful citizens, and, not only will not make useful citizens, but will not cease to have a degrading effect upon society; they are a terrible danger.

94906. There would be two benefits: that they actually would be out of the way, and they would be doing at any-rate something in the way of earning a living?—What I attach importance to is, I am afraid, less the tramp himself than the effect of his existence upon the community.

94907. What would you do with his belongings, his wife, or anybody belonging to him?—We would have to do with them as we do with them now: they would have to be maintained.

94908. It would be an expensive process anyway?—The tramp does nothing, the expense is the same; you have to eliminate that element somehow or other. Then all these children, from fourteen to sixteen, again, who roam about the streets, are all mixed up with this tramp population, and it has a very bad effect indeed—an awful effect.

Mr Charles Henry Scott-Plummer and Mr John Robson.

Mr Charles Henry Scott-Plummer and Mr John Robson, called and examined.

94909. (*Chairman.*) I believe, Mr Scott-Plummer, you are the Convener of the County of Selkirk and one of the representatives of that County on the Association of County Councils in Scotland?—(*Mr Scott-Plummer*) I am.

94910. You have prepared a statement which, if you will kindly hand it in, we will treat as your evidence in chief?—Certainly.

(*The witness handed in the following statement*)

Association of County Councils and recognition thereby of need of legislative measures for tramps.

1. I am Convener of the County of Selkirk, and one of the representatives of the County Council of that county on the Association of County Councils in Scotland.

2. The Association is established under the County Councils Association (Scotland) Act, 1894.

3. Of the 33 county councils in Scotland—29 are affiliated to the Association, the remaining four being the councils of the small counties of Banff, Kincardine, Orkney and Zetland.

4. The desirability of legislation for the regulation of tramps and vagrants has been before the Association since 1903, when the subject was first brought forward by the County Council of Selkirk.

5. In 1907 the County Councils of Selkirk and Dumfries prepared reports on the subject, the recommendations in which were not only on similar lines but were, in many respects, similar to the recommendations by the English Local Government Board's Departmental Committee on the subject of vagrancy which reported in 1906.

6. The Selkirkshire report, and a report by the Law and Parliamentary Bills Committee of the Association, were submitted to the annual meeting of the Association in June 1907, when consideration was delayed with a view to the constituent county councils individually considering these reports.

7. When the Royal Commission decided to hear evidence on behalf of the Association, a special meeting was called for 16th January 1908, to resume consideration of the subject, to indicate the evidence that might be given on behalf of the Association, and to nominate a witness.

Association of County Councils and recognition thereby of need of legislative measures for tramps.

8. As a convenient means of enabling the Association to pronounce definite opinions upon the various details of the scheme suggested by them, the representatives of the County Councils of Selkirk and Dumfries, at that special meeting of the Association, submitted a series of motions embodying these details.

9. After a full discussion the special meeting, adopting the first of that series of motions, resolved *nem. con.*:—

"That with a view to the suppression of vagrancy, 'provision should be made by legislation for (*a*) regu-'lation of the movements of *bona fide* workmen on 'tramp in search of work, and relief to them during 'such regulated movement, and (*b*) dealing with 'habitual vagrants and professional beggars; and that 'the Association invite the co-operation of the Con-'vention of Scottish Burghs in the matter."

10. As the members of the Association had not had a previous opportunity of considering the details of the scheme as embodied in the remainder of the series of motions from Selkirk and Dumfries, it was resolved to transmit these motions to the constituent county councils with a request that, if they did not approve of the details, they should forward a statement of their views on the subject which the Association's witness might hand to the Royal Commission as evidence on behalf of such individual counties.

11. The following is the remainder of the series of motions so transmitted to the individual county councils:—

Various suggestions for dealing with *bona fide* tramping work seekers.

(*a*) That the movements of *bona fide* workmen on tramp in search of work should be regulated, and relief given to them during such regulated movement, as follows:—

(i.) A person *bona fide* in search of work, and desirous of tramping to a district where work is known, or is likely, to be available, to apply

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for a "ticket" to the police of the district in which he has had an ordinary place of residence, or in which he has worked, for a prescribed time prior to the date of his application;

(ii.) The police to issue a ticket to such applicant on their being satisfied that he (1) either has resided, or has worked, for the prescribed time in their district, (2) is *bona fide* in search of work, (3) has not available to him the means of defraying the cost of travelling to a district where work is known, or is likely, to be available, (4) desires to tramp to such a district, and (5) is, in the opinion of the issuing officer, likely to accept a reasonable offer of work;

(iii.) All tickets to be in a form prescribed by a central authority;

(iv.) Each ticket to (1) contain the means of identifying the holder, (2) prescribe the holder's destination and the route by which he is to travel thereto, and (3) be available for such definite period, not exceeding one month in any case, as the circumstances may, in the opinion of the issuing officer, appear to warrant;

(v.) Each ticket to state clearly the conditions upon which it is issued, and particularly that the holder is prohibited from begging;

(vi.) The police of any district to have power, if satisfied of the necessity therefor, to (1) alter the destination or route prescribed in any ticket, or (2) grant a short extension of the time during which it is available, any such alteration to be immediately intimated to the officer who issued the ticket;

(vii.) A court convicting a ticket-holder of begging, of contravening any other material condition of his ticket, or of any crime or offence (1) to cancel his ticket, and (2) to have power to commit him to a labour colony as if the conviction were a third conviction of a non-ticket-holder for vagrancy or begging;

(viii.) Tickets to be issued upon and subject to such further conditions as a central authority may from time to time think desirable, and prescribe, for preventing abuse of the system of relief;

(ix.) Each police authority either (1) to supply food to, and provide suitable shelter by night for, ticket-holders during such time as may be reasonably necessary to enable them to tramp, according to the prescribed route, through the district of such police authority and to obtain any available work therein, or (2) to defray the cost of conveying the ticket-holders through such police district;

(x.) The food supplied to ticket-holders to be strictly according to a scale prescribed by a central authority;

(xi.) The night shelter provided for ticket-holders to be (1) at shelters specially provided, (2) at common lodging-houses, or (3) by such other means as the police authority, with approval of a central authority, shall consider suitable and sufficient;

(xii.) Police authorities giving relief and shelter to a ticket-holder to be entitled to recover half the cost of such relief and shelter from the council of the county or burgh within which the ticket-holder was shown to have resided or worked as a condition precedent to the granting of the ticket to him, the payments to be at such rates per day and night as may be fixed by a central authority; and

(xiii.) The carrying out of the system to be controlled in each county by a joint committee of the police authorities within such county, and the committees of two or more counties to have power, if they so desire, to combine or co-operate.

Labour
xchanges.

(*b*) That information as to the work available in each police district should be open to ticket-holders at all police stations and shelters in such district; and that some system should be instituted of similarly furnishing information as to work available in other parts of the country.

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Suggestions for dealing with habitual vagrants and beggars.

(*c*) That (1) habitual vagrants and professional beggars, and (2) holders of *bona fide* workmen's tickets convicted of begging, contravening any other material condition of their ticket, or of any crime or offence, should be dealt with as follows:—

(i.) Such number of labour colonies (similar to those maintained in Switzerland and including at least one for females) as may be found necessary, to be established, maintained, and managed by the State;

(ii.) The State to defray the cost of conveying to labour colonies persons who have been committed thereto, and the cost of maintaining such persons from the time of their commitment;

(iii.) The police to be empowered to apprehend and take before any court of summary jurisdiction (1) all non-ticket-holders being beggars, vagrants, or idle poor persons found strolling, wandering, seeking relief, lying in outhouses, or otherwise acting contrary to the Trespass (Scotland) Act, and (2) ticket-holders found begging, contravening any other material condition of their tickets, or committing any crime or offence;

(iv.) A court convicting (1) non-ticket-holders of either sex of begging or acting as vagrants; or (2) ticket-holders of begging, contravening any other material condition of their licences, or of any crime or offence, to be empowered upon a first or second offence, and to be required upon a third or subsequent offence to commit such persons to a labour colony for a period of not less than six months nor more than three years; and

(v.) A system to be established of making available to all police forces information as to previous convictions of persons accused of vagrancy or begging.

Children of dissolute parents.

(*d*) That the children of all persons committed to labour colonies should be sent to, and detained in, industrial schools or other suitable institutions; and that the State should make to the industrial school or other institution such contributions in respect of these children as fairly represents the cost of their maintenance and education therein.

Pedlars' certificates.

(*e*) That as regards pedlars' certificates—

(i.) The police should issue certificates only to persons having an ordinary place of residence within their districts;

(ii.) All such certificates should be endorsed (without charge) by the police of each district in which the holder desires to follow his calling;

(iii.) Every conviction of a pedlar for any offence should be endorsed upon his certificate by the convicting court; and

(iv.) Upon the the third conviction of a pedlar for any offence, or upon his first conviction for theft or begging, the convicting court (1) to be required to cancel his certificate and declare him disqualified for obtaining another for a period of, say, twelve months, and (2) to have power to commit him to a labour colony.

Supervision of common lodging-houses.

(*f*) That local authorities should be given extended powers as to the provision or supervision and control, of common lodging-houses; and that the police should have statutory power of entry to such houses.

12. At the special meeting on 16th January, witnesses were appointed to give evidence on behalf of the Association and of such individual county councils as might not approve of the details of the scheme.

13. The following are the views of the twenty-nine county councils constituting the Association in regard to the scheme so far as these have been communicated:—

(*a*) Approve of details of scheme:—Ayr, Berwick, Clackmannan, Dumfries, Kirkcudbright, Peebles, Selkirk, Sutherland, and Wigtown.

(*b*) Consider legislation necessary and approve of principles of scheme without committing themselves

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Attitude of various County Councils towards foregoing suggestions.

to details:—Aberdeen, Dumbarton, Haddington, Kinross, Lanark, Linlithgow, and Stirling.

(*c*) Approve generally of scheme but of opinion that power to give relief to *bona fide* workmen should be permissive only:—Forfar.

(*d*) Approve generally of scheme so far as applicable to habitual vagrants, but do not approve of relief being given to *bona fide* workmen:—Argyll, Mid-Lothian, Perth, Renfrew and Ross and Cromarty.

(*e*) Consider that at this stage counties should merely point out the evil and need for reform:—Roxburgh.

(*f*) No action or no reply:—Bute, Caithness, Elgin, Fife, Inverness, and Nairn.

14. The councils of the counties of Argyll, Forfar, Mid-Lothian, Perth, Renfrew, and Roxburgh have asked witnesses to hand to the Commission statements of the individual views of these councils, and these are now submitted.

15. A committee of the Convention of Scottish Burghs to which the Convention remitted with full powers to co-operate with the Association and take what action might be deemed expedient, have considered the details of the scheme suggested by the County Councils of Selkirk and Dumfries, and have asked us to state to the Commission that the Convention concurs with the Association in the opinion that legislation is necessary, and that, while holding a decided preference for the proposals in the Statement handed in on behalf of the County Council of Renfrew (which, as will be seen differs in no essential detail from above scheme except expressing doubts as to the suggested relief to penniless *bona fide* workmen on tramp in search of work, and the mode of giving such relief) the Convention would not advocate any particular scheme for the abatement of the nuisance, being rather content to table its general acquiescence in the terms of the Association's proposals, and allow the Royal Commission to consider for itself the various schemes which have been put forward as remedies.

16. It is now desired to speak in support of the detailed scheme suggested by the County Councils of Selkirk and Dumfries, and concurred in by certain other councils as already explained.

17. There appears to be general agreement that the large army of tramps, who depend for their existence on alms-giving, may be divided into the two classes of (1) *bona fide* work-seekers who are rarely accompanied by their dependents, and (2) habitual vagrants and professional beggars who have no real desire for work, and who are generally accompanied by any dependents they may have.

Proportion of *bona fide* tramping work-seekers.

18. While what appear to be *bona fide* workmen in search of work are not infrequent among the tramps in the southern counties of Scotland, they seem to be practically unknown in large areas of the Highlands and Islands. This probably explains the want of unanimity among the county councils as to the propriety of making provision for relief of penniless *bona fide* work-seekers on tramp. On the average the proportion of tramps who are *bona fide* work-seekers is not large, being estimated by a number of experienced Scottish Chief Constables at 3 per cent.

Habitual tramps and beggars.

19. The number of habitual vagrants and professional beggars appears to be somewhat greater in the southern counties of Scotland than in the Highlands and Islands, but there is practical unanimity among the county councils and Convention of Burghs as to the necessity for dealing effectively with the evil.

20. In the Southern counties the tramps seem to consist largely of people wandering aimlessly from England to the Midlands of Scotland and back again. They are numerous; in the sparsely populated districts, which are extensive, they are frequently masterful; one-third or more of the crimes and offences are committed by them; they frequently carry infectious diseases; and they are a very great annoyance and often a real danger.

21. In counties begging is not an offence unless made so by bye-laws to prevent vagrancy framed by the county councils in terms of the Local Government (Scotland) Act, 1889. The Trespass (Scotland) Act, 1865 makes it an offence to lodge without leave in farm out-houses, stack-yards, etc., or to camp on private lands without leave. The penalty in each case is fine or imprisonment. There appears to be no other statutory power in counties of suppressing begging and vagrancy.

Habitual tramps and beggars.

22. The offenders are rarely able to pay fines, and in some districts the courts, appearing to scarcely consider imprisonment appropriate to the offence, not infrequently admonish the offenders. This is no deterrent. The result is that the bye-laws and Act mentioned come to be indifferently enforced.

Need of provision for *bona fide* work-seekers.

23. The primary object of the suggested scheme is the suppression of vagrancy, but its authors considered that this could not be effectively done unless some provision was, at the same time, made for the relief of the penniless *bona fide* workman who finds it necessary to tramp from one district to another in search of work. The numbers of such men are so small that they are considered by some as an almost negligible quantity; but, if they are to be rigidly prohibited from begging and sleeping in out-houses, stack-yards, etc., it seems right that they should be able to look to some official source for shelter and food so long as they comply with the conditions of the "ticket" issued to them.

24. The scheme would in no way interfere with *bona fide* workmen out of work who elect to tramp in search of work and who have available to them the means of paying, and do pay, for their lodging and food. The "ticket" issued to the penniless *bona fide* workman tramping in search of work will be necessary to ensure his relief, and as a protection against his being apprehended and committed to a labour colony among the habitual vagrants and professional beggars. Unless the penniless *bona fide* work-seeker is furnished with such a voucher, it will not be possible to enforce the scheme effectively against the habitual vagrant and professional beggars.

25. It is hopeless to expect that any scheme for dealing with tramps and vagrants which is not compulsory and universal in its application will prove efficient. The most economical method of providing the suggested relief to *bona fide* workmen to whom "tickets" may be issued, will be to impose the duty on some one of the existing local authorities. There is room for diversity of opinion as to which local authority should undertake this duty; but as it can hardly be doubted that the efficiency of the system will depend largely upon there being some approach to uniformity in its administration, it is most desirable that the authority should be one having jurisdiction over a fairly large area. And as the police is the only existing organisation by which the system could be effectively and economically carried out, it follows that the police authority should be the one selected.

26. While efficient provisions for giving food and shelter to ticket-holders should be compulsory, a wide discretion should be left to local authorities as to whether they will make that provision by providing and maintaining shelters for ticket-holders, arranging for their accommodation at common lodging-houses or at private houses, or paying their railway fares or other cost of conveyance, through their areas.

27. The proposed methods of issuing tickets and giving relief to penniless *bona fide* work-seekers has been fully detailed, and is self-explanatory. The details were given primarily with the object of showing some of the safeguards that might be used against abuse of the system of relief.

28. Great importance is attached to the suggested provision for informing *bona fide* work-seekers of work available, and it is thought much might be done in this direction by the maintenance of efficient labour bureaux. This would be of material assistance in checking any tendency to wander aimlessly while professedly in search of work.

Scheme for dealing with habitual vagrants.

29. The suggested scheme for dealing with habitual vagrants and professional beggars has met with practically universal approval among the county councils and also from the Convention of Burghs.

30. Its first essential is that the necessary number of labour colonies, on the lines of the forced labour farms maintained in Switzerland, should be established, maintained, and managed by the State, and that the State

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should defray the cost of conveying to such colonies persons who have been committed thereto.

31. The evil to be dealt with exists in every district, and may fairly be described as a national one. The county councils and the Convention of Burghs are unanimously and strongly of opinion that it is essential to the success of the suggested scheme that the State should undertake the establishment, maintenance, and management of the necessary labour colonies; and considering that each colony should be sufficient for a wide area, the State ought to be able to do so more economically than local authorities.

32. For the success of the scheme it would be essential that there should be some efficient system of making available to all police forces information as to previous convictions of persons accused of vagrancy and begging.

33. The fact that vagrants are permitted to tramp the country accompanied by their children, often of school age and receiving no education, is largely responsible for maintaining the number of vagrants and perpetuating the evil, and such children should be sent to industrial schools or other suitable institutions. As in most cases these children could hardly be said to belong to any particular locality, the cost of their maintenance and education should be defrayed by the State.

34. At present a large proportion of the holders of Pedlars' Certificates are simply vagrants with no place of residence who beg continuously. Many have very few articles for sale, and when offering these at houses beg at the same time. According to police information there are not a few holders of Pedlars' Certificates who are very disreputable, have been convicted repeatedly, and either steal or act as spies for professional thieves. The present enactments in regard to the grant of Pedlars' Certificates and the control of pedlars are not entirely satisfactory, and are not fully complied with.

35. Any scheme for the suppression of vagrancy will be incomplete, and will prove ineffective unless, at the same time, provision is made for placing the grant of Pedlars' Certificates on a proper basis and for the adequate control of pedlars.

36. At present the police appear to have no statutory power of entry to common lodging-houses. It is very important that they should be given such power.

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37. It can scarcely be doubted that vagrancy would soon practically cease if it were not for the very general practice of indiscriminate alms-giving. If a system of affording regulated relief to the penniless wayfarer *bona fide* in search of work was instituted, not only would the charitably disposed know that provision was made for the relief by official agencies of the class of tramps most worthy and appealing most to their sympathies, but it might be expected that the public would soon come to refrain from indiscriminate alms-giving and to co-operate with the police in endeavouring to effect the suppression of vagrancy.

94911. (*Chairman.*) Mr Robson, I believe you are the County Clerk of Dumfriesshire?—(*Mr Robson*) I am.

94912. (*Chairman.*) I gather from your statement, Mr Scott-Plummer, that you have authority to speak on behalf of the great mass of the County Councils in Scotland?—(*Mr Scott-Plummer*) Yes, especially with regard to one point. The County Councils are unanimous upon part of the scheme that is before you, but not unanimous upon the other part.

94913. As I gather, looking through your statement, they are practically unanimous, all except three or four who have not sent in answers, upon the great part of the scheme. There are doubts as regards the granting of passes or free tickets, from which I assume that those who are against that doubt the *bona fides* of the persons to whom the ticket is to be given?—I do not think it is so much that they doubt the *bona fides* as that they think it would encourage tramping.

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94914. We have had some evidence to-day with regard to tramps. Should you say this evil of tramping is on the increase in Scotland?—In my district, the south east of Scotland, I cannot say it is on the increase, but it shows no sign of getting any less.

94915. You are referring to Selkirk?—Yes.

94916. That would be rather out of the way of populous centres other than the Tweed manufacturing towns?—It is on the way between Edinburgh and England, and the Border. The main road runs through it, but I am speaking especially as to the number of tramps, not only from Selkirkshire but Roxburgh and Berwick, Lothian and East Lothian. I have got statistics from all those counties, and they show that tramping is not actually on the increase, but it shows no signs of getting any smaller.

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Extent of vagrancy in south east of Scotland.

94917. Have you any figures to show what proportion of these were persons without a settled home?—No.

94918. What is your general impression: are they mostly persons with no domicile?—I think most of them are.

94919. Is there an indisposition to work on their part?—Yes, I think there are very few of them who are really *bona fide* seeking work—really seeking work, and would take work if they could get it. Several of the Chief Constables have estimated that the proportion is only 3 per cent. who are really *bona fide* workers. Perhaps it may be rather larger than that, but it certainly is very small.

94920. How do these people live, simply by begging?—Simply by begging. They sometimes do not need to beg, because they pass a house and the people give them something in order to avoid being troubled with them.

94921. In the lonely parts of the County of Selkirk, Roxburgh, and so on, do they frighten shepherds' wives or people living in out-of-the-way places?—Yes, we have had a great many complaints about that, that the women near the main roads live in terror of these tramps when their husbands are away.

94922. Do you really think that they have no means other than those obtained by begging?—They have no evidence of means.

94923. They do not stop and work for a few days and then go on again?—No, I think a very small proportion; some of them may do, but very few.

Physique of vagrants.

94924. Are they physically a very poor class or not?—No, I should say about half of them, from the statistics I have got, or perhaps less than half are, you may say, incapable of doing any really hard work, but I think more than half are quite able-bodied.

Women tramps with children.

94925. Are there many women tramps?—Yes, a good many.

94926. And their character is bad, is it?—I should think probably worse than the men's.

94927. Have many of them got children with them?—Yes, wherever there are women there are children.

94928. Do the Parish Councils ever exercise any powers that they have of taking these children away from them?—I think very seldom.

94929. This has become such a nuisance that you sent round to the County Councils in order to get their consideration of a scheme which you put forward?—Yes.

Question as to best authority for dealing with tramps.

94930. In the first paragraph, you suggest that there should be a ticket given to persons who are *bona fide* workmen and so on, and you propose the police should give them, I suppose, because they would represent the County; but assuming there were anything like an effective system of labour exchanges, some authority of that kind could give the tickets just as well?—We have never considered a labour exchange giving a ticket. We considered the police would have the best means of knowing about these people; of the little there is known of them the police possess the best knowledge.

94931. On the other hand, if a person was in *bona fide* search of work, the labour exchange, to whom we assume he would have previously made application, would have made enquiries and would then be able to certify?—Yes.

94932. It is not an essential part of your scheme that it is to be the police?—No.

94933. There must be an authority in each locality who should have the power?—Yes, there must be an authority to which the people may go readily; there might not be a labour bureau everywhere.

Preferential treatment for *bona fide* tramping work-seekers.

94934. You want to separate the vagrants into two classes, and unless you provide a proper and lenient treatment for the respectable class you will not be able to deal with the more disreputable class?—That is our reason.

94935. These tickets would assist the persons in various ways to get to their destination. There are various conditions laid down, and you would propose that the ticket-holder should adhere to those conditions, and if he was proved to have contravened any material condition the

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Court might, under certain conditions, send him to a labour colony?—Yes.

94936. Then there is food and so on to be provided. Then the night shelters, the places where they would get accommodation, would be, I suppose, distinct from those which might be occupied by the other vagrants?—If our scheme were carried out the other vagrants would eventually be transferred to labour colonies, therefore they would not be there.

94937. In the first instance, where would the other vagrants go? A man comes into a town with a ticket, and a number of vagrants come in at the same time. Assuming your scheme was in operation, what would happen to vagrants who had not tickets?—They might be provided for at common lodging-houses.

94938. There would be no difference between the accommodation provided for them and the accommodation proposed to be provided for the ticket-holders?—No, not if the other vagrants were there at the time.

94939. Would you rather advise, if you want to draw a line between the two, that they should have a separate place?—It might be an advantage to keep them apart, if it could possibly be done.

94940. Coming to the habits of vagrants and professional beggars, you would bring them up before a Court if they were convicted of begging. What other offences can a beggar now be convicted of? Is there any special law against begging in Scotland?—There is no law against begging in the counties.

94941. There is in the burghs, is there not?—Yes, under the Burgh Police Act.

Lax administration of Trespass Act in Scotland.

94942. Is that a local law or a general law?—A general law for Scottish burghs, but in the county districts a man cannot be arrested for begging and punished for it. He can be proceeded against under the Trespass Act for sleeping without leave in outhouses.

94943. Section (iii) of Clause C, I think, summarises the powers of the police; they are to be empowered to apprehend and take before any Court of summary jurisdiction, (1) all non-ticket holders being beggars, vagrants, or idle poor persons found strolling, wandering, seeking relief, lying in outhouses, or otherwise acting contrary to the Trespass (Scotland) Act. So that practically anyone who is not a ticket-holder would be liable to be taken up?—That definition of a vagrant is taken from the Burgh Police Act.

94944. That is practically the law in burghs now?—Yes, it is the definition that has been given.

94945. Is that put in force at all in burghs?—I think it is very lax in burghs.

94946. Has it ever been enforced?—The people are arrested for these offences, but I think very often they get let off by being admonished. They do not get put in prison or fined.

94947. We had some very strong evidence from a police official at Falkirk as regards the evils of vagrancy and tramping, but I do not recollect his telling us that the burgh authorities had this power?—That is in sections 408–411 of the Burgh Police (Scotland) Act 1892.

94948. Then persons so begging or wandering about would be liable to be sent to a labour colony?—Yes, that is what we propose.

94949. In the Burgh Police Act the summary runs as follows: the vagrancy offences under the first section are briefly that every person begging, secondly that every person conducting himself as a vagrant, having no fixed place of residence, no lawful means of getting his livelihood, is guilty of an offence. The punishment is to be, for a first offence, a fine not over 20s. or thirty days imprisonment, or thirty days without the option of a fine; and for a second or subsequent offence, imprisonment not over sixty days. The second clause quoted deals with the offences of sending out to beg, and is substantially repeated from the Lindsay Act. The punishment is a fine of £5 or thirty days. The third clause allows beggars or vagrants not convicted to be sent to the inspector of the poor; it is modelled on section 323 of the Lindsay Act. You would here substitute a labour colony for prison?—Yes.

Type of tramp for suggested labour colony.

94950. It would really amount to this, would it not, that anybody who had not a ticket, and was wandering about, would be liable to be arrested by the police?—Not anybody who was wandering about, but anybody who was begging. We do not propose to arrest anybody who has got sufficient means to enable him to tramp if he chooses to tramp in search of work; but anybody who is begging, or is dependent on public charity for going about the country, we propose that they should be sent to a labour colony if they have not a ticket.

Prevention Crimes Act, and extent of enforcement.

94951. Mr Patten-MacDougall calls my attention to an Act entitled the Prevention of Crimes Act 1871, and under the provisions of this statute the following persons, amongst others, are to be deemed rogues and vagabonds, and may be apprehended and imprisoned with hard labour for three months. There are a number of definitions which do not much affect the cases now brought before us, but this does: any person wandering abroad and lodging in any barn or outhouse or unoccupied building, or in the open air, or under a tent, or in any cart or waggon, not having any visible means of subsistence, and not giving an account of himself?—Is not that with regard to a man who intends to commit a felony?

94952. (*Mr Patten-MacDougall.*) That is extending to Scotland the English Vagrancy Act; under the Prevention of Crimes Act I do not know whether that is recognised?—It is section 15 of that Act, is it not?

94953. Yes, of the Prevention of Crimes Act?—That is with regard to people found loitering with the intent of committing a felony. Most of these would be inapplicable to that class.

94954. Do you know whether that section has been in operation in Scotland? Have cases been brought under it?—I think so, because my own Chief Constable drew attention to the fact that that was one of the ways in which they could get a vagrant; but he did not seem to think they often did.

94955. Do you know of it in Dumfriesshire?—(*Mr Robson.*) No, I think there is doubt whether that section has been made to apply to Scotland. It is not in operation.

94956. (*Mr Loch.*) It is not in operation for some particular reason?—There is great doubt whether it has been made clearly applicable to Scotland.

94957. (*Mr Patten-MacDougall.*) Has there been a case upon the point, do you think?—I think there was a case from Ayrshire in 1882, in which the Justiciary Court held that the Prevention of Crimes Act 1871 only made section 4 of the English Vagrancy Act (5 Geo. IV., cap. 83) applicable to Scotland so far as consistent with the law of that country, and that it may only be enforced to that extent. I discussed the matter with our Chief Constable the other day. The police in Scotland appear to have great doubt as to how far the English Vagrancy Act may be enforced in Scotland. I believe that attempts to enforce it are rarely, if ever, made.

94958. (*Chairman.*) Although your measure seems pretty drastic in reality, it is less so than the existing law?—(*Mr Scott-Plummer.*) That is assuming that that law is in operation; that is for people who are intending to commit a serious offence.

Pedlars' certificates.

94959. Then you go on to suggest that the children of all persons sent to labour colonies should be detained in industrial schools, and that the State should make the industrial school a contribution in respect of these children; and then as regards pedlar's certificates, you would enact that every conviction of a pedlar should be endorsed on his certificate by the convicting Court. Is that not the case now?—I may say with regard to these suggestions which we make, that if the present law was carried out I think the present law would probably be sufficient, but it is not. The present law is not acted up to. Pedlars now very often get free certificates. I have heard of cases where pedlars are given free certificates in order to get rid of them, to get them out of the town or district, in order that they may go and wander elsewhere.

94960. Your scheme has met with general approval except that part of it which relates to the granting of a ticket?—Yes.

94961. You think that that objection is entertained by districts where they have little experience of *bona fide* workmen travelling in search of work?—I think partly that, and I think the fear of expense that might be incurred has prevented some of the counties from entertaining this proposal.

94962. Because, as I understand, under the scheme half the cost of the ticket is to be recovered from the district to which the ticket-holder belongs?—Yes.

Effect on crime of vagrancy.

94963. Coming on to the class of vagrants, you think that they are people who are wandering rather aimlessly from England to the middle of Scotland and back again?—Yes, to the larger towns.

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94964. You think that a good deal of the crime of the locality is committed by them?—Yes, I think about one third of the crime in our district: a third of the total number of offences.

94965. What sort of crime do they commit?—A great deal of drunkenness and breaches of the peace and small petty offences for which they get two or three days' imprisonment.

94966. Is there much lifting of goods or house-breaking?—Yes, a good deal of thieving, and latterly, I believe, more serious offences.

94967. It was stated to us that in Falkirk, burglaries on an organised scale had become quite a feature there? I suppose you have no town large enough?—Not in my district. (*Mr Robson.*) In Dumfriesshire the great majority of the thefts are by vagrants.

94968. Breaking into houses and stealing?—Yes, thefts, house-breaking, and even more serious offences.

94969. Do these vagrants as a rule leave the main roads?—Very often, and go into quite sparsely populated districts away in the hills, amongst the shepherds' houses, where there are practically no roads.

94970. And there they alarm the woman when the husband is away at work?—Very much so. (*Mr Scott-Plummer.*) I may say I have got statistics as to the proportion of offences committed by vagrants from the Counties of Roxburgh, Berwick, Selkirk, Lothian, West Lothian, East Lothian, Peeblesshire, and Dumfriesshire, and, taking the average, they work out that very nearly one third of the total offences are committed by vagrants in these districts of Scotland.

94971. The evil being almost universal, you say you are of opinion that no scheme for dealing with them can be effective unless it is more or less universal in its application?—We thought it ought to be universal.

'eferential 'eatment for *na fide* amping ork-seekers.

94972. Coming back to what I said before, unless you eliminate the percentage, whatever it may be, small or big, of persons who are legitimately in search of work and treat them considerately, you do not think you will be able to tighten the law up with regard to the rest?—That is our difficulty regarding committing people to labour colonies; and if a man is *bona fide* in search of work and has not got any means of getting from one place to another, he must beg, and therefore he would become liable to be sent to a labour colony unless there was some provision for somebody to take away from him the necessity of living on public charity.

94973. Let us think this out a little. You have no casual ward at all in Scotland?—No.

94974. It was mentioned to us in Edinburgh that in certain cases vagrants and others came to a village, they saw the Inspector of the Poor, asked for assistance, there was no lodging or accommodation, and they got money; then they went on to another place, and did the same thing. Have you ever heard of that?—Yes, I have. I do not know whether it is very common, but I have heard of it taking place.

94975. Have you heard of that in Dumfriesshire?—(*Mr Robson.*) Not to any great extent. Inspectors of poor do not relieve the able-bodied vagrants in Dumfriesshire.

94976. What do they do if they ask for help?—Nothing at all; they let them go and beg.

94977. That is one of the difficulties, it seems to me, that you would provide no place where they could, under any conditions, go except they were a ticket-holder?—(*Mr Scott-Plummer.*) No, I would not provide any place.

94978. You have nothing corresponding to a casual ward?—No, we have nothing of that kind, and we think that the people who have not got a ticket and who have no means of maintaining themselves, should be sent to labour colonies.

94979. It is rather drastic. You practically propose that everybody who has not got a ticket should be liable, no matter what errand they are on, or what is the motive of their coming to you, should be sent to a labour colony?—If a man has been in work and has got a sufficient amount of money to take him on, he would not be interfered with, and if a man had worked before he could always get a ticket. It would only be those who had not been in work and who were begging that would be sent to a labour colony.

94980. (*Mr Loch.*) And who have no visible means of subsistence?—Yes.

94981. (*Chairman.*) It is obvious if you send them to a labour colony, you must have power of detention?—Yes.

94982. Are there many pedlars in Scotland?—I think there are. I do not know how they are as compared with England, but there are a good many.

Effect on vagrancy of indiscriminate alms-giving.

94983. In the last paragraph of your statement you point out that vagrancy would cease if it were not for the general practice of indiscriminate alms-giving. Are there no organisations in your locality for regulating charity or getting people to combine?—No, I do not know of any. In a neighbouring county they have had shelters at different times which were carried on by charity.

94984. It is a custom of the country, I suppose, a sort of tradition, to help people who are walking about?—So it seems, and they are obliged to.

Way tickets, cost and issuing authority thereof.

94985. You point out, I think, if there was an efficient labour bureau system they could issue the ticket?—We look to the police to issue the ticket, not the labour bureaus.

94986. They were to give the information?—The labour bureaus should give the information as to where the work was.

94987. You said the police, because they were that part of the county authority which you thought would most effectively perform this duty?—Yes. There is no other county authority that seems capable of undertaking it, or which has got any organisation which could do it, except the police.

94988. I see that the County Council of Perth object to relief tickets on the plea that everybody would go for them, and there would be a scramble for them?—Yes. We do not anticipate that that would be the case, because we make it a provision that the man must have worked previously; therefore the ticket would not be available for a real vagrant or work-shy man.

94989. I think I see that point now: the authority issuing the ticket practically would not be responsible, because they would recover half the cost from the place where the man had last resided?—No, the authority issuing the ticket would be liable for half the cost.

94990. And they would recover half?—If a man started in one district and tramped through into another district, the second district would be able to recover half the cost from the authority granting the ticket: that was our proposal.

94991. Then the authority granting the ticket would be responsible?—Yes, the authority granting would be responsible for half the cost.

94992. That surely would induce the authority, if they were responsible for the cost, to make some inquiry before they granted the ticket?—So I should think; but I must say that at the time that the county of Perth had this under their consideration, there was no proposal for recovering half the cost put in: that was an after-thought. It ought to have been in before, but it was unfortunately omitted.

94993. (*Bishop of Ross.*) Would the second half of the cost fall on the place where the man was relieved?—Yes, where he was tramping.

Effect on vagrancy of ineligibility of able-bodied to relief.

94994. (*Mr Bentham.*) Do you attribute the large amount of vagrancy in Scotland to the fact that Poor Law does not recognise the able-bodied person as being eligible for relief?—I do not think so.

94995. If an able-bodied person makes application for relief, being destitute, he would be refused by the Poor Law authority?—Yes.

94996. What alternative has the man to either begging or living on charity or taking to the road?—He has no alternative at present, and that was the reason why we proposed that there should be these labour colonies established.

94997. Really what you propose is, to set up another system for dealing with an able-bodied man who cannot find employment or get relief through any other source?—Yes, but we do not propose to send an able-bodied man, who really wishes to get employment, to the labour colony.

94998. But you wish to offer facilities for him to travel from place to place?—Yes, and not at the public expense.

94999. Would not that really increase the number of persons who would take to the road?—Everybody who took to the road would be obliged to satisfy the police that he had worked and was *bona fide* in search of work, before he got a ticket.

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Percentage of *bona-fide* tramping work-seekers.

95000. That would not be difficult to do, would it? We are told now that only something like 3 per cent. in some of these places are men who are *bona fide* men in search of work. So it has been said of Renfrew and Roxburgh, only 3 per cent. are *bona fide* workmen?—Yes.

95001. In a statement we had this morning it was said to be something like 25 per cent?—That is not our experience. From what I can make out, much less than that *bona fide* in search of work—people who are destitute. There are a great many people who are really in search of work who are not destitute.

95002. They provide for themselves, or their friends provide for them while they are on the road?—Yes.

Police as controlling authority for tramps.

95003. What reason is there to believe that these people would not rely on the provision you intend to make, and not to do it out of their own pockets?—One of our provisions is that they must be destitute before they can get a ticket.

95004. That is before they can get a ticket to make a start?—Yes.

95005. That would mean the authority issuing the ticket understanding rightly the case; they would have to know the circumstances of the case properly before the ticket was granted?—Yes.

95006. What authority do you think would be the proper authority for doing that work?—We think the police in the district where the man has worked.

95007. That would mean that the police would have to make enquiries into the whole of the man's circumstances: that would rather increase the machinery of the police for the purpose of discriminating?—I do not think it would be very difficult, because if a man had worked in his district, the police could find out about him from his employer whom he has worked with without any great difficulty; if he had been working in that district they would probably have some sort of knowledge of the man himself.

Qualification for "way-tickets."

95008. The difficulty would be to find out whether a man could undertake this proposed journey at his own expense?—Whether he was really destitute.

95009. Yes?—It might be a difficulty, but I think it could easily be overcome.

95010. A great deal, then, would depend upon the locality, and what opinion it took as to the word "destitute"?—Yes.

95011. If a man had means not immediately available, but he could sell property in order to enable him to provide for himself, in some localities they would probably say he was not destitute, but in other localities they might say that destitution meant that he should have no available means though he might have property that could be sold for the purpose?—Yes.

95012. They might take a different view of the word "destitution"?—We have put in in our scheme, "that has 'not available means to carry him to the district where he 'intends to go to look for work." That is the standard of destitution.

95013. If it was on the route of the railway line, it would be much easier to give a railway ticket and let the man come back the same night, would it not?—Yes

95014. That would get over all questions of relief on the road?—It is open to the police to do that if they think that is the best way.

Effect of State aid for tramps.

95015. Some of the county councils thought the whole expense of relief should be borne by the State if relief is to be given at all?—Yes, I think that is the case.

95016. Would it not be likely that there would be a looser way of granting tickets if the State had to provide the means?—I think probably it would. We do not propose that. We propose that the locality should pay for them.

95017. That they should pay half?—Yes, that the localities should divide it.

95018. Who is to pay the other half: I do not quite gather?—The localities through which the man tramps would provide him with food, and would recover half from the locality that gave him the ticket.

95019. Really the other half would fall upon the localities through which he travels?—Yes, through which he tramps.

95020. You said in answer to a question that now there is no provision for vagrants in Scotland under the Poor Law. Are not there shelters for vagrants provided by the Parish Councils in some districts?—Not for able-bodied.

Lack of provision for able-bodied vagrants.

95021. There is one at Stirling and another at Larbert?—Are not those private institutions? There is no statute under which any authority can provide for the able-bodied poor in Scotland.

95022. I did not know whether they drew the distinction or not, and whether they submitted them to the examination of a medical man: they take them in at Larbert, and the provision is in connection with the Poor Law offices themselves. It is, in fact, in the Parish Council building?—I think you will find that is a casual sick-house, so that persons who are sick on the road may be taken in temporarily.

95023. (*Mr Gardiner.*) For the whole time that one of these men wander about the country seeking for work, half the cost of his maintenance is charged to the place from which he started?—Yes.

95024. He may be wandering for three months?—We limit the time to a month.

95025. For the whole month half the cost is charged to the place from whence he started?—Yes.

95026. How do you prove that he has any claim on what I may call his port of origin?—We do not take into consideration whether he has any claim or not.

Possible effects on tramps of suggested "way-tickets."

95027. A man may have done work in the place for a week, and half of the cost of his maintenance is to be provided by the town for a month. Is not that rather hard?—We have not actually stated the time, because we thought it would be better that the period for which he must have worked should be arranged for by some central authority afterwards. I think he would probably have to work more than a week.

95028. Then the enquiry into what we should call in England his settlement, would be conducted by the police?—Yes.

95029. In a place like we heard of this morning where a great many of these men congregated, you would require the time of one or two officers devoted to it?—Very likely. But that would even be a help on the present system, because the police are very much occupied in taking tramps backwards and forwards to the various prisons in Scotland and also looking after them in the county districts.

95030. (*Mrs Bosanquet.*) Would it not be simpler, if a man said he could get work in a place, to send a telegram asking whether there was work if you were to send him?—There would be no objection whatever to doing that.

95031. Could not it be laid down as a rule that they should not send them on chance? You can ascertain whether there is work?—A man might not get work from one employer, and he might get work from another. It might be a very difficult thing for an authority, we will say in Edinburgh, to find out all about the work in Newcastle, or the neighbourhood of Newcastle, by means of telegrams.

95032. Supposing we had a system of labour bureaux and you could telegraph to the bureau, would that not make it simpler?—It would simplify it a great deal.

95033. It seems to me that to send a man on the chance of getting work is the nearest way to make him a permanent tramp, and our reforms ought to be beyond that?—If a man wishes to go, it is a free country, you cannot prevent him from going. If you do not prevent him from begging in some way, he will become a tramp: he will become a beggar.

95034. It seems to me your plan rather facilitates his becoming a tramp, whereas with a less expenditure you might put him in a more rational way of seeking work?—He would go, but if we did not have this provision he would turn and beg.

95035. If you put before him that there was a means of finding out before he went whether there was work or not?—That would depend on the man. He might say: "I "prefer to go out and look for my own work."

95036. (*Mr Loch.*) Do you consider that the districts in Scotland are sufficiently policed?—I think so. Certainly in my part of the country we are sufficiently policed.

95037. If there was a desire to suppress vagrancy, and it was in the hands of the police, there would be an ample staff to do it?—Yes, I think they have staff there for it.

adequacy of isting ovision for grants and amping ork-seekers.

95038. Do you in your county have men specially put on to deal with vagrancy?—No, not specially.

95039. No policemen?—No.

95040. You have never tried to deal with the question thoroughly throughout the country by special men being put on?—A great deal of trouble has been taken by the police to find out all about vagrants.

95041. I am talking of it from the point of view of the statement that you have not put men on specially to run the vagrant down, if I may say so?—No, it is their ordinary duty.

95042. I understand so, but I understand the number of tramps, if not increasing, is considerable?—Yes.

95043. That goes on now in spite of what has been done with the police?—Yes.

95044. Does the fault lie with the magistrates, because I think you said the present law might go far if enforced?—That is the law with regard to pedlars.

95045. The present law with regard to the vagrant, such as it is?—I do not think the law with regard to vagrants at present is at all sufficient.

95046. Supposing that clause out of the Crimes Prevention Act was workable, and worked in this direction, would that help much?—I do not think so, because the ordinary vagrant offence, like sleeping in an outhouse, is a thing which you can hardly give a long imprisonment for; and if you give a short imprisonment for it, it is absolutely no use whatever. If you sentence a man for two days, it is a very great expense, and it is of no avail: it does not prevent him from wandering.

95047. Granting that short sentences are not much use, would the magistrate put in force a long sentence?—I do not think a magistrate could possibly give a man a long sentence for sleeping in an outhouse.

95048. But supposing it was a penal colony?—That is what we propose.

95049. The difference in the imagination as between a penal colony and a prison would make all the difference?—Yes.

95050. But would not that in itself meet the case, without your system of tickets and the rest?—We think that there are a certain number of people who tramp who are *bona fide* in search of work, and if those people were liable to be arrested it would be very difficult for the police to deal with the others; everybody then would be a *bona fide* worker.

95051. I take it that the exceptional cases run to about 3, 5, or 10 per cent. at the outside?—Yes.

95052. Is it not possible that the police should have instructions by which they could deal with those in some way without this system of tickets, which is a very elaborate system? Would it not be possible to deal with the exceptional cases under police instructions, and let the law take effect?—We could not imagine how you could deal with these people.

95053. The police, in certain events, have to make a preliminary enquiry. If they appear to commit the offence on that preliminary enquiry they would get entirely different treatment to any other man?—Yes.

95054. That in itself would be a safeguard which would be generally known?—That is taking this scheme which we propose.

95055. I am arguing from that scheme, only showing that in my opinion it is a question whether you want the elaboration of that scheme in order to prevent the vagrancy increase. If you can meet your exceptional cases, I understand, your difficulty falls to the ground?—Yes.

Number of agrants and ossibility of stablishing abour and enal colonies herefor.

95056. I am suggesting other ways of dealing with the exceptional cases than by tickets. To take another point, you have in Scotland, you may say roughly, about 5000 to 10,000 vagrants, or people who sleep outside, coming under the definition?—I believe about 8000.

95057. Roughly you say that half your vagrants are persons that are no good, will not do work, and so on?—Yes.

95058. That means practically putting aside in some form 5000 people?—Yes.

95059. It means a very large system of colonies?—Yes.

95060. Does it not seem that it is so large that it practically would fall of its own weight?—No, I do not think so. At the present moment this army of men is being dealt with somehow; they are in our prisons and in other places of that kind.

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Number of vagrants and possibility of establishing labour and penal colonies therefor.

95061. But are they? Is there anything like that number of 5000 people, which is not half the vagrancy of Scotland on a day-count, in the prisons now?—I cannot tell you the number of vagrants there are. A man goes to prison now for two or three days and then comes out again, therefore the prisons, of course, are not constantly filled.

95062. Accepting the proposal you have made of longer sentences as essential, still it is a question, as I understand, of whether these people could be put away, as it were, on colonies, because the numbers at anyrate are excessive at present. It is about 8000 to 10,000 on a single day-count, and we will say that half of those are of the useless type?—Yes.

95063. So it is a very serious proposal to manage a colony of that size?—We hoped that the numbers would considerably reduce very soon, as soon as these people were obliged to work; that they would only go temporarily, that some of them would seek work for themselves.

95064. One is only dealing with half the number even on this plan, so that the problem is left very much unsolved on that basis even. You allow for 5000 still to go on?—Yes.

95065. There being from 8000 to 10,000 in Scotland?—About 8000, I think.

95066. Is it not possible to deal with the question in various ways? Could not there be a new vagrancy law in Scotland, which would make vagrancy a crime and deal with it directly?—If you deal with it directly by putting people in prison.

95067. Or committal, as you propose, to a colony for shorter or longer periods?—That is what we propose.

95068. I am thinking, instead of laying all your stress upon the new ticket system, plus colonies, a new Act might come in which would facilitate the dealing with the cases; and under the Vagrancy Act, with close supervision, what you require might be done more cheaply?—If you permit these people to be committed to prison or a labour colony, you would have as many to be dealt with as under our system.

95069. The question is this, as I understand this proposal, practically for life they were to be got out of the way?—Our proposal is six months as a minimum.

95070. It is a very long period, six months as a minimum; it may run to two or three years?—Yes.

95071. I only suggest it would be a very large number to deal with on the colony system?—But not for life.

95072. I am suggesting that as a practical proposal to get them out of the way it is useless?—There are some that would come back and come back, and it would probably be for life. But those people you must deal with anyhow; they are dealt with in our prisons now.

95073. (*Mr Patten-MacDougall.*) You had till a few years ago in the Border towns, I think, a number of shelters, had you not?—Yes.

95074. Which proved a great attraction to the loafers—from the other side of the Border largely, I think—did they not?—Yes.

95075. Those were done away with, were they not?—Yes, they were.

95076. And the result has been a considerable decrease in the number of vagrants?—Yes, at those particular places.

Universality of system of "way-tickets."

95077. Do you not think if you introduced a system of tickets, such as you propose, that might form a sort of attraction to the people you have thus got rid of?—No, because our proposal is that every test should be applied to anyone who wanted to tramp on ticket.

95078. You propose that that ticket system shall apply all over Scotland?—Yes.

95079. Do you not think the conditions in various parts of Scotland are very different, and whereas in the Border counties possibly a system of that sort might be got to work, it is impracticable in the Highlands, where the police stations and the police are very few and far between? There are large tracts and areas of ground with no police station at all and very few police: how would you work it there?—I do not think there would be any greater

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difficulty than in our waste country on the Borders. You mean providing shelters, I suppose?

Universality of system of "way-tickets."

95080. And dealing with the whole question according to your proposal?—We do not propose to provide regularly organised shelters. We do not suggest that they should be provided everywhere. We carefully say that any other means which would seem to be sufficient for the district might be provided. In these out-of-the-way districts tramps at the present moment come there and are put up by the farmers. They congregate together, and there are several places in my own county where habitually the tramps are put up. There is no control over them at all. I know from one of these places, at the last outbreak of smallpox the whole country-side was spread with smallpox.

95081. These are not the people to whom you would give the tickets?—No, but there would be no difficulty, I think, in getting certain farmers in the districts to put up a *bona fide* worker, a man with a ticket, at a certain charge. I do not think there would be any difficulty in that. At the present moment in my district, farmers have arrangements for putting up the Irishmen who come as harvesters.

95082. Must not you keep in view, what I think is the fact, that in the Highlands you have plenty of work. There is no difficulty really in getting work there if it is wanted, and practically the tramp in search of work is non-existent, is he not?—Then there would be no tickets and no ticket-holders.

95083. But you think it should be applied all round?—I think so, because it would be a very difficult thing to manage in one county and not in another.

Bye-laws of County Councils under Local Government Act, 1889, *re* vagrants.

95084. I think you are aware that there is a provision by a certain section of the Local Government Act of 1889, for making bye-laws with respect to vagrants?—Yes.

95085. Bye-laws were made under that Act by certain county councils in Scotland?—So I believe.

95086. But the statute has not been found to work. There have been difficulties experienced, and I think there is a desire on the part of the County Councils Association to have further legislation on that matter?—Yes.

95087. There is a provision in the Local Government Bill, which has been before Parliament for some years, to remedy what was the defect in the Act and to enable county councils again to make bye-laws regulating the removing of tramps. Is that not so?—I had forgotten that; but it is so. (*Mr Robson.*) Yes. It was proposed to apply the vagrancy sections of the Burgh Police Act to counties.

95088. It is within your knowledge?—Yes. One point about these bye-laws made by the county councils under the Local Government Act, 1889, is the difficulty of giving power to the police to apprehend for begging; it is a moot point. I understand that the Scottish Office would not be prepared to pass a bye-law giving power to apprehend.

95089. There was no provision in the Act for giving to the police power to apprehend?—Yes; and if they had no power to apprehend, obviously they could not cite the offender. It was hopeless to attempt to cite a vagrant.

Incidence of cost of "way-tickets."

95090. Why should you not throw the whole of the cost of these tickets upon the county?—(*Mr Scott-Plummer.*) Upon which county?

95091. The county from which the man starts?—One of the reasons is that at the present moment the county through which he is going bears the whole burden of him, and therefore they are being relieved of a great burden, and I think they are quite inclined to pay something.

Incidence of cost of "way-tickets."

95092. They cannot provide work for him, and half of the cost ought to be paid by the county that will provide the work for him?—No, we want half of the cost to be obtained from the other county.

95093. Which is to reap the benefit of the work afterwards?—No, which has given him a ticket.

95094. That is the county from which he starts, and the other half is to be paid by the county where he gets his work?—Yes, through which he travels, not necessarily gets the work, because he might go through many counties.

95095. Will not there be very great difficulty in working the machinery of such a provision?—There may be some difficulty of accounting, but the numbers really are so small that I think it should be hardly worth talking about.

95096. But the machinery will have to be there, however small the number?—Yes, I can quite see there will be some difficulty in accounting.

With regard to his evidence the witness subsequently added the following note:—

Need of provision for children of dissolute parents.

On going over the evidence, I feel I did not sufficiently bring out the great importance which those I represented attach to the provision in the scheme for getting hold of vagrant children. There seems to be a general agreement among those brought in contact with this class that children brought up on the road rarely take to any other occupation, and that therefore no remedy for vagrancy will prove effective unless the children are removed early from vagrant influences. At present there are no adequate means of doing this in Scotland. The Industrial Schools Act 1866 provides that where a child is not under proper guardianship, a magistrate may order it to be sent to a certified Industrial School, and the Education (Scotland) Act 1872, gives powers to School Boards to enforce the attendance at school of children of school age, but these provisions seldom touch the children of tramps. In both cases the cost of maintenance and education of the children would fall on the parish where the Acts were put in force, that is, if the parents of the children should be paupers, or if the Parish of settlement could not be determined, and in the case of vagrant children both these contingencies would be extremely probable. No doubt, this has the effect of deterring local authorities from taking action, and, except in cases such as those brought before the Courts by the Society for the Prevention of Cruelty to Children, or where a child has committed a crime, vagrant children are allowed to tramp on without any education.

It is no doubt a serious matter to remove a child from the guardianship of its parents so long as it is being well treated, even if their mode of life is likely to have a demoralising effect upon it; but we consider that the great importance of removing children at an early age from the fatal attraction of a vagrant life, is sufficient reason for handing them over to the care of the State, when their parents shall have been sentenced to detention in a labour colony as habitual vagrants.

I annex a paper (*see App. No. CLXXXV.*) handed to me by the Chief Constable of this county, giving short histories of some confirmed vagrants who frequent this district and who at one time were workmen. He tells me that these cases are typical of a large proportion of the vagrants passing through the border counties.

Mr Archibald Kerr Chalmers, M.D., called and examined.

Mr Archibald Kerr Chalmers, M.D.

95097. (*Chairman.*) You are Medical Officer of Health of Glasgow, D.P.H. (Cambridge), Examiner in Public Health for the Fellowship of the Faculty of Physicians, Glasgow, and for the diploma in Public Health of the Conjoint Board for Scotland?—I am.

95098. You are late Assessor Examiner in Medical Jurisprudence and Public Health of the University of Aberdeen; late President of the Sanitary Association of Scotland, and of the Scottish Branch of the Incorporated Medical Officers of Health?—Yes.

95099. And you fill certain other offices?—Yes.

95100. You have been kind enough to prepare a very interesting statement upon the questions connected with medical relief of the poor. Your paper covers a good deal of evidence which we have had both orally and in writing from others, so if you will kindly hand it in we will treat that as your evidence-in-chief, and only ask you questions where your paper differs from those we previously have had, or where there seems to be some special local conditions prevailing in Glasgow?—Very well.

(The witness handed in the following statement.)

Topographical Relation of Municipal Area of Glasgow to Poor Law Districts.

Topographical relation of municipal area of Glasgow to Poor Law districts.

1. For municipal purposes the city of Glasgow covers an area of 12,796 acres.

This consists of portions of varying size blocked out of the contiguous parishes (or Poor Law districts) of Glasgow, Govan, Eastwood, Cathcart, and Rutherglen. The parish of Glasgow alone is wholly situated north of the Clyde. Govan has portions both north and south, and the others are wholly south.

The estimated population of these parishes combined, exceeded 1,000,000 in 1905, of which about 800,000 were within the municipal area of Glasgow.

Medical Relief provided by Sanitary Authority.

2. Until quite recently the only form of medical relief undertaken by the Town Council as sanitary authority was the provision of hospitals for the treatment of infectious diseases of the nature of those contemplated by the Public Health Act.

Provision of medical relief by sanitary authority.

3. In its origin in 1865 this was primarily for those who at that time could not be satisfactorily dealt with at their own homes while suffering from infectious diseases. In making this provision the Town Council were scarcely guided by any policy, but simply by the expediency of providing accommodation for such fever patients as were not entitled to parochial help and were unable to procure admission to the one general hospital at that time (the Royal Infirmary) either because the accommodation was already taxed or they were unable to procure a subscriber's line.

4. The disadvantages of this practice became obvious, and ultimately (in 1881) the local authority resolved "that all classes of the citizens suffering from infectious "disease should be treated in hospital without charge."

5. Prior to the opening of the first municipal fever hospital the chronic prevalence of fever had been met by the accommodation at the Royal Infirmary.

6. When epidemics occurred, auxiliary hospitals were erected or buildings were equipped for the purpose as the circumstances demanded.

7. When the patients were paupers, their admission was arranged by the parochial boards paying £1 per head to the funds of the general hospital, but on the passing of the Poor Law Act of 1854, the city parish of Glasgow and, a few weeks later, the barony parish (now both incorporated in the Glasgow parish) opened fever hospitals of their own.

8. In all this effort there is no indication of a policy save that of providing for emergencies as they arose.

9. The parochial boards met their responsibility by simply treating the infectious sick who were paupers, and the general hospitals undertook a similar function for those who were not paupers so long as they had accommodation. The surplus, as we have seen, was met by the first effort of the local authority to provide hospital accommodation for infectious disease. But with them lay the further burden of adding prevention to treatment, and this was required as much for the pauper as for his better-off neighbour.

Substitution of Municipal Medical Relief for Poor Law Relief.

Substitution of municipal for Poor Law medical relief and reasons therefor.

10. This epitome of the development of municipal hospitals for infectious diseases illustrates the substitution of medical relief by the local authority for one portion which was originally parochial.

11. The transference of the burden from the Poor Law to the municipal rates was determined not by any theory that the one afforded a better or more economical method than the other, but rather by the introduction of the element of prevention in addition to that of treatment, and the results afford ample justification of the change.

Application of above Principle to Treatment of Consumption.

Recognition of phthisis as an infectious disease.

12. The recent development of municipal and voluntary action for the prevention of consumption is travelling along somewhat similar lines, which will be described.

Infant Mortality—Work of Sanitary Authority in connection therewith.

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13. In common with many other towns, effort is being made in Glasgow to reduce infant mortality, and one of the agencies employed is the preparation of infants' milk.

Combating infant mortality by sanitary authority.

14. The object is to provide a supply of milk suitable for babies whose mothers are unable by reason of ill-health, want of milk, or the necessity of working for their own livelihood, to nurse them.

15. This is the theory, but in practice it has not yet been possible rigidly to ensure that none are fed on it who might with some medical supervision of the mother be nursed.

16. I am disposed, however, to think that few have recourse to it without adequate reason. Indeed, by an inquiry two years ago we ascertained that a considerable proportion of children suffered in health by reason of mothers continuing to nurse when the state of their own health rendered their milk unsuitable. (See Medical Officer's Report, 1905, p. 46.)

17. A further form of medical assistance is provided by the Town Council in Glasgow as in several other towns, in the visitation of newly born infants in selected districts with the object of consulting with the mother regarding her own food and that of her child.

18. A lady graduate in medicine was appointed as assistant to the medical officer of health for this purpose, and she has the assistance of lady lay inspectors on the staff. Several voluntary organisations also assist in the work.

19. Here again the theory is that these visits, so far as they are made by the medical officer, are to advise only and never to treat disease, but the dividing line is very thin and often difficult to determine.

20. It is carried on in the poorest districts of the city.

21. It is not Poor Law work in any sense, but it is unquestionably rate-supported relief of a medical character. Illustrations will be given of babies and mothers supplied with milk gratuitously or at reduced prices.

General Relationship between the Problems of Sanitation and those of Poverty.

Relationship between pauperism and sanitation.

22. Reference may be made if necessary to the growth of sanitary effort from the recognition that a great part of the pauperism which the first Poor Law Commission revealed arose from conditions of living and working which were injurious to health.

23. Illustrations will be submitted of the inherent unity of the problems of sanitation and Poor Law by comparison of insanitary areas with districts requiring much Poor Law relief and attention from the Charity Organisation Society.

Free Medical Dispensaries.

Charitable medical aid.

24. In Glasgow there is an absence of medical clubs on the basis of many existing in England. Where they form part of the work of friendly societies, they do not touch the question at issue.

Hospital and Other (free) Dispensaries.

25. I will submit a list of these and a summary of replies received to questions regarding the class of persons assisted and the causes of their seeking assistance. (*See App. No. CLXXXVI. (A).*)

(1) The Extent to which Various Agencies Overlap, and the Question of Further Co-operation.

26. With regard to :—

Overlapping and co-operation of various medical agencies.

(*a*) Infectious diseases of the usual sort. The overlapping which formerly existed between the sanitary authority, the Poor Law, and voluntary agencies has ceased by the local authority assuming full responsibility for their prevention and treatment. An infectious pauper has by reason of the conditions of his life an even greater potentiality for spreading his disease than his better-housed and better-tended neighbour.

(*b*) *Consumption.*—Several agencies are here at work (municipal, Poor Law, and voluntary), and their several spheres of action are described in paragraph 29 hereof.

27. The present arrangement must I think be regarded as tentative in character, largely I believe because the

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ultimate value of sanatorium treatment for the consumptive operative is undetermined in this country.

28. There is, I think, no analogy between the economic position of the workman here and in Germany in relation to the provision for invalidism, and local authorities not unnaturally hesitate to undertake a burden of the magnitude which the provision of sanatoria for treatment only would entail.

Overlapping and co-operation of various medical agencies.

29. But with regard to the whole question of the administrative handling of consumption, the several agencies at work, although in selected and different portions of the field, recall the pre-municipal arrangements for dealing with the ordinary infectious diseases. We have thus at the present:—

(*a*) Municipal action just beginning to isolate cases—not entitled to Poor Law relief, but living under home circumstances where spread is probable.

(*b*) Poor Law authorities isolating those statutorily entitled to relief.

(*c*) The local branch of the National Association for the Prevention of Consumption and a similar organisation known as "Quarrier's Consumptive Homes," at Bridge of Weir, conducting a dispensary, and making limited provision of sanatoria for the treatment of selected cases.

(*d*) A few beds are provided for incurable cases in the Lanfine Home, Kirkintilloch.

The question of further co-operation referred to in this query may better be included in considering item (2).

(2) The Possibility of Handing on to One Authority the Whole Work of Medical Assistance to the Poor.

Possibility of unification of medical services.

30. The conception of a unified system of medical assistance is attractive, but it assumes a uniformity of circumstance which is not at first sight apparent.

31. Does it frequently or ever happen that medical relief is the only or most urgent form of relief required in individual cases?

I am not sufficiently acquainted with the details of Poor Law administration to answer this question, which seems to me to be at the threshold of the inquiry.

But if we leave the need of the individual, and consider him as the objective of an administrative system, some things become clear.

32. At present, and for convenience, if his illness is infectious, he is dealt with by one authority; if it is non-infectious, he must look for assistance to philanthropy in the general hospitals and dispensaries, or to the Poor Law.

33. But the diseases which may be regarded as infectious are being constantly added to, and nowadays when one looks for medical evidence to support a representation of insanitary conditions within the meaning of the Housing Acts, it is usually found, not in the prevalence of infectious disease, but in a persistently high death-rate from lung diseases.

34. The prevalence of non-infectious disease and the facilities for treating it, cannot therefore be matters of indifference to a public health authority, and records of "non-fatal" sickness from diseases that are not infectious will in the future, I believe, demand more general attention than in the past has been possible.

Prevention of physical inefficiency.

35. Again, there is already a growing mass of evidence (from the several inquiries which have been made into the physique of school children) to suggest that the manufacture of "inefficients" goes on, in city populations at least, despite our falling death-rates, and that in time these produce the "casual" who lies so frequently at the bottom of both Poor Law and sanitary problems.

36. It may be suggested that the prevention of physical inefficiency is beside the question of medical assistance, but as a question of State intervention, I doubt if it is so.

37. Even the limited information which is at present available regarding the results to be expected from the work now being undertaken for the reduction of infant mortality, suggests that, if increased saving of infant life results, there will still remain among the survivors some who are maimed from rickets or from a tendency to lung diseases.

38. It is likely, therefore, that in time the question will be asked,—Is supervision to cease at the end of the first year, or will it be extended so as to bridge over the gap in the years between infancy and school-life, when medical supervision by educational authorities will begin?

Prevention of physical inefficiency.

39. The question of medical assistance would thus seem to extend much beyond the treatment of disease as a cause of temporary unfitness for work, and to aim not only at the prevention of disease, but at the attainment of a minimum level of physical efficiency for the individual. This may suggest co-ordination of existing agencies for medical relief rather than their unification.

40. But if I rightly apprehend the attitude of the Poor Law to the question, it is primarily that of relieving destitution and incidentally only that of treating disease as a contributory cause of destitution.

Lack of co-ordination of medical charities.

41. As in the pre-municipal handling of infectious diseases we have, in respect to non-infectious disease, the sick who are technically destitute or unable to work, entitled to medical treatment by the Poor Law authorities, and the sick who are able to procure a subscriber's line to the general hospitals gaining admission thereto. But as formerly, there is a large surplus who obtain their treatment gratuitously at one or other of the dispensaries which are under no common or general management, however well they may be individually administered.

42. It does not reflect on the management of these dispensaries to suggest that the lack of co-ordination must tend towards inefficiency in the system of medical relief which they afford. But in so far as they deal only with the disease, and cannot, except accidentally, ascertain anything of the circumstances under which it has arisen, they seem to me to lack one of the essentials of an organised system of medical relief.

43. Indeed it is the combination of these things in the "Tuberculosis Dispensary" which has led to a recognition of its value in the crusade against this disease.

44. Were these separate and presently independent dispensaries grouped and brought into relation with the general and Poor Law hospitals of districts, we should have advanced, I think, a long way towards organisation of medical relief for the poor.

45. Disease and not poverty would be the first qualification for relief; the question whether this was properly chargeable to Poor Law or to voluntary charity being settled subsequently.

46. To the district dispensary or hospital boards, which any scheme of this character implies, there should, I think, be attached as members, *ex officiis*, the medical superintendents of the hospitals of the district, the clerk and inspector of the Parish Council, and the medical officer of health.

47. Further, if school hygiene is to make the advance which is to be hoped for, the School Board of the district should be represented by an official such as its medical officer or clerk.

48. How this machinery is to be brought into co-ordination with the public health administration of a district, is subject for discussion.

Advantages of unification of medical services.

49. It is always dangerous to suggest an administrative parallel without regard to other conditions, but it will be remembered that Ireland has had a unified Poor Law and public health service for many years. An obvious advantage of this arrangement should be that the public health authority has an opportunity of knowing at first hand the distribution of sickness of a non-infectious kind among the poor of its district.

50. In this country our knowledge of the distribution of disease is limited to certain of those which are infectious. We have no knowledge of the distribution of disease which is not infectious unless it is fatal, and even then our knowledge of it is entirely *post factum*.

51. The first great advantage to public health authorities of a unified system of medical assistance to the poor would thus be to gain knowledge not only of the few diseases which may spread, but of the greater volume of disease which may become chronic.

It would provide a register of sickness for each community as a complement to its register of deaths.

It would further, I think, afford some suggestion for combating those diseases which permanently impair the industrial efficiency of no inconsiderable section of our populations.

95101. (*Chairman.*) The municipal area of Glasgow contains about 800,000 inhabitants?—Slightly over that now.

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Topographical relation of municipal area of Glasgow to Poor Law districts.

95102. How many parish councils would there be having jurisdiction in part or whole over that 800,000?—Five altogether; but some of them extend beyond that and include more. Portions of five parishes enter into the formation of Glasgow.

95103. What would those five be?—Glasgow parish itself is one, altogether on the north side of the river; Govan occupies a portion of the south side and a portion also of the north; the other three are entirely on the south—Eastwood, Cathcart, and Rutherglen.

95104. There are really within your area five medical authorities, so far as the Poor Law is concerned?—There are.

Preventive functions of sanitary authority.

95105. Now we come to the medical relief provided by the sanitary authority. I think there is nothing very peculiar in Glasgow, or which differentiates the treatment there from that which goes on in other towns. I think you sum this up by saying the transference of the burden from the Poor Law to the municipal rates was determined not by any theory that the one afforded a better or more economical method than the other, but rather by the introduction of the element of prevention in addition to that of treatment?—That is so. It was the attempt to prevent the spread of disease which led the Council to provide hospitals for it.

Infant mortality and effect thereon of distribution of milk by sanitary authority.

95106. Then we come to other branches of your work as a sanitary authority. As to infant mortality, you have some agency employed in the preparation of infants' milk. Did that result in the establishment of a milk depôt?—About four years ago we opened a depôt, and then through the agency of the ordinary dairies (we were able to persuade fifteen or sixteen of them) in various parts of the city to sell it with their ordinary milk. The depôt was at one part; that was inconvenient for the suburbs and the other parts, and, through the agency of the ordinary dairies, by allowing a commission of 15 per cent. on their sales, they undertook to sell this milk.

95107. The inducement, I assume, was the 15 per cent.?—Yes, that was the inducement to the dairies.

95108. So the municipality really supplied 15 per cent. of the cost of the milk to the mothers?—It allowed the dairies 15 per cent. on their sales for selling it. The actual cost to the municipality was more than that. The milk is prepared and sold in three separate classes, one at 2d., another at 2½d., and another at 3d., according to the age of the child.

95109. (*Bishop of Ross.*) Is that per quart or per pint?—Per day's supply for a child, and that again varies with the age of the child. There are nine feeds—nine bottles for a very young child, which would be reduced to seven as the child grew older. That was charged to everyone who purchased it; but if a dairy sold any quantity, then the dairy had 15 per cent. on its sales to recoup it for the trouble it took. That was the payment we made to them for helping in our work.

95110. (*Chairman.*) If the 15 per cent. had not been paid them, they would not have made those sales, would they?—I imagine not. It was added work to them.

95111. It was a sort of subsidy to them for doing certain work, or complying with certain conditions?—That is so. I should say we have altered several of them since they first began, because we found a great difficulty in getting accurate records from the dairies as to the people they sold the milk to. We have opened two, and a third will soon be opened: little branch consultations, practically they are, where the milk is sold and to which the babies are brought.

95112. Was any of this milk supplied gratis by the Corporation to the mothers?—At the present time about twenty are being supplied gratis. During the last twelve months about sixty mothers altogether have been given it gratuitously.

95113. How do you discriminate between those whom you think can pay and those who cannot?—Those who have been supplied with milk gratuitously had their cases enquired into, either by a lady graduate, who was appointed as assistant to me about two years ago, in the one case, or in the other by one of the local secretaries of the Charity Organisation Society. Then we have got a corps of women inspectors attached to the Sanitary Department. If they come across needy cases they speak of them, and the Distress Committee recently, during the present winter, has recommended two or three.

95114. Your own belief is that few had recourse to it without good reason?—That is the impression I have, and so far as one has been able to verify it, I have done so.

95115. Then you go on to state a new fact to us, that you ascertained two years ago that a considerable proportion of children suffered in health when the mothers continued to nurse them, when the state of their health rendered their milk unsuitable. The evidence we have had is that there is a disposition, or an inability, on the part of the mothers to feed?—Our information in Glasgow seems to suggest that there is no indisposition to nurse, but there comes about an inability to nurse somewhere about the end of the second month; and persisting to feed a child on breast-milk only, under unsuitable conditions, ends in injury to the child.

95116. Were you able at all to trace any good results through this distribution of milk, and sale of milk, as regards infant mortality?—Combined with visiting the particular families, I think it is having an impression. Of course, from the indiscriminate use of it, we are not able to follow a large part of the children who used it.

95117. You have not any statistics to show that mortality amongst the children who were fed with this milk is less than the mortality amongst those of the same class, that did not get it?—Not over corresponding periods, and not for the first year of life. Under the Notification of Births Act we marked off five areas in Glasgow, with the hope that we should be able to follow, through the aid of voluntary visitors, a very large proportion of the births. In one particular part, one of our worst parts, this was in operation last year before the Act came into force, and they visited altogether something like 205, and they have had only nine deaths. That would represent a much smaller ratio of mortality than obtains over the whole first year of life. One must remember they are selected cases; the mothers are self-selected in this particular case, and the children have not all completed their first year.

95118. As to their being selected cases, one would assume that the selected cases were from the poorest population?—Yes, they are in a way; but in the poorest district you will get mothers responding very readily to the frequent visits, and the interest that an educated lady takes in them, but I am not sure that we are getting at the worst cases.

95119. I suppose character has to be considered; they are the respectable people?—Yes.

95120. You have a lady graduate appointed as an assistant? I suppose she has all the powers of a medical officer of health?—No, she is not appointed under the Act; she is appointed simply as an assistant, and does only this work.

Lady inspectors under sanitary authority, their functions regarding infants, etc.

95121. Have the lay lady inspectors any recognised legal position?—No, they are not appointed under the Act either, but they have been in existence in Glasgow for fully a quarter of a century, just by way of training the people as it were into habits of cleanliness. They have since undertaken some of this work in connection with the milk depôt, and in connection with infantile mortality, but specially in connection with the Maternity Hospital outdoor births. They first of all began by an arrangement we entered into with a maternity hospital eighteen months ago. The hospital sent a list of their outdoor births, and these were passed on to the lady inspector who visited them once, and, where possible, a second time during the second month. The pressure of work prevented their going back more frequently. Since the Notification Act came into force this year, they have made first visits to 3000 of the births occurring since the 1st January. Out of those first visits we pass over a certain number in the selected areas, to be taken up by the voluntary visitors; but a certain number are retained also outside of the selected areas for second visits. We hope to cover a very large area by first visits only, and then, in the few selected areas, to visit as frequently as we can, and endeavour to ascertain precisely what the results of this frequent visiting are. In some of those areas the ladies visit very frequently. Might I

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say there are five of those areas, and a total at present of seventy-seven lady visitors in active work, and there are twelve who have just recently joined it. At the present moment they are looking after 450 babies.

95122. Will you explain a little more the organisation? There is a lady medical officer of health: she has some lay lady inspectors who, I understand, are voluntary—are they?—The lady inspectors are not: they are on the staff.

95123. They are paid for that?—Yes.

95124. In addition to that, outside there are a number of voluntary organisations working in unison?—Yes, with the Charity Organisation Society and the British Women's Temperance Association.

95125. The lady lay inspectors are an old institution?—Yes, and their work is largely domestic cleansing; they are put on domiciliary visitations with a view of getting the houses clean.

95126. Have you anything more to say on that particular point?—I might have added that part of the work that is being undertaken, for instance by the lady graduate, is the holding of weekly meetings in particular districts. I have a record of six. Five have been in operation for some six months; all those five began last year, in 1907, and one was begun in 1906. Their aim is to persuade the mothers to bring the children to the dispensary for examination, and sometimes for advice, to bring them regularly in order that their progress may be watched. At the present time, or during the twelve months just about ended, there have been 597 babies brought, most of them two or three times. Altogether there have been 1800 examinations of children so brought.

95127. (*Mrs Webb.*) Do they get medical advice?—It is difficult to avoid advice. It is a question of treatment, and although one tries theoretically to make a sharp line and say, "You are not going to advise medically," it is difficult to escape doing it sometimes.

95128. (*Chairman.*) You point out here that the idea is to advise only and not to treat, and the dividing line is very thin?—Yes, it is very often crossed, in fact.

95129. (*Mrs Webb.*) Is there any dividing line between advice and treatment? What is treatment but advice?—This: I would suggest a child which may not apparently be thriving; its weight has not been added to, but there is no other obvious symptom of illness, no diarrhœa or vomiting, and the child may be sleeping perfectly, but you know it is losing weight. Advice there would suggest an alteration in diet, but treatment would only come in if some obvious symptom of disease were present.

95130. If there is any disorder which is not mere loss of weight, do you never give treatment of any kind?—Not drugs: not treatment in that sense.

95131. Drugs are rather looked down upon as treatment, are they not, now?—Not altogether: not in some districts. One of the advantages of all this system of visiting is to keep hold of the baby, as it leads you directly into the house, and you very often find conditions there that are capable of alteration.

95132. (*Chairman.*) I assume that the tendency of bringing these babies was to improve the condition in which they were brought. After two or three attendances, if the children were treated they would be cleaner. Would there be an improvement in that way?—The children that are brought are always the better in the bad districts. One feels convinced if a mother is sufficiently interested in her child to bring it to a dispensary, she will do everything she can to have the child thrive.

95133. A good deal of want of attention was due to ignorance, which was removed to a certain extent by the visits?—Yes. I know the ladies speak very enthusiastically about the reception they get from the poor women.

95134. I suppose you attach very great importance to these domiciliary visits?—I think that is where the importance lies. There are cases where there have been quite striking reforms in the whole domestic hygiene: the house is kept clean, and more attention is paid to the food.

Extent of medical assistance in Glasgow.

95135. You point out this is not Poor Law work, but it is unquestionably a kind of relief of a medical character?—Yes, I think it is that.

95136. Now we come to free medical dispensaries in Glasgow. You apparently have very few of the medical clubs or of the provident medical institutions which exist in large quantities in certain parts of London?—I think only as attached to Friendly Societies, the Foresters and the Shepherds, and other Friendly Societies, but there is nothing of the club practice which exists in England, because I think all club practice which exists in England is not called provident.

95137. How would you say that a person was medically treated in Glasgow? There are a number of institutions of which you give an account, which are free, I suppose?—Yes.

95138. Then there is the medical relief of the Poor Law: that is free. Is there much gratuitous medical relief given in Glasgow?—A good deal more than I had anticipated.

95139. We have been told that sometimes it is not the practice amongst certain medical men to take a fee from certain people whose wages are below a certain standard. Did you ever hear of that?—I think that will happen in every practice in individual families. I do not know that any particular practitioner makes it an invariable practice.

95140. I suppose that a very large proportion of the wage-earning class in Glasgow pay fees for their medical attendance, or do they get it free?—I think a very considerable number do pay fees, but a very considerable number also must have medical relief gratuitously.

Charitable medical aid.

95141. (*Mrs Webb.*) Have you any estimate of the numbers that go to these dispensaries?—I have the numbers here. I had my attention drawn to this question about eighteen months ago, because there was a proposal to found another dispensary in one of the poorer districts. I was also interested in the proposal for two reasons: first of all I was eager to have a children's dispensary very much after the pattern of those we have now, and secondly, I was eager to have a tuberculosis dispensary established. The gentlemen who were interesting themselves somewhat extended the scheme beyond that, and it created a good deal of opposition, which led me to enquire more accurately where free medical relief stood, and this I have found: tabulating the number of attendances at first visits only, not repeated visits. At twenty-one free medical dispensaries (excluding the Maternity Hospital and its outdoor branches, and the Dispensary for Skin Diseases) in Glasgow, I have a record of 163,961 persons attending for the first time. These figures are from the last published year of their returns.

95142. (*Chairman.*) What are the dispensaries: are they endowed dispensaries or supported out of rates?—They are supported by subscriptions. I have included all the dispensaries, including the dispensaries attached to the general hospitals, but not those of the Poor Law.

95143. These are institutions some of which are nothing but dispensaries?—Quite so.

95144. Those are hospitals who examine out-patients?—Yes.

95145. Do any of the officers of these dispensaries pay domiciliary visits to the poor that attend?—Except in connection with the Medical Mission, and Anderston Dispensary, I believe they do not, and I think that is a defect in them. I think that is where they fail.

95146. So that these cases that you mentioned are all cases of patients being seen at the institution and not being seen at their homes?—Not being seen at their homes, excepting in the two I have mentioned. I have information regarding home-visits in one case, the Anderston Dispensary, where about 2500 persons had 5726 consultations last year; and in addition to that 359 home-visits were paid.

95147. That does not include the medical officers' visits?—It does not include the Poor Law at all.

95148. These dispensaries are voluntary institutions, or I suppose they have some endowment from charities,

aritable dical aid.

have they?—I am doubtful if many of them have endowments. The larger hospitals are to a certain extent endowed from accumulated legacies.

95149. Is it the general practice in Scotland to have these free dispensaries, or is it peculiar to Glasgow?—I rather think other towns have them as well.

95150. For instance, in those parts of Glasgow which are not under your jurisdiction, there are these dispensaries, I suppose?—No, I think there may be one or two mission dispensaries in parts of Govan, but I am not aware of them. I think they always tend to concentrate in a large town. In order to prepare my appendix, I asked these questions of the secretaries which are specified at the top of the table in the Appendix. (*See App. CLXXXVI. (A).*) First of all (1) "To what social class do 'persons seeking advice at medical dispensaries belong? 'Would you describe them as working class, shopkeeping 'class, clerks, unskilled labourers, or otherwise? (2) Has 'there been within your knowledge, or is there now occur-'ring, any growing tendency for dispensary relief to 'be sought by persons further and further removed 'from those who are either paupers or are among the 'very poorest of the population? (3) Apart from illness, 'what is in your opinion the cause why dispensary 'patients seek such advice in preference to that of 'a general practitioner? Is it inability or unwilling-'ness to pay for what may be had gratuitously, or 'does it arise from any conviction that a better or more 'skilled form of advice is thus got?" and the answers, as I got them, are tabulated here.

95151. That practically amounts to this: in the vast majority of cases it is assumed the reason is the inability to pay?—In the majority of cases.

95152. (*Mrs Webb.*) And the desire for more skilled advice, you say?—That is also stated.

95153. (*Chairman.*) That is when they want special advice?—Yes.

95154. (*Professor Smart.*) All the dispensaries you name are attached to institutions?—No. Some only are. The Glasgow Central Dispensary is independent; No. 2 is independent; No. 3 is independent. Of course it is attached to a Church, but I was regarding that as independent from a medical point of view.

95155. There is no entirely independent dispensary supported by public subscription?—Yes, the Central Dispensary is, so is the Lock Hospital.

95156. In that case, are subscriptions asked direct for the dispensary or for the institution with which the dispensary is connected?—There is only the Sick Children's Hospital and the two General Hospitals which have dispensaries attached.

95157. Take No. 9, for instance, the Grove Street Institute: the subscriptions, I understand, go to the Grove Street Institute, and are expended by them for certain purposes, among which the dispensary is only one?—That is one part of the work of the Evangelical Association.

95158. And the subscription goes to the general purposes and not to the dispensary purposes only?—That is so in that case, just as in the Church Mission; you find it is a general contribution to the Church funds.

95159. (*Chairman.*) There seems, according to our English ideas, a gap here in the medical relief, or rather in the class of persons seeking medical relief. This would account for the poor and the unskilled labour, and perhaps certain sections of skilled labour; but if there are no provident institutions, how do the artisans, who are in receipt of good wages, get their relief? Would they get it through these institutions?—So far as it is a question of family illness of the wife or children, I think that is very largely done at home; but when it comes to be a question of operation, it must almost of necessity be done in a hospital.

95160. What are the figures you gave us?—163,000.

95161. That would include the number of times the persons called, or would it be separate individuals?—Those are individuals.

95162. (*Mr Patten-MacDougall.*) The same individual may have been to more than one dispensary?—Yes, but his duplication at single dispensaries are excluded.

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Charitable medical aid.

95163. (*Chairman.*) Your population is 800,000. If we take 200,000 off as fairly well-to-do, this would be one in four of the remaining 600,000?—Yes, there may be something to be taken off also for the outside people, people from Partick and round about. On the figures available less than 10 per cent. of that would come off, and that would still leave you with 146,000 properly belonging to Glasgow, which is almost one in six of the population roughly.

Phthisis and provision for treatment thereof.

95164. Going on still adhering to your own work, you say that municipal action is just beginning to isolate cases not entitled to poor relief but living under home circumstances, where spread is probable. What would be that class of case?—That is tuberculosis—consumption.

95165. Is notification compulsory in Glasgow?—No, it is voluntary. We have had for several years, since 1901, a system of voluntary notification from dispensaries only, and it has only served to bring the knowledge of cases when they were far advanced.

95166. Has that notification been useful to you at all in dealing with localities? Did you find that cases came much from the same localities or the same streets?—In one way they did; but the only impression it made in one's mind was this, that you lost the whole trail of the individual backwards. When you knew him, when he was notified to you, he lived in a model lodging-house or had gone to a dispensary for advice, and you could ascertain that he had been in several houses within the last year or eighteen months, but the economic pressure of consumption had simply brought him down to the dispensary level, and then only you got to him. You could not with any satisfaction or certainty go back, say, for the purpose of revealing precisely where consumption was occurring: it was practically valueless as an aid to prevention.

95167. Is phthisis prevalent in Glasgow as a disease?—No, the death-rate from phthisis in Glasgow stands very well for a big town.

95168. Have you any idea what proportion of the deaths phthisis forms?—It forms about 1·4, I think, in our rate.

95169. It is a heavy proportion of the mortality in adults, is it not?—Yes, at particular periods: at the active period of life.

95170. You say in Glasgow you are a little below the normal as far as you know?—Yes, 1·4 and 1·5. It was 1·4 last year as against 2·6 in 1881–1890, and 2 in 1891–1900.

95171. (*Sir Samuel Provis.*) What is the total proportion for Scotland: have you got it there?—No, I have not.

95172. (*Prebendary Russell Wakefield.*) You have a good deal of open-air treatment in Glasgow?—Practically, only in the Poor House Hospital, but there are two or three various agencies in operation in Glasgow in connection with phthisis. We have the Poor Law Hospital of the Glasgow Parish Council, and Govan is about to follow Glasgow's policy in taking in early phthisis. Then there is a branch of the National Association for the Prevention of Consumption, which has a sanatorium; also there is the Quarrier's Home for Consumptives; then there is an incurable home at Lanfine, which takes in advanced cases; and during last year the Health Committee approved the taking into one of our reception houses, of advanced cases where infection was likely to result, as there was no means of isolation at home.

95173. (*Chairman.*) Are those phthisical cases reported to the sanitary authority or the Poor Law authority?—The notification from the dispensaries was to the Public Health authority, but the applications for relief by paupers are made to the Poor Law authority.

Provision for dependants of phthisical breadwinner.

95174. There would be persons getting relief who are not paupers at the time they get the relief?—I understand that is the practice, although I think I may say accurately, that unless one is unable to work he is not entitled to relief. Mr Motion has explained to me several times that the policy of the Parochial Board is,

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rather, to give relief to a workman in the hope that it may cure him than have his widow and children as paupers.

95175. Would the children and wife get aliment during the time he was in hospital, do you know?—They did, but whether it was outdoor relief or indoor, I am not aware.

95176. They did get aliment?—Yes, they were helped while he was in.

95177. Has the out-door treatment been effective, do you know?—I think the results are meanwhile *sub judice*. If one might put it as a paradox, the test really of sanatorium treatment is the after-care. It is not the residence in a sanatorium, because everyone seems to improve in the sanatorium, but it is when they return to their own homes and probably to their former occupations that the test comes. There is nothing here in this country equivalent to the economic basis of Germany, or equivalent to the information bureaux they have there; a man has no means of knowing which kind of trade will suit him, and there is no organisation to enable him to get it. The experience has been that very few of the cases are early, and consequently very few are suitable for treatment. In Govan Poor Law Hospital the medical superintendent tells me they are always all in an advanced stage before they go in; directly they improve a little, they are eager to go out, and they usually return in a worse condition than when they left.

Compulsory notification of phthisis

95178. There is no power of detention, is there, in any of these cases, unlike other infectious diseases?—No; if the disease were made notifiable under the Public Health Act, then I suppose it might be possible to hold the same view that one does regarding the ordinary infectious diseases. I fancy that would be the effect.

95179. (*Mr Patten-MacDougall.*) You cannot keep a man even in an infectious disease after the infection is over?—Quite so; but so long as it lasts.

95180. (*Chairman.*) Would you be in favour of the compulsory notification of phthisis?—I should for the reason which I have said, that our voluntary notification has failed to give us a topographical demonstration where phthisis is.

95181. (*Bishop of Ross.*) Do you not see a great many objections to compulsory notification?—There did exist many objections to compulsory notification, until the amending Act was passed for Scotland last year, which really disposes of all the objections, because it relaxes the conditions of the Public Health Act.

95182. (*Mr Patten-MacDougall.*) I think that Act comes to this, that the Local Government Board would not approve of compulsory notification unless provision was made by the authority for the isolation and treatment of the cases?—Yes.

95183. Until the Local Government Board is satisfied that such provision is made, they would not agree to compulsory notification?—Quite so. I think part of the effect of the Act is also that while formerly the children of a consumptive could not have attended school in Scotland, the amending Act relaxed that. Formerly a consumptive could not have engaged a cab, the amending Act relaxed that; and generally it takes away disabilities.

95184. He could not have walked outside and communicated infection?—Quite so; but if he takes proper precautions he may do all those things.

95185. (*Bishop of Ross.*) Supposing a man was in full work, and he has the disease in the early stages, if you have compulsory notification must not he give up his work?—I think not.

95186. Once it is known he is a consumptive, do you not think there would be a difficulty in his going into the factory, for instance, and working side by side with others?—I think not.

95187. You think the others would be quite free to associate with him, though he is known to have an infectious disease?—They could certainly do it with safety in the case of phthisis.

95188. (*Prebendary Russell Wakefield.*) Was not the advantage of compulsory notification that on it nothing took place?—That does not exist now.

Compulsory notification of phthisis.

95189. If he is to go round amongst people, what is the good of his being notified?—To begin with, he would be advised as to how to dispose of sputum, a most essential thing. He would be advised as to conditions for controlling the effect of coughing, which is probably more dangerous.

95190. It would be very difficult in a manufactory or workshop to carry out many of those things?—If the disease is infective, that is where the advantage is in putting the restriction on.

95191. (*Mr Bentham.*) Is there not another disadvantage in compulsory notification, that people who thought they were afflicted would not make their case known? It would mean that the case would be driven under, as I am told is the case in Sheffield, where now there are fewer early cases of phthisis notified, but more deaths?—Dr Robertson explained that he thought it was working satisfactorily, but if what you say is the case, that the numbers notified are going down and deaths going up, it would look like failure. The value of notification in these circumstances is that you know where your case is; at present you do not, and you do not know whether any precautions are being taken or not.

Infectious diseases and their treatment sanitary authority.

95192. (*Chairman.*) Now we come to the last paragraph of your statement that is as to the possibility of unification, or if not that, combination between the different medical authorities now in existence. You advance various reasons why there should at anyrate be co-operation. You find, which I believe is the case, that the diseases which may be regarded as infectious and therefore notifiable are being constantly added to?—Not notifiable at the moment, but medical science is reclaiming a number of things from the unknown.

95193. Are only notifiable infectious diseases treated gratuitously?—Only the infectious diseases are treated gratuitously by the Public Health authorities

95194. The diseases which are notifiable?—In Glasgow our custom has always been to add to that number by some which were not notifiable, measles and whooping-cough, for example.

95195. Are they treated gratuitously?—A large number of cases are, both of measles and whooping-cough, on the knowledge that many of them occur in homes where the child has scarcely a reasonable chance. That is, their chances of recovery are better if you take them to the hospital.

95196. (*Sir Samuel Provis.*) You take them into hospitals?—Yes, the fever hospitals.

95197. Both measles and whooping-cough?—Yes.

95198. Do you not have a very large number of cases?—Yes, we have, but they are not received with the idea of preventing the spread of disease, especially with measles, but with a view of treating the patients. It is rather a reversal of the principle.

95199. (*Chairman.*) So not only is the sphere, so to say, of the treatment of the number of infectious diseases, and consequently the sphere of the operation of the treatment of infectious diseases increasing, but it must continue to increase?—I think so.

Need of co-operation of various medical agencies.

95200. You point out that if an authority is entrusted with the treatment of, and watching over, the health of the locality, the prevalence of non-infectious disease and the facilities for treating it must be a matter of concern to the health authorities?—Yes, I think it is important that one should know the occurrence of sickness other than infectious sickness.

95201. I assume your relations with the Poor Law authority are very friendly?—Very.

95202. But you think that you could be linked up a good deal more?—What one sees is that if one knows of occurring sickness it would lead you frequently to the knowledge of the conditions of housing; and as visiting the children led to seeing dirty houses, so the knowledge of occurring sickness would lead us to houses and workshops where something wanted remedying.

95203. Without going so far as actually unifying, a

egenerates d inefficients."

good deal might be done if the two systems were put into hearty co-operation?—I think so.

95204. You rather suggest that the manufacture of inefficients is going on. Should you say that there were signs of deterioration in a certain section of the population?—I think not. I do not know that there is deterioration, but there is evidence of degeneracy.

95205. You accept the word "degeneracy," but not "deterioration." They do not mean the same thing in your mind?—In deterioration one thinks of a former standard which gets lower, and I am not quite sure that we have that.

ffect of overowding on egeneracy.

95206. (*Bishop of Ross.*) The Commission which sat to enquire into the question was called the Physical Deterioration, not the Physical Degeneracy Commission?—I think they found it did not exist. What was in my mind was this: in 1903 I obtained the permission of the School Board in Glasgow to carry out certain measurements. It was just after the Physical Training Enquiry in Scotland, and we measured children in several selected schools. First of all, I knew from an enquiry I made in 1901 on the census figures that the death-rates in our houses varied enormously. In our one-apartment families there were over 104,000 persons, and on the census population we had a death-rate of 33 per thousand; in the two-apartment families a death-rate of 21, and in our three-apartment families a death-rate of only 14. One imagined there must be some physical feature of the inhabitants of those houses which corresponded with this enormous death-rate in the smaller sized accommodation, and measuring the children one found that the height of the one-apartment children, putting the average in relation to the numbers at given ages, was 47 inches against 50 in three-apartment families, and the weight of the one-apartment child was only 52 lbs. as against 59 of the three-apartment child. That suggested a physical contrast; but the important point was to discover where the child stood educationally, and on enquiries at the masters we found that of the one-apartment children, who were both smaller and lighter, 33 per cent. only could be graded as excellent or good at school lessons, whereas of the two-apartment children 62 per cent. were either excellent or good, and of the three-apartment children 66 per cent. (*See App. No. CLXXXVI. (B).*)

95207. (*Miss Hill.*) Have not you a larger number of children whose families occupied three rooms than you had some years ago? Is not the tendency to increase the number of rooms?—Yes, for several census periods the tendency has been to increase the size of the house and reduce the number of people in it.

95208. So that although in a particular family you find a greater deterioration on the whole, it might be on the upward grade if there were more families living in three rooms than there have been?—I stated the death-rate as the only way of proving that. What I suggest is that there are products in our town life which show that educational methods have very little effect.

Co-terminous areas.

95209. (*Chairman.*) I am disposed to accept your general argument that something should be done to bring the various authorities treating or dealing with the health of the people into closer co-operation. Are you at all affected by areas? Say that all the Poor Law areas were the same as the health areas, would that facilitate matters?—Unity of area would very much: not only of the Poor Law, but the School Board.

95210. Assuming that you were all under the same authority, that there was only one authority dealing with that, that again would facilitate matters?—We have a large body of opinion in Scotland which strongly advocates an *an hoc* school authority; I do not know that I share that opinion.

95211. Areas you attach importance to?—Yes, particularly the school education and sanitation areas.

Importance of domiciliary visitations to poor.

95212. It is evident from your evidence that you attach great importance to domiciliary visitation, and any development of a system which tends to increase that?—Yes, that is one of the main advantages of our baby crusade.

95213. It is one of the main drawbacks of the free dispensary system?—The free dispensary system, except as applied to the individual, has lost its value as an administrative method. A man appears with phthisis; you know nothing of where he comes from, and you have no machinery for enquiring. He may be working under bad conditions hygienically, and yet you do not know, or he may be living under similar conditions.

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Importance of domiciliary visitations to poor.

95214. There would be no great difficulty in combining the medical authorities dealing with the medical treatment of the poor, and leaving more or less intact the machinery of the great hospitals and institutions which are devoted to the treatment of the poor?—I think they should continue. What occurs to one is, we have in Glasgow three free hospitals in separate parts of the City. If we had a hospital area attached to each large hospital, that hospital ought to know where dispensaries were wanted. It would not put two dispensaries in one street, and probably none for a long way off; it would have medical charge of the whole district.

95215. You say here disease and not poverty should be the first qualification for relief. Of course it is one of the drawbacks of the Poor Law system that enquiry frequently precedes treatment. Should you say that the fact of medical relief being associated with the Poor Law in Scotland at all acts as a deterrent to people, in the early stages, going for assistance?—I am not sufficiently acquainted with Poor Law administration to tell.

95216. It would not operate so much in Glasgow, where there is so much gratuitous help which can be got elsewhere?—No.

95217. I suppose for all statistical purposes, and for tracing and following up the distribution of disease, co-operation would bring very valuable results?—Very.

Need of co-ordination of medical services.

95218. Is there now, should you say, a good deal of waste of effort from want of co-operation in that particular way as regards tracing?—There is an absence of result co-equal with the effort, I think, probably because it is not co-ordinated. You have education and sanitation and Poor Law co-operating against the individual, each from a different standpoint, but I think they lack the close co-operation that one administrative body would have, and they very often miss their object.

Relationship between insanitary conditions and pauperism.

95219. Although each would not lose its individual standpoint, there would be co-operation which would give a good general better result?—Yes, if I might use an illustration here, partly bearing on that very point, I am referring to my report for the year 1906. This is a description of an area that I was rather eager the Corporation should deal with as an area under the Housing Act. It had a birth-rate of 49, and a death-rate of 41 at the time when our City was having as a whole 18 or 17. It had not infectious disease as its chief feature, but respiratory diseases, which were not infective and not notifiable, of which we know nothing till the death happens. In this particular area 9 per 1000 of the deaths occurred from respiratory diseases, whereas the ward of the City in which the area was had only 6, and the City had only 3. It was three times worse than the City. The important point as showing the connection of poverty with the insanitary condition, was the comparison I was able to make with the assistance of the police treasurer and the Parochial Board. It showed, when one endeavoured to ascertain the proportion of police rates unpaid in this area, the percentage worked out in this way: For the whole City 25 per cent. of the rates were unpaid; for the ward in which this district was, 41 per cent. were unpaid; for the area itself, 64 per cent. were unpaid. Two-thirds of the people did not pay the police rates. With a death-rate of 41, you had two-thirds of the people unable to pay police rates. When one took the poor rate, you found that in the whole Parish of Glasgow 16 per cent. of the people who are entitled to pay failed to pay 2 per cent. of the poor rate; whereas in that area 38 per cent. of the people failed to pay 47 per cent. of the poor rate. The Parochial Board grade the causes of non-payment into three: first of all paupers, then people whom they excuse because they are unable to pay, and lastly, irrecoverables, people who move about and are lost sight of. In the whole Parish of Glasgow the amount relieved to people unable to pay was 1 per cent.; in this area, 22·7 per cent. The amount "irrecoverable" was 1 per cent. over the whole of the Parish of Glasgow, and 21 per cent. for this particular area. I could not help, in my own mind, associating the fact of the 41 per thousand death-rate with those other

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conditions. It is an area of 13,000 square yards; there are 443 houses in it, and there is a population of 1479.

95220. Was it anywhere near the docks, or where there is much casual labour?—No, it is far removed from the docks, and there are few immediate facilities for casual labour. But it is a slum; it is in the centre of this area where the voluntary lady-workers are working at infantile mortality. I took it as an insanitary portion of the City, as an example of others, so that the Corporation might adopt a policy.

95221. Have you had it cleared yet?—Not yet; I have not persuaded them that it should be done.

95222. (*Mrs Webb.*) You are proceeding under the Clauses of the Housing of the Working Classes Act?—We have not yet; I hope I shall persuade them.

95223. (*Bishop of Ross.*) The families are in single rooms there, I suppose, almost entirely?—Not altogether. 202 houses were single apartments, 209 two apartments, and 31 three apartments.

Extent of existing co-operation between Poor Law and sanitary authority.

95224. (*Sir Samuel Provis.*) In the matter of co-operation, do you get returns from the Poor Law medical officers, of sickness in the Burgh?—No.

95225. Do you get any information from them at all?—I get from the clerk and inspector of the Parish there a certain weekly return of consumptives coming for the first time.

95226. Not ordinary sickness?—No, there is some provision, I understand, in England by which that may be obtained, but it does not obtain with us.

95227. You get the death returns from the registrar?—Yes, my idea with regard to those is that you are only getting *post factum* details.

Combating infant mortality by sanitary authority.

95228. Would you tell us a little more about your milk depôt. I do not think you had finished saying what the financial aspect was with regard to the Town Council?—This was prepared from a statement by the Treasurer, showing that the outlay in connection with the work of the depôt for the financial year ended the 31st May 1907, may be stated as £4515, while the revenue was £2226.

95229. That is, it cost you about £2000?—Yes, we paid for milk £2050, and we got £2071.

95230. Do you keep your own cows?—No. I was eager that we should, but we buy the milk at present.

95231. You contract with some farmer?—Yes.

95232. Is the farmer under certain conditions with regard to sanitary treatment?—Yes, the particular farm is inspected. I was eager rather that the Corporation, when this thing was begun, should themselves have kept the farm, and demonstrated to the farmers that it was possible to produce pure milk rather than milk that required sterilising; but the present method seemed the easier way, and did away with further objections.

95233. You have some loss on the sale?—Yes, if you put capital and charges.

95234. Without the capital charges, do you still have a loss?—The statement is a doctor's way of stating finance, so it may be criticised. There was a difference of £1942 on the working charges, as I call them, excluding rent, taxes, and depreciation of plant and machinery.

95235. In that particular year?—Yes.

95236. Was that a fair average year?—This is only the third year that it has been in operation. It is more for that year than it was before, because of the number of babies supplied.

95237. How many children and mothers did that assist?—It is not possible just to give you a specific number. I have been eager from the beginning to have no child put on the depôt unless it was certified medically as requiring to be fed artificially, or unless I had an opportunity of having someone visit it; but it appeared to the Committee that that might rather hinder the use of the milk, and for a time anyone who wished got it, with the result that many of them vanished, and we could have no record at all, although the Charity Organisation Society at once took up the thing, and visited a large number. It was not possible to get definite figures as to numbers joining till last year when the custom altered, when it became obvious that information could not be got from the original method. In the last six months of last year we enrolled 666, and I take it that that represents an annual number of babies of something like 1200 or 1300.

Combating infant mortality by sanitary authority.

95238. (*Sir Samuel Provis.*) You limited it, I suppose, to the supply of the milk for children within certain ages?—Yes, children of the suckling age only.

95239. Do you impose certain conditions? Do you require that the mothers should give you certain statistical information as to the weight of the children, and so forth, or bring it to you?—It was with that object that those five consultations were established at different parts of the City.

95240. You do that yourself?—Yes.

95241. You do not find any difficulty in imposing those conditions?—Do you mean as to weighing?

95242. Yes?—It is not made a condition of obtaining milk that they must come and be weighed. We can persuade them very frequently; as I say, 597 have been weighed during the last twelve months.

Question as to statutory power regarding infant rearing.

95243. Have you statutory authority for making conditions of that kind?—No, it is more or less a bargain between you and the mother. Very often you do get the mother so interested that she will come with her baby time and again, but bad weather and other children, and many excuses of that sort, interfere a great deal with their regularity.

95244. Would you think it advisable to have statutory power to do that?—No, I scarcely think so. They do not have it in France, yet they get the children to come very regularly, as they make it an essential condition that the child will be brought. I am afraid if we had stringent conditions of that sort here, we should not have the children.

95245. The people in France bear regulation better than we do?—I think that is the explanation of it.

95246. Will you tell me one other point in connection with your municipal arrangements. Have you power to appoint paid officers to visit mothers for the purpose of ascertaining whether they are bringing up their children properly?—For the lady assistant the outlay has never been challenged.

95247. I observe you stated in answer to the Chairman's question, or I thought you said, it was not a statutory appointment?—I meant by that she is not appointed under the Public Health Act.

95248. Therefore it is a point whether there is a statutory power independent of the Public Health Act?—There may be.

95249. (*Mr Patten-MacDougall.*) You may have it under your local Act?—No, there is no local Act dealing with the point.

95250. (*Mr Gardiner.*) There is no right of entry on the part of these visitors?—One might say that is the case, but there is no difficulty: the mothers rather welcome the visits of the lady visitors.

95251. (*Sir Samuel Provis.*) Are those assistants in the same position as the assistant medical officer?—They are not statutory either, in the sense that they are not appointed under the Act.

95252. Therefore they have no statutory power?—No.

Percentage of infectious cases treated by sanitary authority.

95253. (*Mr Patten-MacDougall.*) In Glasgow, I think there is a very large proportion of the patients suffering from infectious diseases who go to the infectious diseases hospital?—Very large; in enteric fever it runs up to about 90 per cent. I think last year it was 85 per cent. of scarlet fever. Those are the two highest. Of course we remove smallpox, every one, and the same thing with typhus. No typhus case is left at home. Of the other diseases there is a smaller proportion: diphtheria, measles, whooping-cough, and the others.

Contributions of workmen to medical charities.

95254. Do you find in the Royal Infirmary, and other such institutions, that many go there who really could pay for treatment if they were asked?—It was stated recently when a discussion was going on regarding the Anderston Dispensary that it was a recognised thing that the workman contributed to the general hospitals because he regarded them as a place where he could go when he

Contributions of workmen to medical charities.

was ill; and that had the effect of pressing out the rather lower grade casual into the small local dispensaries. It was stated in argument, and advanced in public as an argument for the provision of this additional dispensary in Anderston, that the general hospitals were regarded by workmen who contributed annually to them as their proper resort in case of illness. It was necessary, in consequence, to have local dispensaries for the poor people.

95255. Do the workmen contribute generously towards the infirmaries?—Yes. I could not tell you what proportion it is: at least, one-third, I think.

95256. I suppose there are many of these workmen who contribute who are members of the trades unions, and get sick benefit there?—They do. I took the information out some years ago that for every workman who went from the Clyde area to a general hospital at that time they contributed £1. That is, dividing the amount contributed from the ship-building yards and the engineers' shops by the numbers sent, it worked out at about £1 a head.

95257. The voluntary subscriptions of skilled workmen in Glasgow?—Yes, skilled and unskilled. It would include all the labour in the ship-building yards and the engineering shops—all the people that gave money; most of the public works do. That was the proportion at that time, but that was about twenty years ago.

Paying patients in poorhouse hospitals.

95258. It is also the case, no doubt, in your knowledge, that in the Poor Law Infirmary there are a number of paying patients now, are there not, because the Royal Infirmary and other institutions cannot meet the supply?—I know of that directly, because several cases of consumption which I could not get placed anywhere Mr Motion was good enough to make provision for in Stobhill, and the relatives paid something.

Unification of medical agencies.

95259. You speak here of the possibility of handing on to one authority the whole work of medical assistance; then you say in paragraph 48: How this machinery is to be brought into co-ordination with the public health administration of a district, is subject for discussion. Have you thought that out, or can you amplify that? What would be your scheme?—Just before that I have indicated that if you have a hospital with a given area attached to it, that hospital will know from which area it is drawing its patients, and will also know whether a particular need exists locally for a dispensary of some sort as attached to itself, not independently. If you relieved wherever sickness presented itself, at the dispensary or at the hospital, and borrowed the custom of so many German towns, called the system of almoners, who would then make domiciliary visits from information gathered very much as the Charity Organisation Society gather their information, you could decide whether the man properly belonged to the Poor Law or the charitable agency.

95260. Would you leave the administrative bodies as they are at present, the Poor Law authority and the Public Health authority?—I think rather the hospital board would require to be framed of all three, and I would include education, because of the direct responsibility there is now in connection with school children. If one has any development of this medical inspection of school children, it must mean that for every defect discovered, for instance for eye defects, you must be prepared to offer some method of treatment. It is no use ending at the discovery of things unless you remedy them.

95261. Would you have a combined authority?—Yes, representative of all interests, public health, education, and Poor Law, with another interest representing the general public, who at present support the public hospitals.

Conditions obtaining in model lodging-houses.

95262. Has it come under your notice that attention has been directed lately in Glasgow to the conditions obtaining in some of the model lodging-houses, not the Corporation houses, but the other houses, the farmed-out houses: that there are serious conditions tending to pauperism and the demoralisation of the boys and the youths of the population?—With regard to the models I think there is this view to be taken: when models were started and introduced as a system they offered an immediate relief to the lodgers who were crowded out of the private dwellings by the operation very largely of the Improvement Act which came into operation in the Seventies, but chiefly because the Registrar-General in 1871 directed attention to the large number of people who housed lodgers; and the provision of a model was an easy way out of that.

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Conditions obtaining in model lodging-houses.

95263. The point I wanted to get at was this: at present I understand the sanitary conditions of these houses to which I refer are such that you cannot interfere with them; there is nothing there which would entitle you to?—There is nothing there; the farmed-out houses are more sanitary than the other ones.

95264. You know the conditions there are such that the youths are attracted there, and the demoralisation that is going on is very serious?—Yes.

95265. That has been publicly discussed in Glasgow lately. What I ask is: What is the remedy for that? Do you think further police powers should be given?—The remedy in the matter of the models is first of all to make a man allege a reason for going to a model, and say why a model is needful to him. And there should be also a second: I think there should be a time limit to his living in a model. A man should not be allowed to live in a model year in and year out as he does at present. We have created in Glasgow a social sore: that social sore exists by itself, and they are at present irreclaimable, as far as I can see.

95266. Then the models seem to foster it?—I think they foster an indifference to citizenship, which I think should not exist. The two steps should be insisted upon: of a man giving a reason for residing in a model, and, secondly, of putting a time limit to his stay.

95267. (*Prebendary Russell Wakefield.*) A man should only stay there for a limited time?—Yes, I have a census taken every year of the farmed-out houses, and there are a considerable number of children there.

95268. (*Mr Patten-MacDougall.*) That is in your report for 1906?—Yes. The corresponding information is in the former reports. The point is that there is a large number of families with children in the farmed-out houses, so I think that the presbytery article failed in being too general. It is true of a large number of those houses; but you actually get 532 children with 1145 adults, on the 18th August, living in farmed-out houses. These are not all used for illegal purposes, I am sure of that, because of those children.

95269. (*Mr Gardiner.*) Are they all used for illegal purposes?—Not all for illegal purposes, because of the number of children. You have a population of 1600, and 500 are children under ten.

System of medical providence.

95270. (*Mrs Bosanquet.*) You would create a general system of dispensaries where the people could go easily and generally?—Yes.

95271. Should you see any objection to these dispensaries being on a provident basis?—That obtains in Scotland in some of the iron-working and mining districts, not dispensaries as provident dispensaries exist in England, but works appointments where doctors have appointments to a works, a mine, or an iron-works, where all the working members of the family pay a certain sum weekly, and for that sum the family gets medical attendance.

95272. Do you think the same system could be applied to these dispensaries in towns?—I do not know that provident dispensaries are popular or even known to our people. It may be in England, but I am not so sure in Scotland. I think the public like always the possibility of going from one doctor to another.

95273. It has not been tried yet?—No.

Domiciliary visitations through sanitary authority.

95274. So it might answer. You consider there is a great deal of advantage in the work you have been telling us about, in that the visitors come across insanitary conditions in the homes and report them?—Yes, that was in the first enquiry I had in January 1905. It will be observed that thirty out of the forty-six houses were in a decidedly dirty condition at the time of the visit, so that is one of the advantages of this domiciliary visiting.

95275. Does not the sanitary inspector come across these conditions?—Yes, but you know they are so numerous in a large town. This is simply an additional facility.

Mr Archibald Kerr Chalmers, M.D.

2 March 1908.

Domiciliary visitations through sanitary authority.

95276. It is the sanitary inspector's business to find out insanitary conditions?—Yes.

95277. (*Sir Samuel Provis.*) Do they at all resent these visits being used for the purpose of reporting sanitary defects?—I have never known any visit resented until the Notification of Births Act came into operation. Then I started off with the principle that I would visit no family where there had been a doctor in attendance during the birth of a child, my reason being that if the doctor was present at the birth he would probably be called in if the child had any subsequent sickness; but some of the doctors are not sending us the information that they are in attendance, and all we get is a notification that a birth has happened. It is only when we go that we find a doctor has been there. Those are the only instances where visiting has been resented.

95278. (*Mrs Bosanquet.*) Do you feel any danger in throwing the reporting of insanitary conditions upon external and irrelevant sources and not throwing the whole burden upon the sanitary inspectors?—One regards it as an auxiliary: you do not depend wholly upon discovering your insanitary conditions because of the visits to see the babies.

95279. You do not think your inspectors will tend to get slack if it goes off on to other people?—I think the standard of cleanliness of a lady visitor is always a little higher than what an official tends to recognise as possible.

95280. Does not your sanitary inspector notify you when he finds disease which you want to hear of?—Infectious disease, yes.

95281. Would he notify you of consumption?—Whenever he finds it.

95282. Would he be able to find it out and recognise it?—Usually the friends have an impression themselves that their friends are suffering from decline, or something of that sort. That is how it happens usually. It may happen that an inspector makes a snap diagnosis, as it were, and she reports a possible case of phthisis.

Need of non-prohibitive paying wards.

95283. You say you have paying patients in the Poor Law institutions in Scotland. Is there room in Glasgow for paying patients and nursing homes for moderate payments?—Yes, I think there is. I think it has been provided. One of the institutions in Glasgow is at present building wards where paying patients will be treated in common at a much reduced rate. The present charge is almost prohibitive. Even an artisan at present has nothing to choose between the complete charity of the general hospital or paying what, for him, is a prohibitive price for medical treatment if there is any operative treatment.

95284. There is a considerable class of high-class artisans and poor professional people who might make use of those?—I think they would. That is why the directors of Miss McAlpine's Home have started to build this ward.

95285. Do you think there will be a sufficient supply if that is left to voluntary agencies? Do you think there is a chance of there being sufficient of these paying institutions if it is left entirely to voluntary agencies, or should those be organised by some authority?—I am thinking of a different class altogether at present: those who come within the scope of the paying institution.

95286. Supposing there is a great need for these smaller paying institutions, is there any chance of their coming unless someone organises them?—Miss McAlpine's is a purely commercial movement. It began by way of providing trained nurses, but it has ultimately turned into a place for special treatment with the advance in surgery, and now this is just to meet another demand.

95287. You think that will spread?—It may spread.

Free dispensaries and extent of abuse.

95288. (*Professor Smart.*) You say those dispensaries are entirely free, not even a line is necessary?—Not to the dispensaries.

95289. Can any class go, rich or poor?—Yes.

95290. No questions asked?—No questions asked. You will find in my statement I put a reply that one of them makes. There are many instances of persons in better circumstances seeking advice. That was stated by the secretary of the Skin Hospital.

Free dispensaries and extent of abuse.

95291. They might do so because they know there is a favourite doctor in charge perhaps?—Or it may be that they go to the Skin Hospital thinking it is special advice they will have.

95292. In a matter of that kind there is a great advantage, is there not, to a moderately well-off man;—instead of going to an average doctor he goes to a dispensary where he can be quite sure of getting specialist treatment?—That is another illustration with regard to special disease. The extension of Miss McAlpine's Home is to deal with general surgical conditions. I think the intention is that a man may have treatment and residence for something like a guinea a week. At present it is four or five guineas.

95293. Residence also?—Four or five guineas is for residence.

95294. The dispensaries have no officers to follow up cases at all?—Absolutely none. They have not even almoners. Our Scotch custom does not provide the almoners of the English hospitals, whose duty it is to discover certain things relating to the patients.

95295. I notice the Western Dispensary is not in the list of dispensaries you have here?—Probably not in the printed one, but it is in the supplementary list which I have.

95296. I understand that the medical service is provided by the large institutions, by the infirmaries, in the case of the infirmary dispensaries that are under their charge?—Yes.

95297. The surgical service is all provided by that?—Yes, by the staff.

Quality of medical aid at free dispensaries.

95298. There is no doubt whatever about the medical service there being first-rate?—It is good.

95299. It is a matter of competition rather to get those places?—Quite right.

95300. I want to know what is the status of the medical service as regards the other dispensaries Take No. 16, for instance, the Students' Settlement Dispensary?—It is done by students.

95301. Is there any recognition of these students or any control of their operations or anything?—I do not think so.

95302. None at all?—They may have some seniors. I think there may be something of that sort, but I do not think there is any graduate constantly there.

95303. That is rather an irresponsible kind of thing?—Yes, that phase of it is.

95304. As to No. 6, the Glasgow Public Dispensary, could you tell us a little about that? What is the constitution of it: it is not connected with any of the large bodies?—No, it is entirely a dispensary on its own account.

95305. The expenses are defrayed entirely by its subscriptions?—There is nothing said here as to payment.

95306. Does that appeal to the public as a charitable institution entirely?—Yes.

95307. Why do those people go there rather than the working classes?—The answer given is that they go there for specialists' advice; they go there specially for gynecological complaints.

95308. No lines are necessary for that?—No, I understand no lines are required anywhere in Glasgow, save at the hospitals.

Question of pauper patients in general hospitals.

95309. With regard to our infirmaries, that is our general hospitals, is there any clear line of distinction between them and the Poor Law hospitals? After all, the very poor person can get into the infirmary by means of a line?—Yes. I suppose the infirmaries themselves set down this distinction, that if a person is a pauper and is entitled to medical relief elsewhere, they would not have a bed occupied by him.

95310. They might not be able to say that?—They would see that their beds were set free; there would be someone on the Board who would raise questions if they undertook to treat paupers in the general hospital

95311. (*Mr Bentham.*) They might be equally poor, and not be paupers simply because they have got a line.

Question of pauper patients in general hospitals.

That is the only distinction between the person who would be treated there and the persons who may be treated in a Poor Law hospital?—I rather think the questions depends upon the technical definition of a pauper. I can scarcely offer you an opinion which is anything else than medical on that.

95312. Is not the point this, that exactly the same class may be treated in a general hospital with a line that would be treated in the Poor Law hospital if they did not happen to get a line. The people might be exactly the same, neighbours, of the same status in society?—One already in receipt of parochial relief, not medical relief, I do not think would apply to a general hospital; if he did, the chances are that it would be discovered and he would be transferred. They are hard pushed to it to have beds for their patients in the general hospitals.

95313. What you consider to be a pauper applicant is one who is already in receipt of some Poor Law relief from the authority?—Yes, and that means that he is unable to work.

95314. (*Professor Smart.*) A pauper might go out of the poor-house one day and go the next day to the dispensary?—Yes.

95315. And the dispensary could not refuse him?—I should think that is done at the Central Dispensary in George Street and the one in Anderston, and all the mission dispensaries; I think it is very likely.

Mr Archibal Kerr Chalmers, M.D.

2 March 1908.

Class of persons obtaining charitable medical aid.

95316. The whole trend of your evidence is to say that the taint of charity has altogether disappeared from dispensaries to a very large extent?—The taint of charity has disappeared.

95317. Entirely?—In the majority of charities it has.

95318. The majority of the working classes think it no shame to go to the dispensaries?—I think not.

95319. They are rather encouraged than otherwise?—Except to the Eye Hospital and the Skin Hospital; to the other hospitals I do not think the well-to-do citizen goes.

95320. He has no hesitation in going to the specialist ones?—I do not think he has any hesitation in going to the specialist ones. There is nowhere else you can get the same treatment for ophthalmic work or skin work.

95321. My impression was that that extends to the general dispensaries also in the class of people that I see specially?—It would possibly apply to the dispensaries of the large infirmaries, the Western, for instance, and it may be the Victoria.

95322. You say it does apply to them?—I think I am in accordance with fact there, although I am not brought strictly into daily or even weekly touch with them.

95323. (*Mr Gardiner.*) They go there for a skilled opinion?—I think they really do.

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1. Neither the Town Council nor the Sanitary Authorities of this town or district take any part directly in medically assisting the poor.

2. The administration of the Poor Law is entirely in the hands of the Parish Councils. These, being popularly elected, are representative bodies, the members generally being individually cognisant of the condition of the poor in their respective parishes. This knowledge is supplemented by information supplied to them by the inspectors of poor. Both the inspectors and the Parish Councils take a humane view of their duties, and all cases of destitution are promptly attended to. For the purposes of satisfactory administration and judicious assistance to the poor, the parish unit appears the more suitable. But, for various reasons, the incidence of rating differs in different parishes. An increased area for rating purposes would equalise this, but might tend to less effective supervision of, and assistance to, the poor.

3. In this town voluntary effort forms a valuable adjunct to the operations of the Parish Council. A ladies' association, both by visiting and financially assisting the poor, ameliorates their condition directly, and by bringing cases of destitution before the Council. Assisted by a grant from the Council, it provides a nurse, who spends her whole time in visiting the sick and aged poor of the town.

4. Several of the churches also have annual collections for their poor. Annual concerts are also held here and in neighbouring parishes to provide coals and other necessaries for their respective poor, while generous friends—town and county—give substantial contributions, both in money and kind, for the same purpose. Owing to all these agencies co-operating, no case of destitution is likely to remain unknown and unattended to.

5. The Ross Memorial Hospital here is, on its non-infectious side, maintained solely by voluntary contributions. Patients are admitted from all parts of Ross-shire, and treated, without any charge, for medical and surgical diseases.

6. A dispensary, endowed by the Gladstone family, provides medicines free to outdoor poor patients—not paupers.

7. Parish Councils are charged a moderate fee for the treatment of pauper patients in hospital, and some of these Councils give an annual donation to the funds. Efforts are being made to get all the Councils of the benefiting parishes to do so.

8. The agencies above mentioned do not overlap. As above mentioned, further co-operation between Parish Councils and the local hospital would be beneficial.

9. The handing over to one authority the whole work and duty of medical assistance to the poor would be desirable within certain limits. All rate-granted aid ought to be administered by one authority, and an *ad hoc* one. Voluntary aid would better be left to the discretion of the donors, who, however, usually entrust its administration to competent persons or societies.

10. The health of the community here does not suffer from this cause. The amount and quality of the medical assistance are quite sufficient. Efforts are being made to have more skilled nursing available for the sick poor. The wide area of the parishes on the one hand, and the want of accommodation in the houses of the poor on the other hand, make the problem a difficult one. Co-operation, as in the case of Dingwall parish, would help to overcome it.

APPENDIX No. II.

STATEMENT OF EVIDENCE BY MR WILLIAM R. AITKEN, ABERDEEN.

1. I have much pleasure in supplying your Commission with my experience of the administration of Charity.

2. I have spent thirty-three years in business at the harbour, and am now a shipowner on a small scale, and all these years I have been in close touch with working-men and their families, so that I know something of their lives both in prosperity and adversity.

3. For a number of years I have been a visitor for the Association for Improving the Condition of the Poor in this city, and my district is in the streets, courts, and lanes which abound around the harbour; and every winter I investigate and deal with many cases of distress.

4. In Aberdeen I know of charities whose funds amount to £165,000, and which provides £4,500 or thereby for yearly distribution.

5. Several gentlemen, myself included, tried to devise a plan to centralise these charities in order to prevent overlapping, which is the curse of all charity; but owing to the Town Council being trustees for part of the funds, and jealousies on the part of other parties who administer the charities, the attempt ended in failure. So baneful are the effects which are apt to arise from distribution of large sums of money in charity *without thorough co-operation* of the dispensers, that it almost calls for Government control.

6. My experience is that the present system of dispensing charity *has a pauperising tendency*; for while I find families in dire straits who resent the first dole, clamouring rather for work, yet let the dole be repeated once or twice, then one or other parent begins to ask assistance on the slightest pretext.

7. With able-bodied men and women, charity without a *quid pro quo* in the shape of some service or effort on the receiver's part almost invariably leads to disinclination to exercise personal effort. So much have I been impressed with this of late, that I addressed a letter (copy enclosed, see App. No. II. A) to a prominent member of the Association for Improving the Condition of the Poor on the subject. I regret to say the matter was never taken up, on the plea that it is an impossibility to create work, which I hold is a fallacy; and I may mention that several idle joiners and tinsmiths, hearing of my proposal, urged me strongly to try and get the Association to give the scheme a trial.

8. Despite the liberal education and some manual instruction that the children of the poorer classes get, it is in too many cases turned to no account whatever; and if your Commission could devise any scheme whereby some part of the immense charitable funds available could be utilised in such a way as to yield remuneration *for work done* on the one hand, and at the same time be a nursery for teaching the young to become self-supporting and useful members of society—if this could be done, I see a good prospect of not only relieving the ever-recurring distress, but of lifting the masses out of that slough of misery, drunkenness, and crime which is the reproach of our nation.

9. As Poor Law relief *bars* the recipients from any assistance from the Association for Improving the Condition of the Poor, I do not come much in touch with persons getting relief from the parish; but so far as my experience goes, I advocate a greater extension of the *out-relief* system;

APPENDIX No. II.——*Continued.*

and if, instead of it being administered or sanctioned on the word of an official, some means could be devised on the lines of the Elberfeld system, whereby the *citizens* investigated the cases and granted the relief, I am satisfied that the moral gain would be great, and the saving to the taxpayers very considerable.

10. The class I go amongst are thriftless, and seldom, if ever, subscribe to friendly societies, so I have no experience of the part *they* play in the lives of the people.

11. My interest in this question is quite apart from purely philanthropical or religious motives, for I look upon every idle man and woman as a menace to society, and a direct commercial loss to the whole community.

APPENDIX No. IIA.

Copy of Letter to one of the Conveners of the Association for Improving the Condition of the Poor.

Referring to my conversation with you the other evening, I have, as a visitor on behalf of the above Association, been struck with the fact, so far as I know of its working, that in reality this Association, instead of improving the condition of the poor by its well-intended endeavours, is in too many cases pauperising them.

As you are aware, the only means at our disposal consists of supplying provisions in necessitous cases; and the only attempt, so far as I know, to help in a manful way deserving able-bodied poor—and this only applies to males—is a *crude form of employment*, namely, breaking sticks at a low wage, and sometimes, I fear, in *very questionable company.*

In my experience, the deserving poor are hard to find, and when found they have pride enough to resent charity, and hence this question of how to help without pauperising them has exercised my mind for a long while back. My plan has always been by personal application to large employers of labour, to try and find work in their establishments for any deserving cases, and in this I have been fairly successful; but owing to the prevailing depression in trade, this means is soon exhausted.

From present appearances we are to have a vast army of unemployed in our midst this winter. That a great many of them will require help to tide over the winter I think is almost certain; and what should concern the philanthropical is to try and devise ways and means to help the deserving poor to *help themselves.*

In my visits among my poorer brethren, I find men who have a *trade* at their finger-ends, but *no means* of exercising it. I also find men with *no trade*, but with families above the school age, who, to judge by the keen faces of some of them, are possessed of great possibilities if they had only somebody to guide and help them, but instead, they are left to go on the streets and sell matches or newspapers, or at the best, in the case of boys, they become rivet-heaters or boiler-cleaners, both which occupations, as a result of their having to associate with men of very dissolute habits, are often the nurseries of the future drunkard, and finally of the criminal.

Now, I have faith enough in humanity, and Scotch humanity in particular, that these two classes and their families have the ability to do some useful work; and what I ask is—Can any means be devised to give those who *are* willing to work an opportunity to exercise this ability?

We have in our city, I am sorry to say, one or two large factories standing idle—Hadden's Mills, for instance; why not lease one or two floors in it—and I know they can be got at a nominal rent—and fit them up with rough benches, where men could follow their calling of joiner, tinsmith, toy-maker, tailor, and bootmaker, etc. etc.?

In making such a suggestion as this, I realise that care must be taken by giving easy facilities to work *not* to spoil our fellow-men's business by means of cheap or underpaid labour, but I have in my mind the giving of an opportunity for the production of articles which are not readily to be found in the premises of shopkeepers.

I never learned a trade myself, but from my earliest days I have worked, *quite untaught*, with wood and iron, and fashioned articles for *childhood's enjoyment*, for *household embellishment*, or for *family utility*, and I cannot but imagine that every human being has similar capacity, more or less, given the opportunity to exercise it.

As a humble illustration of what kind of work might be done, I quote the following. I have often occasion to be abroad in the early morning, and I have been struck with the wretched apologies for *ash backets* one sees at the doors of the well-to-do,—old boxes for the most part, with the bottom or sides hanging out. Well, you as a practical man know how little material it would take to make a really useful article of this kind, which would readily sell for 2s. 6d., and leave 1s. to the maker. I could mention dozens of useful and ornamental articles which could easily be made by the hand labour of individuals, or united efforts of joiners, tinsmiths, blacksmiths, plumbers, and painters, and prove acceptable in the homes of all classes, but I think the above illustration will suffice to show my meaning meantime.

Now I think I hear you say, this is all very well, but how could this Association surpervise such a workshop? Well, I have no doubt that army or police pensioners could readily be got for such a purpose at a low wage.

My idea would be that nobody be admitted to the workshop except by an order from a visitor of the Association. Where you have a tradesman to deal with you will generally find that he has some tools for use in his trade; and one condition of his employment would be, that he has to take these tools with him, and likewise to share the use of them with any young lad who may be set to work alongside of him.

The Association would have to supply the raw material required; and whatever each man produced would bear his number, and the maker would be paid a percentage of its value as the Association determined in lieu of wages.

A saleshop would, of course, be necessary; and if Hadden's Mills was the place selected, there is an excellent warehouse on the ground-floor, well suited for the purpose, and in close proximity to where our weekly market is held, and the country people would no doubt prove excellent customers.

As for salesmen or saleswomen, I would hope that a generous public, who are always ready to offer their services at bazaars, would come forward and lend ample assistance gratuitously, and at the same time help to popularise the undertaking.

I have my own ideas for utilising field labourers and females on similar lines, but I refrain from giving them expression until I have the opinion of others like yourself who are better able to judge than I of these suggestions now before you.

My ideas may be Utopian, and unworkable if put into practice, but I put them before *you* as a practical man, and from them you may at least get some suggestions that will enable the Association to deal with the distress now before us in a practical manner. WILLM. R. AIKEN.

APPENDIX No. III.

STATEMENT OF EVIDENCE BY MISS ELIZA JANE AIKMAN, EX-MEMBER OF GLASGOW PARISH COUNCIL AND OF GLASGOW DISTRESS COMMITTEE, ETC., ETC.

1. *Qualifications.*—My qualifications are simply those of being a householder and ratepayer within the bounds of the Glasgow Parish Council.

2. *Experience.*—I was elected to the Barony Parish Council in May 1895, when Parish Councils were instituted in lieu of Parochial Boards. My experience is thus of nearly twelve years' duration.

3. Before entering the Parish Council I had a lifelong

APPENDIX No. III.—*Continued.*

experience of work among the poor, as my father was for thirty years clergyman of a church in a poor district of Glasgow. I presume that was the reason of my being asked to become a candidate of the "Society for Electing Women to Local Boards."

4. I may add that my father, the late Rev. Dr J. Logan Aikman, was for several years a member of the Glasgow School Board, through which I gained an insight into educational matters.

5. In addition to the Parish Council, I am a Member of the Distress Committee for the Unemployed, and I am also a director of several social and philanthropic agencies in our city.

6. *Industrial.*—Glasgow is a centre of engineering and shipbuilding. The "black squad" form a large portion of our ratepayers.

7. *Social.*—I am sure that no city has more charitable and philanthropic agencies than we have here, but unfortunately much of that help is diverted from the deserving poor by the whining drunken class.

8. *Relief.*—Destitution is the only claim on parish relief in Glasgow.

9. *Widows with Children.*—In 1902 the Local Government Board issued a Circular advising that relief be given to widows with young children on the same lines as paid-for boarded-out children. In my opinion this has in some cases been carried to excess, and has placed some widows in a better position than their ratepaying neighbours.

10. *Aged Couples.*—Aged couples are granted outdoor relief if they are of good character and have any other source of income. Other old couples, if satisfactory, are placed in rooms on the upper flats of the artisans' houses at Stobhill Hospital, where they can preserve the home feeling, do their own work, and have special privileges.

11. *Old Couples.*—It is sometimes difficult to find occupants for our married couples' quarters, as so many are unable or unwilling to live together. This can be proved by a reference to the inspector of poor.

12. *Children.*—The children are located in cottages at Stobhill Hospital, under the care of nurses, teachers, and a drill-master.

13. *Hospitals.*—I am glad that we have now three hospitals apart from the poorhouse, for the mere idea of going to the poorhouse was a terror to frail old people.

14. *Indoor Relief.*—Indoor relief ought to be applied to all cases of doubtful character, either as regards drunkenness or laziness. The only exception I would make to this rule would be in the case of a widow with young children, and I would like to give her at least one chance to reform; for it is a serious thing to take children from a mother, and often leads her to plunge into deeper sin.

15. *Outdoor Relief.*—I would grant outdoor relief to the following classes:—

(1) To respectable widows with young children.
(2) To decent old couples.
(3) To aged men and women who are past work.
(4) To chronic invalids, where the home conditions are favourable,—of course, always presupposing that the claims were urgent.

16. *Phthisis.*—Cases of phthisis ought always to be treated in hospital.

17. *Applicants for Relief.*—Many persons applying for relief are chronic loafers, drunken ne'er-do-weels, and wives deserted by their husbands.

18. But many who apply are driven to do so by the stress of illness or old age, or death of relatives who were the breadwinners.

To this class I think the Parish Council ought to be kindly and considerate; and in this, at least, my colleagues and I see eye to eye.

19. The chief causes of pauperism are as follows:—

(*a*) *Causes of Pauperism.*—Drunkenness heads the list, directly or indirectly.

Drink.—In the return of our boarded-out children for 15th March 1907, I find that the total number is 2,003. Of these, 1,314 are separated from their parents and 188 are deserted. Of the separated class, 1,062 are (according to the inspector's figures) directly due to drink; and I think we may take it that the same reason holds good for the deserted children.

(*b*) *Wife and Child Desertion.*—In the inspector's report for six months,—issued on 15th November 1906,—it is seen that 318 persons became chargeable from this cause.

(*c*) *Improvidence.*

(*d*) *Lack of Control.*—Lack of parental control when children are young leads to lack of support from families when the parents become old.

(*e*) *Employers' Liability Act.*—The Employers' Liability Act has not been an unmixed blessing. It makes employers discharge men at an earlier age than was formerly the case, and so forces an application for parish relief.

Grey hairs certainly do not command respect in our workshops, for an application for work from a grey-haired man is scarcely even considered.

(*f*) *Trades' Unions.*—Trades' Unions also help to swell our lists; for they will not allow a man to work at a lower than the standard rate of wages, even in a time of dull trade.

20. *Parish Councillors.*—We have representatives in our Parish Council from all grades of society,—of all shades of opinion, ecclesiastical, political, and social.

21. To administer the poor-rates efficiently, members of a Parish Council ought to have some previous knowledge of work among the poor; and they certainly ought to have common-sense, an earnest desire to help the poor to help themselves, and a sufficient amount of leisure to look well into all branches of the work.

22. I disapprove of either political or sectarian interests swaying members of a Parish Council. Our sole aim ought to be the help of the poor and the interests of the ratepayers.

23. The raising of the rental qualification might bring forward representatives who had larger interests at stake.

24. Popular election is an uncertain thing. It might be an improvement if, before a time of election came round, a selection of sitting members were made by the Local Government Board—say a fifth of the whole number—who would retain their seats for another term of office, and thus secure more continuity in the line of action.

25. *Able-bodied persons.*—I would not recommend parochial relief being given to able-bodied persons.

26. But I would make an exception in the case of the wife of an able-bodied man being ill, and not eligible for admission to a general hospital, and where the home conditions are unfavourable to recovery, and the wages too small to admit of proper nourishment and nursing.

27. *Phthisis.*—Until the Local Health Authority make provision for cases of phthisis, I think the Parish Council ought to deal with them, making the husband or father contribute towards the maintenance of the patient.

28. *Area of Relief.*—Having had experience of the Barony Parish Council before its amalgamation with the City parish, I would deprecate any further extension.

29. At that amalgamation, the area, population, and roll of persons in receipt of relief were nearly doubled, but thirty-one members were left to do the work of sixty-two. The result has been that things have fallen more and more into the hands of the officials.

30. If the membership of our Parish Council were increased, a firmer grip would be kept of the work.

31. An annual election of one member in each ward (as is done in our Town Council) might awaken more interest in our doings.

32. The only benefit arising out of the amalgamation has been the building of Stobhill, Oakbank, and Duke Street Hospitals.

33. I suggest the following reforms, based on my experience:—

(*a*) An amalgamation of the Lunacy and Local Government Boards.

Lunacy and Poor.—The rates for lunacy and poor are paid by the same people and administered by the same members of Council, and I think the law ought to be amended to give uniformity of principle.

It seems to me an anomaly that in our asylums for the insane large entertainments can be held at least twice a year, when performers can be paid for, and

APPENDIX No. III.—*Continued.*

some hundreds of guests substantially fed,—while in our hospitals, where the sane sick poor and the children are located, we cannot even give a slight alteration in diet without the members who vote for it being surcharged.

I think we ought to have power to give an occasional treat to the children and patients out of the rates, and that if a choir or concert party come to give our patients an entertainment, we ought to be able to give them a simple cup of tea without its being paid for by one or two of the Councillors who are specially interested in our poor folk.

(*b*) *National Poor-rate.* — A national poor-rate would do away with litigation about settlements, and would be an advantage to the poor.

(*c*) Men who desert their wives and children ought to be placed in penal labour colonies for a term of probation, and made to work there for the support of their families outside.

(*d*) *Classification.*—Classification ought to be strictly enforced. Cases of "delirium tremens" should not be sent to Duke Street mental wards, but either direct to the asylum or to the poorhouse, where wards might be reserved for such cases. If such persons are dealt with in any but the most severe manner, it is no deterrent to future lapses.

(*e*) *Removal to Hospital.*—A Parish Council ought to have power to remove persons chargeable to the rates to hospital, when the home conditions demand it.

(*f*) *Children.*—Parish Councils should be granted powers over children who have been chargeable to the rates up to the age of eighteen years.

(*g*) *Detention.*—Powers of detention ought to be granted to Parish Councils in the case of feeble-minded lads and girls, of consumptive persons, of feeble-minded mothers of illegitimate children, and of persons with venereal diseases.

(*h*) *Outdoor Relief.*—I wish the Royal Commission on the Poor Law would give some guidance as to the income necessary to maintain the various classes of poor persons; and also if they think that a newly-made widow ought to be made to spend every fraction of her late husband's insurance money before being considered a fit object of relief.

I am sometimes taunted with our present administration being a premium on thriftlessness, and there is some truth in the allegation. The widow of a man who tried to make some little provision for those he leaves behind is compelled to reduce herself to abject poverty before she is entitled to help from the Parish Council, and is thus placed on a level with the widow of a drunken, dissolute man, who took no thought for the future.

APPENDIX No. IV.

STATEMENT OF EVIDENCE BY MR ROBERT ALLAN, INSPECTOR OF POOR AND CLERK TO THE PARISH COUNCIL, DUNDEE.

1. I entered the service as a Poor Law officer in 1881, and, after serving for six years as an assistant, was appointed to my first parish (a rural one) in 1887, to the parish of Brechin in 1893, and subsequently to Dundee in April 1906, so that I can claim fully twenty-five years' experience.

Social and Industrial Conditions in Dundee.

2. Having only served in Dundee for about a year, I regret my opportunity of studying the social condition of its workers has been totally inadequate to allow of my giving any opinion thereon. I might venture to say, however, that during the discharge of my duties the following facts have been brought home to me, viz.—

(1) That the male workers appear to be very much inferior to female workers in respect of wages.

(2) That owing to the small wages earned by men, married women are forced to seek employment in the mill, thereby neglecting the house and family, which means that the children often commence life as weaklings, and before reaching 60 years of age fall into the ranks of those requiring parochial relief.

Administration of Relief in Parish.

3. During the course of the year I have been called upon to deal with something like 5,000 applications for relief, disposed of as follows, viz.—

601 Admitted to outdoor roll.
3,762 Admitted to or offered poorhouse.
87 Sent to lunatic asylum.
197 Allowed medical relief.
612 Refused or withdrawn.

4. In dealing with the foregoing, the practice in this parish is that applications for relief be received at the office. Then an assistant outdoor inspector visits the house of applicant and takes a full statement of facts. He, in turn, reports to myself, and after a careful perusal the complete facts are submitted to a meeting of the Parish Council at their weekly Relief Committee meeting, which decides as to nature and amount of relief if any to be granted, cases allowed outdoor relief being placed on the roll for a period of four or six weeks. At the end of this time a visit is again made to applicant's house, when, if considered necessary, aliment is renewed for a second period, not exceeding six weeks, thereby enabling all cases to be kept under constant review.

5. It is the general practice in Scotland to visit only twice a year, but I am confident that by restricting the period better results are obtained.

6. Another help in getting at imposture is having the earnings of all working members living in family certified by the employers, thereby getting at the true state of affairs.

7. In this parish during the past year the result of the foregoing methods has been a reduction of the outdoor roll from 1,049 adults with 1,046 dependants to 896 adults with 815 dependants, or an average reduction of £110 per month in relief.

Outdoor *v.* Indoor Relief.

8. Indoor relief should never be resorted to unless in cases where—

(1) The applicant has family or relations able and bound to maintain.

(2) Indolence, extravagance, intemperance or immorality exists.

(3) Widows fall into bad habits.

(4) Unmarried women have illegitimate children.

9. Nothing appears to me to be more heartless than the breaking up of a household to enforce admission to poorhouse, and I consider that all respectable aged persons should (where it is at all possible) be provided for outside. I am pleased to bear testimony to the fact that Scotland is fairly free from such abuses.

Persons applying for Relief.

10. I find, on careful investigation, that during the period from 16th May 1906 to 27th March 1907 applications for relief were received from the following classes, viz.—millworkers, 1,794; general labourers, 840; factory workers, 329; housekeepers, 248; calender workers, 77; hawkers, 157; charwomen, 55; domestic servants, 37; dressmakers, etc., 27; laundry workers, 13; engineers, mechanics, etc., 147; joiners and cabinetmakers, 54; shoemakers, 50; tailors, 33; masons and stoneworkers, 30; painters, 24; bakers, 18; gardeners, 15; plumbers, 12; printers, 8; saddlers, 5; sailmakers, 5; bricklayers, 3; basketmakers, 3; plasterers, 3; hairdressers, 4; slaters, 2; clerks, 14; postmen, 1; photographers, 2; car conductors, 2; carters, 31; seamen, 28; street porters, 16; cabmen, 11; chimney sweeps, 6; soldiers, 3; no occupation, 229.

APPENDIX No. IV.—*Continued.*

CAUSES OF PAUPERISM.

11. Pauperism in this parish can be attributed to the following causes, viz.—aged persons with no relations; widows with young children; orphans; husbands in infirmary; insanity; accidents; desertion; immorality and improvidence; drink; and last, but not least, neglect of the benefits offered by the many friendly societies in the country for sickness, etc.

RELIEF OF ABLE-BODIED POOR.

12. Parish Councils, in my opinion, are not the proper bodies to deal with this class, as the relief of the able-bodied should be in the hands of those who could provide and enforce work, thereby giving the applicant an opportunity of working for what he gets, and encouraging his independence.

REFORMS.

13. In my humble opinion, the Poor Law of Scotland is as nearly perfect as it is possible to make it, with perhaps the exceptions that (1) greater powers should be given Parish Councils and Governors of Poorhouses to detain for at least fourteen days persons who habitually go in and out of the poorhouse without reasonable cause; (2) of desertion of wife and family should be more severely dealt with; (3) the Vaccination Act should be placed under the Public Health Department, as Parish Councils have no vital interest in such work; and (4) that the Law of Settlement should be simplified as regards the settlement of minors and persons of weak mind.

APPENDIX No. V.

STATEMENT OF EVIDENCE BY COL. J. ALLARDYCE, CHAIRMAN OF ABERDEEN ROYAL INFIRMARY; EX-CHAIRMAN AND DIRECTOR OF THE ROYAL HOSPITAL FOR SICK CHILDREN; CHAIRMAN OF THE ASYLUM FOR THE BLIND; MEMBER OF COMMITTEE OF MANAGEMENT OF THE ABERDEEN ASSOCIATION FOR IMPROVING THE CONDITION OF THE POOR; AND EX-CHAIRMAN OF THE PARISH COUNCIL OF TOWIE (ABERDEENSHIRE).

1. My remarks on the subject of "Voluntary Effort" refer to the city of Aberdeen, and those on the subject of "Poor Law Administration" to the rural parish of Towie (Aberdeenshire).

2. As regards my qualifications for subjects connected with the city of Aberdeen, I have had to do with hospitals and charities for upwards of twenty years. The Royal Infirmary I have been a Director of, almost continuously, since 1885, and have been (and am now) Chairman for about half that period. The Royal Hospital for Sick Children for the same period, and Chairman for five years. The Asylum for the Blind, of which I have been Chairman for over twenty years. The Association for Improving the Condition of the Poor, I have been one of the Committee of Management for many years. The Queen Victoria District Nursing Association, and so on, and a Trustee in several charitable Trusts.

3. As regards my qualifications for submitting information with respect to the parish of Towie (Aberdeenshire), I have held the position of Chairman of the Parochial Board of the Parish, subsequently of the Parish Council for six years, when I retired from the Council.

VOLUNTARY EFFORT.

City of Aberdeen.

4. As to the various charities in the city of Aberdeen and their operations and effects, all of which are in communication with the Board of Management of the Association for Improving the Condition of the Poor, and are pretty numerous, the Secretary to that Association (who has no other occupation) informs me that full particulars are being furnished by the Vice-Chairman of the Association, and this being so, I have not thought it necessary to go into the matter by repeating what must have been said on this subject.

5. As regards the question of the possibility of substituting charity for out-relief, so far as my experience goes, I do not think it possible.

FRIENDLY SOCIETIES.

6. I do not think it is possible to provide for old age pensions by Friendly Societies.

7. I do not see any advantage that would be gained by free medical State relief.

8. As to voluntary hospitals—if by this term is meant access to hospitals gratis—this is fully in force here. All applicants are admitted, though the Infirmary is intended for the sick poor, properly so called. It is constantly felt that the Institution is taken advantage of by those who could easily contribute something, and who while in hospital are receiving help from the Friendly Societies they belong to.

9. Old age pensions by the State would of course be a great help to Friendly Societies, but is it needful?

10. The same remark applies to freely given Poor Law outdoor relief.

11. I can see no way of co-operation between Friendly Societies and hospitals at present.

POOR LAW ADMINISTRATION.

Parish of Towie (Aberdeenshire).

(From Information supplied by Inspector of Poor.)

12. *Social Condition.*—Of recent years a Mutual Improvement Society has been formed, and is carried on very successfully.

A Mothers' Union has been started some time ago by a lady. This has been highly appreciated by a large membership.

Another lady has started a branch of the Scotch Girls' Friendly Society, and a small library for its use has been presented by a friend. Books are given out and exchanged amongst the members. Much good is done by these Societies, and the efforts to raise the tone of life have had an excellent effect.

13. The only acting body in the parish of Towie is the Parish Council, and the method carried out is in accordance with the instructions issued by the Local Government Board.

14. In the parish of Towie all the paupers resident are outdoor poor and receive a weekly allowance which has proved satisfactory in the past. Occasionally a case will occur which has to be sent to a poorhouse.

15. During recent years there have been remarkably few applications—chiefly aged persons.

16. Past experience points to the chief causes of pauperism as illegitimacy and the effects of drink.

17. Proprietors, clergy, and farmers are represented in the Parish Council. Ratepayers are often unwilling to offer their services, and there is sometimes difficulty in filling a vacancy.

18. No able-bodied receive relief.

19. The existing area is suitable.

20. I cannot suggest any reform or alteration at present in this quiet country parish.

APPENDIX No. VI.

STATEMENT OF EVIDENCE BY MR DAVID ARBUTHNOT, SECRETARY, GLASGOW DISTRICT OF THE LOYAL ORDER OF ANCIENT SHEPHERDS.

1. During the last fifteen years I have acted as Secretary to the City of Glasgow District of the Loyal Order of Ancient Shepherds, which is now the largest organisation of its kind in Scotland, and for a good many years before then I earned my living as an operative stone mason. The nature of that employment brought me in contact with a good number of workmen from all parts of the country. I remember well that in our spare moments we would discuss, among other subjects, that of old-age pensions. These may not be qualifications, but they are facts.

I intend to confine myself chiefly to the questions affecting friendly societies.

2. The operations of friendly societies are almost wholly amongst the thrifty working classes. The branches, as a rule, meet fortnightly to receive payments from members, consider the reports of the medical officer regarding those who have been suffering from sickness or accident, and of those whose duty it is to visit the sick and pay them aliment *at their own homes.* In addition to the foregoing, there is always general business.

3. The weekly subscriptions vary from 1d. to 8d. or 9d., according to the age of the members when they join and the benefits promised. The benefits run from 8s. to 12s. per week for the first six months' aliment, from 4s. to 7s 6d. per week for the second six months' aliment, and generally 5s. per week for the remainder of illness.

4. I think the average wages of those who are engaged in unskilled labour would be £1 per week, and of tradesmen £1, 8s.

5. It is impossible to provide old-age pensions by friendly societies. It has been tried, and did not succeed. Reasons:

(*a*) Few societies have as yet attained to a position of solvency, as required under the Friendly Societies Act, and the increased payments that are necessary are as much as the members are willing to pay.

(*b*) The working man, who requires all his earnings, cannot see the force of putting aside a portion in order to provide a benefit which he cannot enjoy until, what appears to him, the dim and distant future, if ever.

6. There is something to be said in favour of free medical State relief, but there is a good deal to be said against it. My chief objection is that it would destroy the basis on which friendly societies are built, viz., self-help, voluntary effort, and independence.

7. The effect of voluntary hospitals is beneficial to friendly societies. Reason: The members who are admitted get good treatment and the best medical skill, and are sooner restored to health, and consequently do not draw so much aliment from their society; but it is to be kept in view that the societies pay aliment whether the member is in an hospital or not, and therefore the individual gets the greater benefit.

8. The effect of a State system of old-age pensions would be beneficial to friendly societies.

9. I am in some doubt as to the effect of freely-given Poor Law relief on friendly societies.

10. I think it is not only possible, but very probable, that there will be further co-operation between societies and hospitals.

11. I am in doubt as to the effect of out-door relief on friendly societies, but I have no hesitation in saying that the effect of the Friendly Societies Act has been highly beneficial, and in all my experience I have never found that its provisions were harshly pressed by the registrar of friendly societies. The annual report of the registrar of friendly societies gives full information of the extent of action under it.

12. I am strongly of opinion that it would be good for the societies if they took fuller advantage of the provisions of section 52 of the Act, and invested more of their surplus capital with the Commissioners for the Reduction of the National Debt.

13. Friendly societies are *not* progressing so rapidly as they did ten years age, *i.e.* numerically, but financially they are, for the following reasons:—

(*a*) For twenty years before 1897 the most of the societies in Scotland engaged in missionary work, going into the towns and villages, preaching the doctrine of thrift and independence by means of mutual self-help, and they were so successful that very many new branches were established, and are now in good working order, but they now depend on the natural increase of population. As evidence I may point to the City of Glasgow District of Shepherds. At the end of 1877 we had nine branches, and during the twenty years ending 1897 we opened 121 branches, and during the nine years ending 1906 we opened twenty-two.

(*b*) Young men are too much given to betting and watching others play football.

(*c*) Trade unions are now paying sick aliment to their members.

(*d*) The growing belief that the State ought, and soon will, make great provision for the benefit of young men.

14. There is one other thing I would refer to before closing, viz., should the State set up a scheme of old-age pensions, the great majority of pensioners will belong to the respectable and industrious working classes, and many of these will be members of friendly societies. I desire to point out that the machinery of the friendly societies can be utilised to greater advantage than that of the Poor Law. My meaning will be better understood if I refer to two opinions expressed by the Parish Council of Eastwood (the parish in which I reside):—

(*a*) "That should a scheme of old-age pensions be 'adopted by Parliament, necessitating inquiry and 'discrimination, the machinery of Poor Law be 'utilised in preference to the creation of a new 'authority."

(*b*) But previous to that they state "that the 'causes of a large proportion of the pauperism the 'Council have to deal with are intemperance, im-'morality, and thriftlessness."

In the name of common-sense and decency, why should these two distinct classes of people be dealt with by the same authority?

APPENDIX No. VII.

STATEMENT OF EVIDENCE BY SIR RALPH W. ANSTRUTHER OF BALCASKIE, BT.

1. I am Convener of the County Council of Fife and Chairman of the Parish Councils of Carnbee and St Monans, and was so of their predecessors, the Parochial Boards. I have taken a share in county business for about seventeen years, and am generally conversant with the work of Local Government in its different forms.

2. Parish of Carnbee. This is a purely rural parish of 8,396 acres, with a population of 852. The valuation is £10,460, and the poor-rate 7·30d. per £, being 3·20d. on owners and 4·10d. on occupiers. The land is agricultural and is let in farms of moderate size. There is one small village inhabited by tradesmen and others engaged in

APPENDIX No. VII.—*Continued.*

country pursuits. The persons who are on the poor roll are largely lunatic cases treated in the district asylum. Some of them have been chargeable for a long number of years.

This Parish of St Monans, on the other hand, is a rural parish with a large fishing village. The social condition of the fishing population varies with the success of the fishings, but they are industrious and as a class enterprising, and a living wage is obtained by practically all. The paupers are few in number and are chiefly old people who are without near relatives to support them. Industrially the village is entirely dependent on the fishing industry, the great bulk of the population being fishermen and their families, the remainder being fish-curers, coopers, carters, boatbuilders, with a few shop-keepers or general merchants. The landward population consists of a few farmers with their farm servants. The farmers are a well-to-do class, and the farm servants are such as are to be found in the best agricultural districts in Scotland. Considering the somewhat precarious nature of the staple industry, pauperism is not extensive, but there are a certain number of people who require help from the Parish Council, and there is also a class who are very little above the conditions of life of those who require relief. The population of the parish is 2,007, the valuation £6,559, the poor-rate 10d. per £, 5d. on owners and 5d. on occupiers. The taxation of the parish is somewhat heavy, as the inhabitants of the village have taken upon themselves the provision of water, drainage, and lighting, all of which are on a suitable scale for the needs of a population of that class.

3. Relief is, in my opinion, administered in both parishes in a judicious manner by the Councils, the members of which have personal knowledge of the condition of each applicant for relief. As a rule it is found preferable to give outdoor relief to those applying, but in doubtful cases recourse is had to relief in the poorhouse where the parishes have a right to send those chargeable to them. No special experiments of an unusual nature have been made in this direction.

4. In my opinion, if the applications for relief are properly investigated by the Parish Councils, outdoor relief is the more suitable way of dealing with them. For the most part the applicants are either persons who are in failing health, or those who are left with families of young children to bring up; and in both cases the requirements of the individuals and of the Parish Authorities are best met if the applicants for relief can remain in their home surroundings. It is, however, valuable to have the test of the poorhouse to apply to cases of a doubtfully deserving nature. The persons applying for relief are almost entirely aged and infirm or insane persons, as mentioned above. The fact that it is known that the Parish Council is most unwilling to give relief to those not deserving acts as a deterrent to those who would apply without sufficient cause.

5. The cases of pauperism are almost entirely the consequence of poor circumstances which have arisen not through the fault of those who are in that condition, but from the causes enumerated above or the loss incident upon the uncertain returns from the fishing industry. In the landward portion employment is readily obtained in agricultural work or in work ancillary to agriculture. Intemperance may in some cases contribute to pauperism, but it is not common. Fishermen are, as a rule, apt to be rather improvident, and the nature of their employment leads at times to the sudden deprivation of the breadwinner of the family through accidents at sea. The calling of a fisherman is a hard one and may possibly tend somewhat to shorten the lives of the breadwinners.

6. The persons who seek election as Parish Councillors are very well representative of the different classes of the community. They are, as a rule, elected without much contest, and are those who are looked up to by the rest of the community. They have a good knowledge of the duties required of them in administering the Poor Law, and give very careful personal attention to all cases that are brought under their view. They are fully alive to the necessity of safeguarding the interests of the ratepayers as well as doing what is right in giving relief at the public expense to those who are in necessity.

7. In my view it would be a very retrograde step to introduce a system of giving to able-bodied persons a right to parochial relief. The present system has undoubtedly worked well, and under it a distinctive line is drawn between the point where poor relief proper ends and relief to those out of employment begins. In my opinion, the function of the Poor Law Authority should be strictly confined to the first of these objects. Were it to be otherwise, it would be extremely difficult to draw the line between those who claim relief through real necessity and those who would claim owing to circumstances which may be entirely their own fault.

8. In the district with which I am acquainted I think that a body to administer Poor Law in each parish is the most practical system. The parishes are of a fair size. The areas and circumstances are well defined, and were the area to be enlarged, it would be less easy to have the intimate personal knowledge of those who required relief which is essential to a proper administration of the Law. It is true that, owing to the circumscribed area of the various authorities and their different social circumstances, the burden of rating must differ to a considerable degree. It is possible, however, by some judicious system of re-arrangement of grants in aid, as is done to meet the difficulties of small schools, that enough could be done to minimise the inconvenience and burden which are caused by these conditions. In any case, I am convinced that the area of actual administration must be a small one, and I would suggest that no change be made in this direction.

9. The reform which appears to me to be most necessary is one which would do away with the expenditure and trouble due to the decision of disputed settlements. At present these can only be decided by application to the courts of law, which not only imposes a considerable burden on the finances of the ratepayers, but is apt to lead to a certain amount of ill feeling between parochial bodies which might be obviated. I see no reason why power should not be given to the Local Government Board to decide all questions of disputed settlement. The courts of law have given judgment upon practically all the causes of dispute which are likely to arise, and the Local Government Board might have authority to submit any others of a similar nature for judicial decision if they thought fit. My belief is that Parish Councils would readily accept the finding of the Local Government Board in almost every case. In connection with this part of the subject I should like to add that in my view the operation of the Agricultural Rates Act has been of great value and has given complete satisfaction. A return to the system of taxation of agricultural tenants which was in existence before these Acts would be a great hardship to that class, the contribution asked for from an agricultural tenant based upon his rental being a very large one as compared to his actual income. Speaking in the abstract, I think that the proper way to assess the inhabitants for poor relief is upon "means and substance," but I am aware that it is held to be impracticable to put such a system into operation. At the same time there can be no doubt that the burden upon real property caused by rating is out of all proportion to that which is borne by other descriptions of property, and now that the value of land is so very largely diminished as it has been in the past thirty years, the burden of taxation has become excessive.

APPENDIX No. VII.—*Continued.*

APPENDIX No. VII. A.

Handed in by Sir Ralph Anstruther of Balcaskie, Bart.

STATEMENT showing actual burden of rates and taxes on an estate situated partly in the north of Scotland and partly in the lowlands.

Rental,		£7,297
Less stipends,		337
Gross income,		£6,960
Deduct charges as follows:—		
1. Jointure and family provisions,	£1,390	
2. Rent charges for permanent improvements,	314	
3. Expenditure agreed on under leases,	288	
4. Fire insurance premiums,	65	
5. Life assurance premiums,	894	
6. Claims by outgoing tenants,	4	
7. Expenses of management,	307	
		3,262
Net Income,		£3,698

Rates and taxes:

Heritor's assessment,	£47
Property and income tax and inhabited house duty,	308
Land tax,	47
Poor, school, and registration rates,	316
County rates,	279
Total,	£997

Exclusive of licences which are not obligatory though inevitable.

The rates and taxes are thus . . . . 5s. 4½d. per £ of available income. To this must be added the death duties, which, if on an estate of this size, if spread over thirty years—or an average generation—will add approximately . 1s. 8d. per £

In all approximately . . . . . 7s. per £.

It must further be observed that this burden of 7s. per £ is all income tax, and is exacted even when (through bad seasons, failure of tenants, or other causes) the income is not received by the owner.

APPENDIX No. VIII.

STATEMENT OF EVIDENCE BY DR A. ASHER, J.P., MEDICAL OFFICER FOR THE PARISHES OF THURSO AND REAY (CAITHNESS-SHIRE).

1. I am forty-two years of age, and hold the degrees of M.B., C.M. of Edinburgh University. I am a J.P. for Caithness, and Senior Magistrate of Thurso. I have been in practice on my own account in Thurso for the past eighteen years, and hold the appointments of parochial medical officer and public vaccinator for Thurso and Reay. I have also had some experience of the working of the Poor Law in several other parishes in the North of Scotland. I am one of the medical referees under the Workmen's Compensation Act.

(1) AN ACCOUNT OF LOCAL OPERATIONS FOR MEDICALLY ASSISTING THE POOR WITH MEDICINE AND ADVICE.

(a) *Sanitary Authority, Town Council, etc.*

2. At present there is a small hospital for infectious diseases at Thurso, managed by a committee of the Town Council and County Council, but which is quite inadequate for the needs of the district. Plans for a new and up-to-date joint hospital have been prepared, and have been sanctioned by the Local Government Board, and probably building operations will be begun at an early date.

3. In the town of Wick things are in much the same state, and a new joint hospital is being erected by the Wick Town Council and the County Council.

4. In certain infectious cases the County Council have paid for the medical attendance and nursing of patients in their own homes when they could not be removed to hospital. The Town Council are not in the habit of paying for such attendance.

(b) *The Poor Law.*

5. On the whole the Poor Law is very well administered in this county, but I think that the powers of Parish Councils might be increased with advantage; *e.g.*, the compulsory removal of paupers to the poorhouse when they get aged and infirm and have no proper person to look after them, also the compulsory detention and provision of suitable work in poorhouses for those of the dissolute and vagrant classes known as ins-and-outs, who are constantly drifting into the hands of the police and the Poor Law authorities, are powers which it is desirable for Parish Councils to possess.

6. In times of unemployment I consider that local authorities should have power to start public works and to levy a rate for that purpose.

7. In some parishes orders by the medical officer for extra relief (stimulants, etc.) have to be sanctioned by the inspector of poor. I consider that the medical officer should in all cases be able to order these direct, as the inspector is not always available, and much time is frequently lost.

8. The question of the *treatment of lunatics* in this county is one which should be inquired into. At present these are treated at Montrose Asylum, and the long railway journey and consequent expense are very objectionable features, especially as I think arrangements might be made for treating them in the county. There are two poorhouses in the county: one at Halkirk, capable of accommodating 150 patients; and another at Latheron, suitable for 50. Latheron is quite sufficient for the county, and is quite near to the railway. Halkirk poorhouse might, at a comparatively small cost, be transformed into a lunatic asylum quite suitable for the county.

(c) *Voluntary Effort.*

9. *Hospitals.*—Dunbar's Hospital is situated immediately outside the town of Thurso, and should be a most useful institution if the administration were placed on a proper footing.

Mr Dunbar, the donor, left the sum of £10,000, to be allowed to accumulate for twenty-one years. This was to be utilised in building and maintaining (*a*) cottages for twelve aged persons who had seen better days; (*b*) a general hospital. There are six cottages, and five of these are at present occupied by nine persons, who are provided with house, furniture, and coals, and a few shillings each per week for board. As regards the cottages, the donor's wishes seem to have been fairly well carried out.

10. The hospital seems to have been planned on too elaborate a scale, considering the amount of money at the disposal of the trustees, and is still incomplete. There are only two wards, capable of accommodating six or eight patients each, but there are several small rooms which could take two patients each. The administrative block is all that could be desired, and is sufficient for a hospital with 100 beds.

11. I enclose application forms for admission to the hospital and the cottages. From the hospital application form you will observe the cumbrous procedure that has to be gone through by patients seeking admission. After the form is filled in and the patient reported upon by his medical attendant and the medical officer to the hospital (there is only one), the trustees have to meet and sanction his admission.

APPENDIX No. VIII.—*Continued.*

12. The patients in the hospital are not of the kind for which it was intended, and are not ones likely to benefit by hospital treatment. There are four cases at present, two males and two females. One of the males has been nineteen years in the place; he went there suffering from ulcerated legs, and has, practically from the first, acted as light porter to the institution. The other three patients have been five or six years each inmates of the hospital, and appear to be still in much the same state as when they entered. None of them are suffering from any of the diseases which the donor wished to have a preference. It is just a home, and the only difference between the hospital and the cottages is that in the one the inmates get board and attendance, and in the other money for board. It is very difficult to get information from the trustees about the institution and the reasons for not utilising it to more advantage. The Town Council approached them in 1897, and the Parish Council in 1900, with the object of getting the hospital made more generally useful, but the trustees would give no information, and finally, I believe, ignored their letters.

13. The staff consists of a medical officer, who resides in Thurso and is paid a small salary, a governor and matron, who are husband and wife. The governor, before he got this appointment, was skipper of a small coasting schooner. The matron was formerly a midwife in Thurso, and did not have the training for one occupying such a position, but for the present requirements of the place she seems to be quite suitable. She does all the nursing without assistance. At present the hospital does not serve the purposes for which it was intended, and I consider that a searching inquiry should be made so as to put the management on a proper basis.

14. I believe that a considerable amount of the funds was invested in a mortgage on an estate in Orkney at 5 per cent. interest. This proved an unfortunate investment, as for some time no interest was received, and now the trustees only get about one-half of the interest that had been bargained for, so that the hospital suffers from lack of funds to carry it on properly.

15. I consider that we should have a permanent Commission for Scotland, with similar powers to the Charity Commissioners for England and Wales, or the duties of that Commission might be extended so as to include Scotland.

16. There are several trusts for the benefit of the poor in this district, which I think might with advantage be inquired into, and if they could be administered by a representative body or by representatives from public bodies acting along with the present trustees, there would be a fairer distribution than at present, and there would be less suspicion in the minds of the public regarding the distribution of these funds.

17. There are no medical clubs in the county, so far as I know.

18. We have a district nurse for the town of Thurso from the Queen Victoria Jubilee Institute. She is supported by voluntary contributions, and the Thurso Parish Council contribute an annual donation of £10. In Wick there are two district nurses and one at Dunbeath, but there are no others throughout the county.

19. There is considerable overlapping as regards money administered under the Poor Law and that administered by private trusts, and I consider that it would be a great advantage to have the Parish Council represented on these trusts, or to have a representative body to manage them all. There are cases where the distribution of these funds is practically in the hands of one individual.

20. The medical assistance of the poor in this district is provided entirely by the Parish Councils. In all cases where application is made to the inspector of poor for medical relief by persons not in receipt of parish relief, he sends the medical officer, who gets no extra remuneration for such work.

21. There is no doubt that the health of the community frequently suffers from want of suitable hospital accommodation. The district nurse does her work remarkably well, but of course she cannot be everywhere, and among the poorer classes the houses are much too small for the inhabitants in health, and when acute illness comes into a family living in a one or two-roomed house, one can readily understand the difficulties that are encountered.

22. If Dunbar's Hospital could be made available, even with its present limited accommodation, it would be an enormous benefit to the community at large, and many useful lives, which I fear are at present sacrificed from lack of proper medical assistance and nursing, might be saved.

APPENDIX No. IX.

STATEMENT OF EVIDENCE BY MR WILLIAM BAIRD, CONVENER OF LAW COMMITTEE OF GLASGOW PARISH COUNCIL.

1. I have been a practising solicitor in Glasgow since 1881. I was elected a member of the Barony Parish Council in 1895, and continued such till the unification of the Barony and the City parishes in 1898, since when I have been a member of the United Glasgow Parish Council.

2. I was sub-convener of the Appeal Relief Committee of the Council for the years 1895–6, 1896–7, 1897–8, and 1904–5. I was also convener of the Children's Committee from 1898 till 1904, and have been convener of the Finance and Law Committee from 1905 till now. Besides being Convener of these Committees, I have been a member of various Committees having to do with other branches of the Council's work.

3. The district which I have represented since 1895 is known as the "Dalmarnock and Calton Ward." It comprises nearly 14,000 electors, mostly of the industrial class. Living in this ward most of my life, and coming frequently in contact with the people—socially, politically, and otherwise—I know the needs of the various classes fairly well.

4. As to the administration of relief in the parish, that is wholly in the hands of the officials. The granting of relief lies with the members, except in cases of emergency, which are dealt with by the inspector. In granting relief two members a day sit apart five days a week to consider applications brought before them by the inspector. These applications amount on an average to seventy-five daily. The member sitting has to consider each case on its merits. Some of the cases are applications seeking renewal of relief, and the others are applications asking for relief for the first time.

5. The cases are very varied. One has to ascertain in every case whether the applicant is entitled to relief, and if so, what kind of relief—indoor or outdoor—should be granted. The first case may be that of an aged father or mother, or both, asking for help from the parish. One enquires as to their family's ability to contribute anything towards their support. It may be found some are able to give but are not willing, while others again may be willing but unable; but, in the majority of cases, there is an unwillingness and refusal to give, under the mistaken idea that, because the father has paid poor rates all his days as a citizen and householder, the poor rates should contribute towards his support when he is old or unfit for work. It is often found also that a married daughter, whose husband is earning good wages, declines to give anything towards the support of her indigent parents, because by the law of Scotland (1887) a married man is not liable for any of his wife's antenuptial debts except to the extent that he is lucratus by the marriage, and it has been held by the Courts that the alimenting of a wife's indigent parents is an antenuptial debt for which the husband is not liable. This gives rise to a great deal of heartburning and quarrelling in families in connection with their parents' support. The law, I think, might be altered in this respect without incurring any hardship. If this cannot be done, something ought to be done to instruct the Parish Council, in considering applications for relief, not to take sons-in-law into account. Of course it lies with the Parish Council to say what form the relief should take, *i.e.* whether indoor or outdoor relief. In many cases indoor relief is offered because the family should be able to support and will not do it. Some definite uniformity should also be adopted

APPENDIX No. IX.—*Continued.*

as to the amount of relief to be granted; at present there is no such uniformity. For instance, the Parish Council has one way and the Sheriff another. When a son has, say, a child or children of his own working, the Parish Council take into account the united earnings of the household in arriving at an opinion as to the ability to support a parent; while, on the other hand, the Court takes into consideration, before fixing the son's liability, whether he has a superfluity of means. If he has a superfluity the Court grants decree for a specified sum per week, say forty-eight weeks in advance. If no superfluity, the Court refuses to give decree, leaving it to the applicant to go to the Parish Council or not as he pleases. Not long ago I had the case of a widow who had been supported by the joint earnings of her two unmarried daughters. These two daughters married about the same time. The means of support was thus gone, and the mother was unfit for other than domestic work. Her sons-in-law, although able, were unwilling to support her in any way, and she had to apply to the parish for relief. If the moral obligation to support parents were impressed upon the families as well as the legal liability to assist them, it would be a good thing for all parties concerned.

6. Having ascertained that the applicant is entitled to parish relief, the next question is, Is it to be indoor or outdoor relief? This again depends upon (*a*) whether the applicant has a house to live in; (*b*) whether he can take care of himself, or has some one to look after him; (*c*) what the character of the applicant is; and (*d*) what is the state of his health. In many cases the applicant will not accept indoor relief under any circumstances, and as there is no compulsitor to enforce the taking of indoor relief, the applicant invariably jogs along the best way he can by begging, or by the assistance of neighbours and friends and others. It would in such cases be advisable to give the Parish Council, through its inspector, power to force these persons to enter the poorhouse in their own interest.

7. The next case may be that of a man with a wife and family asking for help on account of his inability to work from either chronic or temporary illness—it may be consumption or rheumatism, both very common complaints. The doctor advises that the man might be the better of hospital treatment, but when the hospital is mentioned, as a rule, he declines to go there. It is in the interest of the man, as well as his wife and children, that he should go and be treated for the purpose of being able to resume work; but all the same he declines to go, as he wishes to be beside his wife and children, a very natural desire, no doubt, but if it were an infectious illness the man would not be asked whether he would go to the hospital. He would be forced to go in the interest of the public, as well as of his wife and family. Some compulsitor is necessary in this direction as well. Strange to say, a man seldom refuses to go to an Infirmary or a Home; but mention to him the poorhouse or the hospital, and he immediately declines to go: and still the hospitals in connection with the Glasgow parish are as well equipped, staffed and accommodated, as any other Infirmary or Hospital in the country. Therefore, these large institutions are filled with a class of people who were not at first intended to be put into them. If there were no hope of betterment for the applicant, the Parish Council would not be disposed to send him to an hospital against his will, but would give outdoor relief in preference. Here the question arises as to the amount of relief to be given to the applicant in the event of outdoor relief being granted. That sometimes depends upon the mood of the members sitting on relief. It would be desirable to have a scale of outdoor relief fixed—at least a maximum and a minimum sum to guide the member in granting such.

8. The next case may be that of a wife whose husband has deserted her and her young family, it may be in a fit of temper, or after a very serious assault upon her. The husband may not be very far away, or he may have left the country, or he may be living in a model lodging-house under an assumed name. The only relief granted in such a case is the poorhouse. The wife may be a decent, hard-working woman struggling with a young family; and yet, when the man is apprehended for wife desertion, there is nothing done to him except being sent to prison, where he is kept at the expense of the State, his wife and family being meantime in the poorhouse, and his home broken up. In such cases the man should not be sent to prison, but made to work in some House of Correction or Labour Colony under the charge of the Parish Council, and his earnings used in the support primarily of his wife and children, he being detained for a given period of time there.

9. The next case may be that of a widow woman and her family seeking support. In that case outdoor relief is generally granted, and the applicant is placed upon the outdoor roll under the charge of a lady superintendent in the employment of the Parish Council, whose duty it is to visit the applicant's home periodically to give her counsel and guidance in the upbringing of her family, where that is necessary, and to see at the same time that the money given by the parish is spent judiciously and used carefully. Should it be found that the money is being wasted, or that the children are being neglected, they may be taken from her and boarded out in the country.

10. The next case may be that of drunken and dissipated parents applying for relief with a family of young children. In that case indoor relief is granted, the children being taken from them and boarded out in the country under suitable guardians, and kept until they are able to look after themselves.

11. Under the Poor Law Act of 1845, an able-bodied man out of employment, with dependants, is not entitled to relief, either indoor or outdoor. (*See* House of Lords' case, 1849.) In many cases this is a great hardship, and it would be as well if the law were altered in this direction; only to the extent, however, of granting indoor relief. A year or two ago a young man, whose case came before me, applied to the Board for assistance for his wife and two children. His wife was nearing her confinement at the time. He had been out of work for a while, but could get nothing to do, and having fallen behind with his rent, the landlord ultimately ejected him from the house. For two nights they had been in a shelter of some kind. He asked to have his wife and children taken into the poorhouse for a day or two, and let him do the best he could for himself till he got work. He promised that as soon as he got work he would come and take away his wife and children. A point was stretched in his case, and his wife and children were taken to the poorhouse, he being left to look for work for himself. A day or two afterwards he returned and stated that he had got work, and took away his wife and children, with the addition of another which had been born in the meantime. That may be an extreme case, but all the same it deserved some recognition and some assistance.

Thompson, 1849, 110 H.D., p. 179; affirmed *Hoy L.*, 1 Macq., p. 155.

12. In the case of drunken and depraved parents there is no compulsitor at present for taking their children from them, but there should be some power granted whereby the children could be taken from them.

13. An applicant for relief, if dissatisfied with the finding of the member sitting on daily relief, has a right to appeal to the Appeal Relief Committee, which consists of eleven members of the Board. This Appeal Relief Committee sits twice a month and disposes of appeals. The number of appeals monthly is between sixteen and eighteen. There is also a right of appeal from the Committee to the Board, but that does not very often happen—it may occasionally. Besides an applicant having a right of appeal, so has the inspector, and so has any Member of the Board, or any outsider on behalf of the applicant. There may also be an appeal to the Local Government Board.

14. In addition to the lady superintendent who looks after widows and children, there have also been a superintendent of outdoor relief and an assistant appointed who have charge of all the outdoor cases on the roll of the parish, and who make independent visits and inquiries on their own account. The result is that very frequently cases of fraud and imposition have been discovered, thereby saving several hundreds of pounds per annum to the Board. In the cases of boarded-out children, 95 per cent. of the total turn out well, and the Glasgow Parish Council have fully 2000 children boarded out all over Scotland. The boarding-out system has been a decided success, and if the public generally were fully aware of what was being done with the children in that direction, no one would grudge the rates spent on them.

15. The system of boarding-out consumptive patients might be permitted by the Board on the same lines as the children are boarded out. Doubtless it would be a great advantage in keeping down consumption and giving men and women a chance, with fresh air, good surroundings, and good food, to enable them to get back to work again for the support of themselves and their families.

16. As showing the work of the Parish Council in the case of the boarded-out children, a leaflet has been recently prepared and printed and distributed among the parties

entitled to outdoor relief, giving a few plain hints on personal and household cleanliness, attention to children and their training, ventilation of house, and attendance at church on Sunday. That leaflet has proved to be of great advantage to the parties getting them.

17. In the administration of poor-law relief a very serious problem is the enormous expense put upon the ratepayers, which, if the husbands and fathers had performed their legal and moral obligations, would not have been incurred at all; and it is a question for the Council to consider what is to be done to prevent or reduce such applications. To send a father or mother, or either, to prison is no use at all: the thing to do is to give some power to Parish Councils to confine him or her in a Labour Colony or some other institution where they would be forced to work, but, at the same time, not branded with the name of criminal.

18. The causes of pauperism are, to my mind, intermittent work, old age, drunkenness, immorality, improvidence, physical debility, and mental incapacity.

APPENDIX No. X.

STATEMENT OF EVIDENCE BY MR G. W. BALFOUR-KINNEAR, HONORARY SECRETARY, EDINBURGH PROVIDENT DISPENSARY.

1. The Edinburgh Provident Dispensary has been in existence for about thirty years, during which time over 200,000 patients have been treated either at the dispensary or in their own homes. This may have necessitated perhaps 1,000,000 attendances with the patients.

2. The dispensary is supported by voluntary subscriptions collected from the public mainly in Edinburgh. Its income is increased, however, by the small charges collected when possible for drugs dispensed. Fees are got from students who take midwifery cases and vaccination classes at the dispensary. The dispensary also has a lecture room which is let for a small rent to medical lecturers.

3. As this dispensary takes a small payment for dispensing prescriptions where the patient is able to give it, *it is not an institution which tends to pauperise the neighbourhood.* Some of the patients cannot pay, but most are able to give a few pence for their drugs. The class of patients treated are, however, almost all of the very poor.

4. The cause of the patients seeking assistance is invariably illness, as no form of assistance is given but medical.

5. I should say that there was little overlapping, as there is in bad seasons as much illness as the institutions for its relief can well cope with. There is, however, in the case of the Edinburgh Provident Dispensary, no co-operation with any other similar institution other than that there are similar institutions in Edinburgh with the same object, *i.e.*, relief of the diseased poor.

6. As to further co-operation, the committee of management has already more than once considered and rejected it. Amalgamations are always desirable to ill-managed or failing institutions if they can get a better-going concern to absorb them. The rejection by the committee was based on the grounds that the Edinburgh Provident Dispensary was doing excellent and useful work under the existing system, and that any co-operation or centralisation of management might cause loss of income from patrons who are interested in the dispensary as it is, but who might not be so interested were its individuality to be interfered with.

7. A central management for such charities could not possibly be carried on so cheaply as our management, which costs nothing; all the committee of management, including the treasurer and secretary, and even the auditors, giving their work free. The institution only pays a medical manager, medical officer, dispenser, and caretaker.

8. Another point to be carefully considered before taking any steps for amalgamation of charities is, that some are endowed or have invested funds, while some exist on their incomes "from hand to mouth." This would make the amalgamation of such charities a very difficult matter, requiring careful expert legal supervision, and necessitating considerable expense on the funds available for the amalgamating charities.

9. Centralisation of all such institutions as this under one head or management would be practically impossible, or extremely inadvisable, as the dispensary is not only a dispensary but a medical school. Dispensaries are necessary and convenient centres for students studying, *e.g.*, midwifery. In all cases, so far as I know, midwifery students are charged a fee for their practical dispensary course. It is a good thing for any dispensary to have as many students as possible and get as much in fees as it can. This is an incentive to having a good doctor to go with the students and to the careful attendance of these cases. Obviously in this case the stimulus of competition would be removed by putting one authority over all the dispensaries. Moreover, as this dispensary is not free, but takes where possible a very small fee from patients, it benefits a better and more deserving class than mere paupers, who would be content to take their medical attendance as charity; besides, as I said before, not pauperising the district. It would not be practicable to have free and paying dispensaries under the same management—who would pay from choice for what they could get free?

10. Unless Government interference takes the form of a grant by way of assistance, the less it deals with already thriving charitable institutions the better. It might, however, be practicable to have a central advisory committee, to which reports *must* be made annually by all charitable institutions. Such advisory committee could then issue most valuable reports and suggestions to the managers of the various charities.

11. I cannot speak of the sufficiency or otherwise of the other dispensaries in Edinburgh. But I know of the Edinburgh Provident Dispensary that the medical attendance is thoroughly competent and careful, and that the drugs dispensed are of the very best, being obtained mostly from Messrs Duncan & Flockhart. We are quite able to deal properly with all the patients that come to us, the average number of patients per year treated being about 7000, and the number having been in one year 12,391. That is to say, we are ready to treat 5000 more patients in a bad year than we do in an average year. This would imply that there is sufficient medical provision for the poorer classes of Edinburgh in this district.

12. In conclusion, I may say that the Edinburgh Provident Dispensary would be glad of and could make good use of a substantial grant from Government annually. To be certain of a fixed income would be a great advantage. The institution is, however, doing well, and was recently able, by a special appeal to the public, to pay off a considerable debt over its premises.

APPENDIX No. XI.

STATEMENT OF EVIDENCE BY DR JAMES BARRAS, DISTRICT MEDICAL OFFICER FOR THE PARISH OF GOVAN, AND MEDICAL OFFICER OF HEALTH, ETC., FOR THE BURGH OF GOVAN.

1. I am a Doctor of Medicine, and have been Medical Officer for the Govan District of the Parish since 1863, and Medical Officer of Health, Police and Casualty Surgeon for the Burgh of Govan since 1880, besides being previously in private practice.

2. *The Sanitary Authority* of the Town Council of Govan bury those, both old and young, when application is made on the score of poverty or inability, and when the medical officer can grant a certificate that the dead body, if not buried, becomes a nuisance under the Public Health Act.

3. The Town Council have a Distress Committee that attend to those who are unable to get work, and provide them with temporary employment. It is no part of their duty to medically assist the poor with medicine or advice, as this falls under the province of the Parish Council.

4. *The Poor Law* provides monetary relief to those who are proper recipients, and, in virtue of this, grants medical attendance, medicine, cordials, clothing, and relief of poor-rates, besides other rates at times. Where monetary relief is not given, owing to the conditions not requiring it, medical relief is fully given, and taken advantage of.

5. *Voluntary Effort.*—Many poor are assisted by voluntary effort over and above what they otherwise receive under the Poor Law.

6. Hospitals, both parochial and otherwise, exist to which the poor have easy access. Medical clubs are very general, and the members thereof, both adult and juvenile, are provided, for a small payment, with attendance and medicine. District and cottage hospital nurses visit and assist in medical and surgical cases when and where required.

7. The agencies mentioned neither overlap nor co-operate.

8. The Parish Council, in my opinion, fulfil the work and duty of medical assistance to the poor.

9. The health of the community in no way suffers owing to the insufficiency in amount or quality of the medical assistance at present available for the poor. In fact, they get more than many who have to pay rates for them.

10. There are two classes of poor—the genuine and deserving, and the self-imposed and undeserving, the latter being by far and away the more numerous, and gaining ground year by year, so much so that it has become quite a profession. A Govan "worthy," sometime dead, used to say that if begging were as honourable as it is profitable, there would be more at the trade.

11. *Drink*, I believe, accounts for five-sixths of the poverty at the present day. Then there is a class of men who are lazy and wont work, and will not want; and when anything happens to them in the shape of illness through their own vicious habits, they at once apply to the Parish Council, who have to provide for them. Some men desert their wives and families, and either leave the place or find themselves in a model lodging-house, often under a false name, when the deserted wife applies also to the parish, and monetary and medical relief are granted.

12. There is a class, a very large one too, who are known as "ins and outs," and cause a great amount of trouble and expense, and who just tramp the country, and they never have any difficulty in finding out the nearest inspector of poor. Something should be done to check this evil,—in fact, they simply play with the Poor Law.

13. Proper punishment is not meted out to those who either abuse their wives and desert their families, by merely being sent to prison, where everything is made comfortable for them. A bath, which is in fact a luxury, regular and good meals, and a clean bed provided, with a doctor, a chaplain, and a governor to see after them;—the only punishment, if any, is that they, for the time being, are deprived of their liberty.

14. Colonies ought to be substituted, where they should be made to work at one thing or another till they had recouped the rates for their own maintenance, and also for the monetary relief given by the parish during their confinement.

15. In a word, much could be said upon this problem, but the tendency of to-day is rather to encourage the present mode of public charity than to restrain and reform it.

APPENDIX No. XII.

STATEMENT OF EVIDENCE BY MR J. W. BARTY, LL.D., EX-CHAIRMAN OF THE PARISH COUNCIL OF DUNBLANE AND LECROPT (PERTHSHIRE).

1. I have been an active member of the old Parochial Board of the parish of Dunblane, and of the Parish Council, in administering the Poor Law Acts, for more than forty years. I have been Chairman of the Parish Council continuously since 1895. I have also been a member of Parish Boards and Councils in many other parishes, in Perthshire, Forfarshire, Stirlingshire, etc. By profession a solicitor, I have for a long period conducted an extensive business in that capacity, and also as a land agent and factor, which has necessarily required me to take an active part in municipal and county business. As Secretary of the Incorporated Society of Law Agents in Scotland, I have been associated with that body for many years in suggesting and carrying through new legislation and in amending existing laws connected with Local Government.

I am the Procurator-Fiscal or Public Prosecutor for the Western District of the county of Perth.

2. Dunblane and Lecropt parish has an area of 24,000 acres, and a population of 3,812. It contains police burgh of Dunblane and two villages.

3. *Industrial Conditions.*—A few considerable public works, viz. cotton printing and beetling mill, wool spinning mills, etc., giving employment to from 600 to 700 people; usual building trades and shopkeeping; landward part of parish entirely agricultural and pastoral.

4. *Social Conditions.*—Landed proprietors in parish are resident for considerable portions of year. Farmers and their families in comfortable circumstances. The town of Dunblane contains a large number of villas, many of them occupied by retired professional and business people. The working classes, having regular and steady employment, ought to be considered well off. During summer months there is a large influx of visitors and families from other towns, who reside for weeks and months.

5. Relief is administered strictly in accordance with the regulations of Local Government Board. All applications for relief come through the inspector, who immediately calls at homes of applicants and investigates into circumstances. Medical officer makes his report. Temporary relief granted where necessary. Otherwise all applications dealt with by Parish Council at periodical meetings, or by relief committee on emergency or urgency.

Aliment paid fortnightly. Roll of paupers revised twice a year, but many of the cases on roll are reported on and reconsidered at shorter intervals. Inspector continually in touch with poor at their homes.

APPENDIX No. XII.—*Continued.*

Besides the services of the medical officer, a resident trained nurse is available every day to attend on the outdoor poor.

6. In this parish almost the whole of the paupers on the roll receive outdoor relief, but there are cases which can only be dealt with in the poorhouse. The Parish Council has a share in a combination poorhouse, and finds it absolutely necessary to have the power as well as the means of providing for many cases in the poorhouse. The treatment in the poorhouse, especially the hospital treatment, is now so much improved, that the Parish Council should have fuller powers to send certain classes of cases to poorhouse, and to keep them there until medically certified fit for discharge.

The accommodation for this parish in the poorhouse is eight beds, but additional temporary accommodation can be had when required.

7. The classes applying for relief are :—

(*a*) Aged persons of both sexes, past the time for work or suffering from disease, etc.

(*b*) Widows, old and young, with children, almost entirely belonging to the lower classes.

(*c*) Vagrants and unemployed in search of work are the overwhelming class of applicants for relief in this parish, and have been since the Poor Law Act of 1845 came into existence, the town of Dunblane being on the main road between north and south of Scotland. The applications are daily, and number many hundreds in a year.

8. For many years a strict and uniform method of dealing with these applications has been acted on, which has been supported by the Parish Council, and approved of by the Local Government Board officials. It depends on the vigilance and painstaking of the medical officer and inspector, and the occasional assistance of the police.

9. As a rule the able-bodied of both sexes are refused relief. The old, infirm, deformed, mothers and children receive a night's shelter, and in some cases food, or sent to the poorhouse. Money is never given.

This method does not suppress vagrancy, but it has been found to keep it within reasonable bounds. About twenty-five years ago the old Parochial Board expended a sum of from £50 to £70 annually on vagrants. The sum now expended does not exceed £5 per annum, the number relieved for last three years being :—

		1904.	1905.	1906.
In lodging-house	Males,	20	52	49
	Females,	33	66	41
	Children,	37	34	28
In poorhouse,		12	4	2
		102	156	120

10. The causes of pauperism are :—

(*a*) Intemperance.
(*b*) Disease and infirmities of body and mind.
(*c*) Improvidence among lower classes.

11. All classes have been represented on Parish Council—landed proprietors, their factors or agents lawyers, farmers, clergymen, tradesmen, superior working men.

12. *Relief to Able-bodied.*—A right might be given to afford relief in exceptional cases, and in the discretion of Parish Councils, but on no account ought a right to demand relief by able-bodied men and women be given. Where the provisions of the Poor Law Act of 1845 have been carefully interpreted and administered, there has been no ground of complaint, so far as the relief of the poor, as defined by that Act, is concerned. Care should be taken that no fundamental alteration should be made on the law of Scotland regarding right to relief.

13. I consider it unnecessary and inadvisable to change existing areas, viz. the parishes. An area of moderate dimensions enables both the officers and members of Council to know personally the position and circumstances of paupers and applicants for relief.

In Parish Councils Act, 1894, power is given to Secretary for Scotland, on application of Parish Councils, Town Councils, and School Boards, to create new and alter existing areas. It might be desirable to include Local Government Board among bodies having right to petition Secretary for Scotland on this matter.

14. The following reforms in the law or practice are recommended :—

(*a*) Establishment of labour colonies at convenient centres, under State regulation and control, for unemployable, vagrants, etc., and also for wife and child deserters. Sheriff would require to have power, and on petition of Parish Council, to compel persons suitable for this treatment to remain in such colonies for fixed period.

(*b*) Power on Sheriff's warrant to remove and detain in poorhouse or other homes, sick and aged persons living alone in an insanitary condition, and having no one to attend to them ; also feeble-minded mothers of illegitimate children ; and to detain in poorhouse "ins-and-outs" who go out and in without reasonable cause.

(*c*) Children brought up by Parish Councils to be under their care until they are sixteen or able to support themselves ; and Parish Councils to have power, by warrant of Sheriff, to compulsorily remove children of dissolute, drunken parents from their care and place them in suitable homes elsewhere, and Sheriff to have power to decern against parents for portion of cost of their support.

(*d*) Parish Councils should be represented on District Lunacy Boards in county areas.

(*e*) Consideration of question whether Local Government Board should have increased powers to deal with disputes as to settlements of paupers, etc., between parishes, and to arbitrate therein, where no question of principle or of wide general interest is involved.

(*f*) *Borrowing Powers.*—Amendment of Section 62 of the Poor Law Act of 1845 by substituting sub-sections 5 and 6 of section 28 of the Local Government (Scotland) Act, 1894.

APPENDIX No. XIII.

STATEMENT OF EVIDENCE BY REV. DAVID BEATT, D.D., CHAIRMAN OF THE ACTING COMMITTEE OF THE ASSOCIATION FOR IMPROVING THE CONDITION OF POOR IN ABERDEEN.

1. I am Senior Minister of Belmont Street United Free Church. I became a member of the acting committee of the Association for Improving the Condition of the Poor at its origin, and have remained a member ever since. In my ministerial work, and also in other departments of public activity, I have been interested in the poor, and in the questions associated with poverty.

A Charity Association.

2. The Association for Improving the Condition of the Poor was originated thirty-seven years ago. Considerable expectations were created at its origin. Its attitude towards the poor was to be that of kindly sympathy and generous helpfulness. It proposed to tide the poor over periods of occasional distress, and prevent at least some of them from seeking parish relief.

3. The acting committee of the Association has consisted of forty members, who have always been elected by the subscribers from among the professional and commercial classes, including employers of labour. They have retained the confidence of the community, and funds have been readily contributed for ordinary expenditure, and also for

APPENDIX No. XIII.—*Continued.*

periods of special distress. The benevolent citizens have made the Association the medium of their charity, and have reported to the secretary the cases they desired to assist.

The city was divided into sections, and in each section visitors were selected. These visitors were only expected to visit when cases of distress were reported to them. They made careful inquiry into each case as to habits, character, and circumstances; they scheduled the information received; they recorded their own opinion; they granted immediate relief when the distress was pressing; and they forwarded the schedules to the office. Connected with each section and group of visitors there was selected a district shop which furnished the provisions entered in the visitors' orders.

4. The forms of relief have been—(*a*) grants of provisions; (*b*) admission to the workshops to make up firewood; (*c*) furnishing to parties stock to start as pedlars, etc.; (*d*) granting loans on adequate security (this form, however, has now altogether ceased of itself); (*e*) paying fares to those in search of work, and who wished to be near friends for support; (*f*) bringing workers and employers together, mainly for temporary engagements; (*g*) collecting and distributing old clothing, also providing boots for school children: latterly two funds have been handed over to the Association to administer, adding another form; (*h*) granting weekly allowances in money for a limited time to the sick poor.

Successes and Failures.

5. The Association has been successful in relieving real distress, and in guiding the benevolent to a wise expenditure in their charity. During exceptional times of distress in the community the Town Council has recognised its management and organisation by seeking its co-operation. The Association has also done much to suppress public begging, to protect the citizens from being imposed on, and to warn against the evils arising from indiscriminate charity.

6. The Association has not been in any continuous connection with the better artisan class. They have had their own trade and friendly societies when temporary assistance was required; but, specially in prolonged cases of sickness, when the society allowances have been reduced, the Association has been sympathetic and generous. These allowances have often been supplemented for over several weeks, and until, as a rule, the workman was able to resume work. It is only in this way that the Association has helped the better artisans. Its workshop would not have been agreeable to them.

7. The Association has had to deal mainly with the unskilled labouring class, and with such of the artisan class as had fallen out of the ranks through bodily weakness or loss of character. It is difficult to say whether the good this class receives is more than temporary. The discipline of the workshop may be helpful; also the short terms they are allowed to remain at a time always remind them of their need of self-reliance and keep the spirit alive.

8. In the event of the new District Committee being enabled to deal with the unemployed, the sphere of the Association will be greatly curtailed. This part of its work at least will be almost taken off its hands. Only those not qualified by residence or who are weakly will be left to the care of the Association.

Co-operation among Charities.

9. It was expected that the Association, as years passed, might secure some co-operation among the charities of the city. Its acting committee was fitted to give all necessary confidence to parties. It was thought that a list of all the beneficiaries of the various charities might be kept in the office of the Association. It was also thought that those distributing funds among the poor might avail themselves of the information to be found in the Association's offices regarding deserving and undeserving persons. It was even thought that several of the charities might have been handed over to the Association for administration.

10. These expectations have been largely disappointed. The Association has offered its services and information to all who were entitled to the same. The Society for the Prevention of Cruelty to Children and the Bible-Women's Missions have received help from the Association, mainly in the matter of clothes and shoes. On the other hand, the Association receives the Soup Kitchen's checks for distribution. Only two funds have been handed over to the Association to administer, viz. Reid's Accident Fund and The Sick Man's Society Fund.

Seven or eight others have recently promised the names of their beneficiaries.

11. It is impossible, however, to secure common action among the charities, and the various trustees or directors are not altogether to be blamed.

(*a*) There are funds belonging to classes with which the administration of the Association does not come into contact. They are meant for gentlewomen, and privacy in their allotment is reasonably sought.

(*b*) There are charities under the Town Council and various bodies of trustees, in favour of decayed tradesmen, widows, spinsters, domestic servants having good records, and there is also a reasonable desire to invest their administration with at least as much privacy as can be secured.

(*c*) There are several funds for distributing coals in winter, for assisting families in cases of sickness, and for other and similar good purposes. Very often these are district funds, and their administration is confined to restricted areas.

12. When all allowances, however, are made, there is room to believe that the funds intended for the poor, and which provide food and fuel, etc., could be more economically managed and better distributed were they all brought together to one centre, or, at least, if those administering them recognised each other by some form of co-operation.

Legal Relief and Voluntary Relief.

13. It is impossible to go back on legal provision for the poor. That has become to some extent a necessity, and even its extension is required, if public opinion is to be trusted. But whatever extension may be required, there is a limit somewhere, for legal relief has the accompaniment of a public danger. It would be disastrous to the poor themselves if there was nothing but a legal provision. There is a large measure of casual poverty with which voluntary charity alone can deal successfully. It requires the personal and human element, without which self-reliance would be weakened or perhaps destroyed. If such casual poverty secured legal assistance, it would make little effort to recover itself.

14. There is also the grave consideration that the sources of public charity would be dried up, and vast loss would necessarily result in the decay of benevolence and generous sympathy. It is true that this innate charity in the general community might to a large extent be preserved in the churches. They have as a rule their charitable organisations and funds, but it is doubtful if even the churches would be able to maintain their efforts in behalf of the poor. The argument would acquire increased force, that since legal provision existed, there was no need to do anything. At least the churches' charity would settle into a mere effort to supplement where the legal relief seemed inadequate.

APPENDIX No. XIV.

STATEMENT OF EVIDENCE AS TO THE MEDICAL ASSISTANCE OF THE POOR IN THE COUNTY OF ORKNEY, BY BENJAMIN DAVID CRAIGIE BELL, L.R.C.P. and S.E., J.P. FOR ORKNEY; MEDICAL OFFICER TO THE PARISH COUNCILS OF HOLM, ST ANDREWS, AND DEERNESS, FIRTH, ORPHIR (THESE ARE SMALL PARISHES ALL RADIATING FROM KIRKWALL, THE COUNTY TOWN); JOINT MEDICAL OFFICER TO THE PARISH COUNCIL OF KIRKWALL AND ST OLA, AND THE ORKNEY COMBINATION POORHOUSE, WHICH IS IN KIRKWALL; ACTING MEDICAL OFFICER TO THE LOCAL AUTHORITY, KIRKWALL; MEDICAL OFFICER TO H.M. PRISON AND H.M. POST OFFICE, KIRKWALL; MEDICAL OFFICER (TO NORTHERN LIGHTHOUSE COMMISSIONERS) FOR AUSKERRY AND FAIR ISLE LIGHTHOUSES; MEDICAL OFFICER UNDER THE ELEMENTARY SCHOOL TEACHERS (SUPERANNUATION) ACT, 1899; MEDICAL REFEREE UNDER THE WORKMEN'S COMPENSATION ACT.

1. I have held the above appointments for longer or shorter periods, and still hold them. I have been in general practice in this county since December 1884, over twenty-two years. During the whole of this time I have been daily, practically engaged, with the administration of Poor Law Medical Relief. In February 1903, I gave evidence before the Departmental Committee—Medical Relief to the Poor (Scotland), which will be found on pages 197 to 205 of Minutes of Evidence.

Sanitary Authority, Town Council, &c.

2. The Kirkwall Sanitary or Local Authority, when requested, provides the cost of removal of paupers or other destitute persons when suffering from diseases to be notified under the Infectious Disease (Notification) Act, to the Balfour Fever Hospital, Kirkwall, where the Local Authority has beds. The medical officers to Parish Council attend to the paupers, while other patients are attended to by their private doctor. In a few special cases the Local Authority pay the family doctor's fees, but as a rule the doctor looks to the patient for payment; if the patient is unable, the doctor attends gratis. The Local Authority pay annually towards the funds of the hospital £25. The Hospital Trustees supply board, food, nursing, and, in addition, to very poor persons, medicines. It is found that the public having their own family medical man to attend them in the Fever Hospital, tends to the Hospital being almost universally utilised by all classes of the community. The public voluntarily subscribe towards the funds of the hospital according to their ability to do so. The Local Authority occasionally pay for the medical treatment, and medicines of very poor persons (while suffering from infectious diseases), in their own homes. In all cases supervise the disinfection and isolation.

specially ealth Re- orts for 02, 1903, 06.

3. For the last few years as Medical Officer to the Local Authority, in my annual Health Reports I have given advice on various points, such as infantile mortality; the advisability of consulting the family physician before a young person's career in life is arranged for; the cause and prevention of diseases, with special reference to tuberculosis and the housing and surroundings of the poor. I enclose my Health Reports for the years 1902 to 1906 inclusive, which give a pretty detailed account of the health conditions of the burgh for the last five years. It will be noted that the infantile mortality, birth-rate, death-rate, are all comparatively low; that a great proportion of the deaths are of persons over sixty years of age; that the tubercular death-rate is gradually decreasing; while since the adoption of the Dairies, Cowshed, and Milkshop Order, there have been many fewer cases of infectious diseases; that the prompt isolation of infectious cases in Hospital checks the spread of disease, and allows the healthy members of a household to resume their ordinary avocations. The Local Authority inserted these health reports in the local papers, which practically circulate in every house in the county.

specially ortions of eports for 902 and 1903.

4. The County Local Authority circulate leaflets on the prevention of tuberculosis. I would be obliged if your Commission embodied any portions of my enclosed Health Reports they think advisable, as a part of my evidence, which I understand will be published.

The Poor Law.

ee Poor Law Medical Relief

5. Now that every parish in Orkney is a reciprocating parish, the Medical Officers paid by salary in place of fees, the medical aid to paupers is on a much more satisfactory footing than it was a few years ago. The evidence I gave in February 1903, before the Departmental Committee (Scotland), Minutes of Evidence, par. 5678 to 5847, touches on many of the points on which information is requested in the present enquiry. I should wish that my present report be understood to include the before-mentioned evidence, with the reservation that medical supply has been much facilitated during the last few years by more frequent means of communication by land and sea.

(Scotland), pars. 5821 to 5824.

There are, however, several matters to which I will call special attention.

6. I am strongly of opinion that Poor Law Medical Relief and medical assistance to the poor would be enormously benefited by the Medical Officers to Parish Councils having the power to appeal to the Local Government Board before dismissal. Being thus more independent, they would be in a position to put forward suggestions for the improvement of local administration. The Medical Officer often being the only doctor in a large district, his duties in an isolated parish are much more comprehensive and responsible than in a town—Granting certificates as to the mental condition of patients; reports as to the conditions under which lunatics and children, boarded out in private dwellings, are residing; reports to School Boards as to non-attendance of scholars; reports to the Procurator-Fiscal regarding sudden deaths and criminal offences; the ordering of extra nourishment and advising as to improved surroundings of the legal poor; the certifying of applicants for parish relief; certifying of paupers as to whether fit to be removed to poorhouse; the advising of the public generally as to isolation of infectious cases and sanitation (though supervised by the County Medical Officer of Health, the local doctor has to initiate proceedings). All of which show that medical officers' duties are often of a most delicate nature, requiring great tact and firmness, as between the interests of the Parish Council, the public, and the pauper. This indicates the necessity of his official position being an independent one.

Pars. 5839 to 5847.

7. Taking Orkney as a whole, there is no absolute destitution as known in our large cities. The great bulk of the paupers are old people, who have outlived their power to earn their livelihood; any little savings they had, having become exhausted. The drifting of old people, past work, from the county districts into the burghs, where they gain a residential settlement, is a hardship on the town ratepayers. This might to some extent be obviated by making a general rate for the county, and thus avoid litigation as to parish of settlement. There is a certain proportion of the population who become chargeable at an early age, through the death of relatives. Others have broken down in health before middle life. The latter do so, in many cases, from their diet in early life being an improper one. This is not from want of means, as the wages of the working class are much higher than they were a generation ago, but a change in the habits of the people—want of thrift being a cause. There has been a great change in the diet for the worse during the last twenty years. Travelling van shops, take tea, white loaf bread, and other luxuries, to every house in the country, which take the place of porridge, milk, oatmeal cakes, bere-meal bannocks, and other forms of farm produce. Far less fish is caught locally or used. Most of the eggs on a farm are sold, as well as a good proportion of the butter, for which is substituted jams and jellies. Very little animal food is

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consumed. The selling of cattle and sheep being the small farmers' means of paying his rent.

8. There is a small proportion who fall on the rates from what is usually called their own vices—intemperance, and so on, but which should be more scientifically put down to low mental development, with want of inhibitory power. A certain proportion of these would be much better under State control, made to work for their livelihood, rather than left at large, to propagate a more degenerate type than themselves.

Medical Supply to Paupers and the Poor Generally.

9. The law of supply and demand during recent years has brought medical aid, with few exceptions, within reach of the poorest. Those who are paupers are, under ordinary circumstances, amply provided for. The telegraph to every district in Orkney, with the exception of a few of the smaller inhabited islands; the nearly daily post, good roads, and several local steamers, have all revolutionised Orkney. At the same time, to extend the telegraph to the remaining smaller islands would be a great boon to patients and doctors alike. On several occasions, by means of the telegraph, I have been able to give medical advice to light-keepers at Fair Isle, where there is a good stock of drugs, which can be dispensed by the head light-keeper, also by the district nurse. Before the arrival of the certificated nurse, I on one occasion instructed by telegram an untrained (though very intelligent woman) to conduct and complete the third stage of child-labour in a primapara, which terminated successfully for both the mother and child.

10. There is still in Orkney and Shetland necessity for the State having a more direct control over medical supply.

11. The Local Government Board should appoint, fix the salary, and have the sole power to dismiss medical officers, as stated in my evidence in 1903, par. 5820. For all the islands it would be a great advantage if the Local Government Board had a list of "locums" who could be sent to these islands on receipt of a telegram when the ordinary local doctor became ill. I have known several instances of doctors having permanently injured their health, by having to continue their official duties, while really not physically able to do so. (See pars. 5828-5829.) When, after considerable delay and anxiety, a locum has been secured, as far as I can learn, the parish doctor has had to pay for the locum.

See Poor Law Medical Relief (Scotland), pars. 5828 to 5829.

Removal of Paupers to Hospital for Operation, or Requiring Special Treatment or Nursing.

12. The Parish Council of Kirkwall and St Ola have an arrangement with the Balfour Hospital, Kirkwall, whereby, when a pauper who has no dependants is sent to hospital, the pauper's allowance is paid over to the hospital as long as the pauper is there. The Parish Council's medical officers attending to the paupers for their usual salary. I suggested this arrangement some years ago, owing to the difficulty of getting paupers to go to the poorhouse. See pars. 5697 to 5709 Poor Law Medical Relief (Scotland). The case of Barbara King, referred to in the Departmental Committee's Report, 1904, page 83, par. 169, and in the *Poor Law Magazine*, 1893, page 387; case of Procurator-Fiscal *v.* Sinclair, 3rd May 1893, in which an inspector of poor was prosecuted. This case has made it quite impossible for the Orkney Combination Poorhouse to be used as a test of pauperism. This unfortunate state of affairs is a great hardship to all concerned (not least of all the paupers) in the administration of the poor law, and will continue to remain so, till the law gives Parish Councils compulsory powers, under a medical certificate, and the Sheriff's warrant to remove a certain clearly defined class of paupers to the poorhouse.

Pars. 5697 to 5709.

13. All Parish Councils in Orkney, with almost no exceptions, on the advice of their medical officers, would, I think, send paupers to infirmaries for special treatment. In my own experience, Kirkwall has frequently done so. The numerous steamers to Aberdeen and Edinburgh make this quite feasible.

Pauper Children.

14. Pauper children who are orphans, or have no one to look after them, are much better boarded out in private dwellings (selected by the Parish Council), than in poorhouses. They thus mix with the general public, and become identified with them. They lead a much freer, healthier, happier, and more normal life, cultivating powers of observation, self-restraint, and initiation, than is possible in an institution where everything must be done according to given orders and routine. These children should, if possible, live in the country, but within easy distance of a school. I enclose a photograph of two pauper orphans who are boarded in their grandfather's cottage. He is a farm labourer. Both parents of the children died of tuberculosis.

15. Pauper children boarded out should be visited, and reported on, much in the same manner as pauper lunatics.

Indoor Medical Service.

16. My opinions regarding poorhouse management in Orkney will be found in Minutes of Evidence (Poor Law Medical Relief (Scotland), February 1903, pars. 5710 to 5819). Owing to the difficulty in getting a suitable servant this spring for the poorhouse, one of the maids having fallen ill, I am inclined to suggest that a nurse who was also able to do a certain amount of rough work, as cleaning, would be of great service. There seems to be an increase of aged frail persons in proportion to the total number, which remains about the same as formerly; perhaps on an average thirteen.

Pars. 5710 to 5819.

Lunatic Paupers.

17. The lunacy rate is very high, and a great burden on the ratepayers. The more isolated and impecunious a district is, the higher the rate. As far as Orkney is concerned, this burden seems to be on the increase. It is not easy to be sure that there is an actual increase of lunacy in this district; but as the more energetic members of each family emigrate, there is a strong suspicion that there will be in the near future.

18. From more humane ideas as to what is necessary for the comfort of lunatics, and the protection of the public, more weak-minded persons certainly come under official cognizance, with consequent increased expense. Owing to the population being more fully occupied than formerly it is almost impossible to get caretakers to look after at all troublesome lunatics, except at a figure which is higher than in an asylum. This is especially noticeable in the burghs, where lunatics are apt to be more in the way of the public than in a rural district. Harmless lunatics who are boarded out in private dwellings in the country are very well and economically looked after. The weekly sum, from 6s. 6d. to 8s., paid to the caretaker, is a great boon to many a small crofter's family. Those lunatics who are still able to enjoy life are certainly much happier than in an asylum. There are many little pieces of simple work about a farmhouse which keeps them, mentally and physically, usefully employed. A good feature of this system is, that the lunatic's room, clothing, bed, and person are an example to the neighbours, and much above the average of the ordinary outdoor pauper.

19. The local medical officer makes at least four surprise visits yearly, and certifies for the Lunacy Board's information the conditions under which the lunatic is being kept. An Inspector of Lunatics makes a surprise visit annually to supervise local administration. I am strongly of opinion that, in all cases where a caretaker is paid for looking after ordinary non-lunatic paupers, the pauper should be inspected frequently, in the same manner as lunatic paupers. In isolated districts, the annual visits of the Lunacy Inspectors are much appreciated by the Parish Councils' Medical Officers, who are glad to get in touch with the most modern exponents and methods of Poor Law and Lunacy Medical relief and administration. If the State defrayed the whole or greater part of the expense of the care of pauper lunatics, acute cases would be earlier put under treatment locally, or sent to an asylum, with a much greater proportion of cures.

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BRITISH MEDICAL ASSOCIATION SCOTTISH COMMITTEE—POOR LAW SUB-COMMITTEE.

20. I may state that I agree almost entirely with the above statement, submitted to your Royal Commission on 6th May 1907, reserving my opinion as regards the recommendation made by the Vice-regal Commission in Ireland, which I have not had an opportunity of reading. If the proposal is to introduce a system of national medical supply to the public generally, in the Highlands and Islands of Scotland, including Orkney, each district and parish would have to be considered on its own merits. There are many districts in this county where there is no necessity for such State aid to the public generally. This will be referred to again later. (See Paragraph 28.)

VOLUNTARY EFFORT, ETC.

21. The Balfour Hospital, Kirkwall, managed under trustees, is the principal voluntary effort. Duncan J. Robertson, Esq., Clerk to the Trust, could send you a history of the hospital and statistics as to number of patients treated, expenditure, etc. This history is in print.

22. The trustees have two hospitals, both in Kirkwall, the centre of the county—one a general hospital, the other for infectious cases. Fifteen beds are available in each hospital. There is a certificated nurse in each building. The hospital has a small yearly income from interest of capital; the public also subscribe annually. The Local Authority of Kirkwall and the Mainland District Committee each subscribe £25, for the convenience of sending notified infectious cases to hospital. The trustees provide for patients in both hospitals board, lodgings, nursing, and in many cases (medicines in addition) gratis.

23. The medical attendance is a private arrangement between the patient and the doctor, the patients call in to attend them. The four doctors practising in Kirkwall attend to the patients. The doctor looks to the patient for his fees. If the patient is too poor to pay any fee, the doctor attends gratis, unless the Local Authority, as they have done in a few cases, pay the doctor's fees, for notified infectious cases. The trustees take no responsibility as regards the doctor's remuneration.

24. The doctors even, when attending gratis, find the hospital a boon, having the patient near at hand. The public of all classes utilise the hospital, especially country patients suffering from surgical ailments; and all parts of the mainland, including the burghs, for notified infectious cases. The arrangement as to the patient, when able, paying the doctors, preserves the public's independence, and does away with one of the great objections to hospitalism, as abused in many of our large cities, and in many cottage hospitals south of the Pentland Firth. In fact, I am certain that the trustees' policy is a wise one for all concerned, not least the public. The public, and their private doctor at a distance, having the choice of the four doctors in Kirkwall, conduces to the popularity of the hospital. If for any special reason a doctor at a distance undertook to be responsible for the treatment, the trustees do not object. In my experience, two or more specialists from the south have seen and operated on cases in the hospital, the Kirkwall doctor carrying on the after-treatment. Members of the public, in addition to paying medical fees, often give, on leaving, a donation towards the funds, to cover their outlays in food and medicines.

25. This is perhaps done most often by patients in the fever hospital. The fever hospital is a great saving to the rates. During the last seven and a half years there have been 138 patients in the fever hospital from the burgh, with the low mortality of three deaths. There have, of course, been county patients, but I have not statistics at hand.

STEWART'S TRUST.

26. This Trust sets apart the sum of £10 annually, to be utilised for supplying medicines to poor persons who are not in receipt of parish relief, on the understanding that the medical man attending patient is charging no visiting fees. The medicines are supplied by prescription through local chemists.

27. The Aberdeen Town and County Association for Teaching the Blind have a branch in Orkney, at whose request an eye surgeon from Aberdeen visits Kirkwall and Stromness once yearly. The local doctors recommend patients to him. The greater proportion of the patients obtain free tickets through the Association's local secretary; a few pay the surgeon a small consultation fee. The arrangements made are found convenient both by the public and medical practitioners.

MEDICAL CLUBS.

28. There are several medical clubs in Orkney, only one in the mainland. Opinions differ as to the necessity and advisability of such clubs. Male doctors, as a rule, consider them unnecessary except in very rare circumstances; while lady doctors (who are employed by the smaller inhabited islands) seem to consider they are a mutual convenience to doctor and patient. The Parish Council and medical club in an island each give a salary; the combined salaries varying from £50 to £90 sterling, according to the size of the district. The doctor visits the paupers, for his Parish Council salary, while he has fixed fees for attending the members of the club. The public's alleged reason for the existence of the clubs is that their salary, along with the Parish Council's, enable them to get doctors more easily. This may be the case as to the smaller islands, where the gross income to be earned does not exceed £160, but is not the case in the larger islands, where a doctor could make a fair income, and probably a larger one than when the fees are fixed by a medical association. All classes as a rule, with very few exceptions, join the medical club, and take advantage of the fixed scale of fees. Most doctors, and many of the public, consider that people above a certain rental should not take advantage of the club's scale of fees. Most doctors would prefer to be able to modify their fees according to their patient's financial position, which, at the rate fixed, they are not able to do.

29. The poorest people, not paupers, are sometimes unable to pay even the club's fees. In some parishes the sum paid the doctor for the visits to paupers is much in excess of what his work among paupers would entitle him to; so that he, in this way, can perhaps visit poor persons gratis without pecuniary loss. The salaries paid to parish doctors in the islands in proportion to the numbers of paupers is much higher than in the mainland of Orkney, where there are numerous doctors, and more competition for practice. I enclose an article on Medical Practice in the island of Eday, where there is a medical association (by a former lady doctor, Miss C. E. O'Connor, M.B., Ch.B., Edin.).* It is probably a fair sample of the method of working such clubs in Orkney, though in the larger islands the total gross amount of earnings, including Parish Council and club's salaries, may rise to £300 or £350 per annum.

30. Personally, I consider that in an island, or isolated district, where there is only one doctor, there is no objection to a medical club, *provided the medical officer to Parish Council cannot be dismissed without the sanction of the Local Government Board, who, in my opinion, should in the first instance have appointed the medical officer to Parish Council.* In this case the parish medical officer, if a capable man, could, very shortly after getting to know the local circumstances of his district, so advise the club that they would soon see it would be for their mutual advantage to fall in with the doctor's views as to how the club should be managed. In the smaller islands I am rather of the opinion that the doctors, especially the ladies, would prefer to live in lodgings than in a house, the outlays being less. These small practices should only be considered stepping-stones to larger spheres of professional work. Individuals, high up in the professional world, have started life in these surroundings, which develop energy, self-resource, and reliance.

LOYAL ST ROGNVALD LODGE OF ODDFELLOWS.

31. This society has a medical aid department. There are about one hundred members, each paying the medical officer 2s. 6d. per annum. The medical officer has to pass, medically, proposed members; so he has a check on unhealthy persons becoming members. The medicines are got at a chemist's at a fixed sum per prescription.

32. Owing to the limited population in each district, and each individual being known, I do not think there is any overlapping of the agencies before-mentioned. Where there are clubs the Parish Council advertise and appoint the medical officer; the club accepts their nomination.

33. The county of Orkney being so broken up into

* Not printed.

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islands, it is not practicable to hand over to one authority or agency the whole work and duty of medical assistance to the poor. Even in the mainland of Orkney I doubt if it would be convenient. The present method as regards medical aid to the legal poor works very well. There, however, might be one county rate.

34. "The Question as to whether the Health of 'the Community Suffers owing to the In-'sufficiency in Amount or Quality of the 'Medical Assistance at Present Available for 'the Poor" Requires a somewhat Elaborate Statement.

35. Of course it is impossible for a county like Orkney to have all the medical conveniences of a large city. To compensate for this, the natural surroundings are more healthy than in the large centres of population. If nature is not abused, the proportion of sickness among the poor is not usually great. There being no factories, mothers bear healthy children. The infantile mortality over the county does not exceed 40 per 1000; thus the poor hardly ever require medical aid for infants. The vast majority of infants are breast-fed.

36. The Orcadians are mostly by descent Scandinavians, but from their relationship with Scotland for over four hundred years there is a considerable mixture of blood. From hereditary instinct, when they see their way to better themselves they emigrate freely. It is quite common in a cottage to find the old people hearing regularly by letter from their sons and daughters in half-a-dozen different parts of the world. Thus their mental horizon has been, and is, a wide one. Orcadians in the past have made grand colonists, usually rising in the world, and a considerable proportion of them to prominent and lucrative positions.

37. In former days each part of the county was cut off from each other, so that the countryman had to be a "jack of all trades," and accustomed to hardships, and rely on himself. This bore good fruit when he settled abroad. I doubt if the present facilities for moving from one part of the county to another is producing the same self-reliant stock. Merchants' shops and ready-made goods are now easily available. The Orcadians are very well educated (some think, for those who are going in for purely agricultural pursuits, too long kept at school).

38. The present education (which is equally available for poor and well-to-do alike), seems to encourage the young to go mostly in for the professions in which many rise to a high place. Even the poorest left in the county are great readers. The local papers or press are enterprising, full of the world's information and views. This keeps Orcadians well aware what medical assistance is rendered and available for persons in their own and higher classes of life elsewhere.

39. In addition, medical competition keeps up the quality of medical assistance to the poor in the county. The public are of opinion that, at present, almost every district is amply supplied with medical aid, with the exception of one or two of the smaller islands. From improved methods of locomotion by land and sea, consultations are easily available. In the event of very special treatment being required that can only be got in hospital, or in a large infirmary in a city, the Balfour Hospital's ambulance is used to bring patients to the hospital from the mainland, in the first instance, and then, if necessary, transferred by steamer to Aberdeen or Edinburgh. Orkney subscribes about £100 sterling annually to the Edinburgh Infirmary. The island patients can be transferred by local steamers without risk.

40. Perhaps the greatest help to medical aid to the poor in recent years has been the extension of the telegraph. Some of the smaller islands would be more frequented by a rich class of summer visitors, such as sporting tenants (who are always of the greatest benefit to the poor), if they had the telegraph.

41. This convenience, almost necessity, according to modern ideas, is required in the islands of North Ronaldshay (population 442), Papa Westray (population 295), Flotta (population 372), and to perhaps a less degree in Graemsay and Egilshay, populations of 195 and 142. Papa Westray and Flotta have resident doctors, while North Ronaldshay has a certificated nurse, who is very isolated, by a stormy firth of some miles, from the doctor in Sanday. Graemsay, near Stromness, and Egilshay, near Rousay, have no resident doctor, and hardly large enough to support even a nurse.

42. From my personal experience (as regards the island of Fair Isle (Shetland), fifty miles from Kirkwall, which island has two lighthouses and two fog signals, which are managed by seven lightkeepers, who, with their families and the natives, make a population of about 150 persons, who have telegraphic communication with the outside world), I can state with absolute confidence how much medical supply is facilitated by the telegraph.

43. My arrangement with the Lighthouse Commissioners is as follows:—If the case of illness in one of the lighthouse families is considered serious, on receipt of a telegram from the head lightkeeper I proceed at once to Fair Isle per lighthouse steamer or other local steamer available. On arriving at the island, after examining the patient, I instruct the jubilee certificated nurse how to treat the case. In less serious cases the head keeper or nurse telegraph patient's symptoms. I diagnose the case (which from years of experience of this method is usually easy), and so far has proved satisfactory, and advise by telegram how case is to be treated. The medicines are dispensed by lightkeeper or nurse (who are both experienced), from a very complete supply at lighthouse and nurse's dispensary. The population, other than the lightkeeper's families, occasionally get treatment in the same way.

44. The Lighthouse Commissioners are most considerate and anxious that all possible medical aid should be given their lighthouse officials.

They assist in every possible way, so that when their Medical Officer is at Fair Isle or North Ronaldshay, or any other station, his services should be available for the rest of the islanders, provide time and tide permit.

45. The present condition of medical aid in this county has evolved from the intimate knowledge of local wants and circumstances, and hence its general usefulness and adequacy. One or two instances of too sudden changes before poor persons are sufficiently educated in modern methods may be of interest.

46. Over Orkney generally, a very large proportion of the old cottages, with comparatively open walls, thatched roofs, peat fires on the open hearth, and wide-open chimneys, up which all the foul air was drawn, have been replaced by slate-roofed cottages, with air-tight walls. The people, for convenience in many cases, introduced "American" cooking stoves, burnt coal, and practically never opened their windows. The moment the housewife comes to the cottage door, you can tell by her complexion whether she has a stove or not. The change of diet (before referred to, par. 7), with bad ventilation, produces anæmia, predisposing the system to tuberculosis. The want of fresh air in the rooms, with the want of the grand disinfector, peat-reek, seems to allow the tubercular germs to flourish, and under such conditions tuberculosis is understood to be much more prevalent than fifty years ago. Probably the more frequent communication with centres of city population introduced the infection.

47. Over Orkney generally, tuberculosis is more prevalent than fifty years ago. Before that time most of the cows were of native breed, hardy; outside most of the year, and little housed. Tuberculosis was said to be unknown among them. Since then a finer and larger breed has been introduced, which are often housed in badly ventilated byres for eight months of the year. Tuberculosis is very common among them. About fifteen years ago or more I had three children of a small crofter suddenly all affected with acute internal tuberculosis; two died; the other recovered after a severe attack of hip-joint disease. It was discovered that the children had all been drinking the milk of a cow far advanced in tuberculosis. Since then I have had very strong views as to the necessity for protecting the population, by having all milk cows properly inspected. The difficult point to decide is, did the finer and less hardy breed of cows introduce tuberculosis to Orkney, or was it the more frequent returning of young people from the south with consumption, infecting the houses and byres in Orkney? Of recent years there has been a gradual improvement in the byres and where milk is sold to the public. The dairies, byres, and milk cows are under the supervision of the Sanitary Authorities. The deaths from tuberculosis in Kirkwall Burgh in 1899 to 1903 were 68, and in 1904 to 1908, 47.

48. I will now draw this statement to a close by informing your Commission that on 8th January 1904 the medical officers to the Parish Councils of Kirkwall and

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St. Ola, who received £20 each as salary, made the following request to their Parish Council, which request was at once granted by their salaries being increased to £25 each, dating back to the previous November :—

"We, your medical officers, now that three years have 'elapsed since our appointment, which enables us to judge 'what professional services are required on an average by 'paupers, respectfully suggest that your Council take into 'consideration the advisability of raising slightly our 'salaries.

'We would point out that, during the last three years, 'we have made 5087 visits and consultations (besides 'numerous special examinations and reports) to paupers, 'an average of 847⅚ visits and consultations by each 'medical officer each year. Perhaps you would allow us 'to draw your attention to the fact that the English Poor 'Law medical officers are, in addition, allowed special fees 'for certain operations—fractures, dislocations, midwifery, 'etc., all of which are included in our salaries."

49. The above indicates the Parish Councils are willing to provide more liberal aid (medical) to the poor, and I am of opinion that the poor in Orkney as a whole (and especially in the burghs) have, with the few exceptions mentioned, a sufficiency of medical assistance as regards quantity and quality, and that the health of the community does not suffer to any appreciable extent from any possible insufficiency.

APPENDIX No. XV.

STATEMENT OF EVIDENCE AS TO THE MEDICAL ASSISTANCE OF THE POOR, BY MR JOSEPH BELL, F.R.C.S.E., M.D., EDINBURGH.

1. I have been for nearly fifty years connected with the Royal Infirmary from dresser to consulting surgeon ; for several years medical officer to New Town Dispensary, surgeon to Royal Hospital for Sick Children ; for thirty years director of, and surgeon to, Longmore Hospital for Incurables, now containing 200 beds. Since the foundation of the Queen Victoria Jubilee Nurses Institute in Scotland, I have been a director, and now chairman, of its Executive Committee. I happen also to be on the consulting staff of several other dispensaries, general and special.

2. I have no special knowledge of the medical assistance of the poor afforded by the Sanitary Authority or the Poor Law ; but from the list of honorary appointments which I hold or have held, you will see I have had a considerable experience in treating and providing nursing for the sick or injured poor.

3. *Edinburgh* as a great medical school provides exceptional facilities for the treatment of severe accidents and serious diseases. The 800 beds of the Royal Infirmary are constantly filled.

4. *The Parochial Hospitals* are large, and give splendid facilities for the treatment of the class who are in receipt of parochial relief.

5. *Infectious Diseases* are well cared for, and epidemics coped with.

6. But the class of cases who are not on the parish roll, and are living on wages just sufficient to keep a home over their heads, are difficult to provide for. Dispensaries fairly meet the case of slight ailments in patients who can walk to the dispensary ; but sudden illness in children and the aged requiring attention at their own homes are not I fear adequately met. Visits are often delayed, and many cases are attended to by students of medicine.

7. I have no personal knowledge of the working of *Medical Clubs*, but I often hear from my younger professional friends who work among the poor, that the remuneration is far too low, and, in many cases, patients who could well afford to pay a decent fee to a medical man avail themselves of club privileges. I have known cases in which a wealthy manufacturer shared the club privileges with his men ; and where a very wealthy employer of labour claimed sick pay on account of a slight ailment for which I was attending him. This undercutting of fees is the result of over-competition by young struggling practitioners.

8. *Overlapping* of dispensary workers certainly does take place. This is often due to the competition of clergymen and ladies who visit in slums, who are each apt to recommend a pet doctor or dispensary.

9. *District Nursing.*—I am cognisant of the enormous benefit to the sick poor accruing from the work of Queen's nurses. Edinburgh is well provided with them, and their superintendents could give much valuable information to your Committee.

APPENDIX No. XVI.

STATEMENT OF EVIDENCE BY MR HUGH BERRIE, SECRETARY OF THE BRITISH ORDER OF ANCIENT FREE GARDENERS FRIENDLY SOCIETY.*

1. I have had a varied experience. For over twenty years I have taken an active part in the affairs of the Society, of which I am now Secretary. I have been twice Secretary of my local branch, and have held several other offices therein. I have been Secretary of the West of Scotland district, which consists of 63 branches, over 12,000 members, with funds of about £63,000 sterling. In addition, I have been Chairman, Auditor, Treasurer, and have filled other minor offices in the district.

For eleven and a half years I was employed as an officer of the Glasgow School Board, in which capacity I gave evidence before the Glasgow Municipal Commission on the Housing of the Poor.

In June 1906 I was appointed Secretary of the British Order of Ancient Free Gardeners, in succession to the late Councillor James Boyd, the acceptance of which office necessitated my resignation of the appointment I held with the School Board of Glasgow.

Charities and Voluntary Effort.

2. There are various charitable institutions in the city of Glasgow. Indeed, they are so numerous that one could not enumerate them without referring to the Glasgow Post Office Directory. There is the Charity Organisation Society, the St Vincent De Paul Society, the Poor Children's Dinner-Table Society, and the Fresh Air Fortnight Scheme, which may be mentioned among others. As these will probably be dealt with by those actively engaged in such work, it is perhaps unnecessary to go into details. It may therefore suffice to say that the Charity Organisation officers inquire into cases brought under its notice, and their reports are usually supplemented by the police constables in the district in which the applicants are residing or have resided. In the case of applications for clothing for children who attend school, reports are usually asked from the School Board as to the character of the parents, etc. It is only in this connection that the society

* Mr Berrie wishes it to be clearly understood that this Statement represents his own views only, and not those of the British Order of Ancient Free Gardeners Friendly Society.

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has come under my notice. The society does not hand out charity indiscriminately. Although children may during periods of depression be much in need of boots and clothing, the parents must be deserving as well as needy before they will come to the aid of the children. The method the society at all times adopts does not commend itself to me. The inquiries into cases brought before the Society of St Vincent De Paul are conducted by members of the Roman Catholic denomination. The Poor Children's Dinner-Table Society does a vast amount of good to children during the winter season and in periods of depression. The Fresh Air Fortnight Scheme is also a work which assists materially in building up the bodies of children who are unfortunately circumstanced. Generally speaking, the operations of each have a beneficial effect.

3. The respective effect on recipients of charity and outdoor relief has not engaged much of my attention. To give a pronouncement on these would mean each case to be closely followed from the moment charity is given, or outdoor relief granted, until the occasion for such cease to exist. Whatever effect charity may have on the majority of recipients, it may safely be stated that outdoor relief does an incalculable amount of good.

4. I do not deem it judicious to criticise the methods of the Poor Law authorities in their administration of outdoor relief, but as one who has been in the application rooms very many times, I consider that there is great need for improvement in the treatment of those who are unfortunate enough to apply for help.

5. It may be possible to substitute charity for outdoor relief, but I think it highly improbable that this could be brought about and worked successfully. When outdoor relief is granted, all ratepayers have contributed to its distribution, and applicants have therefore a claim on what they are applying for, but when charity is distributed, no one could say they had a claim. Besides, there would be cases where the charitably disposed, or charitable institutions, might not be inclined to grant outdoor relief, which would mean that applicants would have no alternative but to seek shelter in the poorhouse. One great advantage that outdoor relief has over charity is, that the Parish Council authorities are able to assess annually sufficient to meet all claims, whereas charitable funds to a sufficient amount might not be at the disposal of those responsible for administration.

FRIENDLY, CO-OPERATIVE, AND OTHER SELF-HELP SOCIETIES.

6. The operations of this society extend to very many parts of the United Kingdom, and branches are also established in some of the Colonies. The objects of the society are:—For insuring against sickness, accident, medical attendance, and death; for relieving in cases of distress widows and orphans of deceased members; and for assisting members when in distressed circumstances. *Contributions.*—The contributions are graduated, and vary from 9d. to 1s. 8d. per two weeks, according to age and table selected. These sums include medical aid and expenses of management. *Benefits.*—Sickness benefits range from 8s. to 15s. per week, subject to reduction for continued illness to 3s. and 7s. 6d. per week. On the death of members the sum of £7 is paid for those on the lowest table and £15 for those on the highest. Half these sums are paid on the death of members' wives. In certain districts death benefit is paid for members' children, for which 2d. per quarter per child is usually charged. The term "wage limit" does not enter into our rules.

7. In the case of societies which have been established for a considerable period, with members well advanced in years, I consider it highly improbable that members could be induced to subscribe for a pension at a given age. The premium rate, which has to be certified by an actuary, would, in my opinion, be too high to prove attractive. For a society starting business, it would be possible to provide for pensions at a certain age; but I am doubtful if such a society would obtain a great number of members, especially among the very class who are most in need of it in their declining years.

8. Free Medical State Relief, if under proper supervision, with care exercised in declaring members on the funds, and equal care exercised in declaring members off the funds as soon as able to resume their employment, would, in my opinion, be a great benefit to friendly societies.

9. Voluntary hospitals are (indirectly) proving helpful to friendly societies at the present moment.

10. State system of Old Age Pensions.—Much would depend on the nature of such a scheme. If the State agreed upon a pension being given to those attaining 65 years of age, friendly societies might find it to be in the interest of members and societies alike to so readjust their rates of contributions and benefits that sick-pay would cease at the age at which the pension began.

11. According to reports which I have received from other societies somewhat akin to our own, I am satisfied that numerically they are not now progressing at the same rate as they did ten years ago. Dealing with this society, the admission rate on the mean number of members for the year 1906 was 9 per cent., and for the year 1896, 17 per cent. I regret that some of the other societies' recent admission rate will show even more unfavourable than our own.

APPENDIX No. XVII.

STATEMENT OF EVIDENCE BY MR WILLIAM BLACK, CHAIRMAN OF KIRKCALDY AND DYSART PARISH COUNCIL, AND MEMBER OF HOUSE COMMITTEE OF KIRKCALDY COMBINATION POORHOUSE, ETC.

1. I am Chairman of the Kirkcaldy and Dysart Parish Council, and have occupied that position for about three years. I have been member of the said Parish Council since the inception of Parish Councils. I am also a member of Committee of Management of the Kirkcaldy Combination Poorhouse, and a large employer of labour in this town.

2. This parish is partly landward and partly burghal. The latter might be described as very largely an industrial community. In the landward division a considerable part of the population is engaged in coal-mining. On the whole, the community might be described as well-to-do, with plenty of employment, and there has not been in recent years acute distress from want of employment. During winter, owing to the severe climatic conditions, outdoor labour is considerably broken up for two or three months.

3. Relief is administered to outdoor applications when the parties are certified as being medically unfit for work, and where they are seemingly respectable and keep their houses clean.

4. To parties who are known to be drunken or otherwise immoral, the only form of relief offered is in the poorhouse.

5. I think that indoor relief only should be given to parties as described in the preceding paragraph, and that outdoor relief should be given to persons who have got houses of their own, or who can be taken in charge by their friends, and are physically capable of attending to their own wants.

6. The classes of persons mostly applying for relief are those who have brought misfortunes on themselves through drunkenness and want of thrift. There are a large number of widows and children who require relief, and generally through no fault of their own, but because the husband has been neglectful to make provision for his family when in the circumstances that he might have done so.

7. There are a very few cases of persons who have been respectable all their lives and whose means have become exhausted. To such persons this Board gives outdoor relief as liberally as they can afford.

APPENDIX No. XVII.—*Continued.*

8. The general causes of pauperism are as stated above.

9. The class of persons who are members of the Parish Council here are those who take a very genuine and sympathetic interest in the poor, and, in my opinion, are a most suitable body of men, and capable of doing much more public work. It seems to me that the work of the School Boards might be entirely overtaken by the Parish Councils, which practically represent the same body of ratepayers as elect the School Boards.

10. I think to give able-bodied persons a claim to parochial relief would be to degenerate the class still more than they are at present. In cases of scarcity of employment, I think the communities should voluntarily provide temporary assistance for those requiring it, or public bodies should be authorised to institute labour tests.

11. The area of this parish is, I think, most suitable in every respect for the administration of relief.

12. It seems to me that the rating should be on the same basis as Town Councils, as many mistakes are made by the system of deductions which presently obtain under Parish Councils.

13. I think the compulsory vaccination powers should be transferred to the local authorities.

14. Compulsory powers should be granted to Parish Councils to remove cases when they think necessary to the poorhouse or hospital.

15. I think compulsory powers should be granted to Parish Councils and poorhouses to detain weak-minded persons in the poorhouse, and particularly women, who contribute, through their misconduct, very largely to the pauperism and crime of the country.

APPENDIX No. XVIII.

STATEMENT OF EVIDENCE BY MR R. H. BLAIKIE, M.D., EDINBURGH.

1. As it is now several years since I have done any work in connection with the charitable medical institutions here, and am therefore quite out of touch with them, I fear that I am hardly qualified to send you any statement regarding the problems mentioned in your letter of the 14th inst.

2. I was connected with charitable dispensaries here for fourteen years, and, as far as I remember, did not think that these charities were abused by people who could pay doctors' fees.

3. It seems to me that the people who come off worst in the matter of medical attendance are those who become known to the local practitioners as bad payers. Only a few weeks ago I was asked to see a woman who was very ill one night, and who had sent for no fewer than five of the local practitioners, all of whom refused to attend. This I attribute to the probability that the people living in that particular street were known to the local doctors as bad payers, and that therefore these doctors were unwilling to turn out in the middle of the night when there was no prospect of a fee.

4. There is, as far as I know, no provision here in Edinburgh for free attendance on such cases as the above.

5. The problem of handing over to an authority or agency the duty of medical attendance on the really deserving poor is a very difficult one, and such a scheme could only be carried out with the help of really efficient and discriminating (non-medical) officers.

APPENDIX No. XIX.

STATEMENT OF EVIDENCE BY REV. JAMES BONALLO, CHAIRMAN OF THE PARISH COUNCIL OF AULDEARN (NAIRN).

1. I have been Minister of this parish for thirty-three years, and a member of the old Parochial Board and the Parish Council for thirty years. For the last six years I have been Chairman of the Parish Council.

2. The parish is a rural one, and the bulk of the people are employed in agricultural work. On a large number of the farms married men are employed, who live in cottages attached to the farms. The village consists mainly of shopkeepers, artisans, and labourers. Owing to our proximity to Nairn (2½ miles), several of our villagers find work there. As a rule, the people are able to get on well enough as long as the husband or father keeps well and is fit for work, but a breakdown on his part, or his death, means very often the need for parochial relief.

3. We give outdoor relief to all deserving cases unless where they are too weak or too old to look after themselves. We often use the poorhouse test in cases where the poverty has been self-caused, or where relief is sought by the mother of an illegitimate child during her illness. Every case is carefully considered on its own merits by the whole Council, after a report by the inspector of poor.

4. Our people have a strong feeling against going to the poorhouse, though no poorhouse could be more humanely or kindly managed than our district one is. For old people (as long as they are able to manage themselves), and for the deserving poor, such as widows with families, I believe that relief in their own homes is the best thing. But the poorhouse is essential for other cases, and without it as a test some undeserving cases would come upon the rates which are at present got rid of.

5. The classes of persons applying for relief are old people; widows and families; women with illegitimate children; the insane, who have to be sent to the lunatic asylum.

6. One great cause of pauperism is, that while our working people have "a living wage," they have not enough to make provision for their old age; and unless their families prove able to help, they have to fall back on parochial relief when they are past work. Old age pensions would remedy this evil; or if some system of insurance could be instituted, whereby for a small payment per week they could provide for their old age, it would dry up one great source of pauperism.

Another great cause is the death of the breadwinner while the children are too young to earn a living, or the widow, if without children, is unfit for work.

7. Our Parish Councillors are of a very suitable class. At present our Council is made up of one proprietor, one factor, two village merchants, two farmers, and myself.

8. I believe that it would be very unwise to give able-bodied persons a claim to parochial relief, unless under very stringent conditions. Some better means could surely be devised for helping those who are willing to work and cannot find employment.

9. As far as my experience goes, the existing areas are perfectly suitable for the purpose of administering relief.

10. I beg to suggest the following reforms:—

(*a*) Provision should be made in our poorhouses for decent old couples being allowed to live together, instead of separating them. That would help greatly to reconcile such couples to going there.

APPENDIX No. XIX.—*Continued.*

(*b*) Power should be given to Parish Councils to compel frail persons who are unable to look after themselves, and are fit subjects for parochial relief, to go to the poorhouse. At present, in outlying parts of rural parishes, it is often impossible to get people to wait upon such persons, and they have to be left in their own houses, at the risk of danger to themselves from fire or otherwise.

(*c*) There is need for changes in the law of settlement, which often bears hardly and unfairly on parishes which have practically nothing to do with the paupers who have a legal claim upon them for relief.

(*d*) The Local Government Board should be constituted the court of appeal in disputed legal cases between Parish Councils, so as to save the waste of money incurred in carrying such cases to the Court of Session. Poor parishes are often deterred from fighting a good case because of the expense, and prefer to submit to injustice rather than face that.

(*e*) Vagrant children ought to be taken and educated at the expense of the State. At present they are simply being left to grow up as future paupers.

APPENDIX No. XX.

STATEMENT OF EVIDENCE BY REV. R. BORLAND, MINISTER OF THE PARISH, AND CHAIRMAN OF THE PARISH COUNCIL OF YARROW (SELKIRKSHIRE).

1. I have been for over thirty years in the ministry, and during the greater part of that time I have been engaged in the administration of the Poor Law. For eight years I was resident in such considerable centres of population as Langholm, Kilmarnock, and Galashiels. Since 1883 I have been minister of Yarrow, in the county of Selkirk, and throughout the whole of this period I have been Chairman of the Parochial Board and Parish Council. I also served for a series of years on the Board of Management of the Combination Poorhouse of Galashiels, and took an active interest in its affairs.

2. The following information is based chiefly on the experience I have acquired in my present parish, which is more or less typical of a large number of rural parishes in Scotland.

3. The parish is of wide extent, being one of the largest in point of area in the south of Scotland. The population numbers about 500, but during the season this number is considerably exceeded, owing to the influx of tourists and visitors. The parish is almost entirely pastoral, only a small portion being agricultural. The farms for the most part are large, and the population consists mainly of farmers, shepherds, and ploughmen. There is no village in the parish, but there are some fourteen or fifteen feus of about 8 acres in extent. The feuars are mostly tradesmen.

4. There are no persons at present resident in the parish who are in receipt of parochial relief. There are only some two or three persons whose names are on the Poors' Roll, and these are widows resident in other parishes, but who had acquired a residential settlement here when their husbands died. In this respect a great change has taken place during the last hundred years. In 1792 there were over forty persons receiving relief from the Heritors and Kirk Session. The population was then much larger than it is now. The parish of Kirkhope and part of the parish of Caddonfoot were taken out of Yarrow about the middle of last century. But even with these deductions the decrease in pauperism is remarkable. The people are thrifty and industrious, and drunkenness is practically unknown.

5. The usual methods of administering relief are adopted. For many years we had five beds in the Combination Poorhouse, Galashiels, and we still retain three, but only on very rare occasions has a pauper been sent from this parish to the poorhouse. If it is at all possible to keep them in the parish they are never sent away, as their poverty is almost invariably due either to old age or misfortune, and for such the poorhouse is not a fitting place. It destroys the feeling of self-respect for the honest poor to associate with the class of people generally found in our poorhouses.

6. I personally strongly object sending people to the poorhouse if it can be avoided, (1) on moral grounds, (2) for prudential reasons. In some cases friends can render assistance, and private charity often comes in to augment the allowance given by the parish. In this way the self-respect of the recipient of relief is maintained, and the stigma of poverty greatly lessened.

7. But the question of indoor or outdoor relief is entirely one of circumstances, and every case must necessarily be considered on its merits.

8. In this parish the classes of persons applying for relief are (1) widows, (2) old people, (3) an occasional "wastrel" from the towns. All our paupers may be classed, with few exceptions, under one or other of these heads.

9. Judging from my experience in large towns, and as a member of the Poorhouse Committee, I have no hesitation in saying that the main causes of pauperism are (1) drunkenness, (2) improvidence, (3) misfortune. I should think that at least nine-tenths of the pauperism of this country is due to intemperance. It is not merely the waste of money which is involved, but the waste of manhood.

10. It is difficult sometimes to get men to serve on the Parish Council; and often those who are best fitted, socially and otherwise, for the work are the least inclined to undertake it, a result much to be deplored. Under the Parochial Board system things were better in this respect than they are now, as all classes of the community were more fully represented. I think the heritors of the parish ought to be directly represented on the Parish Council, a certain number being appointed, say one-third, by the heritors' board.

11. I am convinced it would be disastrous to give able-bodied persons a claim to parochial relief. It would be a direct incentive to idleness and laziness. It would be bad for the men themselves, and would in course of time become an intolerable burden to the community. I admit, however, that there are cases in which such relief would be of great benefit: such as in the case of a man suddenly thrown out of work; but such cases, in view of all the interests, had better be left to other agencies.

12. The present areas, so far as my experience goes, are quite suitable.

13. The only suggestions for reform that I would make are—

(1) That something must be done to abate the *tramp* nuisance. I am strongly in favour of labour colonies for this class of the population.

(2) Power should be given to Parish Councils to remove to the poorhouse people who are unable to maintain themselves, and who have no friends to care for them, but who, notwithstanding the wretchedness of the conditions under which they are living, refuse to go.

APPENDIX No. XXI.

STATEMENT OF EVIDENCE BY MR THOMAS BOWIE, INSPECTOR OF POOR, CLERK, AND COLLECTOR OF PAROCHIAL RATES FOR UPWARDS OF TWENTY-EIGHT YEARS FOR THE PARISH OF ALLOA.

1. The social condition of the inhabitants is on a fairly high level. Many of the working class own the houses they live in; besides the wants of the poorer class are well attended to by private charity, although there is considerable overlapping. Some of our public benefactors have provided a town hall, public library and reading rooms; public baths, accident hospital, and secondary school. The population of the parish is about 18,000, the burghal part being about 12,000. The parish is favourably circumstanced as regards public works, and the industrial conditions are, in consequence, satisfactory. These are varied, and consist principally of yarn spinning, breweries, shipbuilding, distilleries, brass and copper work, ironfoundries, bottlework, shipping, engineering shops, pottery, dyework, electrical power and plant work, coalworks, ropework, woodyards and sawmills, tanwork, and just commencing a motor boat work.

2. The Parish Council meets once a month when the local applications for relief and claims from other parishes are considered and dealt with on their merits. The inspector, between the meetings, deals with any new applications, and grants interim maintenance as he considers the circumstances require. These are afterwards dealt with by the Council, who either continue the relief being afforded or alter it, if considered necessary. The applicants are not asked to appear before the Council, but the circumstances of each case are fully reported upon. This mode of dealing with applicants is, from experience, satisfactory. Outdoor relief is granted in almost all cases where the person occupies a house or there is a relative to take care of them, the exceptions being those who are addicted to drink or are immoral. All casual and homeless poor are relieved in the poorhouse.

3. Outdoor relief in my opinion is preferable to indoor relief to all those who can be trusted with the spending of the allowances in a proper way; but indoor relief is necessary in many cases, and is of use in testing, and checking the growth of pauperism. Indoor relief, however, to be effective, ought to have a classification of the inmates, *i.e.* the test class should be kept separate from the aged, the sick and the infirm, whose treatment obviously must be on a widely different principle.

4. The average numbers of the various classes of applications for relief for the past ten years have been as follows. Applicants whose ages were under 45 years—M. 14, F. 8; between 45 and 55—M. 8, F. 3; between 55 and 65—M. 5, F. 6; above 65—M. 9, F. 10; deserted wives, 7; widows with dependent children, 8; mothers with illegitimate children, 3; orphan and deserted children, 7; children whose parents (either father or mother, or both) are in prison, 13; cases of lunacy, 7: total, 108. Casual and homeless poor—M. 53, F. 31: total 84. This gives the proportion of the casual and homeless poor as four-fifths of the total applications.

5. There are various causes which create pauperism. Those applying under 55 years of age are mostly occasioned by sickness or accident, and those above that age because they are unable to maintain themselves and wife, and many have no family, or, if a family, may either be unable or unwilling to assist, but many under pressure do so; widows with young children, and children whose parents are in prison owing to crime or drink, and to a large extent by the casual and homeless poor, many of whom are habitual beggars.

6. The class of persons seeking election as Parish Councillors are mainly those who are interested in parochial work, and there has been no difficulty in getting suitable candidates. There were contested elections in all the 7 wards constituting the parish at the first election in 1895, but since then few contests have taken place. The present council consist of a managing director of a limited company, secretary of another limited company, 2 schoolmasters, 2 clerks, 5 merchants, 3 mill foremen, an excise officer, a retired blacksmith, a retired confectioner, and a miner's overseer.

7. I consider it inexpedient to amend the Poor Law (Scotland) Act, so as to give the able-bodied the right to demand parochial relief; but if parochial authorities have not the power at present to grant temporary relief in such cases, I do not think it would be wrong to place such power in their hands if deemed necessary. The effect of giving relief to all able-bodied would mean a large expenditure in extending present poorhouses, if indoor relief was to be the mode in which it was to be granted. Labour colonies would meet the circumstances of that class better.

8. The parish of Alloa contains about 7,100 acres, is 6 miles long by 3 broad, which is a fairly large area for administering relief. The county as a whole is divided into five parishes, and for administering relief some of the parishes could with advantage be amalgamated, *i.e.* Alva, Tillicoultry and Dollar parishes into one area, and Alloa and Clackmannan parishes into another area. A better arrangement, however, would be to allow Alloa to remain as a separate area, and add Clackmannan parish and the adjoining parish of Tulliallan in the county of Fife (although parliamentary in Clackmannanshire) into one area would be more satisfactory.

9. The following reforms are suggested by experience:—

(*a*) Parish Councils should have the power, under sufficient safeguard, to remove to poorhouse or hospital bedridden cases with no one to look after them. Parish Councils should be represented in the management of District Lunatic Asylums as they have a greater interest in the management than the present county representatives, as the maintenance account is considerably more than the providing or structural account.

(*b*) That the Poor Law Officials of Scotland should be placed on the same footing as the English Poor Law Officials, as regards Superannuation.

(*c*) That the law as regards poaching fines be amended by the repeal of section 7 of 2 and 3 William IV., and substituting the Parish Council in place of the Kirk Session. Section 52 of the Poor Law Act of 1845 is explicit as to funds held by Heritors and Kirk Sessions, but not as to Kirk Sessions alone. In practice, the fines are paid at present to Kirk Sessions, but in the event of the party going to prison, and has a wife and family, or either, the Parish Council has the burden of maintaining them during his imprisonment.

APPENDIX No. XXII.

STATEMENT OF EVIDENCE BY MR JAMES BRAND, LATE CHAIRMAN, GLASGOW PARISH COUNCIL, ETC. ETC.

1. I became a member of the Barony Parish Council in 1875, and, with the exception of one year, served continuously until November 1904. At that time the present Glasgow parish had been divided into two portions, which separation dated from 1695. Previous to that there was only one parish. The division consisted in erecting the portion of the parish within the city into one parish, and the landward portion into a second parish. The constitution of the Barony parish was by Act of Parliament. The Board consisted of twenty-nine members; twenty-one

APPENDIX No. XXII.—*Continued.*

being ratepayers' representatives, the balance being as to four nominated by the Barony Kirk Session, the other four by the Commissioners of Supply, deriving their qualifications from property within the landward part of the parish. The ratepayers had votes in proportion to the amount of property held—from one up to five votes.

2. This was the position of the Barony parish until the Local Government Act of 1894 was passed. Previous to this I had served on most of the committees, and had been for a considerable number of years Chairman of the Law Committee. I had also at various times, especially in connection with certain Bills for amending the Poor Law Act, acted as spokesman of deputations to the Government, and also as Chairman of meetings of members of the principal parishes in Scotland for the purpose of considering these Bills, and in particular the Bill which resulted in the passing of the Local Government Act.

3. The Local Government Act abolished the plural vote, and also the members formerly sent by the Kirk Session and Commissioners of Supply. The board was now to consist of thirty-one members, all elected by the ratepayers.

4. I was elected first Chairman, and re-elected for three years successively. I was personally in favour of the amalgamation of these parishes, and about 1896 made a motion that a remit be made to the chairman's committee to inquire as to the advisability of a union of the three parishes for poorhouse purposes, but the City parish members were opposed to it at the time, and the scheme had to be abandoned.

5. I had for many years been agitating for the reformation of the poorhouse system. In such large parishes I considered it was possible, and would be desirable, to classify the inmates in separate institutions, viz.—

(1) The aged and infirm.

(2) The sick requiring hospital treatment and accommodation.

(3) The ordinary poorhouse inmates and those requiring to be tested.

(4) The children who require to be provided for until such time as they can be boarded out.

6. As a better means of carrying out this idea, I set to work as soon as I was made Chairman to endeavour to amalgamate the two parishes of Barony and City. The Local Government Board, in order to obtain a reform in the administration of indoor relief, recommended combination for poorhouse purposes only, but we considered that plan was not so workable as complete amalgamation. The City parish were now in favour of this, but my own parish—the Barony—had a majority against it. The Secretary for Scotland, Lord Balfour of Burleigh, on the petition of the City parish, appointed a Commissioner to inquire and report. He did so, and recommended amalgamation, which was effected and took place at the termination of the three years' office of the two Parish Councils.

7. At the first meeting of the new Council I was unanimously elected Chairman, and continued in that office by subsequent re-elections for three years.

8. My views as to the respective merits of indoor and outdoor relief lead me to think that the following cases only should receive outdoor relief:—

(1) Widows with children, whose character, after strict investigation, is found to be perfectly good.

(2) Respectable working-men temporarily laid up and not requiring hospital treatment; if admitted to the parish hospital or other infirmaries due to accidents, then their wives and children should receive aliment. Nearly all other cases should only receive indoor relief.

9. With reference to the administration of indoor relief, it had always been a matter of considerable difficulty to get any except the lowest class of paupers to accept the poorhouse, and both they and those who were interested in them were constantly pressing for outdoor rather than indoor relief. In curable cases it was extremely difficult to know how to do with them. However good the poorhouse hospital accommodation was made, there was an insuperable objection by the decent poor to accept relief in that way. As I have stated elsewhere, those who have experience in administering parish relief will testify that many lives would be saved if those who apply for relief from sickness and ill-health could be induced to accept hospital treatment; and these hospitals, being entirely separated both in fact and in idea from an ordinary poorhouse, ought, and no doubt will, take away all reasonable excuse for not accepting the benefits of such relief.

10. At pages 10 and 11 of the pamphlet[1] which I produce I give the cost and the accommodation provided in the new poorhouses; and at page 12 statistics are given also of the cost and accommodation of the two asylums incurred since the amalgamation. A considerable amount of dissatisfaction was expressed at these costs and the sudden rise in the rates; but, as I have stated, the reformation in the poorhouse accommodation was urgently demanded, both by the medical faculty and the public who took an interest in the poorhouses, and was also urged upon the Council by the Local Government Board. My own impression was that the slight rise of 1½d. on the rate would be ultimately found to be sufficient, and that the abnormal rate that had to be levied at the beginning would ultimately come down as the new system came gradually into use. Of course, I was quite prepared for the new hospital accommodation causing a rise in the rate; but, on the other hand, hospital accommodation was urgently required, and could not be provided by voluntary effort, or at all events was not provided. The better method of treating the sick poor would unquestionably tend ultimately to cheapness; and if the undesirable poor, called by our inspector the "ins-and-outs," were treated as they ought to be, it is to be hoped that that class would gradually disappear. I shall take up that question later on.

11. The general opinion of people who take an interest in the administration of the Poor Law in Scotland is adverse to giving relief to able-bodied persons. There are no doubt times in which decent respectable people cannot obtain employment. The old Board of Supervision issued instructions to relax the law in such emergencies, and efforts have always been made by the municipal authorities, who, with the assistance of the Parish Councils and their officials, have investigated such cases, to provide temporary work, and thus these times of depression have hitherto been got over without the necessity of altering the law—not certainly without considerable hardship. Especially have the children been always fed by arrangements made at the schools for the children attending them. Taking, therefore, everything into consideration, I am of opinion that the English workhouse system would still more degrade and demoralise our working-men and destroy their self-respect.

Suggestions for further Amendment of the Poor Law Act.

(1) *Ins-and-Outs.*

12. The parish of Barony had a Bill framed to give them more power to deal with this class. At page 16 of the pamphlet I refer to I make the following quotation:—"While physically unfit to earn their living, they take 'refuge in the poorhouse when the result of their 'debaucheries unfit them even for begging, and leave 'again after a few days, repeating the process over and 'over again. Dealing with the figures: For six months 'from 16th May till 15th November there were 1,792 'admissions of this class. For the first time, 693 and 387 'from two and up to twelve times. The record of these 'cases indicates the qualifications for admission to be every 'form of disease due to debauchery.

'It cannot appear, when these statistics are realised, 'other than an intolerable hardship that such a large 'proportion of the money raised and originally intended, 'as understood in the history and policy of the Scottish 'Poor Law Act, for the deserving poor, for the benefit of 'which the poor-rate was primarily imposed, should be 'diverted out of its proper channel. What, therefore, is 'the remedy to relieve the ratepayers from this incubus? 'The Bill drafted for the Parish Council is one proposal. 'Curiously, it is not so original as one would suppose. 'Captain Munro, H M. Inspector of Constabulary, in his 'report for 1888, recommends that habitual offenders 'should be sent for periods of not less than two years to 'poorhouses, and profitably employed on indoor and out-'door work. This is just what the Bill proposed, and no 'doubt this treatment, besides reimbursing the public to 'some extent for the cost of the treatment required, which 'is much greater than the cost of ordinary inmates, would 'soon diminish the number of applicants, and even effect 'a cure of their evil habits in many cases."

I have also, in the same pamphlet, referred to the

[1] Not reproduced.

APPENDIX No. XXII.—*Continued.*

functions of the Local Government Board, and I make the following suggestions :—

"It has often occurred to those experienced in the duty 'of local administration that the Local Government Board 'might be entrusted with certain powers of making orders 'for administrative purposes under the Poor Law Act, 'such as are enjoyed by the Local Government Boards of 'England and Ireland, and subject to the same safeguards 'and restrictions. This at present cannot be done even to 'the slightest extent, nor in the most obvious cases, without 'the intervention of Parliament. Is is well known that 'Parliamentary time is getting less and less every year as 'the business of the nation increases. We are glad to 'observe that in the Report of the Departmental Committee 'of the Local Government Board, issued about a year ago, 'a recommendation of this nature is made, and we trust 'that it may not be long before the Government of the 'day sees its way to the introduction of a measure to 'provide these very necessary powers."

It is appalling almost to look over a list of those measures which within the last thirty years have gone a certain length and taken up a good deal of valuable time and perished at last. For example :—

(1) Amendments of the Juvenile Delinquency Acts, to enable a certain number of children to be boarded out. This would be a most invaluable amendment, and would eventually abolish industrial schools entirely, greatly to the advantage of the children.

(2) Repeal of the 37th section of the Valuation Act, so that the assessors should be alone the authority to classify for rating purposes, instead of putting the duty on Parish Councils, who are quite unqualified.

(3) Allowing the large Parish Councils in Scotland, who are now constituted District Lunacy Boards, to collect the lunacy rate, instead of the rate being collected separately by the town and county authorities.

Surely these trifling amendments and many others might be entrusted to the Local Government Board. It might be necessary to preserve the due authority of Parliament to provide that such amendments, whether in the shape of orders or otherwise, should be laid on the table of each of the Houses for a certain period before taking effect.

13. *Audit.*—I also suggest that the Local Government Board should have more extended powers of audit. I think it was at the representation of the Barony board that the present rather inadequate powers of audit were incorporated in the Local Government Act, and both the Glasgow parishes, as well as the Edinburgh and Govan, through their representatives, have complained of the inadequacy of the present arrangements.

What I suggest is that the Local Government Board should have an audit department, and that this department should audit the whole accounts, not only of the Parish Councils, but of every local authority in Scotland, so as to make certain of uniformity of system. At present each local authority appoints its own auditor, the result being that there is no uniformity in surcharging Parish Councils, and there is no authority to surcharge other rating authorities, and what is held to be legal in one case is often surcharged in another.

14. *Outdoor Nursing.*—Without wishing to advocate any expensive methods of treating this matter, or encouraging an undue dependence upon city support, I think the Parish Councils ought to be allowed, and even encouraged, either to create a staff of outdoor nurses, or to subsidise the voluntary efforts of the various nursing institutions.

15. *Boarded-out Children.*—I beg to refer to page 18 of my pamphlet ; and I might also suggest that the reformation that I advocate in the Juvenile Delinquency Acts would transfer their jurisdiction to the Parish Councils for the purpose of arranging for boarding-out certain children whom it might be considered desirable to bring up in that way.

I should wish to state how much we have reason to be satisfied with our boarding-out system for children.

We have also found the boarding-out of harmless lunatics better and cheaper than lodging them in asylums.

16. *Licensing.*—The Public-House question is so much connected with those for whom the rates for poorhouse purposes are levied, that I think some suggestions for the better administration of the licensing system would not be inappropriate ; and as I have thought over that subject a good deal, I would be very glad to give the Commission the result of the conclusions I have come to.

APPENDIX No. XXIII.

STATEMENT OF EVIDENCE BY MR JAS. S. BROWN, INSPECTOR OF POOR, BLAIRGOWRIE (PERTHSHIRE).

1. For the last eight years I have been Inspector of Poor, Registrar of Births, etc., and Collector of Rates for the Parish of Blairgowrie—population 4,464—and was previously Assistant Inspector of Poor in the Parishes of Perth, Dundee, and Kirriemuir for one, one, and five years respectively.

The Social and Industrial Conditions of the Parish.

2. Until about fifteen years ago the chief industries in the parish were jute and flax spinning and weaving, but since then these industries have been on the wane, and fruit farming (*i.e.* rasp and strawberry culture) has been resorted to with considerable success. The acreage under cultivation in this manner is increasing every year. After the second failure, some four years ago, of one of the principal manufacturers, a good number of the millworkers and others engaged in the textile industries had to migrate to other towns, and this, together with previous trade depression, has caused a decrease in the population of the parish. Census figures—1901, 4,464 ; 1891, 4,739 ; 1881, 5,162 ; 1871, 5,109 ; 1861, 4,657. This has also brought about an improvement in the class of people now permanently resident in the parish, while the decay of the jute and flax industries has not been attended with any abnormal increase of pauperism. The valuation of the parish is increasing, and the poor-rate for the year ended 15th May 1906 was 9½d. per £, as compared with 7¼d. per £, being the average of Perthshire for the same year. (*Vide* Local Government Board Report for 1906.)

Method of administering Relief in the Parish.

3. The Parish Council give outdoor relief to such persons as they consider respectable deserving poor, using the poorhouse as a test for those of improvident habits or immoral character.

4. About six years ago they converted a property belonging to the Council into a Cottage Home or Almshouse, where respectable old people, unable to look after themselves properly in their own homes, or requiring nursing and attendance, are cared for under the charge of a matron. The Home can accommodate nine inmates, and this enables the Council to make a better classification of indoor poor. We find that some people are also willing to pay for the maintenance of their infirm relatives in the Home, and make application to have them admitted as boarders.

The respective Merits of Indoor and Outdoor Relief.

5. Having the alternative of outdoor or indoor relief allows the Parish Council to assist by outdoor relief those who are only partially disabled, and who can to some extent support themselves, either by their own labour or by the assistance of relatives, etc., while it is desirable to

APPENDIX No. XXIII.—*Continued.*

have indoor relief for those whose maintenance will fall wholly on the parish, and who may require attendance and nursing. It is also required as a test for the indolent and vagrant. I do not think that, as presently administered, either system tends to increase pauperism.

THE CLASSES OF PERSONS APPLYING FOR RELIEF.

6. Of the applications for relief made by resident poor, the greater number consists of single women or widows of advanced years without relatives bound to support them, and old people, principally women, whose families or other relatives are only partially able to support them.

THE CAUSES OF PAUPERISM.

7. The chief causes are drinking and improvident habits, advancing years, while any means they may have saved have become exhausted.

THE CLASS OF PERSONS SEEKING ELECTION AS PARISH COUNCILLORS.

8. There has been no contested election since 1895. The Council is at present composed of 4 farmers, 1 fruit farmer, 4 shopkeepers, 1 bank agent, 1 insurance agent, 1 solicitor, 1 master builder, and 2 ladies. This is about its usual composition.

THE EXPEDIENCY AND PROBABLE EFFECT OF GIVING ABLE-BODIED PERSONS A CLAIM TO PAROCHIAL RELIEF.

9. I do not think it is expedient meantime to give able-bodied persons a claim to parochial relief. Such a provision would in all likelihood lessen the idea of individual responsibility, and tend to increase pauperism. Another way would be to give Parish Councils the power to grant relief to able-bodied persons at their discretion, with the right to applicant, if refused relief, of appeal to the Local Government Board. Such cases are met with occasionally when the breadwinner of a household is thrown out of work by a snowstorm, etc.

10. If outdoor relief were granted to the wife or children of an able-bodied man, the Parish Council should have power, if considered advisable, to require that the husband should work by detention in a poorhouse or labour colony during such time as the relief was continued.

THE SUITABILITY OF THE EXISTING AREAS FOR THE PURPOSE OF ADMINISTERING RELIEF.

11. For the most part, the existing parish areas are suitable for administering relief, but it is thought that the areas should be widened for assessment purposes.

12. For instance, take any town of over 3,000 inhabitants with a surrounding agricultural district. The farm labourer is kept in the country parish during the better part of his life; then when he is unable to work longer, he has to make room for younger men. In most country parishes there are no houses other than those which are occupied by people employed on the land, and consequently the old men have to drift to the nearest town for house accommodation, to which parish, after the lapse of a year or two, they subsequently become chargeable. Then, practically, all the cost of vagrant poor falls on town parishes, because tramps never think of asking for an inspector of poor in the country, but make their way to the nearest town.

13. The Local Government Board might be given power to enlarge assessment areas by annexing to a town parish such parishes as are adjacent to it, and which they consider are contributing to its pauperism.

OTHER REFORMS.

14. I think that the maintenance and treatment of cases of phthisis should be imposed on County Councils, with counties as the assessing areas.

15. Further suggestions are noted in the representations made by the Parish Council of Blairgowrie.

APPENDIX No. XXIV.

STATEMENT OF EVIDENCE BY MR JOHN BRUCE OF SUMBURGH, LATE CHAIRMAN OF THE PARISH COUNCIL OF DUNROSSNESS (SHETLAND).

1. For many years I have acted as Chairman of the Parochial Board and Parish Council of Dunrossness, but old age and ill-health (heart trouble) obliged me to resign.

2. In Poor Law matters there is little peculiar to Shetland which does not apply to other poor places.

3. Our poor-rates are high, but this is not caused by an excessive number of paupers (2 to 2½ per cent. of the population), but by the large population as compared with the assessable valuation of the parish.

4. We have a union poorhouse for the whole of Shetland. It is useful as a test, but more so as an hospital. The majority of the inmates are old and infirm people who require care and attention, but have no relatives who will keep them.

An old man applied to be sent to the poorhouse. He had savings enough to keep himself, but not enough to pay for an attendant, and no relations with whom he could live. He was sent to the poorhouse and paid for his maintenance there as long as he lived.

A tradesman removed his family to Edinburgh; his old mother was not considered fit for the journey, and he asked the Parish Council to take charge of her. She was sent to the poorhouse, and her son paid for her maintenance there.

5. We could not do without the poorhouse, and the inmates are as a rule happy and contented, but outdoor relief, when practicable, is more popular with the paupers and cheaper for the ratepayers.

6. The bulk of our paupers are old single women who have outlived their relatives.

7. It is seldom that a Shetlander permits his parents to go on the rates.

In most cases illegitimate sons support their mothers.

There are few illegitimate children, and in many cases these are supported by their parents.

8. A father, mother, and son became paupers. The boy grew up, left Shetland, and worked his way into a good position. He wrote asking for a note of the amount the Parochial Board had expended on his parents and himself and sent a cheque for the amount, with 5 per cent. compound interest.

9. There is no drunkenness. There is no public-house, and only one licensed grocer between Lerwick and Sumburgh Head—28 miles.

10. The poor are very kind to the poor, and there is no poverty such as you hear of in cities.

In many cases there is very little money, but there is no want of food or clothes or fire.

11. A seafaring population would be liable to a sudden increase of paupers after a wreck or accident at sea, but in Shetland we have charitable funds invested in the hands of trustees, the revenue from which has for many years been amply sufficient to support the relations of those breadwinners who are lost at sea.

12. The most serious cause of pauperism is lunacy. Two or three cases upset the most carefully prepared parish budget. No amount of care or forethought or good management can prevent or mitigate the misfortune.

13. The persons who seek election as Parish Councillors are just the leading men in the parish—landlords, ministers of all denominations, tradesmen, well-to-do fishermen, and crofters.

14. We are fortunate in having hardly any specimens of the unemployable element in our population. To give

APPENDIX No. XXIV.—*Continued.*

able-bodied persons a claim to relief would flood the country with tramps and thieves. There are few cases where in this country private charity will not step in to aid an able-bodied person who really requires relief, and who ought not to be in jail.

15. My idea is that it would be a great mistake to increase the existing areas for administering relief. Such an increase would lead to extravagance and waste in management, by taking away the local interest in economy and the local pride in good results.

Many of our Shetland parishes consist of three or four old parishes run together in the olden time to provide a living for one minister. In many cases these could be disjoined with advantage, as they have no interest in common, and any amount of mutual jealousy.

The ideal area would be the estate, with each proprietor responsible for his people, but we are past that now.

16. Parish Councils should have power to remove (forcibly if necessary) paupers from insanitary dwellings to the poorhouse.

17. There should be a ready mode of sending English and Irish paupers home.

18. The Local Government Board should have power to settle all disputes between parishes without expense.

19. Lunatics should be altogether removed from the care of the Parish Council, and should be a charge on the Treasury. Under existing arrangements, lunatics are often kept too long at home, when a more speedy removal to an asylum might have resulted in a cure.

20. Nurses are badly wanted in all country parishes. We have a district nurse in Lerwick, and I have one in Fair Isle. It costs £90 to £100 a year to keep a Queen's nurse, and it would take the greater part of the present poor-rate to provide a nurse for each district in Shetland.

Parish Councils should have the power to provide district nurses, and the Treasury should contribute three-fourths of the expense.

21. Parish Councils should have power to give medical attendance and free nursing to others than paupers, without such assistance pauperising the recipients.

22. The present mode of valuation and assessment by which crofter property escapes rating is felt to be an intolerable injustice by the ratepayer who happens not to be a crofter.

APPENDIX No. XXV.

STATEMENT OF EVIDENCE BY MISS BURNET, MEMBER OF THE GOVAN COMBINATION PARISH COUNCIL.

1. I became a member of Govan Combination Parish Council immediately after its formation under the Local Government Act of 1894 and have served on it ever since.

The parts of the work which have most appealed to me have been those of the Children's and Relief Committees, on both of which I have been more than once Chairman, but I have also taken constant interest in all the general work of the Board.

Children.

2. The children under the charge of Govan Parish Council are, I think, very well cared for. At Merryflatts Poorhouse a building has been erected, detached from the poorhouse, specially devoted to them, and fitted up with every arrangement for their training and comfort. They are in charge of attendants, and there is an excellent teacher who looks after their education while they are there. However, as it is undesirable to have children in a poorhouse, whenever it is possible, we board them out, either in the country with strangers or with relatives who are respectable and anxious to have them.

3. At May 1906 we had 573 children boarded out. We find the best homes are those of strangers. Boarding out in the country, with sufficient supervision, in my opinion, is the most satisfactory way of arranging for these children. I think the appointment of a woman inspector would be a valuable addition to our staff. Women are more observant of details than men, and guardians would often speak more freely to a woman than to a man on matters concerning the children.

Emigration.

4. For children with no relatives, or, worse still, with undesirable relatives, I should strongly recommend emigration to Canada, as practised by Poor Law Guardians in England. I have known many children seriously handicapped in life by undesirable relatives, who, ignoring their existence in their helpless childhood, and leaving them to be brought up by Parish Councils, hasten to claim them the moment they become wage-earners. The good which has been done by boarding out is thus often neutralised by the associations and surroundings in which they are afterwards placed.

5. The interests of children emigrated to Canada are now well safeguarded by the excellent arrangements made by the Canadian Government for their reception and settlement in suitable families. Inspectors are appointed for this purpose who also undertake supervision of the children until they are sixteen, and, in some places, eighteen years of age.

6. The cost of boarding out a child here is about £10 a year, and we often have the care of them for seven or eight years.

7. The total cost of emigration of a child to Canada, including annual Government inspection until the child reaches the age of sixteen, is £20, so that, even in the interest of the ratepayer, this would be advisable. But far above all consideration of that kind would be the benefit to the children, who thus get a fresh start in a new country—(in many of its districts Prohibition) and are taken away from the example of, and contact with, ill-doing relatives, who would very likely drag them down to their own level.

Indoor and Outdoor Relief.

8. I have no doubt that where the money is likely to be well used, outdoor relief is best. Even a poor home is better than the best institution.

Causes of Pauperism.

9. The causes of pauperism are many. Drink is the cause of a large proportion of it, but the low wages earned by women and unskilled labourers are also responsible for much, as, after providing for the actual necessities of life, there is no margin which would enable the worker to save for bad times or old age. The ordinary wage of a labourer (unskilled) is 16s. 10d. per week.

Relief to Able-bodied Men.

10. I think powers ought to be given to relieve able-bodied men in distress which has been brought about by no fault of their own, but this should only be granted at the discretion of the inspector of poor or Relief Committee. I should be sorry to put it into the power of any loafer to demand this.

11. I was present at the meetings of Govan Parish Council when the recommendations to the Commission were drawn up, and with nearly all of them, I cordially concur.

12. Resolution III. recommends that "landlords should be made responsible for the collection of rates on rentals of £20 and under."

13. This would be an improvement, in so far as it would simplify the collection of these rates, and it might be easier for the tenants to pay the rates by instalments (weekly or monthly, as these rents are generally collected) than by a larger annual payment; but an unscrupulous landlord might add more to the rent than was necessary to pay the rate for which he would be responsible.

APPENDIX No. XXV.—*Continued.*

14. Besides, it would preclude very poor tenants from claiming exemption from payment of rates as they may now, which would be a great hardship. I should much rather see some measure passed to exempt people whose wages were under, say, £1 per week, from payment of rates altogether. It seems unreasonable that any person struggling to bring up a family on so small an income should be expected to contribute to the upkeep of people in a poorhouse who are probably better housed and better fed than he is. He himself is on the border-line of poverty; and if he manages to bring up his family without help from the rates, I think it is all he should be expected to do.

15. Resolution No. VI. recommends that "Parish Councils should have power to detain feeble-minded mothers of illegitimate children in a poorhouse or other institution."

16. Some years ago I was told of a feeble-minded woman who had been in the maternity ward of Govan Poorhouse three times in five years. On the maternity register of the hospital for the years 1904, 1905, 1906, there were nine women of feeble mind, and in the nursery of the poorhouse, at present, there are two feeble-minded women with children. The likelihood is that the children of these unfortunate women will be more feeble-minded than they themselves are. Any measure which would put a stop to such a perpetuation of feeble-mindedness, as these facts disclose, would be a boon to the community.

17. I feel tempted to make another suggestion, and that is that any woman who has been twice in the maternity ward with illegitimate children should be detained in the poorhouse for some time at least. It is possible to help a woman who has gone wrong once, and women Parish Councillors are both willing and able to do this by finding her employment and otherwise. It is very difficult, however, to get employment for a woman who has transgressed twice in this way, and experience has shown that the public are almost justified in their reluctance to employ such a person.

18. Resolution No. VII. Labour colonies would be very desirable as a means of disposing of that class of inmates known as "ins-and-outs," who seem utterly unable to regulate their lives in a state of freedom. The discipline and enforced work in a labour colony would improve them both physically and morally, and might even raise them to the point of fitness for emigration or work at home.

19. It is a significant and unhopeful sign of our time that while formerly, in Scotland, no able-bodied man was admitted to a poorhouse, we are at this time admitting two men for every woman to Govan Poorhouse. These men can scarcely be called "able-bodied," but they are, in many cases, disabled because of their own misconduct.

20. Resolution No. VIII. The second part of this resolution recommends "that the qualification of a Parish Councillor should be residence within the parish during the whole of the twelve months preceding the election."

The result of this resolution would simply be to assimilate the law of Scotland with that of England, in this respect. This is a point which I wish to urge very strongly. It would scarcely affect the personnel of the Councils as far as men are concerned. Most men are householders, and the property qualification required at present—only payment of rates on any rental, however small—is of so little importance that few men are disqualified. With women, however, it is different. The most likely and capable candidates are found amongst unmarried women of education and leisure, living in their fathers' houses, but who, not being ratepayers, are not eligible. If we are to have women serving on these boards, we should have the best we can get, and this change would greatly enlarge our choice of candidates.

APPENDIX No. XXVI.

STATEMENT OF EVIDENCE BY MR J. M. CAMPBELL, INSPECTOR OF POOR, PARISH OF PAISLEY.

1. I received my early training in the office of an S.S.C., thereafter in the City Parish office, Edinburgh, for two years. On 1st February 1877 I entered the service of the Abbey Parochial Board, Paisley, as assistant inspector and clerk to the Board. On the retiral of the inspector of poor in September of the same year I was unanimously appointed to that office. This appointment I held until the amalgamation of the Abbey and Paisley Burgh Parishes in 1895, when I received my present appointment as inspector of the United Parish of Paisley.

Social and Industrial Conditions of Paisley Parish.

2. The social and industrial condition of the parish may be said to occupy an eminently satisfactory standard. From experience gathered in the administration of the Poor Laws, and lengthened residence in the parish, I am satisfied that the social condition of the people is not only maintaining a satisfactory position, but is advancing steadily in such important matters as housing accommodation, drainage, and ventilation. It is obvious that a marked change is in progress in the manner of living with the general populace, contributed to by the gradual elimination of slums, attention to cleanliness, improved sanitation, plentiful and excellent water supply, widening of streets, education and concomitant improvements. There are in the burgh of Paisley about 5,000 females in excess of males, and the great majority of those industrially employed are in the employment of Messrs J. & P. Coats and Clark & Co., thread manufacturers. The conditions under which the women are employed in those mills, and the consideration shown to old employees, permit of their being socially most respectable.

3. Paisley is well provided with institutions for the treatment of disease, *e.g.* the Royal Alexandra Infirmary, Victoria Eye Infirmary, and a Consumptive Sanatorium at Bridge of Weir. The Convalescents' Home at West Kilbride furnishes a beneficial change to the worker whose health is temporarily run down.

4. Arrests for drunkenness last year numbered 928, or 107 per 10,000 of the estimated population, which compares favourably with the average for Scotland. The passing of the Licensing Act, 1903, enabled the police to close certain clubs which existed for the apparent purpose of Sunday drinking, and this has added to the betterment of the class affected. The closing of public-houses at 10 o'clock instead of 11 as formerly has been a factor for good in the community.

5. The introduction of electric tramways in the parish has contributed to the comfort of the people in opening up districts for residential purposes.

6. In the matter of illegitimacy, which is closely associated with the social condition of the people, it may be mentioned that the average birth-rate of illegitimate children for 1906 was 4·7 per cent., while the average for the eight principal towns in Scotland was 7·2 per cent.—Paisley and Leith being the two lowest.

7. Owing to the continued depression in trade the number of applicants for parish relief has increased. As indicating the proportion of the population engaged in occupations, it may be mentioned that, according to the report on 1901 census, the average number of those of ten years of age and over in employment in Scotland was 57 per cent., whilst for Paisley it was 61 per cent. The steady employment given by the mills, laundries, dyeworks, and bleachfields in Paisley, together with several large shipbuilding and engineering yards, which give employment to nearly 5,000 persons, contributes materially to the prosperity of the town. In Johnstone, which is within the parish of Paisley, there are also thread and other mills and engineering works, as well as a large carpet manufactory at Glenpatrick, near Johnstone. The employment afforded by these works has a permanent and most beneficial effect on the community in the district.

APPENDIX No. XXVI.—*Continued.*

8. No appreciable diminution in the demand for labour has been caused by the migration of any trade from the parish. A new industry in Paisley was the recent setting up of a motor car works.

Method of administering Relief.

Medical—Outdoor.

9. Applicants are medically examined at the parish office by the resident medical officer of the poorhouse (a lady) who calls at midday and five p.m. Friday afternoon each week is the doctor's half day off duty, and the four Paisley district surgeons attend on the Fridays, month about, for the afternoon visit. This arrangement is a great improvement over the former practice, which required attendance of the four Paisley district surgeons daily at parish office by rotation. The advantages of the present arrangement may be shortly stated thus: punctuality in doctor's attendance; greater expedition in disposal of cases by inspector; uniformity in examining and reporting upon applicants; examination of applicants on first introduction to parish, and continuity of treatment of them when admitted to indoor relief. The medical officer is provided with a suitable apartment for examination purposes, and, when required, obtains assistance of the removing officer and his wife, who are both experienced in nursing. Applicants unable to make personal application are visited at their homes by district surgeons. Paisley poor are supplied with medicines by a druggist in town; the other portions of the parish by the medical officers in Johnstone and Barrhead. The six district surgeons send to the inspector a monthly report showing—(1) number of medical certificates granted; (2) number of visits made to paupers at their homes; (3) number of prescriptions issued. These returns are laid before Relief Committee.

Medical—Indoor.

10. Hospital patients are examined daily by medical officer. A journal is kept showing the condition of each patient. Infirm ward patients are examined weekly by medical officer. A journal is kept showing the condition of each patient. Ordinary inmates of poorhouse under sixty years of age are medically examined each month; those over sixty years of age are examined once in three months. A journal is kept showing the condition of each inmate. Frequent examination of inmates is also made at instigation of inspector of poor, for ascertaining fitness for work and discharge from poorhouse.

Applications.

11. Particulars, as given by applicant, are carefully sifted, both as regards family income and character, and a separate schedule is used for every application. The whole Council form Relief Committee, and decide on each case without seeing applicant. The schedule bears either the inspector's decision or recommendation for the guidance of committee. Contributions by relatives are enforced.

Outdoor Aliments.

12. New cases enrolled are paid weekly, and are reported on at short intervals; ordinary poor are paid fortnightly, and always in presence of an assistant inspector. Our former method was monthly. Fortnightly pays are now more appreciated by the poor, and keep them under closer supervision. No child of school age receives at the parish office payment of aliment on behalf of parents or others.

Visitation.

13. Good results are obtained by frequent visitation of the outdoor poor, an officer being employed for this particular purpose. Changes in the circumstances, in health, or conduct are thus ascertained and reported to and dealt with by Relief Committee fortnightly.

Indoor *versus* Outdoor Relief.

14. Whatever the relative merits of these forms of relief may be, it is absolutely certain that both must continue a part of the Poor Law administration. It may be affirmed that if a distinct line of demarcation were laid down, showing who were to be dealt with under these classes, and relief administered accordingly, pauperism would be held in check. Many recommendations, based on lengthened experience and investigation, have been made to Parish Councils by the Local Government Board as to the classes for whom a poorhouse is intended; but to be thoroughly effective and uniform in practice, it should be enacted that indoor relief only be granted to those classes referred to. The legislature would then undertake responsibilities which are at present placed on Parish Councils by way of recommendations. Careful and firm poorhouse administration, with more extended powers of detention, would undoubtedly have a marked effect in the decrease of pauperism.

15. Outdoor relief granted without due discrimination is most demoralising. Besides destroying thrift and economy in family life, it takes away the spirit of independence and self-respect of the individual, and sends many to seek parish aid who would otherwise struggle along by their own resources. While, therefore, strict scrutiny is requisite before a person is selected for outdoor aliment, special consideration is required in determining the sufficiency of the allowance. The amount should be exclusively alimentary. Clothing and books, when necessary, would be allowed as a matter of course after enrolment. Children should be boarded and alimented in the country in preference to remaining in a poorhouse.

Classes of Persons applying for Relief.

16. The chief classes of persons applying for relief are—

(*a*) Labourers and outdoor workers (includes all kinds).
(*b*) Women over sixty years of age.
(*c*) Widows with dependants.
(*d*) Children (orphans and separated).

Causes of Pauperism.

17. The main causes of pauperism are—

(*a*) Disease and old age.
(*b*) Drink.
(*c*) Loss of breadwinners.
(*d*) Laziness.
(*e*) Thriftlessness.

Class of Persons seeking Election as Parish Councillors.

18. Candidates for election are, generally speaking, employed in or connected with the various industries of the parish, together with a few of the professional and retired business class. During my thirty years' experience as inspector of poor in Paisley, it has always been my good fortune to have excellent members of the Parochial Board and Parish Council, and I doubt if I could have improved on their composition had the selection been in my own hands.

The Expediency and probable Effect of giving Able-bodied Persons a Claim to Parochial Relief.

19. If the able-bodied are to receive relief, it should be from some source other than the parish. To bring them in contact with the ordinary poor and parish machinery would not only be unfair to them, but lead most certainly to their ultimate pauperism, by reducing the spirit of self-protection which the present rigidity of the law develops. It is well known among ratepayers that no able-bodied person can receive parish relief, and workmen join works' societies and other combinations to enable them to exist whilst out of employment.

Suitability of the existing Areas.

20. The existing areas might be enlarged for rating purposes and questions of parochial settlement. Many country parishes might also with advantage be grouped. I am, however, averse to increasing the area of parishes to such an extent as would prevent an inspector being able to give some personal consideration to applications for relief, for this, in my estimation, is one of the prime duties of an inspector.

Suggested Reforms in the Law.

21. Greater powers should be given to Landward Committees of Parish Councils in parishes partly burghal and partly landward.

APPENDIX No. XXVI.—*Continued.*

22. Power should be given to Parish Councils to borrow money for the erection, alteration, or enlargement of offices.

23. *Assessments.*—Repeal of Section 37 of the Poor Law (Scotland) Act, 1845.

24. *Removal Act*, 61 and 62 Vic. cap. 21.—Power of appeal to Parish Councils against removals from England, similar to right of appeal possessed by English and Irish Unions against removals from Scotland.

25. *Parochial Settlements.*—That the Local Government Board be empowered to determine all questions of inter-parochial settlement.

26. *Enlarging of Rating Areas.*

27. *Establishment of Labour Colonies* for the reception of the tramp and vagrant class of paupers.

28. Superannuation, as in England and Ireland, to Poor Law officers whose time is wholly devoted to the duties of their office.

APPENDIX No. XXVII.

STATEMENT OF EVIDENCE BY THE REV. J. MONTGOMERY CAMPBELL, MINISTER OF DUMFRIES (ST MICHAEL'S); DIRECTOR OF MOORHEAD'S HOSPITAL; TRUSTEE OF CARRUTHER'S COTTAGES; DIRECTOR OF DUMFRIES AND GALLOWAY ROYAL INFIRMARY; AND LATE MEMBER OF DUNDEE PARISH COUNCIL, ETC. ETC.

1. I was for fully six years a member of Dundee Combination Parish Council, and of all its committees, and for the last three years Chairman of the Council.

2. Since I came here, eighteen months ago, I have been a Director of Moorhead's Hospital, an old institution, which boards and maintains respectable and decayed men and women belonging to the burgh, and am at present a member of the house committee. I am a trustee of Carruther's Cottages, where ten elderly women reside, each in a cottage of her own, and are maintained out of the funds of the trust. I am a trustee of certain charitable trusts which make annual grants to aged and poor persons. I am at present a Director of Dumfries and Galloway Royal Infirmary, and a member of the house committee: and generally my whole ministry, extending over twenty-four years, has been spent in parishes in which the working classes largely predominate, and in which there are many poor.

3. I think that the general principles which regulate the present administration of the Poor Law in Scotland are quite sound, and that any extension or modification of the present system should adhere strictly to these lines. None should be relieved from the discharge of their natural obligations for themselves or others until the discharge of them has become impossible.

4. I recognise that in the case of the able-bodied such a condition often arises through failure to obtain employment, and I am reluctantly forced to the conviction that such cases must be met by temporary State relief, paid generally in kind, and under such restrictions as to render acceptance of it a thing to be got rid of at the earliest possible moment by the recipients. I consider the principle quite sound which demands that the recipients of such relief should be compelled to render the State its equivalent in labour of some kind.

5. The matter of the maintenance of illegitimate children arises in this connection. Meantime the *onus* of proving paternity and compelling payment of aliment rests upon the mother, and the latter part is often ineffective. I suggest that the State should undertake this burden when required, and should have powers of compulsion against the father when paternity has been clearly established.

6. The present system of providing law-agents for the poor is extremely unsatisfactory, and is unfair to a particular profession.

7. The matter of personal character ought, in my opinion, to decide the nature of the relief given in almost every case.

8. There are, of course, exceptions to the rule, such as the case of a senile person unable to attend to himself or herself, and even declining the help of others. The State should interfere in such cases, and provide relief, either at home or elsewhere.

9. But, as a rule, adequate outdoor relief should be given in every case in which there is the guarantee of proper expenditure.

10. This class of recipient, mostly aged and infirm persons, should have constant supervision, and I suggest that woman inspectors of the right type might be more efficient than the man official.

11. Widows with young children ought to be the peculiar care of a benevolent State, and such cases should be met with reasonable generosity. I know no more helpless being on the earth than a young widower who has been left with a family of young children; his case is surely worthy of special consideration.

12. For worthless, unreliable persons I know no treatment better than that of the poorhouse. In sickness they ought to be well treated. But for all in reasonable health the labour test is essential, with this extension, that the Parish Council ought to have power of detention in certain cases, and on the order of a magistrate; and poorhouses ought to be transformed into labour colonies, in which the idle and vicious should be trained to better habits, and compelled, at all events, to pay their own way.

13. Children ought never to see the inside of a poorhouse, but be boarded out with respectable families, in the country by preference, or with relatives who can be relied upon. In certain cases it is desirable to put them beyond possible access by parents and relatives.

14. As a working principle, I should say that Poor-Law administration comes in where charity fails. The sphere of charity is very limited, and is becoming more so with the gradual increase of rates. Charity should save as many as it can from the necessary severities and indignities of Poor-Law administration; to those whom it cannot save it should offer the help which makes all the difference between bare maintenance and comparative comfort. Only, there should be the frankest relationships subsisting between those who administer charity and those who administer relief. All information obtained by the one should be available to the other; each should be cognisant of the operations of the other.

15. I go so far as to say that there are many charitable institutions, such as orphanages, hospitals, etc., which are doing State work, and doing it better than the State could do it, and which, with advantage to the State, might have State support, subject, of course, to State inspection.

16. To substitute charity for outdoor relief has been the dream of my life; and a dream, I fear, it will remain.

17. I consider that the existence and splendid management of friendly societies is one of the real assets of the nation, indicating the survival of a spirit of independence, and an appreciation of the principle of self-help which ought to be encouraged. The very flower of the working classes is connected with them, and I should deprecate anything that would tend to lessen their value. The only State interference which could be justified would be in the direction of contributing to their usefulness and efficiency.

APPENDIX No. XXVIII.

STATEMENT OF EVIDENCE BY MISS MARY CAMPBELL, AYR.

Poor Law Administration.

1. Along with my sister Miss Campbell, I was elected a member of the first Ayr Parish Council in April 1895, and continued to be a member of Parish Council until November 1901, when, from circumstances which obliged us to spend the winter abroad, we could not stand for election again. During the whole time I was a member of the Council I was on the Relief Committee and also a member of various other Committees connected with the Council. I was also during the whole period one of the Council's delegates to the Kyle Union Board, and I think on all the Committees connected with that Board, being Convener of at least one Committee. I have also been a member of the Acting Committee of Ayr and District Sick-Nursing Association for fifteen years, for five years of which time I was hon. secretary, only giving up that post owing to having to be too much from home to fulfil the duties, as I thought, properly.

I have also been on the General and Executive Committees of the National Society for the Prevention of Cruelty to Children (Ayr Branch) since the Society was organised in Scotland.

I am also one of the appointed lady Visitors to the Women's Prison in Ayr, and a member of Committee of the Ayr Discharged Prisoners' Aid Society.

Formerly, I was for a time a member of the Industrial Schools Ladies' Committee, and also one of the three lady Visitors appointed by its Directors to the County Hospital. I am a member of the Ancient Order of Foresters Friendly Society, and was for three years Chief Ranger of the Women's Court of that Order in Ayr; and I am a member of the Scottish Council of Women's Trades, being from time to time a member of various Committees connected with it. It has its headquarters in Glasgow.

I have also had some experience in Charity Organisation Work, both in London and Glasgow.

2. Ayr is chiefly a residential town—golf, hunting, and racing being the chief "industries," so to speak. There are carpet works, boot and shoe factories, and a woolspinning mill, and also docks. I do not feel that I am competent to speak as to the industrial conditions.

We have a three days' race meeting once a year, and two other race meetings take place during the year, about ten miles off. These all have an effect on the town. That effect is not good.

The County Prison, which is in the town, has also its effect, in this, that persons discharged from it do not always leave the town, but remain in it. If prisons were placed well out in the country it might be an advantage, as it certainly is a disadvantage to country towns to have the prison class hanging about.

3. The method of administrating relief in the parish is as usual in Scotland, each case being considered by the Relief Committee, and outdoor or indoor relief being offered as they consider best. So far as I know, there are no peculiarities in the Poor Law administration, nor have any experiments been tried.

4. *Indoor Relief.*—The merits of indoor relief appear to me to be as follows:—that destitute persons can thereby get necessary food, clothing, and shelter. That not being too popular a mode of receiving relief, it acts as a slight deterrent to pauperism. Also, that if properly administrated, it safeguards the ratepayers to some extent by discouraging rather than encouraging pauperism.

5. *Outdoor Relief.*—The merits of outdoor relief, I must confess, I have not yet been able to discover. The idea that it is the least trying way of helping the deserving poor is no doubt true, but the best way to help such people is never to allow them to become paupers at all. Charity could and would provide for such were there no outdoor relief to be obtained. Supply has created demand in this respect, and the Poor Law funds are considered as a source to be tapped for whatever can be got, either to assist, or take the place of charity. As it is, it seems to me that a number of persons, not of the wholly respectable class, receive small allowances of outdoor relief which do them no real good, but help them to remain in a half-destitute condition. Such persons, without such assistance, might raise themselves, at least, above the level of supposed destitution necessary to constitute a claim to its continuance. Certainly, it is my strong opinion that outdoor relief is the true root of pauperism. The amounts given cannot, in justice to the ratepayers, be made sufficient to raise persons out of poverty, but they enable a certain class to remain in pauperism.

So far as my experience went, the most obvious cause of pauperism was, directly or indirectly, drink. Unavoidable misfortune was certainly occasionally the cause. Illness or accident overtaking the breadwinner; but, so far as I recollect, this was usually in the case of the sufferer being an unskilled worker, depending on casual labour, whom an accident, however slight, might at once throw out of employment. Of course, a higher class of worker may be reduced to applying for help, but usually they appear to make a brave struggle before doing so. They belong, probably, to a friendly society, which ensures them a certain amount of sick-pay, and employers are often very kind in keeping a place open for an employee who is ill. The *untrained* worker is certainly more apt to fall upon the poor-rate; therefore I would say, that allowing children to grow up untrained to any definite employment is one cause of pauperism.

7. Ayr Parish Council has alway been most fortunate in having representatives from all classes, all of whom are interested in the work.

8. As I feel *very* strongly that Poor Law relief is harmful in its effects, I can see no good to be gained by allowing able-bodied persons to have a claim to such relief. It seems to me that would turn the rates for relief of the poor into a kind of free insurance fund. The effect would be to encourage what Dr Chalmers so well expressed as "the imagination of a legal right," which, where rate money is concerned, ought not to exist. I think it unnecessary and dangerous to make able-bodied persons eligible for parochial relief.

9. As to the suitability of the existing areas for the purpose of administering relief, I do not feel competent to say more than that the parish area seems a natural and convenient one.

10. I shall put very shortly the reforms which I believe from my experience in Poor Law work would best increase its usefulness and effectiveness.

(*a*) A gradual ceasing of outdoor relief, allowing of its gradually accommodating those accustomed to turn to it to the change. Charity organised and carefully administered would overtake the really good cases. Those of the not *really* good class would either make the necessary effort to help themselves or go into the poorhouse, and the most mischievous effect of the knowledge that possibly the Poor Law may do—what charity in the one case would do, support the deserving, and in the other case would *not* do, support the undeserving—would be done away with.

(*b*) Greater powers over the worst class of poorhouse inmates—the "ins-and-outs"—that they may be prevented going in and out so freely, and so taking the use of the ratepayers' money as they please.

(*c*) Powers of detention over the feeble-minded and vicious.

(*d*) More care and money expended on the boarded-out children and a system of "after care" established, so that when the child is "off the roll" it is still looked after and its career watched over—at *least* until it is eighteen years of age.

(*e*) The appointment of lady *medical* inspectors to visit and report upon boarded-out children. These ladies to be appointed by and responsible to the Local Government Board only, and to have the same powers (and any additional powers the Local Government Board may at any time think necessary) as the lady inspectors under the Local Government Board of England. And as such lady medical inspectors may be trusted to work most conscientiously, I would plead for the appointment of a sufficient number to overtake the work thoroughly, and without too great strain upon their own health.

APPENDIX No. XXVIII.—*Continued.*

CHARITIES AND VOLUNTARY EFFORT.

11. On this subject I must, owing to being abroad and the necessity for posting without delay, confine myself to two points only:—

(*a*) I can see no helpful co-operation between Poor Law and charity. The one can only subsidise the other; and owing to the existence of the Poor Law Relief funds, this already happens, with effects, I think, which do much harm. Money obtained by taxation ought not to be used but of hard necessity while charity is capable of "doing all things" were it not hampered by the existence of rate funds, which are constantly *tapped* in hope of additional help.

(*b*) Were outdoor relief given only to the deserving, I see no difficulty in substituting charity for outdoor relief. It is the presence of a large "half respectable" class which makes such a possibility seem difficult. It could only be done by abolishing outdoor relief entirely. The "half respectable" would then support themselves or go into the poorhouse.

FRIENDLY, CO-OPERATIVE, AND OTHER SELF-HELP SOCIETIES.

12. Although I have been a member of a Friendly Society—the Ancient Order of Foresters—for some years, I do not feel competent to reply regarding the many important subjects touched on in the list of questions.

13. Personally, I feel that the glory of the friendly societies is the personal effort which they represent. Such societies as the A.O.F. seem to me invaluable in sustaining the independence, thrift, and public spirit natural to the Scottish nation, when not led away by unnecessary offers of help.

14. Anything which touches the *voluntary* effort of such societies, such as a State system of old age pensions, or the easy getting of outdoor relief, would, I earnestly believe, do infinite harm, and injure their most valuable characteristics.

APPENDIX No. XXIX.

STATEMENT OF EVIDENCE BY MR J. CHISHOLM, GOVERNOR OF THE EAST POORHOUSE AND HOSPITAL, DUNDEE.

1. My experience in Poor Law work began in 1887, or twenty years ago; first, as Clerk for nearly two years at the poorhouse of the Barony Parish, Glasgow; second, Outdoor Assistant Inspector of Poor with the said parish thirteen years; third, Assistant Governor at the said poorhouse eighteen months; and fourth, Governor of the East Poorhouse, Dundee, five years.

2. Having been only five years resident in Dundee, I cannot familiarly speak of the social and industrial conditions of the parish, but, so far as my observations go, I think the jute mills provide the principal industry. Generally speaking, work seems to be scarce, particularly for those who have not been accustomed with mill-work.

3. I may at once state that the method of administering relief in this parish appears to me to be in strict accordance with the Poor Law Act and the rules of the Local Government Board.

4. Although the system so prescribed is by no means faultless, it seems to me that, if Parish Councils adhered strictly to the proper carrying out of the Poor Law Act, and the general rules now existing for their guidance in administering relief, pauperism would not have increased so rapidly as has been experienced during recent years.

5. Indoor relief alone should be offered to those whose habits are known to have been worthless or bad. On the other hand, those who are considered respectable, provided their circumstances and surroundings are favourable, should be placed on the outdoor roll.

6. Although Scottish independence is, I believe, fast dying out, yet many deserving applicants for relief would almost starve rather than go to the poorhouse.

7. The classes of persons applying for relief are chiefly:—(*a*) those disabled by old age or physical infirmity; (*b*) widows with young families; (*c*) deserted wives and children; (*d*) women with illegitimate children; (*e*) children whose parents are in prison, and (*f*) persons requiring medical treatment.

8. Intemperance is, I believe, one of the chief causes of pauperism. Nearly 3,000 persons per annum are admitted to this poorhouse, of whom, I believe, 70 per cent. are addicted to excessive drinking.

9. Indolent and thriftless people are constantly applicants for parochial relief—people who have never honestly endeavoured to live decently or do work, even if they had the opportunity. A very large proportion of poorhouse inmates consists of absolute loafers—men who, when not chargeable on the rates, maintain themselves by begging or stealing.

10. There is also a fair proportion of women with illegitimate children, and women and children who have been deserted, constantly to be found among poorhouse inmates. Cases of desertion — frequently matter of arrangement between a worthless husband and often an equally worthless wife—steadily increase and form one of the special causes of pauperism.

11. Under the Board of Supervision, I think that members of Parochial Boards almost invariably were men of independent position, or at any rate were men who had more leisure at their disposal than have a large percentage of the parish councillors of to-day. Now too much of the socialistic element seems to predominate, and a fair minority of councillors consists of the working class, who cannot possibly afford to give either the time or the attention necessary for the proper discharge of matters connected with the administration of Poor Law work.

12. The problem of how to deal with able-bodied persons is a difficult one to solve. If they are given a claim to parochial relief, Parish Councils will find it a hard task to discriminate between those who ought to be refused relief and persons who, though able-bodied, may be on the verge of starvation. I am of opinion, however, that the majority of able-bodied persons who choose to stoop to the indignity of becoming applicants for parish relief are people who do not really want to work, hence the necessity of finding some other means than the machinery of Poor Law to deal with them.

13. In administering relief I am of opinion that in cities where the population is large and congested the parish should be divided into several districts. Each district should be under a superintendent with the necessary staff required to adequately carry on the work. All officers connected with each district should be responsible to the district superintendent alone, whose offices should be in his own district. And all the district superintendents should be responsible to, and under the sole control of, a chief inspector of poor.

14. With regard to reforms in the law, I beg to submit the following suggestions:—

(*a*) All disputes between parishes should be settled by the Local Government Board.

(*b*) A husband deserting his wife or family should be dealt with by the procurator-fiscal, and the limit of sentence, under the present law, should be extended.

(*c*) Proprietors of model lodging-houses should be compelled to keep a special register, containing full particulars of the lodgers, and those found to have given a false name, or made incorrect statement, should be prosecuted. This system, if carefully carried out, would greatly help Poor Law Authorities in tracing deserters.

APPENDIX No. XXIX.—*Continued.*

(*d*) Parish Councils should have control of the children of dissolute parents.

(*e*) Parish Councils should have power to remove to the hospital poor persons who are without means of support and require care.

(*f*) Accommodation for poor persons suffering from phthisis should be provided by the health authorities.

(*g*) An able-bodied person should have no right to insist on relief; but Parish Councils might have power to grant relief when they consider it a special necessity.

(*h*) Power should be obtained to detain in the poorhouse for longer periods, the class who are now known as "Ins and Outs."

APPENDIX No. XXX.

STATEMENT OF EVIDENCE BY DR J. F. CHRISTIE, ASSISTANT PHYSICIAN IN CHARGE OF OUT-PATIENT DEPARTMENT FOR SKIN DISEASES, ABERDEEN ROYAL INFIRMARY; LATE PHYSICIAN TO ABERDEEN GENERAL DISPENSARY, ETC.

1. I beg to state that I am a graduate in arts and medicine of Aberdeen University (M.A., M.B., C.M.). My medical degree I took in 1895.

I was then Resident Physician and Surgeon for the period of one year in the Royal Infirmary, Aberdeen.

After spending one year attending various hospitals in Germany, I did *locum tenens* work in England and Scotland till 1898, when I started practice in Aberdeen.

I held the post of Registrar to the Royal Infirmary, Aberdeen, for some four years. On my appointment to position of Assistant Physician in charge of the out-patient department for skin diseases, at the infirmary, I resigned the registrarship. In 1901 I became one of the physicians to the Aberdeen General Dispensary, and have held that position till March of this year, when I resigned, owing to the fact that there was too much work to do in the time I could give to it.

Voluntary Effort.

General Dispensary, Aberdeen.

2. For the general work of the dispensary there are six medical officers, each appointed for a period of ten years at a salary of £50 per annum.

3. The town is divided into six districts, and each medical officer has a district. Each attends every morning (Sunday excepted) at 10 a.m., and conducts his work in a separate room.

4. The patients are taken in rotation; their names entered in a book; examined and prescribed for. The prescription is taken to the dispenser, who makes up the medicines.

5. Those who are unable to attend at the dispensary send up a message for a visit—the name and address are entered, and afterwards the patient is visited at home.

6. Besides the general work at the dispensary, there are special departments—

Maternity—outdoor and indoor	
Eye department	all out-patient department work.
Dental department	
Nose, ear and throat department	
Vaccination	
Diseases of women	

7. Total number of cases for 1906 . . . 13,763
(increase over previous year of 1,496)

3,353 patients were visited at their homes, and 9,630 visits were made.

Prescriptions dispensed . .	53,856
(increase over 1906 of 6,653)	
Maternity—treated in hospital . .	137
treated at house . .	244
Eye	1,548
Dental operations	519
Throat, etc.	590
Vaccinations	93

8. *Class of persons Assisted.*—Chiefly the labouring class; labourers (and families) of all kinds, dock labourers, labourers at the various shipbuilding yards, workers on trawlers, seamen, workmen of different trades—out-of-work, tailors, plumbers, carpenters, etc. etc.

9. *Causes of their seeking Assistance.*—The chief complaint seems to be that they have large families, and either that work is slack or that there is none at all, and that therefore they are unable to pay for medical assistance,

10. *Two special points to be noted.*—

(*a*) Everything is free at the Aberdeen General Dispensary—advice, medicines, and visits at the patient's home.

(*b*) No recommendation is required in the form of line from minister, outside medical man or employer, etc.—any one, in fact, may apply.

11. Quite frequently, during the five years as medical officer, I have had to turn away would-be patients, as I considered they were in a position to pay for medical attendance.

12. All the medical men at the dispensary agree that quite a number of patients attend there who are perfectly able to pay for medical assistance.

13. One feels that if some one were appointed to inquire into the patients' circumstances, to see if they were suitable for treatment at a charitable institution, to inquire into the abuse of alcohol—and many are in straitened circumstances due to this abuse—there would be a good deal less work to do at the dispensary.

14. Much of the work the medical man has to do there is for very trifling ailments—troubles for which in private practice the doctor would never be sent for.

Out-patient Department for Skin Diseases—Aberdeen Royal Infirmary.

15. As assistant physician in charge of the out-patient department for skin diseases at the Royal Infirmary, Aberdeen, I have charge of all the skin work there (there is no in-patient department).

16. Last year—1906—I treated 626 skin cases as out-patients.

17. The class of patient is a better one than that at the dispensary, and of course one treats not only patients belonging to the town, but from the country and neighbouring towns.

18. *Class of Patient.*—Labourers and families of artisans, mechanics, people belonging to the various trades, mill-workers, clerks.

19. A considerable number are recommended by their own doctors, a number come because treatment at home has failed—most come because they look upon a skin trouble as a speciality, and think they get the best advice at a hospital.

20. I think many of the skin cases I see are able to pay for advice, although perhaps not a specialist's fee.

21. There is an old rule at the Aberdeen Royal Infirmary which forbids the treatment of people as out-patients residing inside the town boundary. These have to be referred to the general dispensary. With regard to special subjects—throat, eye, gynæcological, skin, etc.—this rule is in abeyance.

22. Those of us who work in the out-patient departments at the Royal Infirmary feel that it is high time some one

APPENDIX No. XXX.—*Continued.*

was appointed to inquire into patients' circumstances—as there is a considerable amount of hospital abuse.

23. There is a certain amount of overlapping between the out-patient departments of the infirmary and the general dispensary.

With regard to the question of further co-operation, a certain number of the infirmary directors do sit on the dispensary board.

24. The question as to the possibility of handing over to one authority or agency the whole work connected with the medical assistance of the poor is a very difficult, and, I think, almost impossible one to consider.

25. With regard to the question as to whether the health of the community suffers in consequence of the amount or quality of the medical assistance at present available, I consider the poorer classes in Aberdeen are particularly well attended to with regard to medical assistance, and that the health of the community does not suffer in any way.

APPENDIX No. XXXI.

STATEMENT OF EVIDENCE BY MR DAVID CLARKE, SOLICITOR, DUNDEE, HONORARY SECRETARY OF THE DUNDEE CHARITY ORGANISATION SOCIETY.

1. I am a Solicitor, and have been in practice in Dundee for about twelve years. I have been Honorary Secretary of the Dundee Charity Organisation Society for the past six years, and have been in touch with the work of the Society for the last twelve years.

2. The Dundee Charity Organisation Society was instituted in 1885. Its main objects are to discourage and repress mendicity, detect imposture, and direct the proper distribution of charitable relief. It seeks to accomplish these objects (1) by careful investigation of the circumstances of all applicants for assistance; (2) by referring to the Parish Council, to other charitable societies, or to private individuals such persons as may be found, after due investigation, to be deserving of aid; (3) by assisting in systematising, concentrating, and uniting charitable efforts; and (4) by assisting deserving persons, so far as the funds of the Society may permit.

3. During the twenty-one years of the Society's existence it has dealt with 31,826 cases, each of which has been separately and carefully investigated, reported on, and dealt with. Of the applicants, 12,486 were married persons with over 32,000 children—the applicants with their dependants numbering over 77,257. In the twenty-one years the Society has relieved over 24,000 cases, at a cost of £8,514, 6s. 11d. It has also amassed a great deal of information, extending over the period of its existence, with regard to the mendicant and vagrant classes, and where the Society's introduction tickets are carefully and intelligently used it has freed its members to a considerable extent from the importunities of begging impostors, while at the same time reaching and relieving the deserving class of persons in temporary distress. The Society has now on file reports of all the cases dealt with during the past twenty-one years.

4. Copies of the Annual Reports of the Charity Organisation Society for 1905 and 1906 are sent herewith.

5. On page 11 of the Report for 1905 will be found a statement of the cases dealt with for the four quinquennial periods from 1885 to 1905, showing the number of applicants; number married; number of children; total persons dealt with; amount of assistance given, and number assisted by work, etc.

6. The effect on the recipients of charity varies according to the class to which the recipient belongs. To the poor who have met with innocent misfortune, such as the temporary want of employment, a little assistance rendered at such times is very often the means of saving their home and aiding them to maintain their respectability until they are once more able to do for themselves. There is, however, a numerous class of loafers and corner-men who are always well to the front whenever there is any agitation as to the unemployed, and who are then apparently most eager for work, but whose chief desire is to get something for nothing, and to whom a work card given as a means of earning the supplies is received with scorn and never used. There has been no active co-operation between the Charity Organisation Society and the Poor Law Authorities; but a well-considered system of co-operation might prove beneficial to those engaged in charitable work, in the way of affording information as to persons applying for charity, the prevention of possible overlapping, and the dealing with applicants whose cases require continuous aid, which the Charity Organisation Society is unable to give.

7. The Society has, at the request of the Town Council, undertaken the distribution of funds raised by public subscription for the relief of the unemployed at various times during the past twenty-one years.

8. In the winter of 1885–86, 3,480 unemployed cases were enrolled, of whom 3,000 were relieved, at a cost of £3,527, 9s. 1d. In 1892–93, 511 cases were dealt with, and work given in necessitous cases. In 1893–94, 1,320 cases were dealt with, and work given in deserving or urgent cases. The necessitous cases were relieved at a cost of £1,563, 12s. 5d. In 1904–05, 1,622 cases were dealt with, work and relief being given in necessitous cases, the cost for relief being £406, 12s. 4d.; and in 1906, 135 cases were dealt with, and relieved at a cost of £45, 1s. 6d.

9. The above is a general statement of the work accomplished by the Dundee Charity Organisation Society; but if more detailed information is required on any or all of the points touched on, it will be gladly furnished.

APPENDIX No. XXXII.

STATEMENT OF EVIDENCE BY MR ROBERT CORBET, JOINT ACTUARY, SAVINGS BANK, GLASGOW.

1. I entered the service of the bank in 1866 as junior clerk, and have since then filled the following positions:—teller, branch superintendent, accountant, and joint actuary

2. The Savings Bank of Glasgow was instituted in 1836.

It is managed by a body of trustees and managers selected from among the business community of Glasgow, and these gentlemen perform the duties of the position gratuitously.

3. The business, at first, was carried on in a small office. There are now fourteen offices—the head office and thirteen branches situated in prominent positions in populous districts of Glasgow and neighbourhood. A building for a new branch in the industrial district of Parkhead is about to be erected, and it is expected that next year this branch will be open for business.

APPENDIX No. XXXII.—*Continued.*

4. The bank is open daily from 10 till 3 o'clock, and on Saturdays from 10 till 5 o'clock. On Monday and Wednesday evenings it is also open for business from 6 till 8 o'clock.

5. In the bank's ordinary department the smallest sum that can be lodged by a depositor is one shilling, and the total lodgments allowable during the year are limited by enactment to £50. Sums are not received that would make the amount standing in the name of a depositor exceed £200.

6. The money lodged is repaid without notice; and lodgments can be made in a depositor's bank pass-book at any of the offices of the bank. There is no charge made for pass-books.

7. In the bank's investment departments larger sums are received on deposit, but these mainly consist of transfers of a portion of the accumulation of small sums lodged by a depositor in his ordinary account. The money in these departments is repayable on three months' notice.

8. The annual report of the bank for year ending 20th November, 1906, gives the following classified statement of its liabilities:—

Number of Depositors.	Percentage of the whole Number of Depositors.								
38,226	17	Balances	.	.	not above £1		£12,113	3	2
42,534	19	,,	above	£1 and not above		5	103,898	2	4
23,860	11	,,	,,	5	,,	10	166,694	1	7
15,691	7	,,	,,	10	,,	15	188,718	1	0
10,416	5	,,	,,	15	,,	20	179,379	2	10
16,722	8	,,	,,	20	,,	30	405,731	5	4
20,524	9	,,	,,	30	,,	50	796,655	10	5
26,651	12	,,	,,	50	,,	100	1,824,457	17	0
14,578	7	,,	,,	100	,,	150	1,753,173	0	7
9,655	4	,,	,	150	,,	200	1,661,728	5	9
2,908	1	,,	,	200	.	. .	592,139	10	6
	100								
221,765		Total Depositors	. . . . .				7,684,688	0	6
305		Penny Banks (with 101,488 depositors)	. . .				27,987	6	0
3,089		Charitable Societies	. . . . .				93,379	1	0
687		Friendly Societies	. . . . .				71,501	10	1
225,846		Balances due to Depositors (Ordinary Department)	.				7,877,555	18	3
11,259		Balances due to Investors (Investment Departments),	.				2,592,782	0	11
237,105		Total Liabilities	.				£10,470,337	19	2

The foregoing statement shows that there is a large proportion of the accounts with small balances at credit: there being 47 per cent. which do not exceed £10; 20 per cent. above £10 and not above £30; 9 per cent. above £30 and not above £50, and 12 per cent. above £50 and not above £100. Thus 88 per cent. of the whole accounts of depositors in the ordinary department have balances, none of which exceed £100.

9. The average deposit by individuals during 1906 was £3, 7s. 10d., the average re-payment £7, 0s. 6d., and the average balance due depositors at the end of the bank year was £34, 13s. 1d.

10. A classification was made of the occupations followed by nearly 10,000 of the depositors who opened accounts in the year 1906, and assuming these to be fairly typical of the whole number of depositors the following results are arrived at:—

OCCUPATIONS OF DEPOSITORS.

Classification.

	Per centage of Total.
(1) Industrial	22·02
(2) Commercial	8·7
(3) Unskilled workers	8·7
(4) Shopkeepers and assistants	6·23
(5) Dressmakers and warehousewomen	3·12
(6) Domestic servants	2·72
(7) Professional	1·57
(8) Public service	1·2
(9) Educational	1·29
(10) Miscellaneous	2·21
(11) Married women, spinsters, widows and children	42·24
	100

Women and children of all ranks, including those so described in the table, are believed to be 55·27 per cent. of the total number of depositors.

APPENDIX No. XXXII.—*Continued.*

11. The following tables exhibit the progress of the bank at different periods during the past fifty years.

COMPARATIVE DECENNIAL VIEW OF PROGRESS—1856 to 1906 (Years ending 20th November).

	Ordinary Department.		Investment Departments.		Totals.	
	Open Accounts.	Balance due Depositors.	Open Accounts.	Balance due Depositors.	Open Accounts.	Balance due Depositors.
		£		£		£
1856	33,287	680,485			33,287	680,485
1866	51,887	1,112,189			51,887	1,112,189
1876	97,955	2,559,999	1,456	199,659	99,411	2,759,658
1886	130,719	3,997,050	2,944	457,595	133,663	4,454,645
1896	187,794	6,311,362	7,243	1,194,765	195,037	7,506,127
1906	225,846	7,877,555	11,259	2,592,782	237,105	10,470,337

Average yearly increase in each of the above decades:—

From 1857 to 1866 the annual increase averaged £43,170
" 1867 " 1876 " " " 164,747
" 1877 " 1886 " " " 169,499
" 1887 " 1896 " " " 305,148
" 1897 " 1906 " " " 296,421

STATEMENT SHOWING THE YEARLY PROGRESS OF THE BANK DURING 10 YEARS—1897-1906 (Years ending 20th November).

	New Accounts Opened.	Transactions.	Open Accounts.	Balance due Depositors.	Yearly Increase.
				£	£
1897	35,302	830,886	201,911	8,044,017	537,889
1898	34,847	858,625	208,880	8,541,542	497,525
1899	36,993	916,497	215,984	8,982,383	440,841
1900	34,186	901,339	218,453	9,073,883	91,500
1901	34,122	890,528	221,435	9,415,921	342,038
1902	35,375	931,638	225,680	9,793,072	377,151
1903	33,314	936,077	226,833	9,947,200	154,128
1904	33,075	945,276	226,769	9,978,077	30,877
1905	36,290	994,212	231,475	10,261,878	283,801
1906	38,098	1,044,242	237,105	10,470,337	208,459

STATEMENT SHOWING THE RATIO OF DEPOSITORS TO THE POPULATION AT DIFFERENT PERIODS.

In 1856, One Depositor in every 11 of population.
1866, " " 8 "
1876, " " 5 "
1886, " " 4 "
1896, " " 4 "
1906, " " 4 "

12. The history of the Glasgow Savings Bank is a remarkable record of steady progress, and, by virtue of the number of its depositors and the amount of its funds, the institution now holds the premier position among the Trustee Savings Banks in the United Kingdom.

13. The success of the bank has to a large extent been attained through continuous efforts on the part of the trustees and managers to adapt its methods of business to the requirements of the community and by persistently calling public attention to the facilities it offers.

14. The hours of business have been fixed with a view to suit the convenience of the classes whom it is designed to serve.

15. As the city has extended, the importance of planting branches of the bank nearer the homes of the people has been recognised, and the result has been so satisfactory that the policy of opening new branches in populous districts is likely to be continued. The conditions that have been found favourable to success in planting a branch are—a central site in the district to be served, an office commodious and attractive, and located, if possible, in a building of such handsome architectural features as to form a landmark in the neighbourhood. The total business carried through at branches is now larger than what is done by the head office. At the end of 1906, in the ordinary department, the depositors at the branches numbered 133,830, and the balance at their credit was £4,323,915, while at the head office the depositors numbered 92,016, and the balance at their credit was £3,553,641.

16. Publicity has been given to the work of the bank by exhibiting in leading thoroughfares, and in public works, artistically attractive placards showing prominently the situation of the different offices of the bank, and the hours during which they are open. Advertising of this description is supplemented from time to time

by the distribution of handbills setting forth the advantages of saving, and occasionally, as at the opening of a new branch, by advertisements and articles in the public press.

17. An encouraging response has at all times been given to the efforts made by the bank for the furtherance of thrift, and the business seems to increase in proportion to the facilities afforded and the publicity given. It has, however, to be taken into account in looking into the statements of progress submitted, that when high rates of interest for investments prevailed elsewhere, a section of the depositors with the larger sums at their credit were induced to withdraw their deposits. In addition, it should be noted that, especially during recent years, many large accounts have been closed as the result of the great tide of emigration from this country, flowing chiefly in the direction of Canada. Notwithstanding these influences, the growth of the bank's business, as shown by the comparative statements, has been continuous during recent years, and compares favourably with earlier periods in the bank's history. The number of new accounts opened during the year 1906 was 38,098, which is the highest on record.

18. An interesting feature of the business is found in the fact that a large proportion of the transactions are made by people of very moderate means.

19. The comparative statements submitted forbid the conclusion that provident habits are now less common than heretofore; but while that is so, too many signs are visible that money is spent in ways that are inconsistent with the practice of a reasonable economy. There appears to me to be too large a proportion of the earnings of the people thoughtlessly spent in sport and amusement (see Appendix No. XXXII. (A)); and, that large sums are misspent in betting by many members of the community, I take to be a reasonable deduction from the great variety of sporting literature displayed and sold in the working class districts of the city. That the spread of this literature has a baneful influence, by inducing and cultivating the vice of betting, is beyond question; but the secrecy with which the practice is carried on precludes a dependable estimate being given of the amount of money that is misspent in this way.

20. To express in a sentence the conclusions which seem to follow from the figures and information submitted; it would appear that while there are still many members of the wage-earning portion of the community who do not, and who might, with advantage to themselves, make use of the Savings Bank, there is unquestionably a large body of working people who resort to it for the safe custody of their savings, and who are able to look to the accumulated deposit which it holds on their account, as a settled provision for times of industrial depression, for sickness, and for old age.

Penny Savings Banks in and Around Glasgow.

21. The following is a summary of the work of these banks for the year ending 20th November, 1906:—

Penny Banks.	No. of Banks.	Transactions.	Deposits.	Payments.	Transfers to Savings Bank.	Open Accounts.	
						No.	Amount.
			£	£	£		£
In Sabbath Schools, Missions, etc. . . .	213	1,020,193	77,699	48,142	28,413	82,342	24,802 3 9
In Public Schools . .	39	318,124	8,639	3,902	2,228	15,086	3,744 2 9
Under the Foundry Boys' Religious Society . .	14	61,033	3,494	3,094	266	4,060	1,245 8 0
Total . .	266	1,399,350	89,832	55,138	30,907	101,488	29,791 14 6

Statement Showing Progress of the Banks.

Year.	No. of Banks.	Transactions.	Deposits.	Payments.	Transfers to Savings Bank.	Open Accounts.	
						No.	Amount.
			£	£	£	£	£
1866	86	330,166	13,413	8,189	4,655	32,814	5,402
1876	151	530,724	33,680	16,490	16,604	51,703	11,563
1886	212	777,396	44,181	22,999	20,711	64,123	15,176
1896	228	1,096,912	80,733	41,934	37,406	89,483	24,101
1906	266	1,399,350	89,832	55,138	30,907	101,488	29,791

22. The sums received by penny banks from depositors range from one penny to one pound, and as the maximum balances are reached, or slightly exceeded, the money in pounds is transferred to accounts in the depositors' own names in the Savings Bank.

23. The penny banks, other than the school banks are open for business for one hour weekly. The school banks are conducted in classes, and the time occupied is on the average twenty minutes.

24. In addition to its own special work the Glasgow Savings Bank has exercised a fostering care over the Penny Savings Banks in the city and neighbourhood. The first bank of the kind in Glasgow was opened in 1850 and there are now 266 in active operation. These banks have for their object the training of the young in the habit of thrift, and while they have well fulfilled the object in view, it has also been found, that many adults from among the working classes resort to them with small savings. Each penny bank is under the superintendence of eight or a greater number of trustees who appoint the officials and guarantee the depositors against any loss that may arise in working the banks The work is carried on by over seven hundred public-

APPENDIX No. XXXII.—*Continued.*

spirited officials who give their services gratuitously. Until two years ago the penny banks in connection with this bank were wrought almost wholly as an auxiliary part of Sunday School and Mission work. An interesting development of the movement took place at that time through the opening of banks in a number of the Public Schools in Glasgow and neighbourhood. The teachers undertake the conducting of these school banks, which are carried on in school hours, in classes, and usually on Monday mornings. Since the opening of the school banks a great impetus has been given to the whole penny bank movement. It is striking that even in the districts where there were already a number of penny banks in active operation, the opening of school banks has largely increased the total business.* In my opinion if children are to be universally taught the habit of thrift, the work will require to be undertaken in the Public Schools, as in no other way can all the children be reached.

25. The number of school banks in other parts of Scotland has increased since attention has been drawn to the work through the reports of the movement in Glasgow, but school banks are still few in number in Scotland as compared with those in operation in other countries. In England, for nearly thirty years, penny banks have been conducted in many of the schools with excellent results. The returns from the Liverpool, Manchester and Hull Savings Banks show that in these cities alone there are 500 schools where the teachers carry on penny banks with success. In France, the returns I have before me show that there are 20,024 school banks, the depositors number 410,188 and the amount at their credit is £519,413; and in Belgium there are 8372 school banks, the depositors number 369,779 and the amount at their credit is £419,677. I am strongly of opinion that the future betterment of the social condition of the people would be greatly furthered if the young, while at an impressionable age, were generally taught the habit of thrift. It has been wisely said that "the art of saving money, like many other arts, is a difficult one to acquire, and a child cannot be too soon taught the value of its pennies, and the best text book is a Penny Bank Book."

26. The Glasgow Savings Bank renders friendly assistance to the penny banks by advising the officials as to the method of business, and by supplying, free of charge, the ledgers, cash books, depositors' pass books, leaflets, etc., necessary for carrying on the work.

APPENDIX No. XXXII (A).

Handed in by Mr Robert Corbet, Glasgow.

Theatres and Music Halls in Glasgow, Year 1907. Estimate of Attendances and of Total Cost of Admission.

(Theatres are Estimated as Half Filled—Music Halls as Three-Fourths Filled.)

THEATRES.

Accommodation.		Parts of House. Charge for Admission.	Per Night.		Per Week.		Per Year.	
Sitting and Standing.	One House Nightly.		Number of Attendances.	Cost of Admission.	Number of Attendances.	Cost of Admission.	Number of Attendances.	Cost of Admission.
				£ s. d.		£ s. d.		£ s. d.
4,433	...	Above One Shilling.	2,216(½)	333 2 9	13,299	1,998 16 6	691,548	103,938 18 0
2,435	...	One Shilling.	1,217(½)	60 17 6	7,305	365 5 0	379,860	18,993 0 0
1,033	...	Ninepence.	516(½)	19 7 4½	3,099	116 4 3	161,148	6,043 1 0
3,860	...	Sixpence.	1,930	48 5 0	11,580	289 10 0	602,160	15,054 0 0
11,761	...		5,880(½)	461 12 7½	35,283	2,769 15 9	1,834,716	144,028 19 0

MUSIC HALLS.

Accommodation.		Parts of House. Charge for Admission.	Per Night.		Per Week		Per Year.	
Sitting and Standing.	Two Houses Nightly.		Number of Attendances.	Cost of Admission.	Number of Attendances.	Cost of Admission.	Number of Attendances.	Cost of Admission.
				£ s. d.		£ s. d.		£ s. d.
875	1,750	Above One Shilling.	1,312(½)	103 4 0	7,875	619 4 0	409,500	32,198 8 0
2,673	5,346	One Shilling.	4,009(½)	200 9 6	24,057	1,202 17 0	1,250,964	62,548 4 0
480	960	Ninepence.	720	27 0 0	4,320	162 0 0	224,640	8,424 0 0
2,909	5,818	Sixpence.	4,363(½)	109 1 9	26,181	654 10 6	1,361,412	34,035 6 0
2,332	4,664	Fourpence.	3,498	58 6 0	20,988	349 16 0	1,091,376	18,189 12 0
2,145	4,290	Threepence.	3,217(½)	40 4 4½	19,305	241 6 3	1,003,860	12,548 5 0
2,566	5,132	Twopence.	3,849	32 1 6	23,094	192 9 0	1,200,888	10,007 8 0
13,980	27,960		20,970	570 7 1½	125,820	3,422 2 9	6,542,640	177,951 3 0
Theatres and Music Halls Combined,			**26,850(½)**	**1,031 19 9**	**161,103**	**6,191 18 6**	**8,377,356**	**321,980 2 0**

APPENDIX No. XXXIII.

STATEMENT OF EVIDENCE BY MR ARCHIBALD HENDERSON CRICHTON, J.P., MEMBER OF LINLITHGOW PARISH COUNCIL, AND CHAIRMAN OF LINLITHGOW COMBINATION POORHOUSE COMMITTEE.

1. I have been a member of Linlithgow Parochial Board and Parish Council for twenty years, and was Chairman of the Council for the first five and a half years of its existence.

I have been a member of the House Committee of Linlithgow Combination Poorhouse for eighteen years, and Chairman for the past ten years.

The Social and Industrial Condition in Linlithgow Parish.

2. The parish of Linlithgow includes the royal burgh of Linlithgow (the county town), population at last census (1901) 8,076, about one-half each in the burgh and in the landward part.

3. The population is industrial and agricultural.

4. In the burgh the population consists of curriers, distillery workers, gluemakers, tanners, and a few miners from the landward part; a liberal complement of professional men and shopkeepers, and far too many publicans and licensed grocers. There are also a number of tradesmen, with the usual supply of labourers; and a branch of Nobel's Explosive Works, employing a few men and a considerable number of girls.

5. There are two lodging-houses in the town, which attract a good many of the tramp class and others of unsteady habits, besides a large number of old houses, let at cheap rents on the system of weekly and monthly payments, which attract a lot of very poor people—the proportion of this class of people is exceptionally large.

6. There is a great want of employment about the town of Linlithgow, causing, as the parish minister puts it, "the 'removal of sons and daughters to the larger centres in 'search of work, leaving us with parents who in many 'cases have no income except what their children may send 'them, and who consequently come on the rates. These 'are frequently very respectable people, though poor."

7. The large number of public-houses and licensed grocers cause, I fear, a considerable amount of drunkenness, adding thereby to the distress and poverty so prevalent in the town. At the same time there is considerable evidence of thrift among the more respectable class of working-people, as shown in the existence of friendly societies, with their provision of sick and funeral money, and the large amount of support they give to the co-operative stores trading in the district.

8. In the landward part of the parish there are several villages connected with paper-mills, shale mines and mineral-oil works, and there the working-people are more comfortable than in the town, as steady employment and good wages obtain at these works; there is less poverty, and pauperism is least apparent among this section of the community.

9. Outside the burgh, and the villages at the eastern and western extremities of the parish where the oil-works and paper-mills are situated, the parish is sparsely populated and entirely agricultural.

10. The wealthy farmer is not so much in evidence as in former times, many farms being occupied with working farmers, who by themselves and their families do a large share of the manual labour, thereby reducing the number of paid hands required. The advent of modern appliances in farming has also considerably reduced the number of resident workers on the farms.

11. The number of ordinary poor, including dependants, on a recent date, receiving relief was 95, outdoor 81, indoor 14, = 85·26 and 14·74 per cent. respectively, as compared with Scotland for 1905 = 85·74 and 14·10 per cent. respectively. Of lunatic poor there were 15. In poorhouse lunatic wards 5, and in asylum 10 = 33⅓ per cent. and 66⅔ per cent. respectively, as compared with Scotland for 1905, 6·72 and 74·92 per cent. respectively. Vagrants relieved, about 400 per annum. The poor-rate is—owners 8d., occupiers 9d. per £ on the nett valuation.

The Method of administering Relief in the Parish.

12. Relief by the Parish Council is administered in two ways:—

(a) Indoor relief in the poorhouse, and

(b) Outdoor relief in the form of money and clothing, also medical attendance and medicines, and in winter time to householders a supply of coal. The outdoor paupers have also the services of a district nurse, who is supported by voluntary contributions from the public and a contribution of £10 per annum from the Parish Council.

13. The Linlithgow Combination Poorhouse is situated in the parish close to the burgh. It is licensed by the Local Government Board for 170 ordinary, and by the Lunacy Board for 36 lunatic paupers.

14. The parish of Linlithgow own 72 out of 262 shares in the poorhouse, and to it the Parish Council send—or offer to send—aged infirm people unable to support themselves or unable physically to attend to their own wants, and who have no friends to help them; unmarried women with illegitimate children; deserted wives with children; widows of dissolute habits with children.

15. Outdoor relief is granted to respectable widows with children, and others who by work or the help of friends are able to contribute something towards their own support; orphans or children deserted by both parents are boarded out.

16. I am not aware of any peculiarities or experiments in Poor Law administration in this parish, only a growing tendency to treat the deserving poor more liberally, and the children who are left to the care of the Parish Council. The better treatment of the poor is particularly notable in the poorhouse at Linlithgow.

The respective Merits of Indoor and Outdoor Relief.

17. I am of opinion that both methods are essential in the administration of relief. To the reprobate class only indoor relief should be granted, and for dealing with people of this class larger powers are required.

18. Indoor relief is also most suitable for people of all ages who cannot work for themselves, who cannot attend to their own personal wants, or who have no friends to care for them at home.

19. Indoor relief must, of course, become an entire failure unless administered under a proper classification of the inmates.

20. As to outdoor relief, my view is that it should be administered as a help to deserving poor who are able to attend to their own personal wants, or have friends to help them, or have some other means of contributing to their own support or the support of their dependants, and are fit to be trusted to conduct themselves respectably.

21. Boarding out is resorted to for children deserted by both parents and for orphans, and this is the course recommended by the Local Government Board. I would prefer to have children cared for in the poorhouse, as I see them cared for by the governor and matron in Linlithgow poorhouse. Boarding out does not, in my experience, give such good results as in cases well cared for in the poorhouse. The comfortable and home-like aspect of Linlithgow Combination, and the personal and individual attention bestowed on the inmates, has frequently been commended by officers of the Local Government Board, and Commissioners in Lunacy.

The Classes of Persons applying for Relief.

22. The classes of persons applying for relief are those who from sickness, physical or mental defects, old age and the infirmities of age, are unable temporarily or permanently to provide for themselves; orphans and deserted children; mothers with illegitimate children; deserted wives with children; those suffering from pre-

APPENDIX No. XXXIII.—*Continued.*

mature decay, induced by dissolute drunken lives; and vagrants of both sexes.

THE CAUSES OF PAUPERISM.

24. The chief causes of pauperism are—

(*a*) In the case of a few, the inability to work owing to physical or mental weakness.

(*b*) The removal of the breadwinner by accident or early death.

(*c*) Want of filial affection on the part of children.

(*d*) Drunkenness.

(*e*) The changed industrial conditions of the country. Trades unions and the laws for the compensation for injuries to workmen have both helped to fill the poorhouses in our country by rendering it more difficult for aged infirm men or men with physical defects and deformities finding employment. The men themselves speak of the difficulty of obtaining employment when years begin to show, and statistics confirm.

25. In Linlithgow poorhouse, drawing its inmates from districts where the demand for labour is ever increasing, the proportion of male to female inmates is entirely changed. From 1887 to 1897 the averages were 44 men and 42 women on the roll, and from 1897 to 1907 there were 80 men and 50 women. At one time, I am told, there were in the house 2 women to every man, and for short periods in recent times I have seen 2 men to each woman.

THE CLASS OF PERSONS SEEKING ELECTION AS PARISH COUNCILLORS.

26. Linlithgow Parish Council comprises at present—1 accountant, 1 master shoemaker retired, 1 merchant, 1 bookkeeper, 1 county inspector of weights and measures, 2 schoolmasters, 1 master builder, 1 mining manager, 1 quarryman, 1 lawyer, 1 oil manufacturer, 1 parish minister. All of them are, I think, sincerely desirous of helping the poor and conserving the interests of the ratepayers.

RELIEF TO ABLE-BODIED.

27. In the general case, it would, I think, be inexpedient to give able-bodied persons a claim to parochial relief. The probable effect in some cases would be to render them indifferent to finding work.

THE SUITABILITY OF THE EXISTING AREAS FOR THE PURPOSE OF ADMINISTERING RELIEF.

28. So far as my experience goes, I would favour the parish areas for the purpose of administering relief, but in the matter of rating and of settlements some improvement might be made.

29. The question of rating has, I fear, too much influence sometimes on the administration of relief, whereas the first consideration should be to relieve the real necessities of the poor.

30. As to settlements, there are never-ending disputes between parishes, involving continual labour and expense, and often serious and expensive litigation, all of which might be materially lessened by a simple compulsory reference to some central authority, such as the Local Government Board.

REFORMS SUGGESTED BY EXPERIENCE.

31. I submit respectfully that Parish Councils should have power—

(*a*) To remove to a poorhouse all persons applying for relief whom the Council consider should be cared for in the house, such as the lazy and indolent, the intemperate, and the sick and infirm, who cannot attend to themselves and have no one to care properly for them.

(*b*) To exercise better control over inmates of poorhouses, by way of larger powers of detention.

(*c*) To remove children from the custody of vagrant or dissolute parents.

(*d*) To commit to labour colonies, on a warrant by a Sheriff, the parents of such children.

(*e*) To commit to labour colonies, on a warrant by a Sheriff, all persons over 16 years of age of either sex who are vagrants, or of idle or dissolute habits.

32. Regarding labour colonies for the detention and employment of the vagrant and dissolute classes, I should like to see these colonies attached to poorhouses, where the existing organisations would be available, without going to the expense of establishing a new set of public institutions. I would not think of such colonies for the respectable unemployed who are otherwise being cared for.

33. Parish Councils and Inspectors of Poor should not have power, as at present, to return to the custody of dissolute parents children who have been away from the control of such parents.

Recently I had experience of a case which shows that some such provision is required. The case was that of a woman of dissolute habits who, with her children, was deserted by her husband, the father of the children. Later on the mother also deserted the children, who were taken charge of by the Parish Council and boarded out. After the children had been well cared for by the Council for several years the mother turned up, took away the children, stripped them, and pawned their clothing. The mother was apprehended and committed to prison for theft. The children were returned to their boarding-home.

Meanwhile the inspector of poor, seeing an opportunity of getting rid of the cost of maintaining the children, informed his Council of the case, and told them that when the mother came out of prison he was going to hand the children back to her. The inspector was well aware of the drunken, dissolute character of the mother, but considered it his duty to get quit of the burden, although it is doubtful if the members of the Council then present were aware of the history or facts of the case.

Be that as it may, the inspector removed the children from his own parish to the city of Edinburgh, and there handed the children over to their inhuman parent as she came out of prison.

The eldest child was a girl of 12 or 13 years of age. Surely it should be impossible for children once rescued to be thus thrown back into contact with a life of crime and misery—all for the sake of saving a little money, or of shifting the cost on to some other parish.

APPENDIX No. XXXIV.

STATEMENT OF EVIDENCE BY MR N. CROMBIE, CHAIRMAN OF THE PERTH PARISH COUNCIL.

1. I was a member of the Committee of Management of the Perth Parochial Board for eighteen years. I have been a member of the Parish Council since its institution, and I have been Chairman of Parish Council for four years.

SOCIAL CONDITIONS IN PARISH.

2. The population does not suffer greatly from depression in trade, which is chiefly linen, jute, and dyeing.

METHOD OF ADMINISTERING RELIEF.

3. Outdoor relief is granted to respectable poor; indoor relief to "mothers with illegitimate children, widows who fall into immoral habits, deserted wives, and generally all persons of idle, immoral, or dissipated habits."

MERITS OF INDOOR AND OUTDOOR RELIEF.

4. I believe that relief administered as above is the

APPENDIX. No. XXXIV.—*Continued.*

proper method, and in my experience I have observed it to work effectually and beneficially.

Classes of Persons applying for Relief.

5. Two-thirds of the applications dealt with in the parish of Perth are from the vagrant class; the other third from persons resident in the parish, and mostly from widows with young children.

Causes of Pauperism.

6. The chief causes are intemperance and other vicious habits. Children of paupers frequently become chargeable after they have grown up, and do not appear to have any feeling regarding it.

Class of Parish Councillors.

7. Tradesmen and merchants are the class who seek election.

Relief to Able-bodied.

8. I have the strongest objection to giving able-bodied persons a claim to parochial relief. Speaking for this parish, I feel sure that it is not desired by any class.

Extension of Areas.

9. I am in favour of the extension of areas. I think it would be beneficial to pauper and ratepayer. The pauper would be efficiently inspected and intelligently treated, and the poor-rate would be equally spread over the larger area.

APPENDIX No. XXXV.

STATEMENT OF EVIDENCE BY DR B. CRUICKSHANK, MEDICAL OFFICER OF NAIRN COMBINATION POORHOUSE, AND ONE OF THE MEDICAL OFFICERS OF NAIRN TOWN AND COUNTY HOSPITAL; ALSO MEDICAL OFFICER FOR THE PARISHES OF NAIRN, AULDEARN, AND CAWDOR.

1. I qualified in 1869; was for a year Assistant to the Surgeons in the Aberdeen Royal Infirmary; for twenty months Assistant in the Perth District Asylum; for six years in the Army Medical Service; and have practised in Nairn for thirty years. For twenty-eight years I have been Medical Officer to the Nairn Union Poorhouse; Medical Officer for the Parishes of Nairn, Auldearn, and Cawdor; and one of the Staff of the Nairn Town and County Hospital.

2. The local Sanitary Authorities (town and county) provide hospital accommodation and nursing for infectious cases amongst the poor who cannot pay, and where proper isolation cannot be obtained.

3. Under the Poor Law, outdoor relief, either in money or kind, is provided by the Parish Councils when applicants are considered proper subjects. Where attendance and nursing cannot be obtained outside, and sometimes as a test, relief is given in the poorhouse.

4. One of the chief difficulties I have met with is the refusal of helpless and friendless paupers to go to the poorhouse when attendance at their own homes is expensive and difficult to obtain. The parishes have the power of sending paupers to the poorhouse, which is well managed and comfortable.

5. An excellent general Hospital (eighteen beds) has recently been erected in the district. To this paupers are admitted when they require special treatment.

6. There is also a Convalescent Home with nine beds.

7. A branch of the Queen Victoria Nursing Association exists, and the services of the nurse are available for poor and paupers.

8. There are Clothing and Coal Clubs, and the different churches have funds to assist members in difficulty.

9. In the main, the agencies mentioned co-operate, and there is little overlapping.

10. In my opinion, the Parish Councils perform the statutory duties satisfactorily, but I do not think it would be an advantage to the community if the Parish Councils interfered in any way with voluntary effort.

11. In my opinion, it would be an advantage if the Parish Council had at their command the services (in whole or in part) of a properly trained district nurse. Otherwise I consider the amount and quality of medical assistance available sufficient.

APPENDIX No. XXXVI.

STATEMENT BY MR ROBERT CUMMING, B.A., MEMBER OF THE PARISH COUNCIL AND DISTRESS COMMITTEE OF EDINBURGH.

1. Edinburgh parish is a somewhat peculiar one, inasmuch as the professional element is peculiarly strong in it, the industrial element being correspondingly weak. There is therefore considerable fluctuation in the pauperism from time to time, and during the last few years a number of workmen have been unemployed owing to the fact that two or three very large undertakings (for instance, the Talla Water Works, the North British Railway Station and Hotel, the Caledonian Railway Station and Hotel, North Bridge Improvements, etc.) have almost simultaneously been completed, with the necessary consequence that a great number of labourers, especially unskilled labourers, have been thrown upon the market.

2. The Poor Law is administered here with no very great peculiarities. Each application comes, through the inspector, before a Relieving Committee consisting of, roughly, one-fourth of the Parish Council. Appeals may be taken either by the inspector, the applicant, or any member of the Relieving Committee to the whole Parish Council, acting as an Appeal Committee, and after that, of course, there is the usual appeal to the Sheriff. During my short connection with the Parish Council there have only been two appeals to the Appeal Committee, and none to the Sheriff. Of the appeals to the Appeal Committee, in one case the decision of the Relieving Committee was upheld and in the other it was reversed. The system, on the whole, appears to work well.

3. As regards the respective merits of indoor and outdoor relief, the latter can only be resorted to in cases where it is absolutely certain that the recipient is deserving, and has to be administered extremely carefully in order to avoid undue expenditure on the part of the

APPENDIX No. XXXVI.—*Continued.*

ratepayers. Indoor relief is to some extent the best, but even with it, it is sometimes difficult to avoid the feeling that relief is being applied where it is not deserved.

4. As to the classes of persons applying for relief, I beg to refer you to the statistics of the Parish Council, which gives them in full.*

5. *Causes of Pauperism.*—On the surface, the drink question would appear to have considerable to do with pauperism; but whether the connection is more than a surface one it is hardly possible to determine, though it seems to me that the real cause lies further back. Of course, improvidence is largely the cause of pauperism, but in many cases improvidence is really a constitutional defect.

6. The class of persons seeking election as Parish Councillors is not what it should be. The interest taken in Parish Council affairs is much less than that taken in Town Council affairs, though the former would appear really to have more permanent effect upon the welfare of the community generally than the latter, on account of the power given to the Parish Councillors of taking charge of the children of paupers. The action of a Town Council can in most cases be reversed by a succeeding Council, but the effects of Poor Law administration are very far-reaching, and not easily overturned in a short time. If any method can be devised by which greater interest can be taken in Poor Law administration, and a stronger class of candidates for Parish Councillors induced to come forward, it would be to the permanent benefit of the ratepayers and the community as a whole.

7. It seems highly inexpedient that an able-bodied person should have a claim to parochial relief. This class should be dealt with by Distress (or Employment) Committees, and on an entirely different basis from Poor Law administration. The establishment of labour colonies, penal if necessary, afford the only solution of this question of able-bodied pauperism and unemployment, as it is commonly called. The fact that apprenticeship is becoming less and less common, and that where it exists trade union rules restrict apprenticeship to a great extent, has had the effect of throwing upon the market a great body of unskilled labour, and it is from this unskilled labour to a very large extent that the unemployed, and subsequently the unemployable, come.

8. Labour colonies should be on a large scale and serve large areas of the country. The reasons for large colonies are, first, economy in administrative expenses; and second, that where a large number of unskilled labourers are brought together, they will necessarily provide considerable scope for the employment of skilled labour, and it will therefore be possible to conduct classes to enable unskilled labourers to become skilful workmen whenever individuals show possibilities of making such an improvement. If this can be done effectively—and it seems possible—it should solve the unemployed question to a very large extent, as its statistics show that the vast bulk of our unemployed come from the unskilled labourers.

9. Existing areas, in the larger parishes at all events, seem to be quite suitable for the purpose of administering relief. It might be desirable in the cases of small parishes to form groups for the purpose of reducing administrative expenses, but it is not desirable to make these groups too large, or touch would be lost with the locality which has to be served.

10. Any important reform in Poor Law practice which my brief experience has suggested is contained in the recommendations of the Parish Council of which I have the honour of being a member.

* Not reproduced.

APPENDIX No. XXXVII.

STATEMENT OF EVIDENCE BY MR ROBERT RAMSAY CUNNINGHAM, J.P., MEMBER OF GOVAN PARISH COUNCIL, AND CHAIRMAN OF GOVAN DISTRICT LUNACY BOARD.

1. Previous to becoming a Parish Councillor I resided for over twenty-three years in Keith, Banffshire. While there I had charge of the finishing department in a tweed factory for almost twenty years. During that time I took a practical interest in everything affecting the welfare of the community, having for many years filled the office of Elder and Sabbath School Superintendent, Secretary of the Temperance Society, Chairman of the Liberal Association, and for many years one of the representatives of the ratepayers at the Parochial Board. Since coming to Glasgow I have acted for nearly nine years as one of the representatives of Kinning Park at the Govan Parish Council. I have served in the various Committees of the Council, and as Convener in some of the more important Committees, and am at present Chairman of the Govan District Lunacy Board.

2. The population of the parish is estimated at 369,000, embracing, as it does, the wealthy, the middle class, and the poorest. The large proportion of the inhabitants are engaged in industrial occupations, *e.g.* shipbuilding, engineering, foundries, and various manufactories.

3. The parish is divided into seven districts for the purposes of administration. There is a Relief Committee, which meets once a month, composed of the Parish Councillors who either reside in or represent that district, where all claims for relief are carefully considered by those who are (or ought to be) most competent to deal with them. If the applicant, or a member of the committee, or the inspector is dissatisfied with the decision of the Relief Committee, an appeal can be made to an Appeal Committee, which latter consists of the Conveners of the various Relief Committees, with six additional members of the Council. The system works well, and cases of appeal seldom occur.

4. Deserving cases, if otherwise suitable, are, and ought to be, generously dealt with by outdoor relief, but there is urgent need for greater firmness on the part of the Relief Committees in dealing with cases where it is proved on evidence that they are addicted to liquor, and are thriftless and dissolute. These, in the interests of all concerned, ought to be offered indoor relief only. In the case of deserted wives, I am growingly convinced that where there exists reasonable doubt as to the genuineness of the desertion, indoor relief alone should be offered, as cases are known to me where the husband was only conveniently absent in order to secure relief from the parish.

5. The class of persons applying for relief are varied, but among others that might be named include the following: old men and women who have no families to support them, and others whose families are unable or, I regret to say, unwilling to support them; widows with children dependent on them; deserted wives with families; orphans and deserted children; men and women broken down physically by intemperance and vicious habits.

6. I am convinced that the main causes of pauperism are alcoholic intemperance, thriftlessness, indolence, with dull trade and strikes.

7. The class of persons seeking election as Parish Councillors are varied, representing nearly every trade and profession in the community, and their opinions as to the best method of administering the Poor Law is even more varied still.

8. I am of opinion that it is outwith the scope of the Poor Law to give relief to able-bodied men and women simply on the ground of want of employment. Parish Councils might with advantage be granted powers to give medical relief to any member or members of the family of those who, owing to lack of employment, are unable to procure the necessary medical assistance: such medical relief, except in extreme cases, ought to be given in the hospital. I would strongly recommend Parish Councils to co-operate with the Distress Committee in trying to provide work for the genuinely unemployed, so as to give them an opportunity of maintaining their independence by working for those dependent on them, instead of accepting parochial assistance.

9. The existing areas are, I think, very suitable for the

APPENDIX No. XXXVII.—*Continued*

purpose of administrating relief in connection with the parish. Generally speaking, the Poor Law has, in my experience, been good, and the Local Government Board have used their discretion very wisely.

10. I would very strongly recommend that powers should be given to Parish Councils to remove compulsorily persons who are in urgent need of hospital treatment, but who refuse to go there voluntarily, and who cannot be properly cared for at home, particularly where such persons are, from the nature of their diseases, a source of danger, not only to the other inmates of the house, but the public at large.

APPENDIX No. XXXVIII.

STATEMENT OF EVIDENCE BY MR DUNCAN DARROCH, OF GOUROCK AND TORRIDON, B.A. CAMBRIDGE, J.P. AND D.-L. OF RENFREW AND ROSS; CHAIRMAN OF THE PARISH COUNCIL OF THE PARISH OF APPLECROSS (ROSS-SHIRE) FROM ITS BEGINNING, AND FOR MANY YEARS BEFORE THAT CHAIRMAN OF THE PAROCHIAL BOARD OF THAT PARISH; CHAIRMAN OF THE WESTERN DISTRICT COMMITTEE OF THE COUNTY COUNCIL OF ROSS AND CROMARTY FROM ITS BEGINNING, AND CHAIRMAN OF THE SCHOOL BOARD OF THE SAME PARISH OF APPLECROSS.

1. This is essentially a crofting parish. There are five large landed proprietors, and practically no middle-class residents, the ministers and doctors being the only persons above the status of crofter and cottar. There are no industries in the parish except the fishing and curing, which are very precarious, and carried on by a small section of the community in ordinary seasons. There are three fishcurers, and about ten merchants. As a rule all the young able-bodied people go off South to service, only returning for a holiday at the New Year, and leaving the older people to look after the crofts. The young people can thus earn money to send to their parents to buy coal, instead of remaining at home for the monotonous drudgery of perpetual peat carrying.

2. I cannot do better than append print of the Abstract of Accounts of the parish for May 1906, which is furnished to every ratepayer with the notice of assessment.* The only peculiarity to be noticed is that referred to by the auditor on the last page—General (*a*)—where he finds fault with our system of imposing assessments in this parish.

Any deduction allowed would be a mere matter of form, as there are no classes into which the population could be divided, and any attempt to make deductions would simply mean a system of illusory cross accounts, increasing the work of the officials very much, with no advantage to any one. The repeal of this sec. 37 of the Poor Law Act is desired by the Highland parishes, as it is quite inapplicable to them.

3. Outdoor relief is the only practicable system in such a parish. Besides the intense reluctance of the aged and enfeebled poor to be transplanted from their accustomed environment, the cost of building two poorhouses in the parish would be ruinous. By leaving the paupers in their own houses, they are generally able to help themselves with tilling small patches of ground; and the neighbours are very kind to them.

4. It will be noticed in the "Abstract" that whereas No. 1, Isabella Macdonald, aged 95, cost the parish only £8, 0s. 6d. by leaving her to live as she wishes, George M'Lennan, non-resident pauper, aged 85 (No. 5), costs the parish £15, 18s. 5½d. to keep him in the poorhouse at Inverness. The parish pays £5 a year to keep a right to send a pauper to a poorhouse in Easter Ross; but it is found impossible by any persuasion to induce paupers to go there, although in some cases, where there are no relatives, the paupers would certainly be more comfortable and better looked after in the poorhouse.

5. The classes of persons applying for relief are all crofters or cottars. The nature of the claim is stated opposite each name in enclosed Abstract.

6. Old age, sickness, or accident are the chief causes of pauperism.

7. With regard to the Parish Council, there was no contested election; but the class seeking election thereon comprises one landed proprietor, one estate manager, two U.F.C. ministers, one shoemaker and F.P. elder, two merchants and fishcurers, one road and path mender. Three of the above are crofters, and one is a cottar.

8. At present the able-bodied persons go South to obtain work, and I have no doubt that some would prefer to live quietly at home on the rates doing nothing at all. The small quantity of arable land to be tilled is easily worked by those who remain at home; the fishing is most precarious in our parish, and I cannot think that an idle population would be of any advantage to the State.

9. Our parish is so divided by physical obstacles that it takes at least four days to get a reply by post between Applecross and Torridon. In effect we have a system of division, approved by the Local Government Board, under which the Applecross four members manage their own affairs, and the four Loch Torridon ones theirs, always subject to the sanction or revisal of the General Meetings, at which, in winter, it is nearly impossible to get a quorum. Any extension of area would only mean an extension of the difficulty of dealing with local applications, which only the resident members can possibly check. The Torridon members know as little about the Applecross paupers as they do about the Glasgow ones, and *vice versâ*.

10. The question of pauper lunatics is one which demands attention in our view. It will be noticed in the Abstract that all the lunatic paupers come from the Applecross Ward. These poor people spend their good days of work in the South, and then, when worn out, and with minds unhinged, they are sent back to us to be supported on the local rates.

11. It will be noticed that about £290 is spent by the parish on pauper lunatics, of which about £100 is repaid in the shape of Lunatic Grant, leaving some £190 to be paid out of the rates. As a penny in the pound only produces some £18, this shows a rate of about 10d. in the £ laid on this poor northern parish to support the people who have been worn out in more prosperous parishes; and we think that an equalisation of rates so far as lunatics are concerned, throughout Scotland, would be a much fairer arrangement.

12. More Government aid for medical relief should be given to these poor northern parishes.

13. There are many new duties laid by statute now on the medical officers of health; and were it not for the voluntary contributions of the proprietors, who thus enable a superior class of medical men to live in the Highlands, and station them where there is no private practice to make it worth their while to settle, it would be impossible either to have the duties of the Public Health Acts carried out or to provide medical aid within reach of the people.

14. In our poor parish of Applecross, in order to provide two doctors, over £70 a year is voluntarily contributed by the proprietors.

* Not printed.

APPENDIX No. XXXIX.

STATEMENT OF EVIDENCE BY REV. R. DAVIDSON, MINISTER OF THE PARISH AND MEMBER OF THE PARISH COUNCIL OF ST CYRUS, MONTROSE.

1. I beg to state that I have been Minister of this parish for about twenty-three years, and have been continuously a member of the old Parochial Board, and of the Parish Council, and have taken a keen interest in the various cases that from time to time have come before these Boards. (I am now (1908) Chairman of the Parish Council.)

2. I desire to say that any opinions which I may express are given by me *as an individual.*

3. The parish is almost wholly agricultural, with no manufactory or local industry. There are three salmon-fishing stations on the seaboard. At last census the population numbered 1228, and the present Valuation Roll is slightly over £16,000. The people, on the whole, are fairly well-to-do, and there are not many paupers.

4. Each case is decided (after inquiry by the Inspector of Poor), and outdoor or indoor relief granted. The tendency of small Boards with few paupers is to outdoor relief, and that at a higher rate than is necessary.

5. I do not approve of outdoor relief, except in the cases of pauper orphan children and widows with young families. Unmarried paupers should be sent to the poorhouse at once; because, when they are no longer able to look after themselves and require nursing, they become too costly. Aged and infirm married couples should be similarly treated, but I would not separate them in the poorhouse.

6. Our applicants are mostly single persons, with no relatives, and chiefly of the female sex. Occasionally we have a widow with a young family.

7. Poverty is the cause, not brought on by alcoholism, but by the death of the breadwinner, or by old age, illness, and inability, even when well, to provide for the proverbial rainy day.

8. The persons seeking election as Parish Councillors are mostly farmers. (At present we are—a landed proprietor, a minister, a meal-miller, a quarrymaster, and three farmers.)

9. Able-bodied persons, though temporarily out of work, should not, in my opinion, receive relief, as such tends to make them paupers, and sorners on the provident; it saps the spirit of independence, *once* so characteristic of the nation.

10. I regard the present area for administering relief as the most suitable. Each parish should keep its own paupers. All the parishes in a county should combine to build and maintain a county poorhouse—or several, if the county is large,—and they might be assessed *pro rata* for this purpose. There is a county combination poorhouse at Stonehaven, about seventeen miles from here.

11. As regards reforms suggested by my experience, it would be an improvement if all cases of dispute, such as "settlement," etc., could be decided by the Local Government Board, or by an arbiter appointed by it.

APPENDIX No. XL.

STATEMENT OF EVIDENCE BY MR JOHN DEVLIN, GOVERNOR, SECRETARY, AND TREASURER OF THE DUNFERMLINE COMBINATION POORHOUSE.

1. I have had thirty-two years' experience of poorhouse management, including twenty-three years as Governor of the Combination Poorhouse, Dunfermline.

Poorhouse Buildings.

2. Judging from the internal structure of a great many of the poorhouses—in fact, nearly all—except those that have been built or altered during the last few years, it would seem that the subject of classification of their inmates had received but a small share of attention from the Boards which authorised their erection.

3. I have often wondered why the Local Government Board did not possess model plans of poorhouses to accommodate, say, 100, 200, and 500 inmates. It would be a distinct saving to the ratepayers, and would save an enormous amount of time in calling meetings of the committee. It would also curtail deputation expenses in inspecting other houses. In my opinion, no poorhouse should be built to accommodate more than 500 inmates. In the large poorhouses where the numbers exceed 500, it is impossible for a Governor or Matron to give any but the most cursory superintendence to any department.

4. Poorhouses in all industrial centres should have ample workshop accommodation.

Classes of Persons applying for Relief admitted to the Poorhouse.

5. In this combination the classes admitted to the poorhouse consist of casuals, infirm, and sick. The admission of infirm and sick cases have increased 200 per cent. during the last ten years, and the poorhouse has now become more of an hospital for the aged, disabled, and sick.

6. Since the Employers' Liability Act came into operation, a great many men who are elderly, and who have some slight disablement, are not now employed, and the consequence is that a good few now find their way to the poorhouse. It is a question if the Act has been altogether beneficial to the working classes.

Poorhouse Labour.

7. In this poorhouse the casuals and wastrels of society, and to which may be added the "ins and outs" which are attached to all poorhouses, are firmly dealt with, and are made to work in a manner that they almost maintain themselves. At one period in the history of this poorhouse, the labour provided consisted of hair teasing, carpet beating, and garden work. Twelve years ago the two former occupations were stopped and the manufacture of firewood introduced. The trade has gone up by leaps and bounds, as the following returns will show:—

Firewood Account.

Year ending	Income.			Expenditure.			Profit.		
	£	s.	d.	£	s.	d.	£	s.	d.
1895, . .	39	9	8	29	5	1	10	4	7
1896, . .	102	16	2	82	9	0	20	7	2
1897, . .	163	5	1	90	12	1	72	13	0
1898, . .	237	9	10	187	8	3	50	1	7
1899, . .	335	17	2	242	6	4	93	10	10
1900, . .	408	7	0	301	12	2	106	14	10
1901, . .	464	13	2	352	1	2	112	12	2
1902, . .	512	2	3	385	14	11	126	7	4
1903, . .	542	3	9	483	8	4	58	15	5
1904, . .	690	1	3	410	6	10	279	14	5
1905, . .	731	0	1	425	8	1	305	12	0
1906, . .	868	10	7	590	2	11½	278	7	7½

Total profits for the above years (12) £1,515, 0s. 11½d.

8. To-day we have a large workshop, with steam engine, circular saw, and chopping machine, well equipped in every way to do a large trade. The number of men employed average about twenty-five. We import our wood, which is all new, from Norway ports to Charlestown harbour and thence by rail to Dunfermline. In addition to this work-

APPENDIX No. XL.—*Continued.*

shop, we have workshops for tailors, shoemakers, painters, and joiners, and this part of the poorhouse resembles a labour colony more than anything else.

9. During the last year we have introduced a rule which (though not approved by the Local Government Board) has effectually put a stop to the "ins and outs" class. This class has now to give two weeks' notice before they can leave the house. We have not now the same trouble, and, in fact, they cease to exist here.

Causes of Pauperism.

10. Two of the main causes of pauperism are drink and laziness.

The Class of Persons seeking election as Parish Councillors.

11. I should say in this district the persons seeking election represent the different classes of the community, and no objection could be taken to them on any ground whatever.

The Suitability of Existing Areas for the Purpose of administering Relief.

12. In a great many cases the areas might be increased, more especially where three or four parishes are interwoven with one another within a prescribed area. We have a notable instance of that in this district in parishes of Beath, Ballingry, and Auchterderran.

Reforms suggested by Experience.

13. Power to retain certain classes of inmates in the poorhouse:—

(*a*) Hospital cases not fit to be discharged.

(*b*) Feeble-minded men and women.

14. In all combination poorhouses accommodation should be provided for harmless lunatics.

15. Counties in Scotland or parishes in combination should have a sanatorium for the reception of cases of phthisis.

16. Cases of venereal disease should not be sent to the poorhouse.

APPENDIX No. XLI.

STATEMENT OF EVIDENCE BY DR JAMES DEVON, GLASGOW, AS TO THE MEDICAL ASSISTANCE OF THE POOR.

1. I am Medical Officer of H.M. Prison, Glasgow, and one of the Medico-Legal Examiners for the Crown in Criminal Cases in the Lower Ward of Lanarkshire.

2. My experience of life among the poorer classes dates from my birth. My father was an artisan; and I myself went to work in 1877, when 10½ years old. Before entering upon the study of medicine I had been at several occupations, and was for nearly a year an unskilled labourer in an iron foundry. In the intervals of college work I worked at a trade to which I had served an apprenticeship, and I have never lost touch with the poor. For a time I was a Resident Surgeon in Glasgow Royal Infirmary. Later I was Assistant Medical Officer in the City Poorhouse and Asylum, Glasgow, from which I went to be Medical Officer in the Prison.

Agencies for Medically assisting the Poor.

(a) *Sanitary Authority.*

3. The Sanitary Authority of Glasgow under the Town Council deals mainly with cases of infectious disease. The sufferers are removed to hospital for treatment when there are not proper facilities for home treatment, and the Sanitary Department undertakes the disinfection of the homes and clothing.

4. It also offers advice on the rearing of infants, and supervises the vaccination of children, but it conducts no dispensaries for advice on general diseases, nor does it dispense medicines.

(b) *The Poor Law.*

5. Persons applying for medical relief are treated either in the Parish Council hospitals or in their homes.

6. Glasgow north of the Clyde is in one parish ("Glasgow"); the south side of the river is in another ("Govan")—I do not know much about the south side. In the Glasgow parish of late years the hospital accommodation has been very largely increased both as regards quantity and quality. The hospitals are well equipped and staffed, and the treatment offered is generally equal to that in the best private hospitals. Patients are sent to these hospitals on the certificate of the district medical officer.

7. In each hospital there are assistant medical officers—young men who afterwards enter private practice. I think that their services might be retained for a year or two at a larger salary than they can get in hospital, as district medical officers in attendance on out-patients.

8. For outdoor medical relief the parish is divided into districts. A reputable general practitioner is appointed to each district, and is paid a fixed salary to attend to such cases as are sent to him by the inspector. In only one district does he devote his whole time to the work. The ordinary salary is small compared to the work to be done.

9. I do not consider the system one suited to a large parish like Glasgow. Twelve years ago I suggested a plan which I still think would more nearly meet the conditions. It was as follows:—That the city should be divided into administrative districts; and that in each district there should be, *inter alia*, an office for the district sub-inspector, and quarters and consulting-rooms and dispensary for a medical man.

10. In each district there should be a medical officer, whose duty it would be to attend to the sick poor, and who would not be allowed to engage in private practice. Those who could do so would be required to attend at the dispensary at stated hours. The others would be visited by him, and such as required it could be removed to hospital.

11. A number want attention such as a nurse can give better than a doctor, and yet are not suffering from disease in such an acute form as to require the constant supervision of a trained nurse. For these the services of a district nurse, supplied by the parish as part of the staff of an administrative district, should be requisitioned.

12. The district medical officer might be one of the former indoor assistant medical officers. The nurses would be such as had served at least two years of their apprenticeship in hospital. Like the doctors, these nurses sooner or later enter private practice (unless they get married), and often as district nurses in the country. Such an experience as they would gain under this plan should be invaluable alike to doctor and nurse. The patients, on the other hand, would receive more attention than they can possibly get under the present system. Every medical man knows that what he regards as very explicit directions are frequently misunderstood, and his instructions are not always carried out even when understood. The nurse would see that the doctor's orders were executed, and she would be able to give him information regarding his patient that he might not be so readily able to obtain himself. The sick poor are always indebted to the well-intentioned aid of their neighbours, sometimes as poor and occasionally quite as ill-informed as themselves. The nurse's visit would do good to such neighbours in so far as it was a demonstration of how a thing ought to be done—the changing of a bed, the making of a poultice, or the dressing of an ulcer—so that when sickness occurred in their own families they would the better be able to deal with its treatment.

APPENDIX No. XLI.—*Continued.*

(c) *Voluntary Effort.*

13. In Glasgow, in addition to three large general hospitals, there are numerous special hospitals supported by voluntary contributions. Most of them have outdoor departments, and in addition there are dispensaries, not connected with any hospital, where advice and medicine are given free.

14. Persons who could quite well afford to pay for advice take advantage of these institutions. In many cases this is not altogether from the desire to save doctors' fees, but from an impression that dispensary and hospital officials are necessarily more skilful than ordinary general practitioners. To some extent the members of the staff may benefit by this reputation in their private practice. They are loosely spoken of in some parts of Glasgow as "Professors," and regarded as superior to the ordinary doctor, who suffers in comparison. The system seems to me a bad one and liable to grave abuse, but I think the profession rather than the public is to blame for it.

Co-operation or Overlapping of Agencies.

15. There is very little co-operation between the various agencies mentioned above. When cases of infectious disease are discovered in parish or general hospitals, or by their officials, the Sanitary Authority is invoked and its aid received; and when cases in a general hospital take on characters which, in the opinion of the officials, render them unfit for further treatment there, the parish is asked to remove them.

16. There is, in a sense, a competition for cases, and I have known persons to attend one institution after another on account of some real or fancied ill—"to hear what they say about it." The zeal of managers and staff of the different hospitals personally to take part in aiding the poor seems to me the great stumbling-block in the way of co-operation between the various agencies.

Questions of one Agency or Authority undertaking the Whole Work of Medical Assistance of the Poor.

17. I see no possibility of handing over to one agency or authority the whole work and duty of medical assistance to the poor.

18. If the Parish Council made such a complete provision as I have suggested for the care of the sick poor, there would still be many who would object to it on the ground that they did not wish "to take off the parish," and dispensaries and hospitals would be kept open for them. There are large vested interests in charity in Glasgow (and these not merely pecuniary interests) that cannot be disregarded. At the same time I think complete provision at the public expense would tend gradually to diminish the number of voluntary agencies.

Sufficiency of existing Medical Assistance.

19. I do not think there is any insufficiency in the amount or quality of the medical assistance at present available for the poor except in the matter of nursing.

20. On the other hand, we have growing up a number of young people who, on account of having had some serious illness which partially unfits them from doing some classes of work, will do none at all, and who seem to have determined to live at the expense of the community for the rest of their lives. With less attention they would probably have died. They live to be a nuisance to the public, and their number seems to be increasing.

APPENDIX No. XLII.

STATEMENT OF EVIDENCE BY MR W. DICKIE, CHAIRMAN OF TROQUEER (KIRKCUDBRIGHT) PARISH COUNCIL, ETC. ETC.

1. *Experience.*—Member of Parochial Board and Parish Council of Troqueer successively since 1892. Chairman of the Parish Council since 1898. Some time Member and Vice-Chairman of Committee of Management of Kirkcudbright Combination Poorhouse. District Trustee of the Ancient Order of Foresters Friendly Society, and Member of Oddfellows and Rechabites Friendly Societies.

Social and Industrial Conditions in Parish.

2. Troqueer is a typical landward-burghal parish. It contains two large tweed mills and several hosiery factories, situated in the burgh of Maxwelltown; and a number of residents in Maxwelltown are employed at hosiery works in the adjoining town of Dumfries. There are no other special industries in the parish, with exception of agricultural implement works and a sawmill, each employing a small number of men.

3. It is largely female labour that is employed in the factories, and the wages are small, ranging, for young women and adults, from 8s. 6d. to 17s. per week, according to the class of work.

4. A considerable number of unskilled men depend on outdoor labour, which is paid at the rate of 3s. per day. Employment is precarious, and the earnings are much reduced by "broken time," due to weather and other causes, with the result that the year's earnings in many cases will not exceed an average of 15s. per week.

5. A number of women also are employed in outdoor work, in the nursery gardens and fields, receiving a wage of from 1s. 8d. to 2s. per day.

6. Where several members of a family are at work in factories, a good aggregate income is made; but in other circumstances the wages quoted leave little or no margin for saving, even to the extent of contributing to a friendly society. A considerable number of the population, therefore, live constantly on the verge of want, and when sickness or loss of employment occurs, they have no reserve upon which to draw.

Classes of Persons receiving Relief, and Causes of Pauperism.

7. An examination of the poor-roll of Troqueer as at 15th May 1906 shows that out of a total of ninety-five persons receiving outdoor relief, sixty-four were women, being rather more than two-thirds of the whole. Of these, fifteen had dependent children. The other forty-nine were women living alone, or, in some cases, with friends, and either from age or infirmity incapable of earning a livelihood. Of the ninety-five of both sexes receiving outdoor relief, twenty-eight were over seventy years of age; but fourteen of these were under seventy years when first admitted to the roll.

8. Intemperance, illegitimacy, and improvidence are important contributory causes of pauperism; but it occurs to the greatest extent among those who really never have the opportunity to save.

Outdoor Relief and Poorhouse.

9. At 15th May 1906 there were twelve persons chargeable to this parish maintained in the poorhouse, being practically one-ninth of the ordinary poor. Even that was an abnormally high proportion, for the number included four children taken from vicious parents and placed there temporarily until better arrangements could be made for them.

10. The general policy of the Council is to give small weekly grants of money, unless the persons are of such dissolute habits that outdoor relief would be grossly abused, or so infirm as to be incapable of taking care of themselves, and without any person to assist them. Even in cases of the latter type they are frequently allowed to remain in their own homes, a small sum being paid to a neighbour for occasional attendance upon them.

11. The outdoor relief granted to an adult varies in ordinary circumstances from 3s. to 5s. per week. In the case of families the regulation allowance for children is 2s. each per week. These sums are of course insufficient as a

APPENDIX No. XLII.—*Continued.*

sole means of support, and they are in many cases supplemented by private charity; but in view of the fact that the poor-rate is already 1s. 3½d. per pound of rental, and in some years 1s. 5d., and that the gross local rates levied in the burghal part of the parish (for the year 1906–7) amount to about 5s. 6d. per pound, the Council could not disburse relief on a more adequate scale without rendering the burden on the rate-payers a very serious one.

Pauper Lunatics.

12. The maintenance of lunatic poor, of whom there were seventeen chargeable to the parish at 15th May 1906, forms a heavy burden. One of the patients has been confined for forty-seven years in the asylum, to which she was committed as a girl of sixteen years; and others for periods of thirty-four and thirty years.

Membership of Parish Council.

13. The Parish Council of Troqueer is at present composed of a landed proprietor, four farmers, two master tradesmen, two shopkeepers, two retired gentlemen, and a journalist. During my occupancy of the chair we have also had in it a Member of Parliament and a colonel of militia, both being landowners in the parish, and one of them convener of the county; the Provosts of the two burghs of Dumfries and Maxwelltown, and a clergyman.

The Able-bodied.

14. I feel that the law ought to provide some machinery for the relief of the able-bodied in circumstances of exceptional distress arising from want of employment; but it would be well that this power should be dissociated from the ordinary administration of the Poor Law; and of course care should be taken not to make legal relief in any form a means of supplementing inadequate wages, as this would be a vicious interference with the normal conditions of the labour market.

Administrative Area.

15. In my opinion the existing area of the parish is well adapted for efficient administration. It is essential that the executive officers should have an intimate personal knowledge of the cases, and extended areas would make this impossible.

APPENDIX No. XLIII.

STATEMENT OF EVIDENCE BY MR GEORGE DONALD, M.D., MEDICAL OFFICER, LEITH PARISH COUNCIL.

1. I have held that appointment for a period of twenty-four years.

Agencies for Medically Assisting the Poor with Medicine or Advice.

2. *Sanitary Authority, Town Council, etc.*—The whole of this heading is included under what is known as the "Public Health Department." This department takes charge, when requested, of cases of infectious disease included under the "Infectious Diseases Notification Act." Leith possesses an Infectious Diseases Hospital, where cases either from rich or poor are treated. The Public Health Department treats no cases of disease, either infectious or non-infectious, at the home of the patient. Within the last few years a few cases of tuberculosis of the lungs have also been treated at the same hospital. The department has a milk depot in the town from which supplies of pasteurised milk may be purchased by either rich or poor. This milk is intended for the feeding of infants. It is sold in bottles, each of which contains sufficient for one meal, according to the age of the child.

3. *The Poor Law.*—The legal poor of Leith receive medical assistance from two medical officers. They are divided into two classes—indoor and outdoor poor.

4. *The indoor poor* are those resident in the poorhouse. Of these 120 to 130 are classified as sick, and are accommodated in sick-wards. The medical officer visits these daily or oftener, if required. They are nursed by five certificated nurses. The sick are carefully tended, well fed, and provided with all necessary medicines and other requisites. With the exception of infectious and mental cases, all kinds of disease are admitted. Phthisical cases are treated in open-air shelters.

The sources from which these patients come are—

(1) The ordinary wards of the poorhouse.

(2) Patients resident in Leith or elsewhere who are fit subjects for relief, require hospital treatment, and are willing to accept it.

(3) Sick poor from common lodging-houses, Leith Hospital, police office, or those homeless.

5. *The outdoor poor* are resident both in Leith and Edinburgh. By showing their pay-card at the house of the medical officer of their district, they can command his services. They are supplied with medicines and all necessaries by showing a medical officer's order to the proper party. They can also consult the medical officer at his house between the hours of 9 and 10 a.m.

6. *Voluntary effort—Hospitals, Medical Clubs, etc.*—Leith possesses one general hospital of about 100 beds. Its work is carried on in three departments, viz.—

(1) Indoor Department.

Cases treated in the Wards.

	1905.	1904.
Surgical,	753	659
Medical,	558	421
Gynæcological,	134	107
Ophthalmic,	52	55
Total,	1,497	1,242

(2) Dispensary Department.

	1905.	1904.
Consultations, surgical,	4,969	4,480
" medical,	4,564	5,125
" ophthalmic,	1,404	1,534
" gynæcological,	526	434
" electric and X-ray,	20	...
Vaccinations,	481	490
Total,	11,964	12,063

(3) Outdoor Department.

Cases treated at their own Homes.

	1905.	1904.
Total new cases,	8,173	9,541
Daily average,	26·1	30·3
Total visits,	13,128	16,079
Daily average,	42·0	51·0

Midwifery and alcoholic cases and children under two years are not admitted. The outdoor surgeon is the only paid member of the staff. The above table (3) shows two consecutive years' work of the outdoor surgeon.

7. The persons assisted by the three departments of the hospital may be classified as follows:—

(*a*) Persons having no claim on the Poor Law Authorities, and unable to pay for medical assistance.

(*b*) Surgical cases unsuitable for home treatment, and unable to pay the charges of a surgeon and those of a nursing home.

(*c*) Persons perhaps able and willing to pay for medical assistance, but destitute of nursing power and house accommodation.

APPENDIX No. XLIII.—*Continued.*

(*d*) Accidents of all kinds, taken direct to the hospital at the moment.

(*e*) Persons quite able but unwilling to pay for medical assistance.

Unfortunately this last class is too numerous, and there is no means at present for diminishing the number.

8. If by "Medical Club" is signified a body of people who contribute a small sum regularly in order to secure free medical assistance when required for themselves, wives and families, then, so far as known to me, there is no such "club" in Leith.

9. We have thousands of well-to-do artisans connected with various "Friendly Societies," who when sick have the privilege of obtaining free medical assistance, as well as a weekly sick-allowance of money. These men are not "poor" in the ordinary sense of the term, and many of them do not exercise their privileges when sick, but pay for medical assistance.

10. Two Queen's nurses, one Leith Hospital nurse, as well as nurses connected with various church organisations, labour amongst the poor of Leith.

11. A branch from the Royal Maternity Hospital in Edinburgh has been recently opened for attending the confinements of the poor in Leith.

12. A considerable number of persons from Leith receive medical assistance from the Edinburgh Royal Infirmary, the Edinburgh Sick Children's Hospital, and from the various other hospitals and dispensaries in Edinburgh.

The Extent to which the Agencies mentioned Overlap or Co-operate, and the Question of further Co-operation between them.

13. Seeing there is only one hospital in Leith, there is not much room for overlapping; but owing to the proximity of Edinburgh and the numerous agencies in that city, a great deal of overlapping takes place between Leith and Edinburgh. Overlapping in Leith takes place when a person entitled to Poor Law assistance does not exercise his Poor Law privileges, but utilises the hospital.

14. The three agencies, "the Public Health Department," "the Poor Law Authorities," and the "Leith Hospital," all cordially co-operate with one another. The first two have clearly defined duties, and relieve the hospital of all cases which legally belong to them.

The Possibility of Handing Over to One Authority or Agency the Whole Work and Duty of Medical Assistance to the Poor.

15. In Leith it would be possible to hand over to one authority the whole work of medical assistance to the poor. The agency is at hand in the form of the Poor Law Authorities. They would simply extend their present system of inquiring into the circumstances of every case, and if found suitable subjects for assistance, issuing cards, which would entitle the owners to gratuitous medical assistance. So far as I know, this is the best solution of the problem. It is done in Leith almost weekly on a small scale, but the system is capable of great extension. The inspector of poor, as at present, would recover cost where possible. This might necessitate the passing of Leith Hospital into the hands of the Parish Council. At present they contribute £150 yearly towards the upkeep of that hospital. The hospital costs annually £6,500, and its annual income may be stated at £3,500, so that unless some great increase of contributions takes place the life of the hospital can be easily determined.

16. Hospital accommodation in Leith would perhaps require to be increased, but not to the extent that one would at first imagine. Those who at present occupy hospital beds not from need but from greed would find admission more difficult, and these beds would be thrown open to the deserving poor. A larger number of nursing homes would spring up for the accommodation of paying patients. Nursing home charges would become less, and what is known as "hospital abuse" would to a great extent disappear.

The Question as to Whether the Health of the Community Suffers Owing to the Insufficiency in Amount or Quality of the Medical Assistance at present Available for the Poor.

17. So far as the legal poor of Leith are concerned, the question must be answered in the negative: they want for nothing in the shape of medical assistance, and are very much better provided with medical requisites than thousands of others who are paying rates to supply these.

18. As regards the non-legal poor of Leith, I am afraid the question must be answered in the affirmative, for the following reasons:—

(*a*) Leith, with a population of 80,000, possesses only one officer for rendering medical assistance to the non-legal poor at their own homes. It has been already shown that fifty-one and forty-two visits were respectively made per day in 1904 and 1905. This works out at five and four visits per hour, including time required to travel from one home to another, on the supposition that he works ten hours daily on six days of the week.

I consider this official overworked, and accordingly the patients must suffer.

(*b*) Through insufficient medical assistance to the poor, infectious disease is apt not to be diagnosed and notified. Consequently more cases and deaths are the result of epidemics owing to the want of early isolation by removal to the hospital and disinfection of dwellings.

(*c*) If the 100 patients daily resident in Leith Hospital be classified according to locality, it will be found that the percentage of patients coming from the poorer districts of the town is less than that from localities which cannot be described as poor. This should be reversed, as the house accommodation of the one is very much inferior to that of the other, and therefore the more need of removal to hospital, where better results are obtained and the death-rate reduced.

(*d*) The young men or women—some graduates and some not—who at present render medical assistance to the poor at their own homes are here to-day and away to-morrow. There is little or no supervision of them. All are not equally honest in their work.

(*e*) Persons seriously ill are apt to have too short time devoted to their cases, and visited less often than they should be, owing to pressure of work on the Outdoor Department.

19. *Recommendations.*—I would recommend—

(*a*) That cases be compulsorily removed to hospital where it can be shown that it would be a waste of time, energy, and money to treat them at home.

(*b*) That the cost of medical assistance to all persons suffering from venereal diseases be defrayed by the patients after recovery.

(*c*) That it be a criminal offence for a person to apply for Poor Law relief while in a state of alcoholic intoxication.

(*d*) That a special code of discipline be drawn up for the proper regulation of poorhouse hospitals.

APPENDIX No. XLIV.

STATEMENT OF EVIDENCE BY MR JAS. DREW, CHAIRMAN OF THE PARISH COUNCILS OF PENNINGHAME (WIGTOWN) AND MINNIGAFF (KIRKCUDBRIGHT), AND MEMBER OF THE PARISH COUNCIL OF SORBIE (WIGTOWN).

1. The parishes with which I am more immediately connected are *Penninghame* (in which the town of Newton-Stewart is situated), *Sorbie*, both in the county of Wigtown, and *Minnigaff*, in the Stewartry of Kirkcudbright. I have been chairman of the Parochial Boards, now Parish Councils, of Penninghame and Minnigaff continuously for the last forty years, and a member of the Parochial Board and Parish Council of Sorbie for the same period.

2. The chief occupations of the people are connected with agriculture; there are a few small local industries. There has been a steady and continuous decline in population, with a corresponding decrease in pauperism, such decrease being also accentuated by a more careful administration of the Poor Law.

3. The method of administering relief is that usually employed in similar parishes. The inspector of poor considers carefully the circumstances of each applicant, and then reports to the Parish Council. Formerly it was frequently found necessary to resort to the poorhouse test to check fraudulent applications for relief, but the instances are rare in which this is now necessary. In cases of mothers with illegitimate children, and where poverty has arisen through vicious and improvident habits, the general rule is to offer relief in the poorhouse.

4. In the case of deserving poor persons the rule has been to treat them kindly, and to afford outdoor relief; but in the cases referred to in the previous paragraph indoor relief is preferable. There are frequent cases in which outdoor relief would be misapplied, the money being used for the purchase of drink.

5. The persons applying for relief may be divided into the following classes:—

(*a*) Aged and infirm persons, who from bad health or bodily infirmity are unable to earn a livelihood. This forms the largest class.

(*b*) Mothers with illegitimate children.

(*c*) Persons, at a comparatively early age, who from vicious and improvident habits break down in health.

(*d*) Idle persons who will not work, but prefer going on tramp.

6. The persons seeking election as Parish Councillors are fairly distributed over all classes in the parish. It is now comparatively rare to have a contested election.

7. I regard the giving able-bodied persons a claim to parochial relief as highly inexpedient. Its probable effect would be to induce those who are of a lazy and indolent character to throw themselves upon the parochial authorities instead of doing honest labour, and would destroy all incentive to work. In all the parishes with which I am connected there is full employment for all able-bodied persons.

8. The existing areas are found perfectly suitable for the purpose of administering relief.

9. Regarding the vagrant classes, who have increased in numbers of late years, I think they should be placed under the control of the police, who would be able to deal with them more effectually than under the present system. At present the Inspector of Poor gets them out of his parish as quickly as possible, which simply means that they move from one parish to another; whereas the police being a County body, would be able to have them moved out of the County, thereby making it more difficult for vagrancy to be continued.

10. This class is mainly composed of those who deliberately avoid doing any work, and subsist on the industrious portion of the community.

APPENDIX No. XLV.

STATEMENT OF EVIDENCE BY MR DAVID DUNCAN, MEMBER OF DUNDEE PARISH COUNCIL.

1. I have acted since 1898 as a member of the Dundee Combination Parish Council, and for over five years I have filled the position of Convener of the Relief Committee of that Council.

2. The community is almost wholly composed of members of the working classes, and to a large extent of workers in connection with the manufacture of jute goods. The proportion of female workers in mills and factories largely exceeds that of males; and there is, in consequence, always a large number of unemployed men. In recent years older men have had increased difficulty in finding employment, partly owing to the changed conditions brought about by the Employers' Liability Acts.

3. In the administration of relief, Dundee appears, in the main, to follow the same course as most of the other large parishes in Scotland. The work is entrusted to a committee consisting of all the members of the Council, with three as a quorum. This committee meets weekly, and is attended by the inspector of poor and by an average of about fifteen members. Particulars of each application received during the preceding week are given by the inspector, and there is submitted a medical report stating the cause of disablement, and whether the disablement is entire or only partial. All applications for outdoor relief are carefully considered, and in doubtful cases the inspector states, when asked, his opinion. When outdoor relief is granted, sums ranging from 2s. to 10s. weekly are allowed. Over one-half get from 3s. to 5s. In the great majority of cases allowances are paid weekly. There are, on an average, one hundred new applications each week, and, as a rule, the committee is able to dispose of these in less than an hour, since, in dealing with applications for indoor relief (which form the great majority), the names and addresses of the applicants, together with their ailments, are read over by the inspector without comment. In some instances applicants and their friends seek to influence members to grant relief, but no applicant is allowed to appear before the committee. The roll of paupers is frequently revised, part being taken every week after disposing of the new applications. On revisal, the relief in over 90 per cent. of the cases is continued.

4. The practice of the committee is to give outdoor relief only to the respectable, sober poor, who require parochial assistance in consequence of old age or ill-health, and to offer relief in the poorhouse to all others entitled to relief. In my opinion, it is desirable that this practice should be strictly adhered to.

5. Drink, low wages, improvidence, and criminality are, I consider, the outstanding causes of pauperism. From our inspector's report it appears that 52 per cent. of the cases dealt with last year were due to destitution, illness, insanity, etc.; and 46 per cent. to drink, improvidence, criminality, wife desertion, etc.

6. It is not, in my opinion, desirable that an able-bodied person should be entitled to parochial relief. The margin between real destitution and disablement is not wide, and I find that medical officers certify disablement for very minor ailments. Many able-bodied but destitute persons would shrink from asking parochial relief; and it appears to me that Parish Councils should relieve only the disabled

APPENDIX No. XLV.—*Continued.*

destitute, and that relief to those who are able-bodied but destitute should continue to be entirely disassociated from pauperism.

7. It would be beneficial were the Local Government Board empowered, on representation being made to them by Parish Councils, to authorise habitual inmates (ins-and-outs) to be detained in poorhouses for a period not exceeding three months.

8. For many reasons, it is desirable that areas for administering relief should be greatly extended. Indeed, it might be, in most instances, advantageous were counties, instead of parishes, selected as the unit.

APPENDIX No. XLVI.

STATEMENT OF EVIDENCE BY MR JOHN DUNCAN, CHAIRMAN OF ARBROATH AND ST VIGEANS PARISH COUNCIL.

1. I am sixty years of age, and have had thirty years continuous experience of Poor Law administration, first as member of the Parochial Board of St Vigeans, and for the past twelve years as chairman of the combined parishes of Arbroath and St Vigeans.

2. I approve entirely of the recommendations sent by the Clerk of the Parish Council to your Commission, which are as follows:—

(*a*) Proper representation of Parish Councils on the boards of royal and district lunatic asylums, and the accounts of such asylums to be subject to official audit.

(*b*) The repeal of the 37th Section of the Poor Law (Scotland) Act, 1845.

(*c*) Provision for detention in labour colonies or otherwise of the vagabond class of paupers and inebriates.

(*d*) Compulsory removal of helpless and friendless cases to poorhouse by warrant of sheriff, and detention of confirmed or aged "Ins and Outs" for fixed periods.

(*e*) Desertion of wife or family to be made a criminal offence, and Procurator-Fiscal should conduct prosecution on petition of Parish Council; also mothers of either legitimate or illegitimate children to be made liable to prosecution for desertion of their children in the same way as the fathers.

(*f*) Co-operation between charitable organisations, etc. and Poor Law authorities, and register of recipients to be kept.

3. I also cordially agree with the statement prepared, and transmitted herewith, by our inspector of poor, and wish particularly to support the paragraphs marked (8) and (9), and I am quite satisfied from experience that the paragraphs marked (10) (*a*), (*b*), (*c*), (*d*), (*e*), and (*f*) would be a great improvement on the present state of the Poor Law.*

* See App. No. CXXXVIII.

APPENDIX No. XLVII.

STATEMENT OF EVIDENCE BY MR JAMES CRAUFURD DUNLOP, M.D., F.R.C.P., EDINBURGH, SECRETARY TO THE MEDICAL OFFICERS OF THE NEW TOWN DISPENSARY, EDINBURGH; SUPERINTENDENT OF STATISTICS UNDER THE REGISTRAR-GENERAL FOR SCOTLAND; INSPECTOR UNDER THE INEBRIATES ACT; ASSISTANT MEDICAL ADVISER TO THE PRISON COMMISSIONERS FOR SCOTLAND; MEMBER OF THE ROYAL COMMISSION ON THE FEEBLE MINDED, ETC. ETC.

1. I am restricting this statement to the working of the New Town Dispensary, an institution with which I have been connected for twenty-three years, and about which I may claim to possess intimate knowledge.

2. The New Town Dispensary was founded in conformity with a resolution passed at a public meeting held early in the year 1815, under the chairmanship of the Earl of Wemyss and March, it being then decided that the Royal Dispensary, the only one then in existence in the town, was insufficient to meet the requirements of the sick poor, and that a second dispensary situated in the New Town was required. Funds were collected, premises obtained, and the dispensary opened on 1st September 1815.

3. The original scope of the work of the dispensary was defined in a resolution adopted at the first meeting of subscribers held on 10th June 1816:—"The objects of the 'institution are to afford medical relief to sick and 'diseased poor, to give attendance to poor lying-in women 'at their own homes, and to inoculate children for the 'cowpox. For these purposes attendance will be given 'every day, Sundays excepted, at the dispensary, from one 'to two o'clock, where advice and medicine will be given 'to all patients applying in person, on their presenting a 'recommendation from a subscriber, or from a clergyman, 'or from an elder of the parish or congregation to which 'they belong; and those whose situations may require it 'will be visited in their own houses. On being cured or 'dismissed, patients will receive a letter of thanks at the 'dispensary, to be signed by them and delivered to the 'person who had recommended them. Poor lying-in 'women, similarly recommended, or in the case of sudden 'emergency, without recommendation, will be attended on 'the application being made at the hours of the visit at 'the dispensary, or at other hours at the houses of the 'physicians-accoucheurs. All children for whom applica-'tion is made will be inoculated for the cowpox gratis, 'every Thursday and Friday, from twelve to one o'clock, 'without any recommendation being required."

4. Subject to the requirement of recommendations being abolished and to certain changes of hours, the provisions of the above resolution are still given effect to. All poor persons applying at the dispensary receive, either at the dispensary or at their own homes, provided they live within the districts served by the dispensary, what medical and surgical advice and treatment they require, and that without any cost except one penny charged for each prescription dispensed.

5. The amount of medical relief given at the dispensary is shown in the following table, the figures being the average numbers treated during the last five years. In the table the numbers given represent the number of fresh cases applying, and take no note of repeated attendances or visitations.

APPENDIX No. XLVII.—*Continued.*

6. Patients treated annually at the New Town Dispensary :—

Attended at the dispensary—	
General department,	3,201
Vaccinations,	336
Diseases of ear and throat,	394
Diseases of eye,	307
Diseases of women,	159
Diseases of children,	531
Surgical department,	250
Dental department,	144
Visited at patients' homes—	
General department,	1,375
Midwifery,	200
Total	6,897

7. No record is kept of the actual number of attendances of patients at the dispensary or of visits paid to them in their own houses, but the receipts of the penny charged for each prescription dispensed amount to an average of £80, 9s. 4d. per year, which means that prescriptions dispensed annually amount to 19,312, and that gives some indication of the probable number of attendances.

8. The management of the dispensary is in the hands of a president, three vice-presidents, fourteen managers, and two secretaries, the one being secretary to the managers, the other to the medical officers. The president of the dispensary is the Earl of Rosebery, the vice-presidents are the Earl of Stair, the Lord Justice-General, and the Lord Justice-Clerk. The accounts of the dispensary are audited by a chartered accountant. The managers and the auditor are appointed by the subscribers at their annual meeting.

9. The staff of the dispensary consists of six ordinary medical officers, two physicians-accoucheurs, a vaccinator, six medical officers of special departments, a dentist, and an apothecary. Appointments to the staff are made by the managers after consultation with the medical officers. By the rules of the dispensary only fellows of either the Royal College of Physicians or of the Royal College of Surgeons are eligible for appointment as ordinary medical officers, but the managers have the right to relax the rule when they see fit, and give medical men other than fellows of these colleges *ad interim* appointments. The apothecary is the only paid member of the staff. All the medical men attached to the dispensary give their services to the institution gratuitously. To indicate the class of medical man who accept appointment on the staff of this dispensary, I may mention that among former members of the staff who are still alive there are the president and vice-president of the Royal College of Physicians, the vice-president of the Royal College of Surgeons, Lord Lister, Sir John Batty Tuke, Sir Patrick Heron Watson, Professor Chiene, Professor Matthew Hay, Professor Stockman, Professor Wyllie, and other distinguished physicians and surgeons.

10. The medical staff are allowed to give clinical instruction to pupils in the dispensary. The pupils are all senior students, and must have studied medicine for at least three years. They assist in the examination and treatment of patients at the dispensary, and attend, under the supervision of the staff, those patients requiring to be visited at their own homes. When no pupils are available for the visitation of the patients who must be seen at their own homes, members of the medical staff do that duty themselves.

11. The expenses of the dispensary amount to about £350 per year. Some detail of those expenses is shown in the following table, where the average of the last five years is stated.

Annual expenses of the New Town Dispensary :—			
Medicines, surgical appliances, etc.,	£168	8	0
Apothecary's salary,	46	19	0
Taxes, feu-duty, insurance,	12	16	10
Caretaker and collector,	50	7	7
Printing, advertising, stationery,	18	17	7
Repairs and furnishings,	7	10	9
Coal, gas, cleaning,	36	10	6
Miscellaneous,	10	0	1
Total	£351	10	4

12. The average cost per patient amounts to 12·2 pence. The average cost of each treatment, as estimated from the number of prescriptions annually dispensed and paid for, amounts to 4·4 pence.

13. The income of the dispensary is as shown in the following table, the figures being the average of the amounts received during the last five years.

Income of the New Town Dispensary :—			
Subscriptions,	£154	12	11
Collecting boxes,	5	19	1
Paid for prescriptions dispensed,	80	9	4
Interests and dividends,	80	16	1
Other,	8	3	7
Total	£330	1	0

14. The vast majority of persons applying for medical relief at this dispensary are in poverty, and from prolonged experience I can state that the amount of abuse is very small. The district served by the dispensary includes some of the poorest houses in the town, and it is principally from that class of house that the dispensary draws its *clientèle.* Among the districts from which the majority of the patients come are the closes on the north side of the High Street and Canongate, St James Square and Street, Greenside, Canonmills, Water of Leith, and Stockbridge, and these districts are among the poorest in the town.

15. The question as to the overlapping or co-operation of agencies for medical relief in the districts served by this dispensary is difficult to answer concisely, so I prefer to shortly state the relative positions of this with other medical charities serving the district.

16. Other Dispensaries.—Many years ago there was a working understanding between this and other dispensaries, each agreeing to limit their sphere of work to certain districts; this agreement is still adhered to, and consequently there is little, if any, overlapping of dispensary practice. I enclose a map showing the districts served by this dispensary.*

17. Royal Infirmary.—The New Town Dispensary works in co-operation rather than in overlap with the infirmary. Patients are attended in both institutions, but the fact of receiving medicine practically free at the dispensary attracts a poorer class of patient than attends the infirmary from the district. The infirmary readily admits cases considered by the staff of the dispensary to require hospital treatment. Many of the members of the medical and surgical staffs of the infirmary were formerly members of the staff of the New Town Dispensary, and on their recommendation free medicines are given at the dispensary to some necessitous infirmary patients.

18. The Royal Hospital for Sick Children.—The out-patient department of this hospital deals with a class of case similar to that attended to in the special department for disease of children at the dispensary, but as the hospital is situated at a long distance from many parts of the district served by the dispensary it may be held that there is ample room for both charities. This hospital, like the infirmary, freely admits cases for indoor treatment when recommended by members of the dispensary staff.

19. Parish Medical Relief.—I think it may be stated that one result of the work done at the dispensary is to reduce the number of applications for parish medical relief, and it does so because I think it likely that the majority of the patients are such as would require to apply to the parish were the dispensary non-existent. More especially is that so in the case of those patients who are attended at their own homes. A group of patients who apply for attendance at their own homes are poor persons who are told, or who know, that they will not be given parochial relief unless they enter the poorhouse.

20. The Destitute Sick Society and the Victoria Nursing Institution are charities which provide valuable assistance in the conduct of the work of the dispensary, the first by providing money to enable poor persons to live while ill, and the latter by providing for the nursing of cases in their own homes, and provide nursing assistance in the department for diseases of children at the dispensary.

21. I see no impossibility in handing over the New Town Dispensary to "one authority or agency," but I think that such, in many ways, would be undesirable, and would advance the following reasons against such amalgamation :—

(*a*) Amalgamation of all the dispensaries in the town with the Royal Infirmary is open to objection,

* Not reproduced.

APPENDIX No. XLVII.—*Continued.*

for that institution is already very large, and after such amalgamation might become unworkably large.

(*b*) Amalgamation with other dispensaries in the town would, in my opinion, serve no useful purpose, and would be inadvisable, because it would tend to each dispensary losing its individual characters, and to losing part of its income, as the local interest taken in each would be reduced. The existence of a large and influential Board in each dispensary helps to make the claims of the dispensaries known and to procure subscriptions.

(*c*) The conversion of this and other dispensaries in the town into part of the parochial system of medical relief is open to objection; the expenses would be increased, for medical men could not be expected to give their services gratuitously to a public body, and almost certainly the quality of the staff would be reduced, for medical men of the status of the majority who have served on the staff would not be willing to accept minor and probably poorly-paid Poor Law appointments.

22. Should the Commission see fit to advise any alteration in the constitution of this or other similar institution, I would urge the desirability, in the interest of the poor persons receiving relief, that the facilities for clinical instruction in those institutions should not be interfered with, for nothing like the presence of students, and the necessity of analysing and studying the cases for their benefit, secures the full consideration of each case, and prevents any tendency to routine.

23. The question as to whether the health of the community suffers from insufficiency in amount or quality of the medical assistance at present available for the poor, so far as the question refers to the district served by the New Town Dispensary, must be answered in the negative, for there is no poor person in that district who cannot procure medical assistance sufficient both in quantity and quality. I cannot say the same for the entire town, as I know of at least one district not at present served by a dispensary, that district being a comparatively large one, situated between Leith and the northern boundary of the district served by the New Town Dispensary; many cases come from that district for advice at the dispensary and get it, but when they apply for medical attendance at their own homes their request cannot be complied with.

APPENDIX No. XLVIII.

STATEMENT OF EVIDENCE BY REV. R. H. DUNLOP, MINISTER OF THE PARISH, AND MEMBER OF THE PARISH COUNCIL OF ELIE (FIFESHIRE).

1. Any opinion of mine founded upon experience gained in my twenty years' ministry here can only have a limited value. This parish is small, and enjoys one of the smallest Poor Law assessments in Scotland. We have no public works. Our community exists for letting houses to summer visitors. There is no poverty.

2. We mostly give outdoor relief. An occasional poor person with no relatives has to be sent to the poorhouse. My experience is that, however strong the aversion be to contemplate going to the poorhouse when the prospect is distant, when weakness asserts itself the refuge is gladly taken advantage of.

3. Outdoor relief when there are relatives to help is good. It must not be made too ample or too easily got.

4. Applicants for relief are mostly decayed old women.

5. Failing health and early improvidence are the causes of pauperism.

6. The class of persons seeking election as Parish Councillors comprises the laird, the factor, the clergymen, the provost, and the people in the best circumstances.

7. As to the expediency of giving able-bodied persons a claim to parochial relief, it should only be done under some system of public works. With present-day tendencies, it would be a mistake to give relief *simpliciter* to able-bodied men out of work.

8. The existing area suits our selfish purposes, but I am for the county as the unit. We have in this parish only good houses suitable for attracting summer lodgers. When people get old they move to the neighbouring parish, where they get cheaper houses, and in due course come on the rates there, after they have paid here for a long term of years. We have no title to escape in this way, save the title the existing area gives.

9. The law works well here, and I have been so long familiar with conditions in a small parish as to make any opinion of mine on reform for busier centres of little use.

APPENDIX No. XLIX.

STATEMENT OF EVIDENCE BY MR R. D. DUNNACHIE, J.P., DISTRICT SECRETARY OF THE ORDER OF RECHABITES.

1. I am Secretary to the largest district in connection with the great Rechabite Order, and have been connected with the Order for over thirty years. I am also a Justice of the Peace for the county of the city of Glasgow.

In my statement I have only dealt with the subjects from the Friendly Society standpoint, as my experience has all been in that direction.

2. The Independent Order of Rechabites gives funeral and sick benefit to its members, subscriptions being paid and benefits given in accordance with the accompanying scale. We have no wage-limit in our rules, members being at liberty to insure for any or all of the benefits without restriction as to wages, but members under nineteen years of age cannot insure for more than 10s. per week in sickness

3. In the "Glasgow" district we have a convalescent home belonging to the district, and members who pay one penny per month into the Home fund are entitled to two weeks at this Home, when convalescent, at the rate of 5s. per week. We have also three maternity nurses for the benefit of members' wives, and their services are free to the members. Then we have six small maternity cottages at Kirn, where members' wives and families may have two weeks' residence rent-free.

4. In my opinion there is nothing to prevent the provision of old-age pensions through the medium of the friendly societies of the country, the societies being subsidised by the Government for the purpose.

5. I think everyone with a wage under £200 per annum ought to be compelled by law to join one or other of the friendly societies, and thus a large proportion of the money presently spent on poor relief would not be required, as it is a well-known fact that the friendly societies are at present saving vast sums, from the poor relief, by their operations.

6. No old-age pension should be paid to anyone who has not shown a desire for thrift, through connection with a friendly society. Such a scheme as old-age pensions could be much more economically administered through friendly societies than by a separate system set up for that alone. The whole machinery is already in full working order, and at a very small extra cost for working expenses could easily be utilised for the distribution of state-aided pensions.

7. The effect on friendly societies of free medical State-relief would be very great, as it would free them from one of the greatest sources of discord and discontent. At the present time the question of medical attendance and medicine is a burning one in all friendly society circles.

APPENDIX No. XLIX.—*Continued.*

The doctors are agitating for much higher fees, and the members are being compelled, very unwillingly, to pay more, so that were the State to come to the rescue, with even partial help in this direction, it would effect much good.

8. *Voluntary Hospitals.*—These we already have in Scotland, and I do not quite grasp the reason for the reference to them in relation to friendly societies. There ought to be a closer bond between the societies and hospitals and infirmaries, and the friendly society should be encouraged to give more freely towards the funds of these institutions. It must, however, be understood that the members of most of the societies are, as a general rule, subscribers through their employment to all the various hospitals.

9. *State System of Old-age Pensions.*—This has already been dealt with under paragraphs 4, 5, 6. The Rechabites have a Superannuation Scheme already in existence, and this might be aided by the State as indicated.

10. *Freely-given Poor Law Out-relief.* — I am very strongly convinced that the present mode of administering out-relief is anything but an encouragement to the exercise of thrifty habits amongst our lower wage-earning working classes; in my opinion it tends to quite the opposite. If the Poor Law officials find that any applicant for out-relief has been thrifty and has saved a few pounds, or is a member of any of the friendly societies and entitled to benefit from such, this is held to be a strong argument against their getting any relief, whilst the dissolute and thriftless, who may have squandered their means in drink and other ways, have little or no trouble in getting immediate help. This is not as it should be.

11. The Temperance Friendly Societies are, most assuredly, progressing much more rapidly now than they ever did—see the Registrar's reports.

12. Strong drink being the main cause of the poverty so prevalent in our country, were the drinking habits and customs of the community materially curtailed, there is not the slightest doubt but that a great many of the problems in connection with the administration of the Poor Laws would soon be solved.

13. There should be more encouragement given to the thrifty poor by out-relief, and a great deal less to the drunken, the dissolute, and thriftless. It would be better for all concerned if we had more out-relief to those who had shown themselves to be frugal and thrifty, and fewer inmates of poorhouses.

The well-living poor dread the poorhouse more because of the class of people with whom they have to mix rather than the stigma of the house itself.

APPENDIX No. XLIX (A).

Scales of Contributions.

These Scales include Sick, Funeral, and Management Expenses, Medical Attendance and Medicine (except in exceptional cases, when Tents have the power to impose a slight additional levy). Also 15s. on the death of a male Member's Child under three months, and £1, 10s. from 3 months to 3 years of age.

Females may insure at the same rates, but their benefits are limited to £10 at death and 10s. per week during sickness.

Benefits.		Monthly (4 Weeks) Contributions According to Age Last Birthday.						
Amount per Week in Sickness. 26 Weeks Full; then Half till well.	Amount payable at Death.	Age 15 to 19.	Age 20 to 24.	Age 25 to 29.	Age 30 to 34.	Age 35 to 39.	Age 40 to 42.	Age 43 to 45.
£ s. d.	£ s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
0 5 0	5 0 0	1 0½	1 1	1 1½	1 2¾	1 4	1 5½	1 7
0 5 0	10 0 0	1 2	1 2½	1 3	1 4½	1 6	1 8	1 10
0 5 0	15 0 0	1 3½	1 4	1 4½	1 6¼	1 8	1 10½	2 1
0 5 0	20 0 0	1 5	1 5½	1 6	1 8	1 10	2 1	2 4
0 5 0	25 0 0	1 6½	1 7	1 7½	1 9¾	2 0	2 3½	2 7
0 5 0	30 0 0	1 8	1 8½	1 9	1 11¼	2 2	2 6	2 10
0 7 6	5 0 0	1 3½	1 4¼	1 5	1 6¾	1 8½	1 10½	2 0½
0 7 6	10 0 0	1 5	1 5¾	1 6½	1 8½	1 10½	2 1	2 3½
0 7 6	15 0 0	1 6½	1 7¼	1 8	1 10¼	2 0½	2 3½	2 6½
0 7 6	20 0 0	1 8	1 8¾	1 9½	2 0	2 2½	2 6	2 9½
0 7 6	25 0 0	1 9½	1 10¼	1 11	2 1¾	2 4½	2 8½	3 0½
0 7 6	30 0 0	1 11	1 11¾	2 0½	2 3½	2 6½	2 11	3 3½
0 10 0	5 0 0	1 6½	1 7½	1 8½	1 10¾	2 1	2 3½	2 6
0 10 0	10 0 0	1 8	1 9	1 10	2 0½	2 3	2 6	2 9
0 10 0	15 0 0	1 9½	1 10½	1 11½	2 2¼	2 5	2 8½	3 0
0 10 0	20 0 0	1 11	2 0	2 1	2 4	2 7	2 11	3 3
0 10 0	25 0 0	2 0½	2 1½	2 2½	2 5¾	2 9	3 1½	3 6
0 10 0	30 0 0	2 2	2 3	2 4	2 7½	2 11	3 4	3 9
0 12 6	5 0 0	...	1 10¾	2 0	2 2¾	2 5½	2 8½	2 11½
0 12 6	10 0 0	...	2 0¼	2 1½	2 4½	2 7½	2 11	3 2½
0 12 6	15 0 0	...	2 1¾	2 3	2 6¼	2 9½	3 1½	3 5½
0 12 6	20 0 0	...	2 3¼	2 4½	2 8	2 11½	3 4	3 8½
0 12 6	25 0 0	...	2 4¾	2 6	2 9¾	3 1½	3 6½	3 11½
0 12 6	30 0 0	...	2 6¼	2 7½	2 11½	3 3½	3 9	4 2½

APPENDIX No. XLIX (A).—*Continued.*

SCALES OF CONTRIBUTIONS.—*Continued.*

BENEFITS.		MONTHLY (4 WEEKS) CONTRIBUTIONS ACCORDING TO AGE LAST BIRTHDAY.						
Amount per Week in Sickness. 26 Weeks Full: then Half till well.	Amount payable at Death.	Age 15 to 19.	Age 20 to 24.	Age 25 to 29.	Age 30 to 34.	Age 35 to 39.	Age 40 to 42.	Age 43 to 45.
£ s. d.	£ s. d.		s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
0 15 0	5 0 0	...	2 2	2 3½	2 6¾	2 10	3 1½	3 5
0 15 0	10 0 0	...	2 3½	2 5	2 8½	3 0	3 4	3 8
0 15 0	15 0 0	...	2 5	2 6½	2 10¼	3 2	3 6½	3 11
0 15 0	20 0 0	...	2 6½	2 8	3 0	3 4	3 9	4 2
0 15 0	25 0 0	...	2 8	2 9½	3 1¾	3 6	3 11½	4 5
0 15 0	30 0 0	...	2 9½	2 11	3 3½	3 8	4 2	4 8
0 17 6	5 0 0	...	2 9	2 10½	3 2	3 7½	...	...
0 17 6	10 0 0	...	2 10½	3 0	3 3¾	3 9	...	...
0 17 6	15 0 0	...	3 0	3 1½	3 5½	3 11	...	...
0 17 6	20 0 0	...	3 1½	3 3	3 7¼	4 1	...	...
0 17 6	25 0 0	...	3 3	3 4½	3 9	4 3	...	...
0 17 6	30 0 0	...	3 5½	3 6	3 10¾	4 5	...	...
1 0 0	5 0 0	...	3 0½	3 2½	3 6¾	4 1½	...	...
1 0 0	10 0 0	...	3 2	3 4	3 8½	4 3½	...	...
1 0 0	15 0 0	...	3 3½	3 5½	3 10¼	4 5½	...	...
1 0 0	20 0 0	...	3 5	3 7	4 0	4 7½	...	...
1 0 0	25 0 0	...	3 6½	3 8½	4 1¾	4 9½	...	...
1 0 0	30 0 0	...	3 8	3 10	4 3½	4 11½	...	...

CONTRIBUTIONS FOR FUNERAL BENEFIT ONLY.

The following Graduated Scale includes Funeral and Management Expenses, also 15s. on death of male Members' Children under 3 months old, and £1, 10s. from 3 months to 3 years of age. No Sick Benefit. Medical Attendance and Medicine 3d. per month extra, or such other sum as may be required.

BENEFITS.	MONTHLY (4 WEEKS) CONTRIBUTIONS ACCORDING TO AGE LAST BIRTHDAY.				
Amount Payable at Death.	Age 15 to 29.	Age 30 to 34.	Age 35 to 39.	Age 40 to 42.	Age 43 to 45.
£ s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
5 0 0	0 4½	0 4¾	0 5	0 5½	0 6
10 0 0	0 6	0 6½	0 7	0 8	0 9
15 0 0	0 7½	0 8¼	0 9	0 10½	1 0
20 0 0	0 9	0 10	0 11	1 1	1 3
25 0 0	0 10½	0 11¾	1 1	1 3½	1 6
30 0 0	1 0	1 1½	1 3	1 6	1 9

Female Members pay 1½d. per month less than the foregoing for the same Funeral Benefits.

A Member may divide his Funeral Shares between himself and his wife to the extent of £10, provided she is a Total Abstainer.

Initiation fees for all ages—Males, 2s. 6d. ; females, 1s. 6d.

APPENDIX No. L.

STATEMENT OF EVIDENCE BY MR HENRY DYER, M.A., D.Sc., GLASGOW, CHAIRMAN OF SCOTTISH CO-OPERATIVE EDUCATION COMMITTEES ASSOCIATION, ETC.

1. For fully twenty-five years I have taken an active interest in social questions, and have had many opportunities of making myself practically acquainted with them.

2. At first my attention was taken up almost entirely with scientific and technical education, first as Principal of the Imperial College of Engineering, Tokyo, Japan, and then as a Governor of the Glasgow and West of Scotland Technical College. From that I was led to take an interest in general education, which was necessary as a foundation for the practical applications, and as a member of the School Board of Glasgow I have taken an active part in the various departments of the work, and in these we are brought face to face with many social problems. Educational work naturally led up to social work, and for a good

many years I have taken a part in many of the organisations which are intended to help in the solution of these problems, and especially in the co-operation movement. I am Chairman of the Scottish Co-operative Educational Committees Association, which assists in the organisation of the educational work carried on by co-operators in Scotland.

3. A great deal might be said on all the different branches of the work which I have mentioned, but it will be sufficient to refer to publications which will supply all necessary information. The General Secretary of the Co-operative Union, Mr J. C. Gray, Long Millgate, Manchester, will no doubt be willing to supply your Commission with copies of the literature issued by the Union, and to give detailed information on any point; Mr James Deans, the Secretary of the Scottish Section of the Union, 263 Wallace Street, Glasgow, S.S., will supply any details which are wished with regard to the work of the movement in Scotland. No doubt the Commission has lists of the most important publications relating to friendly societies, trade unions, etc., so that I need not refer to them.

4. I do not propose to discuss the various aspects of social problems, but I may say that I agree generally with the opinions and proposals of Mr Charles Booth. The object should be to encourage individual effort as far as possible, and that is not done by the present Poor Law. A person must declare himself (or herself) a pauper before any assistance is given. If there were a national pension system which made an allowance (after a certain age) sufficient for existence, without making the recipients paupers, there would be a great inducement to supplement this by personal effort. Trade union allowances already give to many aged workers sufficient to live upon, and in many cases these are supplemented by investments in co-operative societies or by membership of friendly societies, but with all, few if any attain to anything like luxury. They are merely able to live more human lives, and the national pension should not be withheld because they have been able to help themselves to a certain extent. In the cases of those who have not done so, it only represents what they would be entitled to by the Poor Law, which, of course, would be saved if a national pension system were adopted.

5. The national pension may be looked upon as part of the national dividend which represents the minimum necessary for existence, and that minimum should be increased, both directly and indirectly, by a great development of the methods of co-operation to national affairs, so that in an automatic manner the products of labour would be distributed in a more equable and equitable manner than at present. To show how this should be done would involve the discussion of the whole future of economic and social organisation, which, of course, is at present out of place.

APPENDIX No. LI.

STATEMENT OF EVIDENCE BY MR ALLAN SCOTT EDMISTON, INSPECTOR OF POOR OF THE PARISH OF RUTHERGLEN.

1. I have been inspector of poor of the parish of Rutherglen for the last twenty-two years. Prior to this I was a member of the old Parochial Board, and member of the committee of management for many years.

2. The parish of Rutherglen is partly burghal and partly landward. In the burghal portion the population is largely composed of the artisan and labouring classes, a great number of which are employed in Glasgow. In the outskirts of the burgh and landward portion the population is almost wholly composed of the commercial classes, their businesses, occupations and employment being in Glasgow. The population of the parish, according to the census of 1901, was 21,011, and according to the police census in November 1906 it was 24,811.

3. The method of administering relief in the parish is as follows:—The Council meets on the first Tuesday of each month. At this meeting I submit all applications made during the month and my reports thereon. Each of the applications shows how I have dealt with the case during the month, and my action is either approved of or altered by the Council, such as by the granting of outdoor relief where the poorhouse has been offered and declined. Applicants do not attend the meeting at which their cases are considered and disposed of.

4. Personally, I would prefer every applicant to appear before a committee of the Council, that the committee might see the applicant and hear his statement. I could then bring out the facts and circumstances by questions and answers before the applicant and committee.

5. Respecting the merits of indoor and outdoor relief, my experience is that when indoor relief has been offered or accepted there is seldom another application from the immediate neighbourhood. But when outdoor relief has been granted, this is generally followed by one or more applications. The applicants sometimes frankly state the reason for their application is, that they think they are as much entitled to relief as the persons put on the roll the month before.

6. The classes of persons applying for relief are generally the improvident artisan and labouring classes.

7. The causes of pauperism are varied and far-reaching—such as love of idleness, gambling, drunkenness and vice. Indiscriminate charity—or what is called charity—is also aggravating enormously the very evil it is seeking to remedy. It is undoubtedly in the power of charity to corrupt its object. Charity can only succeed when the recipient is willing and calls forth all his own moral energy to overcome his difficulties. It is then, and then only, a man "dare be poor for a' that." Poverty acts precisely like cold. If it does not brace up, it benumbs. If it does not quicken, it kills. I do not question the motive of the givers, but it has no effect whatever upon the result of giving. In other words, we know that money given with the very best motive may be the means of producing the most painful and deplorable consequences. I am afraid this generation has yet to realise that the moral laws which govern the world are as immutable as the physical laws. It appears to me that we might as well throw ourselves over a precipice, trusting that the law of gravitation will be suspended in our favour, as hope to continue our present system of indiscriminate almsgiving without experiencing the consequent moral pollution and disease. It is an immutable law, which cannot be too frequently impressed, that no one can do for another what that person can and ought to do for himself without producing moral injury both to the individual and the community in which he lives.

8. The class of persons seeking election as Parish Councillors will be indicated by the members presently constituting the Council. There are 2 managing directors, 1 writer, 1 clergyman, 1 teacher, 1 master builder, 1 master joiner, 1 master slater, 2 master tailors, 1 spirit merchant, 1 commission agent, 1 cashier, 1 engineer, 1 yarn dresser, 1 insurance collector, 1 iron-ship builder, 1 steel-mill roller, 1 checkweighman—in all, 19 members.

9. The probable effect of giving able-bodied persons a claim to relief would be a further aid to a class which used to be called "sturdy rogues and vagabonds," but they are now called "unemployed," and are the largest, if not the only, recipients of all our great charitable funds. The law at present is sufficient to meet all cases of necessity if prudently administered, and therefore any change is inexpedient.

10. The existing areas for the purpose of administering relief should be enlarged, the objects being to reduce the questions of settlement, to effect an equalisation of the burden of maintenance, and more uniformity in the administration of relief.

11. I would suggest that the number of Parish Councillors be reduced. The number of Councillors in Rutherglen is 19. The number should be reduced to not more than 9. The feeling of responsibility is dissipated in numbers. Where consideration of character is absolutely necessary—and it is so in administering relief—freedom of speech is essential. Freedom of speech is curbed by numbers, because the greater the number, the more likelihood there is of what has been said being carried to the applicant.

APPENDIX No. LI.—*Continued.*

This induces and encourages the canvassing of members. It frequently causes wrangling in families and quarrelling among neighbours, who, though innocent, are blamed for giving information. Obviously, it also adds to the difficulties and sometimes prevents the inspector obtaining necessary information.

12. I would also suggest that there should be some additional qualification for a Councillor, and that the date and method of election be altered.

13. While the rate per £ may be slightly more on occupiers than it is on owners, the total amount required for the maintenance of the poor is equally divided between owners and occupiers, the theory being that each pays one-half. Several years ago I investigated how this theory worked out in Rutherglen, and I found, in round numbers, that 600 owners, including public works, paid 10s. of every pound, and that as occupiers they paid other 7s.—in all, 17s. of every pound,—while 4,500 occupiers only paid the remaining 3s. of every pound collected.

APPENDIX No. LII.

STATEMENT OF EVIDENCE BY DR JAMES ERSKINE, MEMBER OF GLASGOW PARISH COUNCIL AND DISTRICT LUNACY BOARD; LATE MEMBER OF THE TOWN COUNCIL OF GLASGOW.

1. I have to say that I have only been a member of the Glasgow Parish Council and District Lunacy Board for a period of a year, being co-opted in February 1906 in place of a member who resigned. For three years (1898 to 1901) I was a member of the Town Council of Glasgow, and took special interest in the work of the Committee on Health, which is the Committee charged with the special work of the Sanitary Authority.

I am a Graduate in Arts, and also a Graduate in Medicine and Surgery of Glasgow University.

Medical Assistance to the Poor.

The Sanitary Authority (the Corporation of Glasgow).

2. All paupers suffering from infectious diseases are removed to the municipal fever hospitals, and are treated therein, no charge being made against the Parish Council. The Sanitary Authority resolved in 1881 "that all classes of the citizens suffering from infectious disease should be treated in hospital without any charge being made therefor." The City Parochial Board in 1866 and the Barony Board in 1872 gave up their fever wards, and up till 1881 the inspectors of poor sent their orders for the removal of paupers to the Sanitary Authority, and paid for their treatment.

3. Included in the category of cases of infectious diseases removed to and treated in the municipal fever hospitals are typhus, enteric, and scarlet fever, measles, whooping-cough, various febriculæ, smallpox, diphtheria, puerperal fever, erysipelas, and cerebrospinal meningitis. During the recent outbreak of the last-named disease, several cases were not recognised at first, and admitted to the parish hospitals. The City Medical Officer of Health and his staff rendered their services in the diagnosis of the cases by bacteriological examination and otherwise, and when possible certain of these cases were afterwards removed to the municipal hospitals. It is noteworthy that a large proportion of cases of disease occurring in poor persons have within recent years been transferred from the care of the Poor Law to that of the Sanitary Authority because they are included in the infectious category—a category which is expanding rapidly, and now includes consumption. The resolution of the Glasgow Sanitary Authority to treat all classes of people suffering from infectious diseases in municipal hospitals carried with it the whole sanitary service of the city, incidental to the control of those kinds of illness. They committed themselves to the policy of using every form of public service, with a view to the prevention of infection.

4. Glasgow has within the last few years made provision for the sick poor outside the poorhouse by the erection of three modern hospitals. The very name of hospitals instead of poorhouses is removing the aversion that has always been entertained regarding parochial assistance. Patients now find their way into the parish hospitals who formerly would have endeavoured to obtain admission to a charitable hospital by means of a subscriber's line. They don't feel pauperised, as they would if they had to enter the hospital wards through the poorhouse.

5. The institution at Barnhill is still called the poorhouse, and is often offered as a test to undeserving applicants for outdoor relief. In Barnhill there are wards for hospital treatment of patients, and on an average as many as two hundred patients are under such treatment. But all the inmates are more or less infirm, and in a large number of cases are suffering from well-defined chronic diseases. Special wards are set apart in Barnhill for the accommodation of male patients affected with contagious skin diseases and venereal diseases.

6. In Stobhill Hospital, some provision is made for the treatment of consumption, but it is not carried out fully and in accordance with the most modern views on the subject. It is the unanimous opinion of the Glasgow Parish Council that the Sanitary Authority should undertake the treatment of the consumptive poor, the poor-rates only being expended to meet the necessities of the dependants of consumptives. The Corporation of Glasgow being the Sanitary Authority have decided to add pulmonary phthisis to the list of diseases notifiable under the Infectious Diseases (Notification) Act, and will soon require to deal effectively with the cases notified to them. By such action the Parish Council will be relieved in course of time of the responsibility of making provision for the accommodation and treatment of their numerous consumptive cases.

7. The members of the Parish Council of Glasgow are also *ex officio* members of the Glasgow District Lunacy Board, and are charged with the administration and management of Woodilee and Gartloch Asylums. They therefore serve under the Local Government Board and the General Board of Lunacy.

8. Poor persons notified to the inspector of poor as supposed to be insane are dealt with by the outdoor medical staff. For patients about whose certification there was any doubt or difference of opinion, wards containing 12 beds in Barnhill were set apart in 1890, and when the new hospital at Duke Street was opened in 1904 provision was there made for 50 such patients. These wards were intended primarily for the observation of doubtful or unconfirmed cases exhibiting mental symptoms. The experiment, however, has assumed a much more comprehensive phase, and any kind of case with mental symptoms may be received into these observation wards, even if certified insane (with emergency certificate also added), by one of the outdoor medical officers. The medical officer, or as he is called the certifying physician to the Parish Council, who has been appointed to the charge of the wards, may receive any mental case into these wards, giving as his reason for doing so that he has considered it necessary to suspend his judgment regarding the patient's condition during further observation, which may be prolonged for a period of six weeks. According to the Lunacy Laws, persons certified insane can only be received into premises duly licensed by the General Lunacy Board.

9. The parish hospitals are not under the jurisdiction of that Lunacy Board, who are in no way responsible for the management of observation or mental wards situated within them. The patients in these wards are in the position of sick sane persons who cannot be detained against their will, and are wholly under the care of the Parish Council and the Local Government Board. It is to be noted that observation or probationary wards are provided in the asylums, so that if possible patients may not require to be accommodated in the general wards of the asylum.

10. Considering the facts that the Parish Council and District Lunacy Board are now quite assimilated in respect

APPENDIX No. LII.—*Continued.*

of membership, and that the general management of mental cases is continuous throughout their course from the time they are at first notified to the inspector of poor as supposed to be insane until they are finally accommodated in the asylum, I would propose the absorption of the General Board of Lunacy, and that the Local Government Board should be empowered to administer the Lunacy Laws, to be amended as might be necessary. The Local Government Board, in my opinion, should be the sole authority in matters of health. Insanity is nowadays regarded as a symptom of physical disease. Asylums should all be styled, what they really are, "hospitals for mental affections." Owing to the bad environment and habits of the people coming under the purview of the Poor Law, a large proportion suffer from various forms of mental and nervous disturbances. They should all, on that account, be looked after by one Health Authority, the Local Government Board, who by its constitution is directly responsible to Parliament through its *ex officio* membership.

11. The Glasgow Parish Council have an outdoor staff of twenty-one medical men. Twenty of these medical officers are accessible to the poor in the various districts of the city.

12. When application is made to the inspector of poor on behalf of a poor person requiring medical assistance, he usually grants an order for medical relief, and the person obtains the services of the district doctor. Strictly according to Poor Law administration, an inquiry should be made by the inspector, and the applicant placed on the poor-roll before receiving assistance. I hold that, in the best interests of the poor and the public health, medical relief should be granted at once, illness being quite sufficient as a claim for help.

13. The twenty doctors (for one has to be excepted as the certifying physician in lunacy) are ever ready at all hours to attend to parish cases occurring in their districts. The most appropriate remedies are prescribed, and the patients are visited as frequently as possible in their own homes, or, if necessary, are removed to hospital. Adequate nourishment and stimulants are also dispensed to patients, and any appliance required is obtained for them. These outdoor officers, in my view, are doing the great bulk of the work of assisting the sick poor. Seldom does any Parish Councillor recognise their services in the parochial dispensaries or in visiting the poor in their homes. Years pass without their receiving a single call from members of Council. All the while these doctors are faithfully carrying out their duties. Since I became a member of Council I have made it a point to bring myself into touch with the medical officers in the districts of the city, and have found them all attending to the poor people with even more care and assiduity than their own private patients. I am certain also that the remedies dispensed always reach the patients for whom they are prescribed. The outdoor medical officers should have security of tenure of office like the indoor, and should only be dismissible by or with the consent of the Local Government Board.

14. The twenty-first outdoor medical or certifying physician in lunacy (an appointment peculiar to Glasgow alone) is not required on the outdoor staff, as all the doctors are certifying physicians, and if they are in doubt about the certification of any apparent case of insanity, they have the observation wards in Duke Street Hospital open to receive such case. The certifying physician in lunacy is also the medical officer in charge of the observation wards, and with him would rest the final disposal of the case.

15. Now that special arrangements have been made by the Parish Council to deal with nervous and mental cases, I propose that similar provision should be made to deal with all the special departments of disease. Visiting specialists should be appointed and cliniques arranged which medical students or practitioners might attend in order to avail themselves of the instruction that might be given on the valuable clinical material in the wards of the hospitals. Cliniques for outdoor patients should also be arranged.

16. At present the services of special medical charities are requisitioned, as, for example, in dealing with cases of eye disease. A large number of such cases occur among people on the poor-roll, and would form sufficient work for an oculist on the outdoor medical staff. As at the medical charitable institutions, visiting physicians, surgeons, and specialists should be appointed, both on the indoor and outdoor staff.

17. There are a large number of medical charities in Glasgow competing and overlapping with one another. Many poor persons obtain medical assistance from them at one time or another and become also chargeable to the Parish Council. In addition to such poor people, a great proportion of the working or artisan classes resort to the medical charities for medical advice and treatment. They consider that they are quite entitled to do so, in virtue of the payments they make from their wages at their places of employment. They don't feel that they are the recipients of charitable assistance. They state plainly that they have been paying for any medical treatment they may be receiving. A number of patients seek advice at the special departments of hospitals because they are not able to afford to pay the fees charged by specialists. In the event of an operation being necessary they go to the hospital, as such treatment could not be carried out in their own houses.

18. The medical profession have been endeavouring to prevent what they call undeserving patients obtaining the benefits of medical charities. In my opinion, the time is past for the profession taking this stand. The working classes and general public hold that they have a right to treatment in the charitable hospitals. They enter these institutions and don't require to pay anything. If they become patients in the parish hospitals, they are made to pay if they are able to afford to do so. By availing themselves of the benefits of the parish hospitals, patients are really more independent and less pauperised than by going to medical charities. The new parish hospitals of Glasgow are equal to, if not better appointed than, the medical charities.

19. The larger medical charities, such as the Western Infirmary, charge a prohibitive fee for pauper patients. Persons receiving parochial relief are not eligible as patients unless supplied with admission lines by the Board of their district, on whose recommendation they may be admitted on payment of £5, 5s. for each case. Such large charities as the Royal Infirmary frequently use the parish hospitals as a dumping ground for depositing chronic or undesirable cases. The medical charities will not take a case from the parish without payment, but are only too ready to transfer cases to the parochial hospitals which they wish to get rid of. The close relation between the parochial and charitable institutions is shown by the frequent action of the maternity hospital in sending cases to the parish hospital, for the reason that there is no accommodation, or that the case is septic or affected with venereal disease.

20. With regard to venereal disease occurring in women as apart from maternity cases, the Parish Council have not made provision. They have provided special wards in Barnhill Hospital for that form of disease in men, but they transfer women so affected to a charitable institution, the Lock Hospital, and pay for their treatment there. In the parish hospitals there are a large number of women suffering from the various phases of venereal disease, and complete provision for that class of cases should be made without making use of a medical charity.

21. The various Convalescent Homes supported by charity are also utilised by the Parish Council in return for subscriptions paid by them. Such institutions are absolutely necessary in the treatment of poor patients recovering from serious disease, and ought to be provided by the parish.

22. No parochial provision has been made for sane epileptics, and patients chargeable to the Parish Council are being sent to the Quarrier colony established at Bridge of Weir. For such patients the parish should provide, and not be dependent on charitable effort.

23. There is much overlapping but very little co-operation between the Poor Law administration and voluntary effort in affording medical assistance to the poor. There is no hope of organised operation between the medical charities and the Parish Council. The former have nearly all come into being to further the interests of individual medical men or medical schools. The Parish Council have made provision for the sick poor entirely as such, and not with any self-interested object in view.

24. The whole work and duty of medical assistance to the poor should be handed over to the Sanitary Authority in Town and County Councils, who already carry out measures regarding the public health, deal with infectious diseases, and prevent the rise and spread of infection. The Sanitary Authority will soon have to deal effectively with consumptive disease. If they had, in addition, to look after the poor in general illness, they would come into close contact with

APPENDIX No. LII.—*Continued.*

them in their dwellings and ordinary conditions of life. It is the poorest class of the community, living overcrowded together, who suffer most from all forms of disease, and especially from zymotic and respiratory troubles. These affections would thereby be more effectively dealt with and the insanitary conditions removed. The stigma of pauperism would necessarily vanish.

25. I hold that medical assistance should be made free and accessible to all who may require it, and that no social degradation should be incurred by a person owing to sickness. The greatest effort to cope with illness must be made in the poorest localities, where it oftenest occurs, and that can only be effectively done at the expense of the general community. The provision of hospital accommodation and medical service should be made a charge on the rates altogether clear of the Poor Law. Medical men should be appointed to hospitals and districts on definite salaries, who would have no other object in view beyond the study and treatment of illness and the promotion of public health.

26. I do not think that the health of the community suffers owing to the insufficiency in amount or quality of the medical assistance at present available for the poor, but I think that all such medical assistance would produce better results if it were continuously administered by the local Health Authority, both in dealing with actual disease and removing the conditions producing such disease.

APPENDIX No. LIII.

STATEMENT OF EVIDENCE BY MR T. CHARLTON FARRIES, CHAIRMAN OF DUMFRIES PARISH COUNCIL.

1. I have been nineteen years a member of the Dumfries Parish Council, and during the last five years I have been Chairman. As a house factor I have had a good deal of experience among the working class and the poor.

2. The social and industrial conditions which prevail in this town are pretty much like to other provincial towns.

3. The administration of the Poor Law in this parish is in accordance with the Rules of the Local Government Board.

4. Indoor relief is best suited for some classes of cases, and outdoor for others.

5. The class of persons that apply for relief is varied. It would be difficult to describe them, only widows form a large proportion.

6. The contributing causes of pauperism are improvidence, intemperance, early marriages, and neglect on the part of families to make due provision for their aged parents.

7. The Parish Council here is composed of retired business men, professional men, and shopkeepers.

8. I think it is expedient that Parish Councils should have power to give able-bodied men relief under certain circumstances.

9. The area for rating and chargeability should be enlarged from single parishes to a group of parishes.

10. My views on the reforms that are required in the Poor Law have been given effect to in the representation made by the Parish Council to Royal Commission.

APPENDIX No. LIV.

STATEMENT OF EVIDENCE BY JAMES FORBES, M.V.O., CHAIRMAN OF THE PARISH COUNCIL OF BLAIR ATHOLL, AND FACTOR AND COMMISSIONER FOR HIS GRACE THE DUKE OF ATHOLL, K.T.

1. I was from 1884 to 1895 secretary and treasurer to the Upper Nithsdale Poorhouse Combination, and during those years I had a good deal to do with the administration of Poor Law in the parish of Morton, Dumfriesshire, as representative of His Grace the Duke of Buccleuch, in the absence of his Chamberlain, Mr Dickson, whose assistant I was. From 1897 to 1902 I was Chairman of the Parish Council of Crathie and Braemar, and from 1903 till the present time I have been Chairman of the Parish Council of Blair Atholl. I am one of the representatives of the latter Council on the Committee of the Atholl, Weem, and Breadalbane Poorhouse Combination, and for the past year I have held the position of Chairman of the Combination Poorhouse Committee.

2. This is a purely agricultural, pastoral, and sporting parish, comprising large grazings, small farms (including crofts), deer forests, and grouse moors. The people are very comfortable and fairly prosperous, their occupations being incidental to the land, there being no industries otherwise. The Highland Railway runs through the parish, which extends to about 185,000 acres, having a present valuation, including railway valuation, of £25,500. The sporting valuation of the parish alone amounts to nearly £13,000.

3. The administration of relief in the parish has always been carried out as nearly as possible in accordance with the recommendations of the Local Government Board, care being taken, unless under exceptional circumstances, to apply the poorhouse test.

4. Indoor relief preferable for all, except widows with young families, or respectable aged single persons, or couples who have become infirm, or through no fault of their own are unable to support themselves and who have no descendants willing or by law bound to contribute to their support. Indoor relief ought, however, to be the rule for old people living in out-of-the-way places, where attendance is difficult and costly to obtain; and as an instance I can refer to the case of an old woman, about eighty-six years of age, in our parish, who resides at a point twelve miles distant from the residence of the parish medical officer, whose services she insists upon having more frequently perhaps than is necessary. She refuses absolutely to go to the poorhouse; and, in a case such as this, I think the Parish Council ought to be empowered to remove the pauper compulsorily. The poorhouse governor should be required to report to the Parish Council, and to forward a medical certificate, whenever an inmate is able to be discharged.

5. As to the classes of persons applying for relief, none have recently applied, except admittedly poor, who consist principally of widows with young families, aged spinsters, and a case or two of deserted children.

6. The causes of pauperism are explained partly under paragraph 5. Improvident habits up to and in some cases beyond middle life,—and in some few instances drunkenness,—have brought about want, and relief had to be afforded. As regards the lunatic paupers of this parish, of whom we have a large number, representing about 7·5 per 1000 of the population, as against the average for Scotland of only 3·1, the causes may be attributed in a slight degree to intermarriage, but more largely to heredity. Where either of the parents has been a little "light," the weakness has shown a tendency to appear in a more aggravated form in the succeeding generation. The ratio of ordinary poor is about 17 per 1000, while that for Scotland is about 20. The average age of pauper lunatics is about fifty-two years, and the average period for which they have been chargeable is about twenty-one years, while the average age of our

APPENDIX No. LIV.—*Continued.*

ordinary poor is about fifty-two years, and the average period of chargeability about ten years. The average weekly rate of aliment to outdoor paupers is about 4s. 3d., excluding all medical charges, rents of houses occupied by widows, and boots, clothing, etc., for children dependants. Our poorhouse average is about 8s. altogether, or, in view of the present numbers on the roll, an overhead average weekly rate of aliment of almost 5s. 3d.

7. A serious hardship was recently inflicted upon this parish in the case of a foreign woman with no settlement in the United Kingdom, who, after a period of only six weeks' residence here, became insane, and had to be repatriated at the expense of this Council. Her maintenance and removal expenses amounted to £140, and no part of this sum can be made a charge on imperial funds. The Home Secretary refuses to recognise the claim of the Council to considerate treatment under sect. 4 (1) of the Aliens Act of 1905. In such cases Parish Councils ought to have the right of imperial redress.

8. The class of persons seeking election as Parish Councillors is comprised of lairds, factors, ministers, farmers, merchants, etc., and generally representative people of good standing. There has been no great or keen competition for office since the first election, but the number of Councillors has always been easily forthcoming.

9. It might be quite expedient to grant relief to able-bodied husbands having delicate wives or children to whom they could not afford proper medical treatment and nourishment, on condition of any outlays being repayable by the persons obtaining such relief when circumstances permitted. Cases are known to me where it would take half the ordinary wage and more of a workman to pay for medical attendance and the nourishment which ought to be provided for even one member of the family during a prolonged illness. Such cases where repayment of outlays was made could be reckoned as suspense poor, and classified accordingly, and not included under the lists of ordinary paupers. It would be a matter of extreme difficulty in most cases for rural parish councils to afford temporary employment to men out of work, and as relief in any other form to able-bodied men would have far-reaching effects, and probably have a demoralising tendency, any such proposals would have to be kept within narrow limits. Repayment of outlays in most cases could probably, I fear, never be enforced.

10. The present area of Blair Atholl parish is quite large enough for relief purposes, as the circumstances of applicants and their families are better known than they would be in a larger area. The rates, however, might be collected by the county, along with the county rates, and so effect a saving in officials.

11. With regard to reforms in the Law, I beg to submit the following:—

(*a*) Repeal of sect. 37 of the Poor Law Act of 1845 might be considered, as the deductions only have the effect of increasing the rates. In the event of such a repeal, readjustment of the deductions in railway valuation would, of course, be necessary.

(*b*) The costs of the necessary certificates and warrants, also of removals and all other expenses incidental to lunatics, ought to be allowed to rank against the Lunacy Grant if the cost of lunatics is not made an imperial charge.

(*c*) The expenses of maintenance and repatriation of foreign lunatics having no settlement in the United Kingdom (see Par. 7) ought to be made an imperial charge entirely.

APPENDIX No. LV.

STATEMENT OF EVIDENCE BY MR A. DINGWALL FORDYCE, CHAIRMAN OF THE NEW DEER PARISH COUNCIL.

1. The parish of New Deer is the largest in respect of area in Aberdeenshire. It extends to about 50 square miles, and contains 32,000 imperial acres. The gross rental per Valuation Roll is £28,635, and the population at last census 4,371. Maud Combination Poorhouse is in the parish. The parish is a purely agricultural one, and the people are intelligent, industrious, and thrifty.

2. Aged and deserving poor who have become destitute through no fault of their own readily obtain, on application, a more or less adequate outdoor relief. Orphan and deserted children are boarded out under suitable guardianship, where, generally speaking, they get absorbed in the general population, and as a rule turn out well. In this connection I might say that the Scotch Girls Friendly Society now take an interest in girls when they are fourteen years of age, and assist in finding them situations, and generally keep an eye on them. This I consider an excellent thing.

In nearly all other cases the poorhouse test is applied, with good effect.

3. For sound administration, both indoor and outdoor systems *must* be available, and should be consistently practised in dealing with the different classes.

4. Applications for relief are not numerous here. The classes that apply are very varied, the majority being aged and infirm for outdoor relief, and vagrants for indoor.

5. Drink I consider the greatest cause of pauperism, where any cause can be assigned.

6. As a general rule, the best class seek election as Parish Councillors. At present the Council consist of one landed proprietor, two clergymen, four farmers, two bankers, one merchant, and an auctioneer.

7. In my opinion it would be *most* inexpedient to give able-bodied persons a claim to parochial relief. The effect would be most pernicious and far-reaching, would take away a great deal of the independence of character, which is one of the best features of the district, and would put a premium on waste of money, and destroy the inclination to save which is essential to the welfare of the country.

8. The existing parish areas are most suitable. There could doubtless be a saving in management expenses if some of the smaller parishes were grouped together.

9. The 37th section of the Poor Law Act might with advantage be repealed. The county rates are levied on the gross rental as appearing in the Valuation Roll, and there seems no good reason why the parochial rates should not be the same.

10. There should be power of detention in poorhouses of persons unable to earn a livelihood who go out and in without reasonable cause, and there should be authority, upon warrant, to remove to sick wards sick paupers who have no one to look after them.

11. There is a Jubilee nurse who works in the parish and the adjoining parish of Old Deer, and who helps to nurse paupers, but, owing to the size of her district, she can only look in so many times a week.[1] My Council subscribe towards this nurse, and she does most excellent work. Nurse does not visit the poorhouse.

12. The feeble-minded, and especially unmarried mothers, where chargeable, should also be subject to detention. Something might be done to facilitate the boarding out in private dwellings of pauper patients in asylum who have become harmless and are not amenable to treatment. A great saving might be effected on the rates if this were done.

13. Parish Councils should be represented on asylum boards.

I have been Chairman of the New Deer Parish Council for the last ten years, and these answers are *entirely* personal. My Council have not given any views on the subject.

[1] There is now a nurse for the Parish of New Deer.

APPENDIX No. LVI.

STATEMENT OF EVIDENCE BY MR HUGH FRASER, INSPECTOR OF POOR OF INVERNESS.

1. I have held the said office of Inspector since 1872 and am familiar with all its details. As Factor for different landed estates, I have had connection with at least four different parishes in the counties of Inverness and Nairn. My experience is long and varied.

2. There are many retired families in the town of Inverness, and generally the community are in comfortable circumstances. The population in 1901 was 22,566, and the number of paupers on 15th May last was 641 with 252 dependants. There are few public works apart from those of the Highland Railway Company and Rose Street Foundry. There are several good schools. The landward part of the parish is agricultural, comprising large and small farms and crofts.

3. Relief is administered outside, and in poorhouse and district asylum. All orphan and deserted children are boarded out, also all harmless and incurable lunatics. In 1886 the boarding-out of lunatics was strongly taken up, and has been successfully continued since with advantage to the paupers and a great saving to the rates—about £10 a year each as compared with the asylum charge. About 50 per cent. of the lunatics chargeable to the parish are boarded out.

4. Indoor and outdoor relief: both of these modes of treatment are necessary for the proper administration of relief. There are persons suited for one mode of such relief while not for the other. Either of these modes alone is not suited for efficient administration.

5. Classes applying for relief are principally of the unskilled labour class, and old women and widows with children.

6. Causes of pauperism: generally old age, sickness, and loss of husbands.

7. Class of Parish Councillors: retired business men, clergymen, merchants farmers, and ladies. The Council is now composed of these classes. There has been little change in the membership since the first election. Seats on the Council are not much sought after.

8. Giving able-bodied a claim to parochial relief would be a great misfortune for both the recipient and the ratepayer. The effect would be to undermine thrift and independence, and an increase in the rates.

9. Generally, the existing areas are suitable for administering relief. A general extension for rating purposes, or a uniform rate for a group of parishes, would not tend to economy. When the required amount of poor-assessment comes out of the pocket of the disbursing body, greater care is exercised than if the required amount s partly contributed by other parishes.

10. Suggestions for reform in the law:—

(*a*) The representation of Parish Councillors on District Asylum Boards should be increased. These Councils pay the maintenance charges of these asylums, and should therefore be adequately represented on the Boards.

(*b*) The 37th section of the Poor Law Act should be repealed. It is a source of considerable expense and great labour.

(*c*) Power should be given to Parish Councils of burghal and landward parishes similar to those entirely landward to borrow for buildings for offices and other purposes.

(*d*) Power should be given to Parish Councils to borrow for poorhouse purposes, notwithstanding the existence of a balance of a present loan on the buildings.

(*e*) In the case of rents of £4 and under, Parish Councils of burghal parishes should have power, similar to landward parishes, to assess the landlord for the occupier's assessment. In the absence of this power much of the assessment is lost. The landlord can include it in his rent.

(*f*) In the case of aged and infirm paupers, power should be given to Parish Councils for their removal to poorhouse or other place of safe residence. It is difficult in many instances to get attendance for old people, and at times their residence is unsafe.

(*g*) Medical officers should not be subject to removal from office without the consent of the Local Government Board.

(*h*) In the public interest, power should be given to Parish Councils to grant retiring allowances to disabled officials, whether from old age or other causes, to an extent not exceeding two-thirds of their then salary and emoluments. For the increase of efficiency and economy, this permissive power is needed.

(*i*) In the following instances power should be given to the Local Government Board to make rules or to approve of rules by Parish Councils:—

(i.) For the overlapping of charities.—There is much waste and harm done from want of centralised knowledge.

(ii.) For ins-and-outs to poorhouse.—This is a source of much inconvenience and labour, and has a disturbing influence on many inmates.

(iii.) Pauper children in orphanages or similar institutions should be boarded out so far as possible. Generally, a child brought up in an institution will not have the perseverance, independence, and home influence and affection equal to children brought up outside, in good homes.

(iv.) So far as possible, no child should be allowed to a Parish Council office to receive relief of any kind for his or her parent or other person. This leads to pauperism.

APPENDIX No. LVII.

STATEMENT OF EVIDENCE BY DR HUGH ERNEST FRASER, M.A., M.D., MEDICAL SUPERINTENDENT OF THE DUNDEE ROYAL INFIRMARY SINCE 1897.

1. Taking Dundee and its immediate neighbourhood as a whole, one may say there exists a large number of private charitable agencies for the relief of distress, and yet there is room for more, notwithstanding the increasing amount of work undertaken, with a similar object in view, by such bodies as the Town Council and the Parish Council, who can use the rates for such work.

2. Of the private agencies at work in Dundee, I can only speak with authority with regard to the Dundee Royal Infirmary, and a few of the institutions with which it comes in contact, but I know in addition of the existence of private sick benefit societies and medical clubs.

3. The Town Council accommodates in its own isolation hospitals all cases of the more important infectious diseases (most of which are notifiable), except diphtheria, erysipelas, and measles; for measles and erysipelas they make no provision; for diphtheria there is a special arrangement with the Infirmary Directors, by which all cases are treated in the Infirmary. It may be of interest to add, isolation has not been found necessary in its treatment.

4. Regarding tuberculosis, now regarded as an infective disease, the Town Council are soon to open a Dispensary for Pulmonary Phthisis, where advice will be given by a competent Medical Officer, and the patients followed to their homes by an experienced nurse to see that the advice is carried out. The Dispensary will, in the first instance, be located in the Infirmary, at whose cost suitable medicines will be dipensed. It is proposed, further, to adopt notifica-

APPENDIX No. LVII.—*Continued.*

tion of the disease, but as it is not to be compulsory, I do not think great satisfaction will result. Other measures, of which I shall speak later, are requisite to make a serious impression among the poor on this most fatal of all disease, and these measures, both prophylactic and therapeutic, are so extensive and important that they could not be undertaken except by the community, *i.e.* by the Town or the Parish Council.

5. The Infirmary is incorporated by royal charter, and its rules provide for the admission and treatment (1) of all urgent medical and surgical cases; (2) of all persons recommended by certain qualified governors; and (3) of persons recommended by representatives of mill and factory workers —the number being in proportion to the amount of their contributions. In addition, subscribers of 5s. and upwards may grant a recommendation to any suitable patient for treatment by a medical man residing in the district in which the patient resides. The districts are four in number, and known as "dispensary districts." The medical men are appointed by the Infirmary Directors, and in two of the districts there are dispensaries served from the Infirmary, and consulting-rooms for the doctors; while in the other two, the patients consult the medical men at their own houses.

6. Further, there is a large Out-patient Department, or Polyclinic, at the Infirmary, attended to by the assistant physicians and surgeons, and the resident physicians and surgeons, and if any patient be recommended for admission, it is principally on the ground of inability to obtain a recommendation.

7. All classes of patients not suffering from obnoxious disease may be recommended for admission to the Dundee Convalescent Home at Barnhill, and this privilege is not limited to Infirmary patients. Any medical practitioner may recommend patients for admission, and if, after examination by the medical superintendent of the Infirmary, they are found suitable, they are sent to the Home. Children may be sent to the Barnhill Home, and, in addition, to a private Home at St Andrews, and to the Newport Home at Comerton.

8. Mill and factory operatives go chiefly to make up the class of persons sent into the Infirmary, and they have an important claim on whatever the Infirmary has to offer, as they, by voluntary contribution, give a large sum to the Infirmary. Thus it is that when they present the formal recommendation, properly filled up, no inquiry is made as to whether they may have a claim on a Poor Law institution or not. As a matter of experience, it is found that a few have to be transferred to the Parochial Hospital, or to be discharged from other causes — chiefly unsuitability for treatment in a general hospital whose patients are all in an acute or sub-acute form of disease. Patients who are admitted "free," *i.e.* without a subscriber's recommendation, belong either to the very poor class, and sent in from the Out-patient Department, or to those whose ailment requires special treatment—certain surgical cases, ophthalmic, aural, laryngeal, or gynecological.

9. Attached to the Infirmary are an Electrical and a Maternity Department. The former is largely used by out-patients for the electrical treatment of various skin diseases, and the patients are chiefly of the poorer class. The maternity patients are almost exclusively of the poorer class. Seven-tenths of the maternity patients are attended at their own homes by nurses, students, and medical officers from the Infirmary.

10. The chief cause of persons seeking relief at the Infirmary is poverty; next, perhaps, the point of view from which so many regard the Infirmary, viz. as a large sick benefit society, into which they pay during their days of health; and, thirdly, the lack in Dundee generally of finding appropriate treatment in certain special diseases, not only among the poor, but also in the class earning from 40s. to 60s. per week, so who cannot afford the cost of special treatment, such as surgical operations, at their own homes.

11. That, with so many agencies at work as exist in Dundee, some overlapping takes place is certain, and the regret for this is the greater inasmuch as tuberculosis of the lungs, so prevalent among the poor, is not provided for to a greater extent than is possible in the Infirmary and the Parochial Hospitals, in which it is usually seen in the middle and later stages of the disease when cure is rare. The provision of sanatoriums by the Sanitary and Poor Law Authorities would greatly help in the early and in the later cases. If cure be brought about, it must be recognised that in many cases the former patient is a married man, and difficulty of what to do with that class disposed of by the establishment of colonies. For the advanced cases the Sanitary Authority should step in, and by erecting "Friedenheims" both prevent infection and allow the sufferer to depart in peace.

12. I do not think much is to be gained by further co-operation between existing bodies, nor, with the notable exception of benefit or sick assurance societies, can anything be done in handing over to one agency the medical assistance of the poor. A service on the lines of l'Assistance Publique of Paris would be of advantage in helping the sick poor, and having a larger number of medical persons available, to whom would be paid a fee out of the rates in case of accident, out of the sick assurance funds in case of ordinary illness.

13. I should have mentioned that the Town Council have established depôts for the sale of milk suitably prepared for the feeding of infants. From this scheme nothing but good can come.

14. The Crèche system undertaken by the Dundee Day Nurseries does excellent work in taking care of young children while the mothers are at work, and might be largely extended with great benefit. The system, of course, is not ideal, but, with the comparatively low wages in Dundee, and the necessity for female labour, as in all textile communities, it is imperative to make provision for combating the evils that arise therefrom. But these evils are not all due to poverty. The density of the population, improvident marriages, and especially alcoholism, all contribute their share.

15. The education of the children of all classes was carried on until recently in Dundee without any special inquiry being made by a medical officer into the health and state of nutrition of the children. This is done to a moderate extent now, but the examination which the School Board can get at the salary it offers cannot be extensive, nor the results of much value. One is hopeful, however, that with the legislation promised on the subject, as well as on the subject of the provision of meals for those whose incomes require such help, that cleanliness and general hygienic measures will be insisted on, and no child permitted to go to school who is ill-nourished or in a state of ill-health—a danger to itself and so often to others.

APPENDIX No. LVIII.

STATEMENT OF EVIDENCE BY MR R. J. GILLANDERS, INSPECTOR OF POOR FOR THE PARISHES OF ROSEMARKIE, RESOLIS, AVOCH, AND KNOCKBAIN, AND SECRETARY TO BLACK ISLE COMBINATION POORHOUSE.

1. I have been Inspector of Poor for the Parishes of Rosemarkie, Resolis, Avoch, and Knockbain—Collector of Rates for the three first named, and Secretary to the Black Isle Combination Poorhouse—since 1874. I have also acted as Interim Inspector for Cromarty and Urquhart (Ross) in special circumstances.

2. My parishes lie contiguous, and include the greater part of the area of the Black Isle district of the county of Ross and Cromarty.

The Social and Industrial Conditions of the District.

3. The population is about 6,000, of which four-fifths are dependent upon agriculture and one-fifth upon the fishing industry. The district is divided into large and middle-sized farms, and arable crofts ranging from 5 to 30 acres.

4. Situated about the centre is the burgh of Fortrose, with a population of about 1,100. There are also the large

APPENDIX No. LVIII.—*Continued.*

and prosperous fishing village of Avoch, population 1,500 ; and five smaller villages, with populations ranging from 50 to 200.

THE METHOD OF ADMINISTERING RELIEF IN THE DISTRICT.

5. Applications for relief are dealt with by the inspector until submitted at the ensuing meetings of the Parish Councils ; his treatment of the different cases is generally approved of and followed out. The outdour poor are paid monthly in advance. The poor maintained in the poorhouse consist chiefly of old and friendless persons who have no friends to look after them—with occasionally cases of young women having illegitimate children, and tramps (for short but frequent periods).

6. The system of boarding out lunatics and orphan and deserted children is carried out in every available case, and as a rule with success. Ordinary outdoor pauperism, owing to a decrease in population, and perhaps also to a judicious use of the poorhouse test, is reduced by over one-half, but lunacy has increased to an alarming extent.

THE RESPECTIVE MERITS OF INDOOR AND OUTDOOR RELIEF.

7. Indoor is the most suitable form of relief in the cases of aged, sick, and friendless poor living alone or with friends unable or unwilling to attend upon them.

8. Outdoor relief on the other hand is more suited for poor old and respectable persons in decayed circumstances owing to no special fault of their own, but who are, however, able to look after themselves, or who have friends able and willing to assist them.

9. Greater classification in the small poorhouse is needed, with separate wards for the aged sick respectable poor, and for the idle and vicious and mothers of illegitimate children.

THE CLASSES OF PERSONS APPLYING FOR RELIEF.

10. The chief classes of persons applying for relief are old labourers or their widows—old and decayed female farm-outworkers—widows of old indigent crofters and of fishermen dying in poor circumstances—widows with young children—young single women pregnant or with illegitimate children—tramps (able-bodied and otherwise), the last named by far the most numerous class of applicants.

THE CAUSES OF PAUPERSM.

11. As a rule, the classes mentioned in the foregoing paragraph are generally improvident, and rarely make provision for old age.

12. Other causes of pauperism are neglect of old parents by members of families who migrate to the south or elsewhere ; concentration of crofts ; drowning of the bread-winner in the case of a fisherman ; lunacy ; illegitimacy ; in some cases drink, but fortunately the last-named cause not to any considerable extent in this district.

THE CLASS OF PERSONS SEEKING ELECTION AS PARISH COUNCILLORS.

13. The classes of persons seeking election as Parish Councillors are—parish ministers, farmers, well-to-do crofters, merchants, and hotelkeepers.

THE EXPEDIENCY AND PROBABLE EFFECT OF GIVING ABLE-BODIED PERSONS A CLAIM TO PAROCHIAL RELIEF.

14. A right to relief to such would be very inexpedient —it would injuriously affect personal effort, and tend to lower feelings of self-reliance and personal independence.

THE SUITABILITY OF THE EXISTING AREAS FOR THE PURPOSES OF ADMINISTERING RELIEF.

15. Existing areas for the purpose of administering relief are suitable, but the rating area and the area for settlement purposes should be extended to at least that of the District (L. G. Act, 1889).

REFORMS SUGGESTED BY EXPERIENCE.

16. The tramps should be dealt with by the police and placed in labour colonies, and their children placed in industrial schools or other suitable homes.

17. Men who neglect their wives and children should be compulsorily detained in labour colonies.

18. Parish Councils should have power to compulsorily detain in poorhouses for specified periods that class of poor persons known in poorhouse experience as the "ins-and-outs."

19. Parish Councils should have power, by warrant of the Sheriff, to remove the children of dissolute parents from their care and place them in suitable homes elsewhere.

20. Parish Councils should have the power to compulsorily remove to the poorhouse or other suitable lodging, by warrant of the Sheriff, on two doctors' certificates, destitute sick persons living alone in ruinous houses in insanitary conditions, with no one to attend on them, on their refusing to be so removed.

21. Feeble-minded mothers of illegitimate children should be detained in poorhouses, or otherwise placed under supervision.

22. The local authority under the Public Health Act should be substituted for the Parish Council for carrying out the compulsory clauses of the Vaccination Act.

23. All cases of disputed settlement should be decided by the Local Government Board ; but preferably the law of settlement should be abolished, and a national poor rate for Scotland enacted. This would effect an immense saving in the expense of mangement.

24. Parish Councils should be directly represented on District Lnnacy Boards.

25. A scheme for the superannuation of Scottish Poor Law officials should be enacted.

26. The maintenance of lunatics should be entirely borne by the State.

APPENDIX No. LIX.

STATEMENT OF EVIDENCE BY VERY REV. JOHN GILLESPIE, LL.D., MINISTER OF THE PARISH AND CHAIRMAN OF THE PARISH COUNCIL OF MOUSWALD (DUMFRIESSHIRE), ETC. ETC.

1. Although I have been almost continuously Chairman of the Parochial Board and of the Parish Council for upwards of forty years, yet this parish being a small agricultural one, the problems which have arisen in Poor Law administration have not been numerous or important. But by observation I am acquainted with the condition of matters over a very wide area of the South of Scotland.

2. One matter which, in my opinion, needs to be changed is the area of assessment, which ought to be enlarged. The present incidence of the rating for the maintenance of the poor is very inequitable. Parishes which contain small towns or villages, where inhabitants supply the labour to a considerable extent of other parishes, are unfairly burdened. Then, when people get old and are not fit for full or hard work, they frequently leave the purely rural parishes and reside thereafter in the neighbouring small towns or villages. This would be remedied, and the burden of the rates made fair and equitable, by enlarging the area of rating to, say, that of the County Council District. The opinion of Parish Councils on this point is scarcely

APPENDIX No. LIX.—*Continued.*

a reliable criterion to go by, because in almost all instances the small and thinly populated parishes are tempted, for selfish reasons, to disapprove of any change.

3. I think outdoor relief, as a general rule, the better arrangement, but the Poor Law Authority should have the option and opportunity to offer indoor relief as a test. In this parish indoor relief has seldom been resorted to, but it has been valuable at times in cases, especially if the pauper's family should contribute to the maintenance of their parents in whole or in part.

APPENDIX No. LX.

STATEMENT OF EVIDENCE BY MR ALEXANDER GLENDINNING, CHAIRMAN OF THE PARISH COUNCIL OF KIRKLISTON (LINLITHGOWSHIRE).

1. Among industrial conditions of the parish may be mentioned agriculture and shale mining and oil manufacture.

2. Relief follows the ordinary course of administration.

3. Indoor relief is preferred for cases that require restraint, and for those quite homeless and destitute; for all others, outdoor.

4. It would be an advantage if suitable homes were provided for deserted and orphan infants; and the practice of farming out, which too generally means starving, abolished.

5. The class of persons applying for relief is composed of the aged and infirm of the working-class.

6. Pauperism is caused by intemperance, improvidence, and the respectable infirm or aged who had not sufficient wages to lay up a store after supporting their families.

7. The class of persons seeking election as Parish Councillors contains, land owner, farmer, mine managers, miners, merchant, contractor, gentleman, (miners predominating).

8. The probable effect of giving able-bodied persons a claim to parochial relief would be to lower their morale and self-dependence.

9. Existing areas are suitable for the purpose of administering relief.

10. With regard to reforms in the law, I beg to suggest the following:—

(*a*) Suggest that power be granted to inspector and medical officer to remove compulsorily to the poorhouse such persons who (being chargeable to the poor-rates, or for whom application has been made to the Parish Council for relief) are living under insanitary conditions, or are from any cause a danger to themselves or others.

(*b*) Suggest that power be got to compel sons-in-law to contribute to their wives' parents.

(*c*) Defaulters under Vaccination Act might be dealt with by the Public Health authorities.

(*d*) Suggest that Parish Councils might be represented on the board of management of Asylum for Imbeciles (this parish pays about £240 a year). Also that districts might be readjusted, and this parish allowed to send to Roslin instead of Larbert, entailing less than half the cost of and facilitating removal.

APPENDIX No. LXI.

STATEMENT OF EVIDENCE BY MR A. GODSELL, DISTRICT SECRETARY FOR THE EAST OF SCOTLAND BRANCH OF THE BRITISH ORDER OF ANCIENT FREE GARDENERS' FRIENDLY SOCIETY.

1. I was for fifteen years secretary of a friendly society lodge with 400 members; two years District Assistant-Secretary of a branch order in the east of Scotland, composed of nearly *6,000* adult members and *2,000* juvenile members; and *now, District Secretary* for the same branch, and nearly two years Secretary of the Friendly Society Council for the City of Edinburgh and Burgh of Leith. The latter two offices I presently hold.

The Council is composed of Free Gardeners, Foresters, Oddfellows, Sons of Temperance, Rechabites, Mechanics, etc., eleven orders in all. I am one of two representatives on the Charity Organisation Society (Edinburgh) as a Friendly Society Council representative.

Friendly, Co-Operative, and other Self-help Societies.

2. It would take too long to enumerate the operations, subscriptions, benefits, etc. of above, they are so numerous, ranging from 1d. per week to as much as 1s. 6d. contributions. Benefits from childbirth to any age, from £1 to £20 at death. Sickness pay from 4s. per week to 20s.; this includes juveniles and adults. There are annuities in some of the orders, also life assurance. With regard to "wage limit," so far as I know there is no rule in any order of friendly society that operates in this direction. Medical men try to come to some arrangement, if possible (in some cases only), to limit professional attendance on those who are perfectly able to pay full fees, but I have never come across a case where they have succeeded.

3. In my opinion, old age pensions are not possible through friendly societies. A very small proportion of friendly society members can, and do, pay their weekly, fortnightly, or monthly payments, without any bother; but the great bulk have difficulty periodically in keeping their membership, and, in my opinion, are unable to pay for pensions.

Free Medical State Relief.

4. I would be in favour of it, for at present a very large percentage of sick friendly society members receive medical and surgical aid of a high professional nature in most of our voluntary hospitals. Where this is needed, or ordered by the medical officer, and the accommodation not available at the time, the patient is compelled to engage a specialist, and must be prepared to pay a professional fee before he consents to attend. It often happens that it is impossible for the local hospital to give facilities for immediate treatment; any one who knows what a loss of time means in cases of this nature is forced to the conclusion that some other means ought to be found to get over the difficulty.

State Medical Aid "Socialistic."—Well, it cannot be helped. "You cannot make bricks without straw," is an old saying. Voluntaryism has had a fair trial. With free State medical relief the effect on friendly societies would be twofold; prompt measures save lives and also lessen sickness, both highly beneficial to friendly society work.

5. I am in favour of non-contributory old age State

APPENDIX No. LXI.—*Continued.*

pensions. I do not think the granting of these by the State would affect friendly societies at all, as I am sure the State will never pay sufficient to warrant any man to forego, "if necessary," his sick pay or his (duly paid for) annuity and funeral benefits.

6. Freely given Poor Law Relief (outdoor).—This question hinges very much on the preceding one; if pensions were in operation the latter would be less necessary; but under any circumstances, I consider outdoor relief preferable to indoor or barrack life as we have it very largely at present, and quite as economical, I think (the vicious and debased would still require to be dealt with, of course). The effect on friendly societies would be slightly felt in the case of sick members who could claim their benefits if outdoor relief were granted them, but who if inmates of a poorhouse, and no dependents, would not receive their sick money or funeral benefit; at least, that is the case in most registered friendly societies.

Possibility of Further Co-operation between Friendly Societies and Hospitals.

7. To me there appear a few ways in which they could co-operate:—

(*a*) As in paragraph 4, special facilities for friendly society members; special fees, other than the professional ones commonly charged, which could go to the upkeep of voluntary hospitals.

(*b*) A special donation could perhaps be got from every society to secure high professional advice or treatment on the recommendation of the society medical officer.

(*c*) Societies might also adopt measures, whereby each member should pay an annual contribution to help the upkeep of voluntary hospitals, embodied in their rules for this purpose.

Effect of Outdoor Relief on Friendly Societies' Acts, etc.

8. As shown in paragraph 6, it has practically no effect, the rules of the various orders being very explicit as to the position of Poor Law Acts as well as a member's rights. Benefits are only paid in cases where a *curator bonis* has been appointed, or dependants have a claim.

9. With regard to the question whether friendly societies, etc., are progressing as rapidly as, say, ten years ago, my answer must be Yes—as you must include in this category trade-unions, co-operative, collecting, dividing, shop, slate, and building societies as well as savings-banks, etc.

APPENDIX No. LXII.

STATEMENT OF EVIDENCE BY MR J. W. GORDON, INSPECTOR OF POOR, RATHVEN (BANFFSHIRE).

1. I am Inspector of Poor and Clerk to the Parish Council of Rathven. I assisted my late father (who held the offices of Inspector and Clerk) from January 1895 to June 1897. On his death I acted for a few months as Interim Inspector and Clerk, but being a minor my appointment was not competent. The Parish Council desired to retain my services, and an arrangement was effected whereby, while I did the work, the office was kept open for me, and I was appointed to the offices on 5th September 1899. I am a member of the Association of Inspectors for Aberdeen, Kincardine, and Banff, and have been so for the past six years. I was Vice-President of the Association in 1904–5, and President in 1905–6. In 1903 I was a witness before the Departmental Committee on Poor Law Medical Relief.

The Social and Industrial Conditions in Rathven Parish.

2. The parish of Rathven has an area of 23,166 acres. It had in 1901 a population of 14,064, equal to nearly one-fourth of the population in the county. It has a seaboard of about nine miles, and extends inland for a distance of about five miles. (See Ordnance Survey map herewith.)* The population is a growing one, and is now about 15,000. The great bulk of the inhabitants are dependent, directly or indirectly, on the results of the fishing for their livelihood. About a fifth of the population are engaged in agriculture. The valuation of the parish for 1906–7 was £42,408, and is less than £3 per head of population. The valuation has been steadily rising, but of itself is insufficient to give any idea of the real wealth and progress of the population.

3. The centre in the parish is the burgh of Buckie, which had a population in 1901 of 7,475. Its valuation is close on £20,000. The growth and expansion of Buckie has been due to its being the possessor of a larger harbour than any other place in the county. This harbour was built by the proprietor of the estate some twenty-five years ago at a cost of over £60,000.

4. Each of the villages along the coast—Port-Gordon, population (1901) 1,204, valuation £1,652; Findochty, population (1901) 1,501, valuation £2,417; Portknockie, population (1901) 1,560, valuation £2,588—has a harbour, but of much smaller extent than that of Buckie. The burgh of Buckie, and villages of Port-Gordon, Findochty, and Portknockie, are the headquarters of fishermen, fish-workers, and others connected with the fish trade, who prosecute the herring fishing all round the British coast.

* Not reproduced.

5. The parish contains more fishermen than any other in Scotland. There were last year belonging to

	Steam Drifters.	Sailing Boats.	Total Value. £
Buckie,	57	198	221,700
Portnockie,	10	77	56,600
Findochty,	6	77	45,800
Port-Gordon,	16	45	58,000
	89	397	382,100

The number of fishermen, etc. aboard the boats is about 2,800, and the number actually engaged in the fishing industry over 4,000.

6. An enormous advance has been made in the social and material conditions of the fishing community during the past twenty years. The number of boats has decreased, but they have more than doubled in size, while their total value has quadrupled. The amount of capital invested in the fishing industry in the parish, including nets and gear, owned by fishermen amounts to about half a million sterling. The fishermen on the Banffshire coast, and those more particularly in the parish of Rathven, have long enjoyed a reputation for energy, enterprise, and daring. They have been pioneers in many of the fishings prosecuted round the coast, and have been ever ready to adapt themselves to changing circumstances.

7. The life is a hard and strenuous one, and a considerable number are cut off by drowning or death in comparatively early years, so that the proportion which reach a comparatively old age is not large. From the nature of their calling, it will be seen that for a large portion of the year fishermen are absent from their wives and families. The industrial conditions have never been so good as they are at present. There is meantime an unprecedented boom in the demand for steam drifters by fishermen.

8. The past few years have been favourable; prices for herrings have been high, and more money has been available. Fishermen are forsaking the zulu sail boat, costing from £700 to £800, in which they themseves were the capitalists, and going in for steam drifters, costing from £2,500 to £3,500. The capital required for the steam drifters is found by the fishermen, with the assistance of landsmen, very few fishermen, own outright steam drifters. A new race of men is being introduced into the parish;—engineers and firemen who are required on the new boats.

9. Although the younger and more energetic fishermen go far afield and engage mainly in the herring fishing, men

over 70 years are unable to undergo the same rigours and consequently have to remain at home. These can always fall back on the line fishing; and it must be noted that at an age when a labourer or an artisan would be considered "done," or discarded by his employers owing to the Workmen's Compensation Act, fishermen of that age can go to sea daily in good weather and earn a very good livelihood. It is quite common for men between 70 and 80 to go to sea.

10. The keeping closed of the Moray Firth to trawlers of course ensures a living for those men, and also for a good proportion of fishermen who prosecute the white fishing from January to March. It will be observed that the question of unemployment is a non-existent one among fishermen. The great majority of fishermen own their own houses, costing from £250 to £350, but their new obligations in connection with steam drifters has led to money being raised on many of them. Their houses are comfortable, and furnished much above the style of an ordinary artisan.

11. The era of prosperity has meantime made itself felt on the attendant trade of boatbuilding, which is carried on in six yards in the parish, employing about 150 men. Two factories in the parish manufacture fishing net; and women can earn up to £1 a week. The young women of the fisher class follow the fortunes of the herring boats, and as fishworkers earn good wages. A considerable number are employed at home net-mending. This also gives employment to old fishermen.

12. The fishing has proved itself to be of a speculative character; and where the elements of chance enter, the fortunes of a community must have its ups and downs.

13. In the landward part of the parish there are a considerable number of small holdings and farms of a larger size. The farmers and crofters in this parish are hard-working, enterprising, and industrious.

The Method of administering Relief in the Parish.

14. Relief is administered very much on the lines laid down in the Local Government Board's Circular of 30th October 1895. An intelligent appreciation of the principles contained therein leads to a sound policy of administration.

15. The Parish Council meet monthly and deal with applications for relief contained in the record of applications. Applications are judged on their merits and outdoor and indoor relief granted as seems best suited for each case. Outdoor allowances are fixed per week and paid monthly. A few are paid weekly; and in about half a dozen cases where, either from improvidence or other causes, it would be injudicious to pay cash, the aliment is given in kind, through a merchant. The roll of poor is revised half-yearly, but change of circumstances of paupers leads to a revision of their cases at any time. Applicants and paupers may, if they choose, appear before the Council and state their own cases. This is seldom taken advantage of. Every applicant is medically examined, and interim relief granted, should the result of the investigation into the applicant's circumstances show the case to be one requiring same.

16. The number of poor on the roll at 30th March 1907 was as follows:—

		Males.	Females.	Dependants.
Ordinary poor,		32	82	60
Orphan, etc. children,		5	9	...
In poorhouses,		2	1	1
Lunatics	In asylums,	20	9	...
	boarded out,	15	10	...
Total,		74	111	61

equal to 16·8 per 1,000 of population.

17. It will be seen that there are very few males chargeable in ordinary poor as compared with females, while in lunatic poor the males are nearly double the number of females.

18. The boarding out of orphan and separated children has ever been a policy of the administration. The system has been extended to aged poor and other cases of those in ill-health, mentally and physically weak. The cost is less than what it would be in the Morayshire Union Poorhouse, and it has been found to be, in addition to being economical, a wise policy, and one which meets with general acceptance by the community.

19. The poorhouse is used purely as a test for cases which do not come within the category of outdoor relief. The percentage of poor in poorhouses is never more than 2 per cent. of the numbers chargeable, and often under 1 per cent.

20. The boarding out of the quiet and manageable lunatic poor has given the most gratifying results. There are numerous small holdings in the parish and adjoining parish of Deskford, and with these crofters this class of patients find a comfortable home. From 40 to 50 per cent. of the lunatic poor chargeable are cared for in this way.

21. The system has the following advantages, among others:—

(*a*) No initial cost for buildings, as in asylums.

(*b*) A large saving in cost of each patient boarded out.

(*c*) The patients treated as in home life in a system which is more humane than confinement.

(*d*) The moneys paid in aliment circulated locally.

22. The visiting Commissioners of the General Board of Lunacy have expressed their opinions that the homes provided are equal to any in Scotland.

23. The pressing home of the obligation of those liable for relatives to contribute to their support is enforced, and tends to reduce pauperism. Last year £100 was recovered from relatives of poor. (Lists of poor chargeable for years 1904–1905 and 1905–1906 along with inspectors' annual reports to Parish Council for these years herewith.)[1]

24. The poorer class of the fishing population are easily pauperised, and there is an increasing tendency to look on the poor-rate as an insurance fund to which they can apply in any little strait.

25. The poorhouse in the back ground of Parish Council relief keeps a large number of undesirable cases from applying.

The respective Merits of Indoor and Outdoor Relief.

26. Indoor relief is a necessity for cases of dissipated habits, the idle and profligate, women with illegitimate children, and such-like cases.

27. It appears, however, to be greatly desirable to have a classification of inmates in a poorhouse.

28. It is unfair to send respectable people to mix with the class which frequent a poorhouse in the country districts. In cities a classification has of late been made of the inmates. In cities, persons have not the same prejudice to entering or accepting poorhouse relief as they have in the country districts. The old prejudice against the poorhouse is deep-rooted, especially amongst the fishing population.

29. The poorhouse is only used as a test in cases of the kind enumerated above by this parish, and serves an excellent purpose. It is desirable to have cases requiring careful attention and nursing, where such cannot be got in the paupers' own homes, treated indoor. The poorhouse should be used (1) as an hospital (separate buildings), and (2) as a punitive institution for cases stated under paragraph 26.

30. The whole system of relief in this parish is almost purely an outdoor one, and has the advantage of being a more economical one, for cases generally sent to poorhouse can be boarded out with respectable crofters at from 6s. to 7s. per week. Outdoor relief has to be carefully applied, but the results of a careful system can be seen in the fact that pauperism is decreasing rather than increasing, while the ratio of persons chargeable per 1,000 of population is much below the average for Scotland.

The Classes of Persons applying for Relief.

31. These principally are—

(*a*) Aged and worn-out single and widowed women of agricultural, labouring, and fishing classes, who have generally had no skill beyond ordinary manual labour.

(*b*) Aged and worn-out fishermen of poorer classes.

(*c*) Aged and worn-out agricultural and general labourers.

[1] Not reprinted.

APPENDIX No. LXII.—*Continued.*

(*d*) Orphan children of farm-workers, domestic servants, and artisans.

(*e*) Widows of fishermen and labourers with young families.

(*f*) Habitual vagrants and vagrant women with young children.

(*g*) Single women (domestic servants and out-workers) with young illegitimate children.

(*h*) Lunacy cases from all classes of the inhabitants.

(*i*) Young men and women of fishing and labouring classes suffering from some physical or mental disability.

The Causes of Pauperism.

32. The principal causes of pauperism in this parish may be set down as under:—

(*a*) Infirmity of age under following conditions:—

(i.) Inability of families to support their aged parents.

(ii.) Neglect of families to support.

(iii.) Savings given out.

(iv.) Drink and improvidence during earlier years.

(v.) Physical deformity.

(*b*) Death of breadwinners, leaving widows and young families.

(*c*) Insanity.

(*d*) Physical and mental unfitness to earn a livelihood.

(*e*) Desertion of wives and families.

(*f*) Illegitimacy.

(*g*) Dissipated parents who neglect their families.

(*h*) Vagrancy.

(*i*) Breakdown through ill-health of breadwinner among labouring and fishing classes, where not in sickness society.

The Class of Persons seeking Election as Parish Councillors.

33. Members for parish—21 (burgh 9, landward 12).

34. In this parish the administration of the Poor Law has been conducted on better lines than under the late Parochial Board. The administration has been more humane.

35. There has never been any competition or enthusiasm for the office of Parish Councillor. The work being purely administrative appears to have little attraction, and difficulty has been experienced in the landward part of the parish in getting men to come forward.

36. In the landward district the best men available are returned. They are clergymen, farmers, or leading business men in the district they represent.

37. In the burgh of Buckie vacancies are easily filled, but there is no competition for office at an election. There is, however, a definite lack of public interest in the work. The members representing the burgh are for the most part business men and merchants of good intelligence. The nine burgh members' occupations are as follows:—retired fishery officer, 1; solicitor, 1; clergyman, 1; building trade, masters, 2; merchant, 1; tailor, 1; fishermen, 2.

38. It requires men of good sound judgment to appreciate and carry out an intelligent administration. Members of Parish Councils who have Socialistic ideas and who lend their ears to paupers are inclined to allow sentiment to overweigh judgment.

39. At a Parish Council election the same interest and competition for office which is alive at a school board election is wanting. It has been suggested in some quarters that by allowing a third of the members to retire annually more interest would be taken in the affairs of the parish. In a parish partly burghal and partly landward, such as Rathven, such a course would be difficult to work, and only add to unnecessary expense.

Expediency and probable Effect of giving Able-bodied Persons a Claim for Relief.

40. To give able-bodied persons a claim for relief would be a colossal blunder. It would tend to undermine the independence of the Scottish nation. The present system has worked well, and no change is called for towards an extension in the direction named. If able-bodied persons had a right to demand relief it would encourage indolence, imposture, and malingering, and would tend to pauperisation of the lower orders. There would be increased tramping of men in "search of work," and, what is without a doubt, increased taxation.

The Suitability of the existing Areas for the Purpose of administering Relief.

41. In a large number of cases the existing area is too small, and much benefit would be derived from a wise and judicious amalgamation of parishes in many districts. It would tend to greater economy and more uniform administration. The Parish Council of Rathven are in favour of widening the rating area, so that a more equal distribution of the poor-rate may be arrived at. A widening of the areas would reduce the number of claims on parishes, and consequently fewer cases of disputed settlements would arise. In some of the small rural parishes there are no villages, consequently agricultural workers generally migrate to the towns; and when chargeable, the burden of maintaining them does not fall on the parishes where they have spent the best of their lives. In Banffshire there are twenty-two parishes, with a poor-rate ranging from 1½d. per £ (Botriphnie) to 1s. 10½d. per £ (Gamrie and Macduff). Country parishes get no vagrants to deal with. The burden of maintaining them falls on the parishes which have towns.

Reforms suggested by Experience.

42. I beg to suggest the following reforms:—

(*a*) Repeal of the 37th section of the Poor Law Act of 1845, and the rating of subjects as they appear in the Valuation Roll (see representation made by the Parish Council of Rathven).

(*b*) Compulsory removal of sick paupers to poor-house hospitals, where they have no relatives or friends willing and able to look after them, and who cannot be properly treated in their own homes (see representation made by the Parish Council). I gave evidence on this point before the Departmental Committee on Poor Law Medical Relief in 1903.

(*c*) Amendment of Lunacy Acts to provide representation of Parish Councils on Asylum Boards (see representation made by Parish Council; see also expression of opinion at lecture on "Family Care of the Insane," by Dr Charles M'Pherson, M.D., at Aberdeen, on 27th January 1906. *Poor Law Magazine*, 1906, p. 74; also meeting, East Lothian Parish Councils, *Poor Law Magazine*, 1906, p. 240).

(*d*) Section 24 (1) (*a*) of the Local Government (Scotland) Act, 1894, should be made to apply to parishes partly landward and partly burghal (see Tenth Annual Report of Local Government Board, p. 43).

(*e*) Provision should be made for dealing with habitual vagrants. About 20 to 25 per cent. of the applications for relief come from this class who tramp the country. They are generally single men whose age entitles them to a claim for relief, or men who have some physical deformity or temporary and trifling ailment (see cases from Record of Applications for Relief for March 1907 appended, Appendix A). In nearly every case the applicants are addicted to drink. Were it not that a good deal of firmness is displayed by refusing to grant relief except to cases legally entitled to demand it, the applications would be more numerous. Another class who tramp the country are vagrant women and tinkers with young children. Something requires to be done to prohibit them from tramping about and bringing up their children to follow the same tramping line of life. These children, who are of school age, are generally unable to read or write. They are dragged about from place to place, are often badly nourished and clad, and exposed to all weathers (see cases from Record of Applications for Relief, appended, Appendix No. LXII. (A)).

(*f*) The law of settlement put on a more satisfactory basis than at present. It is suggested that the Local Government Board should be appointed

APPENDIX No. LXII.—*Continued.*

sole arbiters in all cases of disputed settlement between parishes, but before this is brought about the existing law relating to settlement should be revised. My views on this matter are given in a letter to the editor of the *Poor Law Magazine*, 1906, pages 158 *et seq.*

APPENDIX No. LXII. (A).

1907. Rec. No. 112. J. H. (78), labourer, on tramp. Disability, age and festered foot. Tramping for years. Admits being chargeable in Inverness some years ago.

Rec. No. 114. W. G. S. (58), baker on tramp. Disability, foot-sore. States been chargeable many times (saw his sentence to imprisonment at Banff some days later for disturbance); addicted to drink.

Rec. No. 117. J. F. (70), labourer, on tramp. Sent to poorhouse, where he died.

Rec. No. 120. G. F. (70), chimney-sweeper, on tramp for three years with wife who peddles. Both addicted to drink. Disability, dislocated shoulder.

Rec. No. 122. M. B. or C. (67). Disability, bruised side. Admits being in Montrose poorhouse. Addicted to drink.

Rec. No. 124. J. M. (54), labourer, on tramp, five times chargeable to St Fergus parish since November 1906. Addicted to drink. Disability, catarrh and weak heart.

Rec. No. 127. J. J. (68), Englishman; no settlement in Scotland. Tramping for twenty-five years. Disability, age and rheumatism. Admits having been in Stonehaven poorhouse.

Rec. No. 129. C. R. (21), on tramp, labourer. Disability, rheumatic inflammation of ankle.

Rec. No. 130. J. M'I. (70), labourer, on tramp. Disability, age and rheumatism. Previously chargeable in December 1906, and only left poorhouse about three weeks previously.

Vagrant Women with Children.

1906. Rec. No. 11. L. N. or M'K. and J. N. M'K. are children of vagrants taken charge of by Parish Council. The father of the children was not married to their mother, whom he assaulted and killed. He received sentence to penal servitude.

Rec. No. 17. M. J. (26), single, tramping for twelve months with illegitimate child 2 years of age.

Rec. No. 23. E. W. (30), tramping, single, at confinement; one child dead.

Rec. No. 26. J. C. or W., pedlar's wife, on tramp; two young children aged 3 years and 12 years; husband in prison.

Rec. No. 71. J. M'A., tinker, 38 years, single; one child, 10 days; both died shortly after application.

Rec. No. 74. C. G. (34), tramping, single, illegitimate child, 11 years.

APPENDIX No. LXIII.

STATEMENT OF EVIDENCE BY MRS GREENLEES, MEMBER OF GOVAN PARISH COUNCIL FOR SIX AND A HALF YEARS—1895–1901; DURING THAT PERIOD—AT DIFFERENT TIMES—CHAIRMAN OF CHILDREN'S RELIEF COMMITTEE, CHAIRMAN OF PARTICK RELIEF COMMITTEE, AND VICE-CHAIRMAN OF THE HOUSE COMMITTEE; MEMBER OF GLASGOW CHARITY ORGANISATION SOCIETY COUNCIL, AND OF VARIOUS OTHER SOCIAL AND PHILANTHROPIC AGENCIES.

THE RESPECTIVE MERITS OF INDOOR AND OUTDOOR RELIEF.

1. *For adults.*—Where it is impossible, through lack of organisation among the churches and charitable societies of the district, to do entirely without outdoor relief, I think it should be reduced to a minimum and very strictly administered, for the following reasons:—

(*a*) It is seldom adequate.

(*b*) It is often abused, and the misuse of it is very difficult to trace and prove.

(*c*) Influence and outside pressure may be brought to bear on members of relief committees, when, as in Partick, the members all belong to one district.

(*d*) It is almost impossible to administer *justly*, because of the difficulty of getting the absolute facts relating to each case. So the habit creeps in of always giving a little less than is adequate because of the idea, expressed as follows by a *kind-hearted* and *very* experienced inspector, when I remonstrated against what I thought an unjust decision: "We 'may not find it out, but there is no one so 'absolutely alone as to get no help from others. 'There are always sources of income unknown 'to us."

(*e*) It weakens family pride and affection. People who would scorn to allow their old father and mother to enter the poorhouse will *send* them to apply for 2s., or 2s. 6d. a week, of outdoor relief, even where it is quite unnecessary. This also applies to churches, which ought, surely, to help their own aged poor.

2. These are the ideas forced upon me during my six and a half years' service on relief committee. During that time I did a good deal of private visiting, among the cases that I thought needed help, such as old people and widows with children to bring up.

3. When, for one year, I was chairman, I had the opportunity, when initialling the papers, of comparing the circumstances and the relief given. I was much impressed with the want of system or principle in the matter, and hence my feeling that outdoor relief is difficult to administer *justly*.

4. Indoor relief being necessarily according to rule, often appears a little hard. But its advantages are:—

(*a*) It is always adequate.

(*b*) It is not only just, but generally kind and humane. Good influences may be brought to bear upon the inmates of a poorhouse which will help a man or woman to make a fresh start outside.

(*c*) It is good as a test of the willingness and ability of friends to help.

For this last reason I think it should be more frequently offered.

5. *For children.*—I think that indoor relief should never be given to children over two years of age, unless they require medical treatment, which should then be given only in the hospital.

6. My reasons for this opinion are:—

(*a*) They cannot be so entirely separated as never to come in contact with the adult inmates of the poorhouse, many of whom are bad examples for them.

(*b*) If (as *must* be the case) they are made happy in the poorhouse, they will naturally have less hesitation in returning to it later in life.

APPENDIX No. LXIII.—*Continued.*

7. The best methods of relief for children seem to me to be:—

(*a*) Boarding-out, either in families or in *small* cottage homes, also, when delicate, in convalescent homes.

(*b*) Emigration.

The Class of Persons Seeking Election as Guardians.

8. This might be much improved in towns. Of the country I have no experience.

In towns small tradesmen form the majority, the minority being composed of working men, women and professional men.

The working men are excellent members, especially those belonging to co-operative societies.

The average parish councillor is not a person of wide outlook or ready to assimilate new ideas.

In many cases he is not even a good business man when it comes to contracts and purchasing.

9. At first I wondered why the position was so coveted, but later on came to the conclusion that while many were really public-spirited, a large number cared chiefly for the little local importance it gave them; some used it as a stepping-stone to the Town Council, and some few for patronage. At the same time, once elected, almost everyone did a fair share of work.

10. The better educated men got tired of devoting so much time to work in which so little progress was made, owing to the people they had to work with. So, few stood for re-election, and this reason was plainly given to me by one gentleman with whom I remonstrated.

11. Women members persevere, but are very difficult to secure owing to the property qualification, which renders most married women, daughters living at home, or sisters living with brothers, inelegible.

Children.

12. If a Children's Department or Committee could be formed under the Local Government Board to look after all classes of children chargeable to the State in Scotland, in somewhat the same way that the Commissioners in Lunacy look after the pauper lunatics, I believe a great deal of benefit would result.

(*a*) While allowing a considerable latitude to the various Parish Councils, such a committee would expect a certain amount of uniformity in the treatment of the children, and this would inevitably raise the standard.

(*b*) Inspectors under the committee would be appointed (preferably medical women!) to visit the various classes of children, either those boarded in families and homes or living at home, such as widows' children. Such inspectors might, of course, be appointed now, by the Local Government Board, and would do much good. Being independent of any parish, they could more easily be impartial in their judgments.

(*c*) Under such a committee there might be closer supervision of the children of widows receiving aliment. This class needs much more frequent visitation than is possible for busy town inspectors to give. The relief given to widows is a very difficult question. If enough is given to allow the mother to stay at home and look after the house and children, she is apt to be demoralised by the easily obtained living. If, on the other hand, she only gets an allowance to supplement her own earnings, the children are apt to suffer by her absence from home.

13. If a residential qualification for election to Parish Councils were substituted for the present property qualification, it would make it much easier to secure the candidature of suitable well-educated women.

For this suggestion I gave reasons in paragraph 11.

14. I have often wished for a more refined, better educated class of women as matrons of our poorhouses. Such women might have great influence for good over the inmates.

15. I think that all infirm wards in poorhouses should be under the care of trained nurses.

In Govan Poorhouse (the one I know best) many people who are not sufficiently ill to be removed to the hospital still need nursing, and at present they are only in the care of another of the inmates, acting, of course, under doctor's orders. I have often been sorry for old men and women in this position, who really need a little constant kindly attention.

16. I think that local committees (or if that be impossible, at least two responsible persons in the neighbourhood) should be a necessity before boarding children in any district, so that they may be frequently visited and looked after.

17. In out-of-the-way districts it is impossible for the inspector and parish councillors to pay surprise visits, though individual councillors may,—I have myself done so in Arran. But in places where a conveyance has to be ordered or where the steamer only calls at certain times, the visit is expected and prepared for.

18. I believe that the boarding-out system in Scotland works fairly well on the whole, though it is rather happy-go-lucky and gives opportunity for harsh treatment, which may not be discovered till too late. Children seldom complain; they are afraid to do so, and neighbours do not report anything short of cruelty that can be proved.

19. It is a painful thought that the neglect on account of which a child is removed has been going on for months, and that in a home in which he has been placed. On one occasion, after we had removed two boys from such a home, where they had been for a good many months, I asked the village school-mistress if she had never noticed how miserable they looked, but her answer was evasive; she evidently did not wish to tell tales.

20. Many, if not most, of our parish children are so handicapped at the outset that they require extra good treatment, moral and physical, if they are to grow into even average men and women.

21. Local committees could do much to help here, and would also be of great use in starting the children in suitable work when they grow up.

Two objections are made to local committees:—

(*a*) That the guardians will not put up with visits from outsiders.

(*b*) That they will defeat the object of boarding-out which is to merge the children in the general population.

22. To (*a*) I would reply that I have visited a very great deal, and with no sort of authority, for though I got the names and addresses from the parish roll I went as a friend, and was almost always well received. Some who were not satisfactory, or who had anything to hide, were not cordial, but where the houses were good, I was warmly welcomed and shown everything: children, clothing, beds and bedding.

23. To (*b*) the answer is that as long as a child is paid for by a parish it is always known. Ask the name of such and such a boy, and you will be told he is "boarded-out 'by Glasgow," or wherever he came from. In after life it is seldom, if ever, remembered against them, and I doubt if it is even a term of reproach in boyhood.

24. Boarding-out with relations is a doubtful practice. Even relations who can quite well afford to keep the children apply for relief, and the children are too often made use of as little drudges.

There should be quite as careful scrutiny of a relation's house as of a stranger's.

25. I would like to see delicate children, and children whose parents are in the poorhouse, placed in *small* cottage homes, scattered about in country districts, of which the house mother, or house father and mother, are directly responsible to the Parish Council.

I have visited such homes in Sheffield, Leeds, and Bradford. The best were in Bradford, because one could not have distinguished between them and an ordinary working-man's cottage.

APPENDIX No. LXIV.

STATEMENT OF EVIDENCE BY MR JOHN GUTHRIE, INSPECTOR OF POOR, KIRKWALL.

1. I have acted as Inspector of Poor of this Parish of Kirkwall and St Ola since 1894. I also act as Parish Clerk and Collector. Sometime previous to my appointment I was for some years an elected member of the Parochial Board of another Parish. I am Treasurer and Collector of the Burgh of Kirkwall, and engaged in business as Accountant. Before receiving these appointments I had experience of over twenty years in law offices as Managing Clerk and Accountant. For upwards of thirty years I have had connection in a small way with farming.

Social and Industrial Conditions in the Parish.

2. This parish comprises the royal and parliamentary burgh of Kirkwall and the landward district of St Ola. The combined area is about 11,087 acres. It is about five miles long and in some parts four miles wide. The valuation is about £20,028, that of the burgh of Kirkwall being about £14,859 and that of St Ola district about £5,169. At last census the population was 4,522, that of the burgh being 3,711 and that of the landward district 811.

3. Kirkwall is the principal county town, the only other town being the police burgh of Stromness. Excepting these, the parishes in Orkney are rural ones, and a number of them on separate islands.

4. Speaking generally of the county, the principal industries of any extent are fishing and farming, and chiefly small farming.

5. In all rural districts the majority of the population is connected with the occupation of small farms. To the landward district of this parish this condition applies, the only exception being the existence of two distilleries.

6. In the burghal district, as being the county centre, are the principal merchants and dealers for supplying surrounding districts or purchasing commodities available. The principal industries carried on are trades for the manufacture of such articles as are suited to local and the county requirements, but little, if any, for export. Fish-curing has of later years been to some extent carried on. There are also the professional, commercial, and other businesses usually incident to a small country town.

7. Kirkwall is the chief port of export for county products. These consist of farm and dairy produce, live stock, fish, spirits, kelp, etc. Live stock being the main source of the income of the Orcadian farmer, is probably the largest item.

Method of administering Relief.

8. At 15th January last the number of ordinary poor resident in the parish and chargeable to it was 100 paupers and 56 dependants, or 156 individuals. Of these, 92 paupers with 56 dependants, or 148 individuals, were receiving outdoor relief, their allowances being fixed by the week, payable in advance, chiefly four-weekly, but in some instances weekly. In a few cases additional relief in the shape of rent, clothing, attendance, or other necessaries is also given. Medical attendance and medicines are also provided. There were in the county combination poorhouse (situated within the parish) 8 paupers. There were also chargeable to this parish, but resident in others, 9 paupers with 11 dependants, or 20 individuals. There were also resident here, chargeable to other parishes, and receiving outdoor relief on the like conditions as the poor of this parish, 36 paupers with 37 dependants, or 73 individuals. There were likewise 13 lunatic paupers, of whom 12 were in lunatic asylums and 1 resident in another parish in a private dwelling.

9. In some instances where outdoor relief is being given, the recipients, on account of infirmity, cannot attend to themselves properly, and have no relatives or friends able or willing to do so. In their own interests and the interests of the ratepayers, these persons would manifestly be better in the poorhouse, but they absolutely refuse to go there. On the other hand, if outdoor relief were discontinued, they would undoubtedly suffer.

10. The position as regards these cases is sometimes difficult. Arising from an incident of this nature, and in practical illustration of the difficulties attendant, I might refer to the criminal prosecution instituted against my predecessor for neglect of duty (Procurator-Fiscal *v.* Sinclair, Kirkwall, 3rd May 1893, *Poor Law Magazine*, 1893, p. 387). The beliefs and prejudices engendered in the popular mind by that prosecution are lasting still. They have all along hitherto been encountered in endeavouring to effect removal of such cases to the poorhouse. Under existing conditions the difficulties met with are to a certain degree insurmountable. Perhaps I might also refer to the Report of the Departmental Committee of the Local Government Board on Poor Law Medical Relief, etc., i. 82, and also to the official Reports of the General Superintendents of Poor therein referred to, appearing in the Local Government Board's Annual Reports for 1898, 1899, and 1900.

Respective Merits of Indoor and Outdoor Relief.

11. Where the disablement or destitution is only partial, the person of good character and habits, and the relief needful only as an aid to personal industry or other source of support which is otherwise inadequate, in the interests both of recipient and ratepayer, I think outdoor relief should be continued.

12. Where disablement and destitution is wholly existent, and there is no friend, relative, or neighbour able and willing to assist, or where the person is of idle, immoral, dissolute, or irregular habits, or of loose or unsatisfactory character or conduct, I think it has been and will be found that indoor relief is the more suitable form of relief.

13. It is also more suitable and practicable in instances where disablement is of a doubtful nature, or where relatives may be able but unwilling to support.

14. Owing to demolition and disuse to a considerable extent of buildings formerly let in single rooms, paupers here are beginning to experience some difficulty in obtaining suitable houses. As the classes of tenements being erected are not very well adapted for their requirements—being chiefly of a larger description, and the rents comparatively high—I have sometimes thought it would be good economy, and at the same time tend towards efficiency and improvement of the conditions of the poor, if the Parish Council had power to erect a parish Home for the housing of some considerable proportion of them. In this connection I may refer to the Departmental Committee's Report before mentioned, i. 80, and to the evidence of the General Superintendent of Poor of this district, ii. 171 (Millar, 4999–5010).

Classes of Persons applying for Relief.

15. From the register of applications, I have prepared a short summary of the applications made here during the last ten years, with an average of the results. I beg to enclose the same herewith and to refer to it. (See App. No. LXIV. A.)

16. It shows the yearly average number—

Of applicants at		38·2
Of their dependants—		
Wives at	9·2	
Children at, ...	26·4	
	——	35·6
	Individuals	73·8

The average number—	
Married at	20·6
Widowed at	12·7
Single at	12·1
Children at	28·4
	73·8

The number of the respective ages—	
65 and over at	14·8
Under 65 at	59·0
	7·38

APPENDIX No. LXIV.—*Continued.*

17. A rough general classification of the occupations of the applicants shows the following yearly average—

Housewives, domestics, etc. at	24·9
Washerwomen, seamstresses, etc. at	1·9
General labourers, porters, etc. at	7·9
Farm and outworkers, etc. at	2·8
Seamen, fishermen, fishworkers, etc. at	2·6
Tradesmen, etc. at	2·1
Professionals at	·1
Pedlars, hawkers, tramps, etc. at	3·1
Children at	28·4
	73·8

Causes of Pauperism.

18. From its geographical position this parish is essentially the centre to which converge all classes of the county population most likely to produce paupers. To it, unless attached by kindred or some tie, other than residential, naturally drift all those physically or otherwise unfitted, or so becoming, for active outdoor or other employment.

19. In this connection the emigration of the best and fittest to other lands, which has for some time been going on, and in ever-increasing volume, has a considerable bearing. The weaker, who are left behind, in time become unfitted for farming work in the rural districts, and drift to the town to live.

20. The reduction of the period for acquisition of residence settlement has in this way considerable effect in increasing the number of paupers chargeable here.

21. Another element which contributes somewhat largely is the failure of children who have gone elsewhere or abroad to contribute to the support of elderly parents left behind. In illustration, perhaps I may refer to an application for relief received by me last year. The applicant's wife was occupier of a small croft. He was 82 and she 70. They lived alone. They had had 21 children, of whom 14 (6 sons and 8 daughters) were alive, grown-up and married. There were 78 grandchildren. Of the children, 7 were abroad and the remainder scattered elsewhere. One son was near them, but unable and unwilling to do much for them. Ultimately their youngest daughter removed them to her home elsewhere.

Class of Persons elected Parish Councillors.

22. The Parish Councillors are 11 in number. Since 1895 there has been no contested election. On the present Council are a retired merchant and landed proprietor, 2 bank agents, a law agent, a law clerk, a master cabinet-maker, a master house carpenter and contractor, a general merchant, a school board officer and janitor, a clothier and a farmer. As chairman, the Council have always had the good fortune to have the services of a gentleman of long parochial experience. He had previously been chairman of the Parochial Board, and connected with the parochial administration since 1861.

Expediency and probable Effect of affording Relief to Able-bodied Persons.

23. In considering a case of the application of an able-bodied person, it is obvious that, if really destitute, no long period could elapse before he from want would also become disabled. If the Parish Council had discretionary power to afford relief temporarily, the case would doubtless be met; but it probably as a natural sequence follows, the right to demand such relief would thereby be conferred on the able-bodied.

24. The subject seems a difficult one, both intricate and uneasy of solution. On the whole, I think discretionary power to afford temporary relief, and under proper limitation, should be granted.

Suitability of existing Areas for administering Relief.

25. In so far as relating to administering relief, the existing areas in the county are perhaps suitable enough; but as regards other purposes and aspects, it seems to me they might with some advantage be enlarged. As I have already endeavoured to show, I think the rural areas in some degree contribute to the urban pauperism. By enlargement of areas, or grouping them for all purposes, this might to some extent be met. In any case it would probably be conducive of securing greater equality as regards the measure of relief given.

26. There are, however, difficulties in the way of large combinations, a number of the districts being separate islands, with difficulty of access to them. On the principal island or mainland (in which this parish is situated) probably something might be effected in this direction without such difficulty attendant. If areas were very much enlarged or separate islands grouped, inspectors of poor for the various separate districts might be necessary; but this, as regards some of the separate island districts, already obtains.

Reforms in Law or Practice.

27. Powers should be granted Parish Councils for compulsory removal to poorhouses or other institutions of persons refusing to enter them, and whose condition and circumstances require that they receive care, attention, or treatment, and for their retention therein so long as such care, attention, or treatment needful.

28. Powers should also be given for removal and detention of the feeble-minded in poorhouses or other institutions, especially unmarried mothers.

29. Powers should be granted all Parish Councils—burghal and landward, or partly both—for erection or acquisition of parish Homes for housing the deserving poor, specially the aged, infirm, or friendless.

30. Powers should be granted all Parish Councils—both burghal and landward, and partly both—for acquisition of land or buildings and erection of buildings for all parochial purposes, and especially for erection of parish offices and accessories.

31. Powers should be provided for rearrangment of parish areas where desired.

32. Powers should be granted Parish Councils discretionally to afford temporary relief to able-bodied persons destitute.

33. Establishment of workhouses or industrial Homes or other institutions for dealing with the idle, the dissolute, and the vagrant, with powers to compulsorily detain.

34. Provision should be made that dissolute parents who neglect to provide for their children be made liable to prosecution for failing to maintain.

35. Provision should be made to secure that men marrying widows with children, or women with illegitimate children, shall during subsistence of marriage and pupillarity of children be liable for their support.

36. Greater powers should be granted Parish Councils for enforcing legal obligations of children to support indigent parents, and sons-in-law should also be made responsible. I may perhaps mention that assuming parents are to continue to be held liable to criminal prosecution for failure to maintain children, I think the converse should also hold, viz., that children should also be liable to criminal prosecution for failure to support indigent parents. I think I could adduce some cases where such powers might have been essential.

37. Provision should be made for simplification of law of settlement—specially as relating to minors, imbeciles, etc.

38. Provision should be made for securing co-operation between Parish Councils and managers of charities, etc., so as to secure uniformity in treatment.

39. Provision should be made for Parish Councils being represented on district Boards of Lunacy.

40. Repeal of § 37 of the Poor Law Act of 1845; provision made for assessment on valued rent, and simplification of the laws relating to rating.

APPENDIX No. LXIV.—*Continued.*

APPENDIX No. LXIV. (A).

PARISH OF KIRKWALL AND ST OLA.

Summary of Applications for Parochial Relief received locally during the Ten Years, 1897–1906.

	No. of Applicants.				No. of them				No. of them			Occupations.									
	Applications.	Dependants. Wives.	Dependants. Children.	Individuals.	Married.	Widowed.	Single.	Children.	Aged 65 and upwards.	Under 65.	Total.	Housewives, Domestics, etc.	Washerwomen, Seamstresses, etc.	General Labourers, Porters, etc.	Farm and Out-workers.	Seamen, Fishermen, Fishworkers, etc.	Tradesmen.	Professionals.	Pedlars, Hawkers, Tramps, etc.	Children.	Total.
During 1897	37	11	24	72	26	12	10	24	22	50	72	24	2	9	3	3	1	...	6	24	72
1898	37	6	24	67	15	15	10	27	13	54	67	19	4	8	2	3	1	...	3	27	67
1899	53	14	33	100	29	15	19	37	23	77	100	35	1	16	2	3	4	...	2	37	100
1900	48	13	29	90	29	14	15	32	19	71	90	34	2	7	3	2	6	...	4	32	90
1901	31	10	20	61	21	10	9	21	15	46	61	22	1	8	2	2	2	...	3	21	61
1902	29	4	10	43	8	13	10	12	7	36	43	19	1	4	3	2	1	...	1	12	43
1903	31	4	15	50	13	14	8	15	11	39	50	22	...	4	3	1	...	1	4	15	50
1904	39	10	49	98	24	12	10	52	7	91	98	28	1	10	2	2	2	...	1	52	98
1905	41	11	26	78	25	10	13	30	13	65	78	21	4	9	5	4	2	...	3	30	78
1906	36	9	34	79	16	12	17	34	18	61	79	25	3	4	3	4	2	...	4	34	79
Total for period,	382	92	264	738	206	127	121	284	148	590	738	249	19	79	28	26	21	1	31	284	738
Averages, .	38·2	9·2	26·4	73·8	20·6	12·7	12·1	28·4	14·8	59·0	73·8	24·9	1·9	7·9	2·8	2·6	2·1	·1	3·1	28·4	73·8

APPENDIX No. LXV.

STATEMENT OF EVIDENCE BY MR JOHN G. HAVELOCK, M.D., PHYSICIAN-SUPERINTENDENT OF THE MONTROSE ROYAL ASYLUM FOR THE INSANE.

1. I have been eighteen years on the medical staff of this Institution, during the last ten of which I have been Physician Superintendent. Montrose Asylum was instituted in 1781, and is the oldest establishment of the kind in Scotland. Originally started by public subscription, in 1810 it was incorporated by Royal Charter. The Institution contains 680 patients, 130 of whom are private patients.

An Account of the Effect of any or all the chief Charities in the Neighbourhood.

2. Under this heading I shall confine my observations to the operations and effects of the charitable scheme of Montrose Asylum in receiving private patients in poor circumstances at low and unremunerative rates of board.

3. At this date there are in this Institution sixty-four private patients of this class, who pay the following rates of board :—

At rate of £25 per annum . .	48 patients.
At rates from £15 to £20 . .	16 „
	64

4. As this Institution has no special endowment for the relief of such cases, the reductions in board are derived from the general funds of the Institution. Patients in humble or reduced circumstances belonging to the counties of Forfar and Kincardine are received at £25 per annum. Should the friends of a patient be unable to pay this low rate after the first quarter, application can be made for further reduction. Each case is considered on its merits by the house committee, who grant such reductions as the necessity of the case warrants after careful consideration of the circumstances.

5. From a long experience of the working of this charitable scheme, I am convinced that it is a great boon to many respectable and deserving people in the counties of Forfar and Kincardine who have relatives requiring asylum treatment, and this may be illustrated as follows :—

(*a*) In the other districts of Scotland, with one exception, it is impossible to have a person received as a private patient in an asylum unless the friends can pay £35 to £40 for his maintenance. This is practically a prohibitive rate for a large section of the working classes, who would gladly keep their relatives off the rates if they could manage it.

(*b*) In Forfarshire and Kincardineshire, owing to the low rate at which private patients are admitted at Montrose, many deserving and respectable people, with a praiseworthy desire to avoid having their friends placed in the asylum as pauper patients, are enabled to avoid the stigma of pauperism.

(*c*) Most of the patients themselves fully realise that while in the asylum they are not chargeable to the rates, and on their discharge they do not solicit poor relief.

(*d*) There is no possibility of this charity being abused, as the circumstances of the patients are known and considered by the asylum authorities.

(*e*) It is a charity of the best kind, in that it encourages the beneficiaries to assist themselves.

(*f*) Its action naturally relieves the rates by diminishing the number of pauper patients chargeable to Forfar and Kincardine.

(*g*) This charitable function of Montrose Asylum is highly approved of by the Commissioners in Lunacy for Scotland.

Extract from Report on Montrose Royal Asylum by Dr John Fraser, Commissioner in Lunacy, dated 17*th and* 18*th August* 1906.

"The asylum continues to render an important and 'beneficent service to the community of the counties of

APPENDIX No. LXV.—*Continued.*

'Forfar and Kincardine by receiving patients in straitened 'circumstances at low or unremunerative rates of board. 'There are at present forty-eight private patients whose 'rate of board is only £25, and there are in addition 'sixteen for whom even this low rate is reduced by con- 'tributions from the Reduced Board Fund. The circum- 'stances of each of these patients are reviewed from time 'to time, in order to see if these contributions are warranted. 'The charitable function of the asylum is thus well 'fulfilled in providing for these patients who are unable 'to pay remunerative rates of board for their care and 'treatment."

APPENDIX No. LXVI.

STATEMENT OF EVIDENCE BY MISS JANE HAY, MEMBER OF COLDINGHAM (BERWICKSHIRE) PARISH COUNCIL, AND EX-MEMBER OF EDINBURGH PARISH COUNCIL.

1. My experience of relief work has been as follows:—

(*a*) Seven and a half years member of the Edinburgh Parish Council.

(*b*) Representative of the Scottish Armenian Association in 1896–7. When at Athens and Constantinople I organised work for about eight hundred widows and children left destitute through the massacres.

(*c*) A winter's relief work in Greece amongst the refugees from the Græco-Turkish war—by request of Sir Edwin Egerton, now ambassador at Rome.

(*d*) A summer's work near Kazan, one of the Russian famine districts, in 1899.

(*e*) Presently member of the Coldingham Parish Council, Berwickshire.

2. This parish is peculiar in having one of the old parish lodging-houses, which I think most undesirable. There being no labour test, it is liable to be abused; while, on the other hand, I do not consider the arrangements good enough for deserving cases—*e.g.* a woman has been known, on the ground of destitution, to get supper, bed, and breakfast, but before leaving the village next morning she changed half-a-sovereign at the inn for a glass of whisky.

When I became a Councillor here (three years ago) the temporary inmates of the House were allowed "tea, bread, butter and jelly" for breakfast, and no measured quantity given. This, I think, shows the slackness of the system; while the fact that all the verminous casuals have to pass through the main entrance and up the general staircase (to get to the garrets, where they sleep on mattresses on the floor) makes it impossible for the house to be what it should be for decent folk.

3. I should like to see the age up to which girls remain under the care of Parish Councillors raised from fourteen to sixteen. If they return to undesirable parents at the age of fourteen, the work of the Council is entirely undone. While on the Edinburgh Parish Council, I suggested that when our girls went to service they should be given material for two new frocks (to be made by themselves) at the end of their first and second years of service, on condition that they had good reports from their mistresses. By this means we kept in touch with the girls till they were sixteen, and I doubt if the public ever got better value than they did for the small sums so expended.

APPENDIX No. LXVII.

STATEMENT OF EVIDENCE BY MR ALEXANDER HENDERSON, GOVERNOR, BARNHILL POORHOUSE, GLASGOW.

1. I claim to have some knowledge of the habits and conduct of the poorer classes, having lived and laboured among them all my life.

2. I have been an active friendly society worker for over thirty years, particularly in connection with the Ancient Order of Foresters Friendly Society, in which I have occupied several important positions.

3. I have been twenty-five years connected with the administration of the Poor Law. For four years I was an Assistant Inspector of Poor in the Barony Parish, Glasgow. My duties in that position were to visit the homes of applicants for relief, and to inquire into their circumstances and need of assistance from the parish. For six years I was Indoor Assistant Inspector of Poor in the Barony Parish in Glasgow. My duties in that capacity were to supervise generally the work of the whole outdoor staff of assistant inspectors, examine reports, and advise Relief Committees. For the last fifteen years I have been Governor of Barnhill Poorhouse, Glasgow, and am responsible to the Local Government Board and the Parish Council for the management of the poorhouse. All applications for admission to the poorhouse are made to the inspector of poor, in whose office the applicants are medically examined and inquiry made as to their circumstances. Accompanying each admission is an order giving the name, age, and other particulars, also medical certificate stating the illness from which the applicant suffers.

4. There is accommodation in Barnhill Poorhouse for 2,542 inmates; in the hospital department there is accommodation for 89 ordinary cases, 48 venereal and skin cases, and an isolation ward for 24 cases, making a total of 161. The house is further divided into six other divisions (each for males and females) for purposes of classification. These are known as (1) probationary; (2) test; (3) healthy; (4) infirms suffering from trivial and temporary ailments; (5) infirms able to do light work; and (6) infirms over sixty years of age. In classes (5) and (6) there is of necessity further subdivision, as attention requires to be given to the physical condition, conduct, and temperament of these inmates.

5. The allocation to work and the classification to the various divisions of the house are personally undertaken by the matron on the female side and by myself on the male side. I have continued the system of interviewing every man the morning after his admission for fully fourteen years, and by this means have gained some knowledge of the history and character of each individual. I submit tables giving the results of the years 1905 and 1906, in which 11,408 men were dealt with. The information thus obtained indicates some of the causes of pauperism and the classes of persons treated in this institution.

6. Every person admitted to the institution is seen by the medical officer before being bathed, and is again particularly examined by the medical officer after being bathed and before leaving the probationary ward. I have before me the result of the medical officer's examination at my interview, which guides me in the allocation of work in each case. The men in the ordinary departments of the house are engaged in field-work, rope and waste teasing, weaving, scrubbing, cleaning, etc. Those who are tradesmen are usually sent to their respective trades, such as engineers, plumbers, plasterers, joiners, painters, tailors, shoemakers, upholsterers, bakers, etc. The women are employed in the laundry, sewing, knitting, cleaning, etc. There is also a branch of the Brabazon Employment Society here, whereby a number of both men and women are taught

APPENDIX No. LXVII.—*Continued.*

by lady visitors to do many kinds of useful and fancy work. The work in the test departments are, for men, firewood and firelight making and stonebreaking; and for women, laundry work.

7. There is a special record made of each person who remains two full weeks in the house. This record is placed before the medical officer for revision and re-certification. Further, inmates who appear to be able to support themselves outside are specially examined by the medical officer, and if certified fit are brought before the Revisal Committee, which sits every Monday within the institution.

8. I submit tables of figures which show—

(1) The total admission for the years 1905 and 1906, giving age, single, married, etc., and place of residence when application was made for relief (Appendix No. LXVII. (A)).

(2) Table giving results of interview with 11,408 men during the years 1905 and 1906, setting forth the number of those who were single, married, etc., those addicted to drink, and those who have been in prison, also the number at various ages (Appendix No. LXVII. (B)).

(3) Table for the year 1906, giving the number medically certified fit to maintain themselves within two weeks' residence in the institution (Appendix No. LXVII. (C)).

(4) Table for the year 1906, giving the number leaving the institution within two weeks after admission at their own request (Appendix No. LXVII. (D)).

(5) Table giving admissions to the test departments, and period of residence under fourteen days (Appendix No. LXVII. (E)).

9. I should like to emphasise the fact that eight years ago the females were in the majority in this institution, but now the males compose nearly two-thirds of the population.

10. There is no power of detention. Twenty-four hours after having intimated to the house governor a desire to be dismissed from the poorhouse, or sooner if the house governor shall think fit, any adult inmate, not a dependant of any inmate, may quit the poorhouse.

11. A minute examination of the figures here tabulated proves that the majority of the persons dealt with in this institution are without a fixed residence, no social or religious attachment, almost all (more or less) given to drink, improperly fed and clothed, untidy and unclean in their persons. Such conduct and habits persisted in can only result in the wasting of their moral, physical, and mental faculties. I am persuaded that unless stringent measures are taken to deal with the conditions in which the persons here referred to move and live, and compel them to become more rational and self-respecting, increase in pauperism, disease, and crime will continue. Prevention more than provision is what is required.

12. I have, as concisely as possible, indicated the outlines of administration of this institution, and the figures tabulated clearly denote the social condition of the inmates and the classes applying for relief.

13. My opinion, founded upon my experience and substantiated by the figures sent herewith, is that some of the more prominent factors in the production of pauperism are—

(1) The drinking habits of the people.

(2) The system of common and model lodging-houses.

(3) The inordinate desire for pleasure and amusement.

(4) The growing want of filial duty and affection on the part of children for their aged parents.

(5) Indiscriminate charity.

(6) Illness, old age. There appears to be lack of employment for men over fifty years of age, at least of the class who become inmates of this institution.

14. Much improvement would result from the uniting and consolidating of the various moral, religious, charitable, and philanthropic agencies, whereby overlapping in every form would be prevented.

15. It does not appear to me to be a wise provision to grant a legal claim to relief to able-bodied persons. Its effect is lowering rather than helpful. The prevailing idea among certain classes of the community when difficulties of any kind overtake them is, that it is the duty of the parish or some other authority or person to help them. They are strangers to the stimulus resulting from self-help, self-denial, and self-sacrifice.

16. I favour the establishment of colonies for epileptics and those who are weak and feeble-minded, such as are not certifiable, and yet unsuitable for the ordinary wards of the poorhouse.

17. Labour colonies should be established for the practically able-bodied loafers, malingerers, and those who may be considered, after a course of training in work and discipline, to become useful and self-supporting.

18. I think power should be obtained to compel young men, say to the age of twenty-five, found loitering about the streets, who do not work, and who either become criminals or chargeable to the Poor Law, to become soldiers.

19. Powers of detention should be obtained for the "in-and-outs," inebriates, vagrants, and beggars, who may be certified by the medical officer to be either physically or mentally unfit to care for or maintain themselves, and for whom the ordinary wards of the poorhouse are suitable. Powers should also be obtained to punish such for absconding or escaping from the poorhouse.

20. Governors and matrons of poorhouses should hold statutory appointments, as recommended by the Departmental Committee on Medical Relief.

21. The Poor Law officials of Scotland should be placed on the same footing as English Poor Law officials as regards superannuation.

APPENDIX No. LXVII. (A).

TABLE I.—Unmarried Persons admitted to Barnhill Poorhouse, Glasgow, during 1905 and 1906.

	Men.							Women.							
1905.	15 to 20.	20 to 30.	30 to 40.	40 to 50.	50 to 65.	Over 65.	Total.	15 to 20.	20 to 30.	30 to 40.	40 to 50.	50 to 65.	Over 65.	Total.	Total.
Models,	31	204	362	369	395	87	1,448	10	42	59	66	70	39	286	1,734
Police offices,	31	14	26	24	24	8	127	5	5	11	16	3	4	44	171
Night asylum,	21	81	129	150	126	32	539	14	30	40	46	56	11	197	736
Houseless,	31	121	248	253	229	22	904	7	13	21	43	32	7	123	1,027
Other sources,	55	111	107	122	132	22	549	34	90	62	74	82	33	375	924
	169	531	872	918	906	171	3,567	70	180	193	245	243	94	1,025	4,592
1906.															
Models,	26	154	284	356	321	90	1,231	14	42	60	81	67	40	304	1,535
Police offices,	16	21	12	18	14	8	89	1	6	7	7	5	2	28	117
Night asylum,	24	73	130	165	142	33	567	10	35	50	42	43	14	194	761
Houseless,	45	155	344	438	390	25	1,397	7	16	34	48	34	11	150	1,547
Other sources,	21	100	117	107	113	38	496	38	124	69	54	74	29	388	884
	132	503	887	1,084	980	194	3,780	70	223	220	232	223	96	1,064	4,844

APPENDIX No. LXVII. (A)—*Continued.*

TABLE II.—Married Persons admitted to Barnhill Poorhouse, Glasgow, during 1905 and 1906.

	Men.							Women							
1905.	15 to 20.	20 to 30.	30 to 40.	40 to 50.	50 to 65.	Over 65.	Total.	15 to 20.	20 to 30.	30 to 40.	40 to 50.	50 to 60.	Over 65.	Total.	Total.
Models,	...	13	58	120	178	66	435	...	18	40	52	31	14	155	590
Police offices,	...	3	2	13	8	7	33	...	2	8	7	4	1	22	55
Night asylum,	...	12	22	59	68	9	170	...	35	93	47	46	9	230	400
Houseless,	...	15	28	80	102	23	248	...	8	26	28	19	5	86	334
Other sources,	1	35	102	126	221	88	573	3	91	141	77	73	27	412	985
	1	78	212	398	577	193	1,459	3	154	308	211	173	56	905	2,364
1906.															
Models,	1	10	45	103	188	48	395	...	14	58	58	32	10	172	567
Police offices,	...	...	1	8	11	5	25	1	3	7	6	9	4	30	55
Night asylum,	...	4	33	51	65	14	167	...	22	84	63	55	13	237	404
Houseless,	...	12	51	94	140	31	328	1	14	43	37	23	3	121	449
Other sources,	...	28	78	130	153	59	448	4	90	109	61	76	19	359	807
	1	54	208	386	557	157	1,363	6	143	301	225	195	49	919	2,282

TABLE III.—Widowers and Widows admitted to Barnhill Poorhouse, Glasgow, during the years 1905 and 1906.

	Men.							Women.							
1905.	15 to 20.	20 to 30.	30 to 40.	40 to 50.	50 to 65.	Over 65.	Total.	15 to 20.	20 to 30.	30 to 40.	40 to 50.	50 to 65.	Over 65.	Total.	Total.
Models,	...	1	33	108	282	143	567	...	...	10	52	109	78	249	816
Police offices,	...	...	1	4	8	11	24	...	...	6	5	13	30	54	78
Night asylum,	...	1	13	24	104	35	177	...	2	16	26	131	60	235	412
Houseless,	...	...	25	50	137	50	262	...	1	5	26	52	33	117	379
Other sources,	...	2	20	39	169	123	353	...	2	20	63	269	209	563	916
	...	4	92	225	700	362	1,383	...	5	57	172	574	410	1,218	2,601
1906.															
Models,	...	1	15	91	283	150	540	...	...	12	37	113	84	246	786
Police offices,	...	...	1	5	20	18	44	...	1	1	6	9	24	41	85
Night asylum,	...	1	7	35	104	43	190	...	...	11	31	122	66	230	420
Houseless,	...	1	26	68	221	46	362	...	3	16	45	54	35	153	515
Other sources,	...	1	24	49	158	99	331	...	6	24	46	243	168	487	818
	...	4	73	248	786	356	1,467	...	10	64	165	541	377	1,157	2,624

TABLE IV.—Abstract of Admissions at various Ages.

	Men.							Women.							
1905.	15 to 20.	20 to 30.	30 to 40.	40 to 50.	50 to 65.	Over 65.	Total.	15 to 20.	20 to 30.	30 to 40.	40 to 50.	50 to 65.	Over 65.	Total.	Total.
Models,	31	218	453	597	855	296	2,450	10	60	109	170	210	131	690	3,140
Police offices,	31	17	29	41	40	26	184	5	7	25	28	20	35	120	304
Night asylum,	21	94	164	233	298	76	886	14	67	149	119	233	80	662	1,548
Houseless,	31	136	301	383	468	95	1,414	7	22	52	97	103	45	326	1,740
Other sources,	56	148	229	287	522	233	1,475	37	183	223	214	424	269	1,350	2,825
	170	613	1,176	1,541	2,183	726	6,409	73	339	558	628	990	560	3,148	9,557
1906.															
Models,	27	165	344	550	792	288	2,166	14	56	130	176	212	134	722	2,888
Police offices,	16	21	14	31	45	31	158	2	10	15	19	23	30	99	257
Night asylum,	24	78	170	251	311	90	924	10	57	145	136	220	93	661	1,585
Houseless,	45	168	421	600	751	102	2,087	8	33	93	130	111	49	424	2,511
Other sources,	21	129	219	286	424	196	1,275	42	220	202	161	393	216	1,234	2,509
	133	561	1,168	1,718	2,323	707	6,610	76	376	585	622	959	522	3,140	9,750

APPENDIX No. LXVII. (A)—*Continued.*

TABLE V.—Percentages of Admissions to Barnhill Poorhouse, Glasgow, from various Sources for the Years 1905–1906.

1905.	Men. From Models.	From Police Offices.	From Nght Asylum.	Houseless.	From other Sources.	Total.	Per cent.	1905.	Women. From Models.	From Police Offices.	From Night Asylum.	Houseless.	From other Sources.	Total.	Per cent.
Single, . .	1,448	127	539	904	549	3,567	55·66	Single, . .	286	44	197	123	375	1,025	32·56
Married, . .	435	33	170	248	573	1,459	22·76	Married, . .	155	22	230	86	412	905	28·75
Widowers, . .	567	24	177	262	353	1,383	21·58	Widows, . .	249	54	235	117	563	1,218	38·69
Total, .	2,450	184	886	1,414	1,475	6,409	...	Total, .	690	120	662	326	1,350	3,148	...
Per cent. of Male Admissions, .	38·23	2·87	13·82	22·06	23·01	...	...	Per cent. of Female Admissions.	21·92	3·81	21·03	10·36	42·88	...	...
1906.								1906.							
Single, . .	1,231	89	567	1,397	496	3,780	57·19	Single, . .	304	28	194	150	388	1,064	33·88
Married, . .	395	25	167	328	448	1,363	20·62	Married, . .	172	30	237	121	359	919	29·27
Widowers, . .	540	44	190	362	331	1,467	22·19	Widows, . .	246	41	230	153	487	1,157	36·85
Total, .	2,166	158	924	2,087	1,275	6,610	...	Total, .	722	99	661	424	1,234	3,140	...
Per cent. of Male Admissions, .	32·77	2·39	13·98	31·57	19·29	...	...	Per cent. of Female Admissions.	22·99	3·15	21·05	13·50	39·30	...	...

Males from models, ... 23·9 of total admissions.
Males and females from models, . . 31·2 „ „
Unmarried men, ... 38·05 „ „
Unmarried men and women, . . . 48·87 „ „

APPENDIX No. LXVII. (B).

Males admitted into Ordinary Wards for Years 1905–1906.

Under 20.	20 to 30.	30 to 40.	40 to 50.	50 to 60.	60 to 70.	Over 70.	Total.
1905.							
129	386	937	1,326	1,280	1,201	329	5,588
2·3	6·9	16·8	23·7	22·9	21·5	5·9	per cent.
1906.							
112	394	976	1,450	1,472	1,113	303	5,820
1·93	6·77	16·77	24·91	25·29	19·12	5·21	per cent.

Single.	Married.	Widowers.	Models.	Private Houses.	Drink.	Do not Drink.	Been in Prison.	Never in Prison.	Total.
1905.									
2,929	1,279	1,380	4,444	1,144	5,334	254	28,53	2,735	5,588
52·4	22·9	24·7	79·5	20·5	95·5	4·5	51·1	48·9	per cent.
1906.									
3,233	1,145	1,442	5,061	759	5,608	212	3,249	2,571	5,820
55·55	19·67	24·78	86·96	13·04	96·36	3·64	55·82	44·18	per cent.

1905.	Under 20.	20 to 30.	30 to 40.	40 to 50.	50 to 60.	60 to 70.	Over 70.
Of those who drink, . .	19	302	902	1,310	1,277	1,197	328
Of those who do not drink, .	110	84	35	16	3	4	1
1906.							
Of those who drink, . .	15	310	957	1,442	1,471	1,111	302
Of those who do not drink, .	97	84	19	8	1	2	1

APPENDIX No. LXVII. (C).

Barnhill Poorhouse.—Discharged, able to Maintain.

During the year 1906 there were discharged from the poorhouse 354 men, 82 women, total, 436, medically certified as able to maintain themselves.

APPENDIX No. LXVII. (D).

Discharges from Barnhill Poorhouse, Glasgow, within a Period of two Weeks.

Of 6,389 men and 2,941 women; total, 9,330 in 1905,
and 6,180 „ 2,914 „ „ 9,094 „ 1906.
discharged from the Institution, there left:—

	1905.			1906.			Total.		
	Men.	Women.	Total.	Men.	Women.	Total.	Men.	Women.	Total.
On day of admission,	61	30	91	41	28	69	102	58	160
After 1 day,	305	113	418	269	128	397	574	241	815
„ 2 days,	335	130	465	386	98	484	821	228	1,049
„ 3 „	385	118	503	511	112	623	896	230	1,126
„ 4 „	334	124	458	401	109	510	735	233	968
„ 5 „	285	108	393	308	101	409	593	209	802
„ 6 „	203	88	291	233	74	307	436	162	598
„ 7 „	255	103	358	286	103	389	541	206	747
„ 8 „	179	53	232	153	82	235	332	135	467
„ 9 „	130	67	197	175	84	259	305	151	456
„ 10 „	164	76	240	167	98	265	331	174	505
„ 11 „	165	62	227	164	66	230	329	128	457
„ 12 „	122	62	184	128	80	208	250	142	392
„ 13 „	104	39	143	113	53	166	217	92	309
„ 14 „	116	48	164	116	74	190	232	122	354
	3,143	1,221	4,364	3,451	1,290	4,741	6,594	2,511	9,105

Showing that 49·42, or nearly one-half of the total discharges, left the poorhouse within fourteen days of their being admitted.

APPENDIX No. LXVII. (E).

Barnhill Poorhouse Glasgow.

Male Test Department.

Of 2,164 men who passed through this department in the years 1905 and 1906—
34 left on the day of admission.
138 after 1 day's residence.
289 „ 2 „
294 „ 3 „
183 „ 4 „
137 „ 5 „
130 „ 6 „
129 „ 7 „
52 „ 8 „
67 „ 9 „
67 „ 10 „
64 „ 11 „
57 „ 12 „
43 „ 13 „
30 „ 14 „

1,714 (or 79·2 per cent.) thus leaving within two weeks.

APPENDIX No. LXVIII.

STATEMENT OF EVIDENCE BY MR DAVID PATRICK HENDERSON OF STEMSTER, CHAIRMAN OF THE PARISH COUNCIL OF BOWER (CAITHNESS-SHIRE); CHAIRMAN OF THE THURSO COMBINATION POORHOUSE COMMITTEE; CONVENER OF THE COUNTY COUNCIL OF CAITHNESS; CHAIRMAN OF THE DISTRICT LUNACY BOARD, ETC. ETC.

1. Prior to the passing of the Local Government Act, which constituted Parish Councils, the Poor Law was administered in the parish of Bower by the Heritors, there being no elected Parochial Board.

Bower was one of the parishes in which there was no legal assessment.

2. I began to act as Chairman of the Heritors on 21st August 1890. On 18th May 1895 I was elected the first Chairman of the Parish Council of Bower, and have been annually re-elected and now hold the office.

On 22nd October 1892 I was appointed delegate from the parish of Bower to the House Committee of Thurso

APPENDIX No. LXVIII.—*Continued.*

Combination Poorhouse, Bower being one of the eight parishes forming the combination, and I have been continued as delegate ever since. On 26th December 1898, I was elected Chairman of the House Committee, and still hold the appointment.

Further, with regard to my experience of public business, although it does not bear directly on the administration of the Poor Law, I may mention that I am the Convener of the County Council and Chairman of the Road Board of the County of Caithness, Convener of the Commissioners of Supply, Chairman of the District Lunacy Board, and Chairman of the School Board of Bower.

3. Bower is wholly an agricultural parish, there being no works or manufactories of any kind.

There is no town in the parish, and only one very small village, a collection of about a dozen houses.

The inhabitants of the parish are practically wholly dependent on agriculture for their support, either as farmers, or as farm servants. The farms vary greatly in size, but there is a good proportion of small farms and crofts.

4. I think I may say that there are few, if any, cases of extreme poverty. In the case of farm servants a proportion of the wages is paid in kind, in the shape of potatoes and meal and milk, so that as regards this class of the community, while cash may not be plentiful, there is always sufficient food. The same remark holds good of the crofters and small farmers, who live largely off the produce of the land. Work is plentiful, the supply of labourers for agricultural work not being equal to the demand. This is particularly the case as regards female labour.

5. In this parish nearly all the paupers are in receipt of outdoor relief, there being at present only one, an old woman, in the poorhouse. This is found to be cheaper, and more satisfactory than indoor relief. All claims for admission to the Poor Roll are submitted to the Parish Council, except in cases of emergency, when the inspector of poor consults me and acts on my instructions as Chairman of the Parish Council, the Council's approval of the course adopted being obtained at the first meeting thereafter.

6. The landlords in the parish have been in the habit of providing houses for the paupers on their estates, in most cases rent free, and in many cases the proprietors keep the houses in repair. This custom has been handed down from the time when the heritors, that is the landowners, administered the Poor Law. I think there are signs that this practice will cease, and that the Parish Council will have to pay rent for, and keep in repair, the houses occupied by paupers.

7. I do not think there are any experiments or peculiarities to be noted, the system of Poor Law administration being that common to all the parishes in Caithness.

8. With regard to the comparative merits of indoor and outdoor relief, my opinion is that these vary according to the class of pauper to be dealt with. In the case of old and infirm persons of either sex, who have to live alone, and of persons of vicious habits, I think indoor relief is preferable; but in the case of the deserving poor, there can be no doubt that the outdoor system is the one to be encouraged.

The latter system is, as a rule, cheaper, and enables the recipient of outdoor relief to retain a sense of independence, which is lost to those who are compelled to enter a poorhouse

9. As regards single women who have illegitimate children, except where the children are very young, I think they should be taken from the mother and boarded out. In most cases where this is done, the mother, on being relieved of her children, is able to earn her own living at farm work or otherwise.

10. The usual classes of persons applying for relief are, aged persons of both sexes who are debarred by age from earning a living; widows, in some cases old, in other cases young, the latter being usually left at their husband's death with families of young children. There are also some cases where relief is granted to young persons who, either from mental or physical infirmity, are unable to work.

In addition, there are five pauper lunatics in an asylum, and one boarded out in the parish (one lunatic in asylum since dead, leaving four).

11. The causes of pauperism are numerous, but may be stated generally as arising from old age and consequent inability to work for a living; the majority of the paupers in this parish are old persons; the death of the husband leaving a widow with a young family to bring up; mental and bodily infirmity.

12. In many cases the necessity for relief arises from the persons applying having failed to make any provision for old age during the period of their best wage-earning capacity.

13. Another reason is the unwillingness of the young people to contribute towards the support of their aged parents or other relatives, even in cases where they are in a position to do so.

14. In this parish there has not been a contested Parish Council election for some years, so the only answer I can give to the question is to describe the composition of the present Council, which is as follows: Number of councillors 5, consisting of the following—(1) The Chairman, landowner. (2) A small landowner, who is also a large farmer. (3) A medium-sized farmer. (4) A small farmer. (5) A crofter.

I consider the above quite a satisfactory Council, as the members reside in different parts of the parish and are acquainted with the circumstances of the paupers living in their different localities.

15. On the whole, I do not think it desirable that relief should be afforded to able-bodied persons; but I have known a few cases where it was an undoubted hardship to have to refuse assistance to such applicants.

16. So far as my experience goes, the existing areas are suitable for the purpose of administering relief.

17. There are two reforms in the existing law and practice which I suggest as being likely to facilitate the administration of the Poor Law:—

(*a*) First, that steps should be taken to put an end to the great cost of litigation in regard to cases of settlement between parishes. This could probably best be effected by making the Local Government Board the arbiter in such cases.

I am aware that the Board is willing to act as arbiter at present, but only, I think, in cases where the parishes concerned are agreed as to the facts. My suggestion is that the Board should have powers conferred upon it to act in all cases of dispute, that its decision should be final and binding, and that litigation regarding questions of settlement should cease.

(*b*) Second, that Parish Councils should be invested with power to compulsorily insist on the removal of a pauper to a poorhouse, when in the opinion of the Council such removal would be for the benefit of the pauper.

At present many paupers refuse to go to the poorhouse, with the result that they have to be given outdoor relief and provided with attendance which is often difficult to procure, costly, and unsatisfactory. In theory, the refusal of the offer of the poorhouse frees a Council from responsibility; but in practice, no person can be allowed to starve.

APPENDIX No. LXIX.

STATEMENT OF EVIDENCE BY MR JOHN HILL, MEMBER OF GOVAN COMBINATION PARISH COUNCIL AND GOVAN BURGH DISTRESS COMMITTEE.

1. I have been about twenty years a member of the trade union known as the Boilermakers' Society; for the past seven years I have been a paid official, devoting my time chiefly to questions of employment amongst the members of that union. I have been for about six years a member of Govan Combination Parish Council, and a member of the

APPENDIX No. LXIX.—*Continued.*

Govan Burgh Distress Committee since its formation. I have also had experience in dealing with distressed cases through my church and friendly societies.

POOR LAW.

2. Govan, at one time a fishing, weaving, and small farming village, is now a typical industrial small town of "employers" and "employees," or "captains of industry" and "hands." Govan is about a hundred years behind the times in sanitation, housing, inspection of public works, lack of railway facilities. Partick compares favourably with Govan as to railway facilities, otherwise conditions are similar to Govan. The Glasgow South Side portion of the parish of Govan is the worst and biggest slum in Glasgow. It is the worst district for sweating in Scotland. This was the area covered by the bubonic plague which cost Glasgow so dear in life and commerce seven years ago.

3. Relief is granted on application to the inspector of poor, who has the applicant medically examined, or if a widow with young children, he uses his own discretion in administering temporary relief till next meeting of the District Relief Committee, who decide the case. Relief is not too readily granted, and there are occasional appeals to the Sheriff, which are granted.

Widows with a number of young children formerly had an average allowance of outdoor relief of 1s. 6d. per child per week, now the average allowance has been raised to 3s. per child per week.

Our Convalescent Children's Home in Bute, where we have on an average some twenty-six children, is the most pleasant and most satisfactory bit of our work.

4. My experience makes me wholly in favour of outdoor relief. I would have no "poorhouse," only hospitals and infirm homes. The "test" cases should be dealt with in a compulsory clause added to the Unemployed Act. Cases of unsteady mothers with children can be successfully dealt with by supplying goods only.

5. The chief classes of persons applying for relief are—widows, fathers of families overtaken by accident or sickness, men and women of weak will power, lack of method, lack of ability to organise their own labour, lack of education in moral principle, partial physical debility (congenital or old-age),—men and women who are not profitable to exploit in the open market.

6. The cause of pauperism is present-day commercialism, nothing else.

7. The class of persons seeking election as Parish Councillors are, as a rule, the usual "Bumbles" of Dickens' time.

8. To give able-bodied persons *parochial* relief would be a demoralising reaction to the abuses of the early "Eighties."

9. Parish Councils should be abolished. The administration should be in the hands of Burgh Authorities in towns, and County Councils in rural areas, with sectional landward committees.

10. I am in favour of the repeal of section 37 of the Poor Law Act, 1845. The only exemptions or abatements of rates should be on the ground of poverty.

11. Landlords should be responsible for collection of all rates on rentals £20 and under of yearly value.

12. The law of settlement should be abolished.

13. Consumptives and all hospital cases should be dealt with by the Public Health Authorities.

UNEMPLOYED.

14. The *number* of applicants who enrol their names on Govan Burgh Relief Register is only a small percentage of the total number of unemployed, (1) because temporarily unemployed workmen consider the inquisitorial inquiries that are made are detrimental to their self-respect, as they make destitution, and not unemployment, the qualification; (2) because, after making public all their private affairs, there is only a very small hope of work for a week or two at starvation wages, and a very large hope of getting nothing at all. Notwithstanding the exceptional distress in Govan during the winter of 1905-6, Govan Committee did nothing for any of the applicants till the spring, and then only a few weeks' work was given to about a dozen men. For women we have done nothing.

15. *Class of men out of work.*—Labourers and men of all trades. Tradesmen depend on their unions, and do not advertise their distress.

Of our total number of unemployed, less than 10 per cent. are of unsteady habits, about 30 per cent. are inefficients, and 60 per cent. are good honest workmen who have no influential church connection, and are too proud to use favour or influence of any kind to secure employment. Amongst our unemployed I find many of the best-hearted and ablest of our workers.

16. *Extent over time.*—In the best of trade and at the best season of the year we have in all our trade unions a percentage of unemployed. In the shipbuilding trades the introduction of labour-saving machinery and the more speedy methods of construction have greatly contributed to irregularity of employment. In dull times we have as high as 20 per cent. of our members unemployed, and in the best of times never less than 5 per cent.

17. *Cause—Production for profit.*—There are no masters now to interest themselves in the welfare of their servants. There are only dividend hunters and wage slaves. There is not now the slightest endeavour on the part of employers to provide continuous employment. Men are hurried through their jobs and on to the street as soon as possible, to save wages.

18. *Effect—Unemployment is most demoralising.*—From experience I know of nothing so dreadful as a spell of enforced idleness, with hungry loved ones depending on you. In such a state death has no terrors. Every man of understanding comes out of such an experience a meaner and a more selfish man. In such circumstances some consider everything justifiable so long as it is not found out.

19. *Remedies—Production for use.*—National organisation of all industries.

20. *Palliatives.*—Power to Distress Committees to levy another 1d. per £ to pay wages. Compulsory power of land purchase at assessed value,—*i.e.* value on which taxes are paid.

APPENDIX No. LXX.

STATEMENT OF EVIDENCE BY MR RICHARD W. HUIE, J.P., MEMBER OF EDINBURGH PARISH COUNCIL AND CONVENER OF ITS LAW COMMITTEE; MEMBER OF EDINBURGH DISTRESS COMMITTEE; AND MEMBER OF THE EXECUTIVE COMMITTEE OF THE EDINBURGH CHURCH ARMY AND LODGING HOMES.

1. I beg to state that I have been a member of the Parish Council of Edinburgh for two and a half years, and that I am Convener of its Law Committee. I am also a member of the Distress Committee of the City of Edinburgh, and a member of the Executive Committee of the Church Army Labour and Lodging Homes here. I am a Justice of the Peace for the County of the City of Edinburgh.

THE SOCIAL AND INDUSTRIAL CONDITIONS IN EDINBURGH PARISH.

2. This is a residential, not industrial, city, and printing works may be said to be about the only special industry.

THE METHOD OF ADMINISTERING RELIEF IN THE PARISH.

3. The usual indoor and outdoor relief is administered, a

APPENDIX No. LXX.—*Continued.*

special feature of indoor relief being the consumptive wards for male and female patients at Craiglockhart Poorhouse, where we not only afford relief in specially well equipped hospital wards, but we have outdoor sanatorium treatment for both sexes.

4. The special feature of our outdoor relief is the care bestowed in the boarding out of as many children as possible, and assisting apprentices to trades who have been boarded-out children, until they are able to maintain themselves.

5. We have also instituted a scheme for feeding children whose parents are on the outdoor roll, with excellent results.

The Respective Merits of Indoor and Outdoor Relief.

6. I am strongly in favour of outdoor relief in the case of deserving respectable people, as it not only costs less to the ratepayers, but helps to preserve the spirit of independence amongst those who are assisted, which would be lost if they were sent to the Poorhouse. Of course, in the case of drunken, vicious, and lazy people, the Poorhouse is of necessity offered.

The Classes of Persons Applying for Relief.

7. There is, of course, a variety amongst the classes of persons who apply for relief, but they chiefly come from the wage-earning classes.

The Causes of Pauperism.

8. Drink, directly or indirectly, is responsible for a large proportion of pauperism. Failure of health and thriftlessness, are also contributing causes.

The Class of Persons seeking Election as Parish Councillors.

9. In the Parish Council of Edinburgh all classes of citizens are represented, including professional men, merchants, tradesmen, and ladies.

The Expediency and Probable Effect of giving Able-bodied Persons a Claim to Parochial Relief.

10. I am not in favour of giving parochial relief to able-bodied persons. I feel sure it would lead to many abuses, and would sap the independence of the Scottish character.

The Suitability of the Existing Areas for the Purpose of Administering Relief.

11. The only suggestion I have to make is that smaller parishes might, with advantage, be grouped together, probably decreasing cost and increasing efficiency.

Reforms suggested by Experience.

12. *Law of Settlement.*—Simplification of the law of settlement is needed, and an age fixed by statute when children (not idiot or imbecile) shall be held to be forisfamiliated. The powers of the Local Government Board should be extended so as to enable them to take evidence by commission, or otherwise, in disputed cases of settlement submitted for their adjudication. It would be well to amend section 5 of the Poor Law Loans and Relief (Scotland) Act, 1886, so as to include children born in non-combination poorhouses, maternity wards, and lunatic asylums. This section at present enacts as follows: "A child born in 'a combination poorhouse shall, so far as regards any 'question of liability of maintenance, be deemed and held 'to have been born within the parish by which the mother 'of said child was relieved." It is also most desirable to legally enact that ordinary inmates of institutions which are maintained in whole or in part by public subscriptions, shall not acquire a settlement by residence therein.

13. *Recovery of Advances from Relatives.*—It is urgently needed that power be given to Parish Councils in Scotland to recover aliment from children in England for a parent in Scotland, by a simple and inexpensive process. At present we have to maintain paupers whose children reside in England, and are perfectly able to, but will not, pay anything towards their parent's maintenance. It is also desirable that power be given to Parish Councils to recover aliment from sons and daughters, even although their individual earnings do not amount to £1 per week.

14. *Assessment.*—I would strongly urge that all assessments imposed and collected by the Parish Council be based on the gross rental appearing in the Valuation Roll, and, in the case of railways, that deduction be made by the Assessor for maintenance of permanent way before the valuation of railways (the annual value to be entered in Valuation Roll) is fixed. This would do away with the anomaly of double deductions allowed under the 37th section of the Poor Law Act, 1845, which is a fruitful cause of litigation, and, besides being costly to the ratepayers, occupies much of the time of Parish Councils which should be spent in the care of the poor.

15. *Government Contribution towards Lunatic Asylums.*—A larger contribution is required from Government towards upkeep of asylums and maintenance of lunatics, if this class of poor is not to be, in the future, maintained nationally and not parochially.

APPENDIX No. LXXI.

STATEMENT OF EVIDENCE BY MR HENRY HUNTER, INSPECTOR OF POOR, PARISH OF CATHCART.

1. *Experience.*—Auchterderran Parochial Office, five years' apprenticeship. City Parish of Glasgow, twelve years' experience as Assistant Inspector of Poor. Cathcart Parish, ten years as Inspector, Clerk, Collector and Registrar of this rapidly growing Parish, which has a present estimated population of 44,000, and a valuation of £323,568.

Social and Industrial Conditions of Cathcart Parish.

2. The area of the parish is 3,132 acres, partly in the city of Glasgow and county of Lanark and partly in the county of Renfrew. The parish lies to the south of the parish of Govan. The part of the parish of Cathcart within the municipal boundary of Glasgow comprises 745 acres, 32,000 of an estimated population, and a valuation of £224,222, while the landward part of the parish comprises 2,387 acres, 12,000 of an estimated population, and £99,335 of a valuation. The parish is 3½ miles long by 2½ broad. The population of the parish has grown and is growing rapidly. In 1861 it was 3,782; in 1871, 7,231; in 1881, 12,211; in 1891, 16,589; in 1901, 28,358; and in the present year it is estimated at 44,000. The burghal portion of the parish is, excepting the shopkeeping class, almost purely residential. There are a small colliery and a few industrial shops of little account. In the landward part of the parish in the village of Cathcart there are a large engineering establishment and a few small manufacturing firms of various kinds. There are eighteen farms, mostly of small rental. There is a large villa population both in the burghal and landward portions of the parish. The pauperism is not heavy, the poor-rate being only 3⅛d. per £. There is every indication, however, that this will grow in the future, as large blocks of workmen's houses are being erected.

Administration of Relief.

3. The Council consists of seventeen members, one half acting as a Relief Committee, and the other half as a Law and Finance Committee. The Committees and the Council meet monthly, or oftener if required. The

APPENDIX No. LXXI.—*Continued.*

inspector deals with all applications for relief until the committee meet, when they are considered and finally disposed of. Applicants do not appear before the committee. We have had no peculiarities or special experiments in the way of administration.

Respective Merits of Indoor and Outdoor Relief.

Indoor Relief.

4. In 1868 the indoor poor in Scotland numbered 8,794, falling to 7,402 in 1872, and rising to 13,255 in 1905. The increase has been largely within the last six years, and may be attributed to the attraction of hospital treatment, which has been much improved of late years. Respectable poor are not more willing to enter the ordinary wards of the poorhouse now than in the past, and generally speaking inmates of poorhouses are there through fault more than misfortune. Repugnance to enter a poorhouse is a healthy sentiment and should be encouraged. To make a poorhouse as a place of residence popular, either with the deserving or undeserving, would be a disaster to the true well-being of the poor and to the nation.

Outdoor Relief.

5. The number of outdoor poor has fallen in Scotland from 40 per 1,000 of the population in 1868 to 20 per 1,000 in 1905. This decrease may be attributed to the better conditions under which the respectable poor now live. Wages are generally higher, food and clothing and all other necessaries of life are cheaper, except perhaps house rent.

6. I have become convinced that the policy of dispauperisation, advocated by many experts on Poor Law, could be beneficially applied to the outdoor poor. From a careful consideration of the cases under my charge in this parish, and also from my recollection of the cases in Glasgow parish, I believe that, with the exception, perhaps, of heavy cases like widows burdened with several young children, destitution of single individuals, or that of a temporary nature, could safely be left even now to what Dr Chalmers called "human exchanges" in place of a public provision.

7. I believe the experience of Dr Chalmers in St John's parish, Glasgow, in the early part of last century, and the experience of Whitechapel union during the past thirty-seven years, would be repeated in any parish in Scotland if the same methods were adopted.

8. Outdoor pauperism is largely artificial. It has the effect of making recipients deficient in the spirit of independence and self-reliance, it makes friends and relatives fall away from assisting, and the loss in this direction is not met by the inadequate aliments that are given. A strong appeal should be made to the churches and charitable agencies to make a combined effort to save the respectable outdoor poor from the feeling of degradation and the deterioration of character which invariably accompany the receipt of public relief.

Classes of Persons applying for Relief.

9. At October last the number of principal paupers was 127, the ages being as follows: under 14 years 18, between 14 and 65 years of age 74, over 65 years of age 35. Applications for indoor relief are chiefly from people, aged or otherwise, who are homeless. Of those who apply for outdoor relief, many in this district are very respectable —chiefly aged people and widows with families.

Causes of Pauperism.

10. Alcohol is the chief cause of indoor pauperism. In the case of outdoor poor it is also a large contributory cause, making families indifferent to the maintenance of aged parents or relatives. The low wage paid for female labour is also responsible for much of the outdoor pauperism, as elderly seamstresses cannot frequently earn as much as meet their few wants, and daughters of widows earn only what barely supports themselves. If a higher rate of wages were paid to women much of our pauperism would disappear. Want of insurance against sickness is also another cause of pauperism.

The Class of Persons seeking Election as Parish Councillors.

11. In this Council of seventeen members all are in business for themselves as merchants, commission agents, etc.

The Expediency and probable Effect of giving Able-bodied Persons a Claim to Parochial Relief.

12. In Scotland there has never been any claim on the part of respectable working-men to have the English system introduced. Any periods of exceptional distress have always been tided over by voluntary and municipal efforts, and our working-men have been saved from the degrading influences of pauperism. The result has been that the working-men in Scotland are more self-reliant and independent than the same class in England. If this restriction were removed, the result would be that the respectable working-men would hold aloof from public relief, while a new class would come into existence of men who would rather half-starve on a pauper allowance than work, and whose action would have the effect of lowering the status of working-men and decreasing wages. Working-men should keep a closed door between themselves and pauperism. Their chief chance of betterment rests on their moral claim for a change in the conditions and rewards of labour, and their claim will be more irresistible and will be sooner attained if they cannot fall back on the questionable aid of public relief.

Suitability of existing Areas.

13. The tendency of large areas is to increase the cost of management and the cost of pauperism. It is inadvisable to destroy the parish area, except in very exceptional cases. Where the area is small, the supervision is more thorough and relief more wisely given.

14. Any inequality in rating could be reasonably met by the allocation of Government Grants on the basis suggested by Lord Balfour of Burleigh's Committee on Local Taxation.

Suggested Reform.

15. Means should be devised for putting down begging and vagrancy. Children found begging or wandering the country with vagrants should be at once taken charge of by the police and handed over to the Parish Council for proper upbringing.

Objections to National Rate.

16. A national rate might be adopted for institutional poor, but national funds could not reasonably be given to local Boards for local outdoor distribution. A national rate would also be fatal to a dispauperisation policy which might be adopted by any parish or district, as they would be maintaining the poor voluntarily, and yet be paying a rate for the poor of other districts.

APPENDIX No. LXXII.

STATEMENT OF EVIDENCE BY MR ROBERT HUNTER, MEMBER OF KIRKCALDY PARISH COUNCIL, AND CHAIRMAN OF KIRKCALDY COMBINATION POORHOUSE COMMITTEE.

1. I have been a member of Abbotshall Parochial Board from 1889 until the Parish Council was formed, and then a member of the Parish Council of Abbotshall until the amalgamation of the parishes of Kirkcaldy, Abbotshall, and Dysart, and since then a member of that Council, a continuous period of 19 years.

APPENDIX No. LXXII.—*Continued.*

During the last 5 years and the present year I have been Chairman of Kirkcaldy Combination Poorhouse Committee I carry on the business of architect and builder in Kirkcaldy.

2. Our parish contains a large working-class population employed in the manufacture of floorcloth and linoleum, engineering, spinning and weaving, pottery ware, mining, building and cabinetmaking, which keeps our people well employed and earning good wages. We have not had any severe distress in our parish.

3. Parochial relief is administered strictly in conformity with the rules laid down by the Local Government Board. The Council, composed of twenty-seven members, meets once a month in committee and considers the applications, each on its own merit and outdoor relief granted, or if refused, indoor relief is granted. The inspector acts at once in the case of the homeless.

4. The Council prefers to grant outdoor relief where they know that it will be well and carefully used. Indoor relief is granted to those who, having no relations to care for them, or being homeless, cannot be treated otherwise.

5. Applications for relief are confined generally to those who have no trade and have been thoughtless and lived up to their earnings.

6. Pauperism is caused by old age and adverse circumtances, but chiefly by drink and other bad habits.

7. All the classes in our parish are represented on the Parish Council: large employers, managers of departments, workmen, and a clergyman.

8. I would not favour giving outdoor relief to the able-bodied. I am afraid it would bring in a class of loafers who would neither work nor want.

9. This parish has lately been extended by the amalgamation of the parishes of Kirkcaldy, Abbotshall, Dysart, and part of Kinghorn. It seemed to me at first that it had been made too large for effective working, but now I find it works admirably, and I think in the case of other parishes so situated it would be an advantage to unite them. This would save expense and trouble in arriving at settlements and the difference of rates in adjoining parishes, as in our own case. Abbotshall being the poorer parish had a much higher poor-rate than Kirkcaldy, and after the period of residence was reduced from five years to three years, Abbotshall got a larger proportion, as the lower-rented houses were in that parish.

10. With regard to reforms in the law, I beg to submit the following:—

(*a*) The vaccination laws should be transferred to the Local Authority, it being a public health question.

(*b*) Parish Councils should have power to borrow money in order to erect suitable premises for offices. In our case, when the parish was extended, suitable offices could not be had.

(*c*) Some change should be made in the treatment of children whose parents are imprisoned under the Prevention of Cruelty to Children Act. At present these children are sent to the poorhouse and kept there until their parents are released, and then sent to meet them at the prison door, when the parents generally have neither home nor food to give them.

(*d*) It seems strange to me that our parish with more than 90 patients in the Fife and Kinross District Asylum out of a total of 582 (per last report), about one-sixth of the whole, should have no voice in the management of that Institution. These 90 are at the rate of £25 each per annum, thus costing the parish fully £2,250 per annum. Taxation and representation in this case should go together.

(*e*) The system of deduction from the net rental I think is wrong, besides being cumbersome and misleading. The amount has to be got, and if levied on the net rental as our burgh rates are, the rate would be reduced in proportion.

APPENDIX No. LXXIII.

STATEMENT OF EVIDENCE BY MR JAMES INNES, INSPECTOR OF POOR, LERWICK (ZETLAND).

1. Although I have held the office of inspector of poor, etc. for the last twenty-three and a half years, in parishes having populations from 4,000 to 6,000 inhabitants, my knowledge as to the many intricate problems connected with Poor Law administration is, I fear, rather limited to be of much service to the Commission. I shall, however, endeavour to state briefly some of the local aspects of the subject referred to in this district and county.

2. The majority of the people in this county are, in my opinion, in fairly good circumstances. There are very few persons in the district of independent means, and cases of real abject poverty are not nearly so common as they are in the large centres. The chief, and I may say the only, industries carried on here are herring fishing and knitting of Shetland hosiery. Some of the women are very fine knitters, and can make a fair living from spinning and knitting, even after they are well advanced in years.

3. When application is made for poor relief the applicant is visited, and full inquiry made as to circumstances and ability for work, and the applicant, if considered of good character and unable to earn a living, is admitted to the outdoor roll of poor; but should the applicant be considered of loose or dissipated habits, relief is allowed in the poorhouse only.

4. For the idle and dissipated, I am of opinion it would only be a waste of public money to grant relief otherwise than in the poorhouse; and for the well-behaved poor who are infirm and friendless, I have no hesitation whatever in saying that indoor relief is preferable, as they are well housed, well fed, and treated with considerate kindness; in short, outdoor relief, no matter what the allowance may be, to an old frail person living in a room alone and quite unable to attend to household duties, cannot for a moment be compared with the kind treatment bestowed on the infirm class of paupers in the poorhouse. In many cases, however, the old and helpless paupers, although quite unable to keep themselves clean, and who are in some cases quite a danger to be left in a room alone, absolutely refuse to enter the poorhouse, for which they can give no reason whatever. Power should, I think, therefore, be given to have such cases compulsorily removed to the poorhouse, where they would receive proper attention, and be kept clean and comfortable in the evening of their days.

5. The class of persons applying for relief are mostly persons who from age or other infirmities are unable to wholly maintain themselves; the real tramp and loafer are very rarely seen in this district.

6. Pauperism consists generally of persons from the middle or lower ranks, who, while health and strength last, manage to make a comfortable living, but who make no provision for a period of illness or old age.

7. The class of persons elected as Parish Councillors are generally persons holding good social positions in the community.

8. The effect of giving the able-bodied a claim to parochial relief would, in my opinion, encourage the idle, the dissipated, and the loafer to endeavour to take advantage of the provision made; while, on the other hand, the well-behaved and industrious class, although out of employment, would hesitate to apply for relief from the parish authorities.

9. The existing areas are in many cases too small for the proper administration of relief; but in this county some of the parishes consist of a small island, separated from the other parts of the county by a sound, which for weeks at certain seasons of the year cannot be crossed, and in such cases the areas, although very small, would, I think, be better to remain as at present.

APPENDIX No. LXXIV.

STATEMENT OF EVIDENCE BY MR JAMES JOHNSTONE, CHAIRMAN OF MUIRKIRK (AYRSHIRE) PARISH COUNCIL, MEMBER OF THE PARISH COUNCILS OF AYR AND MAYBOLE, AND MEMBER OF HOUSE COMMITTEE OF KYLE COMBINATION POORHOUSE.

1. I have been interested in Poor Law administration for the past twenty-four years, first as a member of St Vigeans Parochial Board, Arbroath, for a few years prior to 1888. Since that time I was Chairman of Prestwick Parochial Board, and a member of Ayr, Muirkirk, and Maybole Parochial Boards, until Parish Councils took their place; and subsequently I have been, and still am, a member of the Parish Councils of these three Parishes, being Chairman of the Muirkirk Parish Council. As a member of Ayr Parish Council I have for many years been one of the delegates to the Kyle Union Board.

The Social and Industrial Conditions in above Parishes.

2. At Muirkirk the community is principally of ironworkers and coal-miners, with a few farmers and their labourers.

At Maybole the conditions are twofold—operative and agricultural. In the burgh of Maybole there are two prominent industries, boot and shoe, and agricultural implements. In Ayr the conditions are chiefly operative and shipbuilding and shipping, with a small rural population.

The Methods of administering Relief.

3. The methods adopted in all these parishes are similar to a great extent.

4. Respectable widows with dependants are admitted to the outdoor roll, the aliment usually allowed being 1s. 6d. weekly for each dependant. The widow herself is allowed an aliment averaging from 2s. 6d. to 3s. weekly in the event of her youngest child preventing her doing a little work for herself (other than her ordinary household duties), or in the event of her being physically unable to go out and work for herself. Women with illegitimate children are offered admission to the poorhouse. Old people with houses of their own and with families not able to support them are admitted to the outdoor roll. Old women who are widows or single and live alone, with no one able to support them, receive outdoor relief ranging from 3s. to 5s. weekly; the same remark applies to necessitous widowers. All deserted women are offered admission to the poorhouse if the accommodation permits. In the cases of dissolute parties having dependants, the Parish Councils have taken the children off their hands and had them boarded out with strangers in the country—allowing usually an aliment of 3s. 6d. weekly (excluding clothing). The Parish Councils have a firm belief in the efficacy of children being boarded out in the country, and cannot speak too highly of this system, especially boarding them with strangers.

5. On these lines sound administration of the Poor Law is assured, and any deviation from this course admits of a precedent alike dangerous and contagious, and one that opens the door to many abuses in the administering of relief.

The respective Merits of Indoor and Oudtoor Relief.

6. This is made apparent on referring to paragraphs 4 and 5. The poorhouse should be offered as relief in every case where, in the first place, the party *has no fixed address* in the parish.

7. In the cases where families refuse to assist their parents, and are able to do so, the Parish Councils offer all such cases the poorhouse as a test of destitution. Should they accept this offer the inspector then proceeds against the family.

8. The Councils discourage children being kept in the poorhouse for any length of time, and where practicable they are boarded out in the country.

9. Old people who have no means of subsistence and are respectable, with fixed residence in parish, are placed on the outdoor roll.

The Classes of Persons applying for Relief.

10. Fully 50 per cent. of the new applications for relief come from the tramp and migratory class. The solution of this problem would reduce by the same percentage the trouble in administering the Poor Law. A large number apply through illness and old age. In about 70 per cent. of the total number of applicants the relief sought after is temporary.

The Causes of Pauperism.

11. The chief cause is intemperance, but to this may be added thriftlessness, the result of early marriage, and the result of the young population not being trained at home how to use money properly.

The Class of Persons seeking Election as Parish Councillors.

12. These consist of members of the professional classes, farmers, factors, shopkeepers, miners, ironworks managers, and clerks. I annex a statement (not reprinted) showing the particulars of the number of poor and the cost for two separate years in Scotland as a whole, and also for Ayrshire by itself, to prove that, so far as the latter is concerned, the Parish Councillors as a body are attending to their duties.

13. The figures are from the Local Government Board Blue Book. The two years selected are for the years ended at 15th May 1894 (being the last year of the old Parochial Boards) and 15th May 1905 (ten years after the passing of the Local Government Act creating Parish Councils).

Statement for Scotland.

Population of Scotland (1891 census), . .	4,025,647
No. of paupers for year ending 15th May 1894, .	93,682
Cost " " " .	£956,815
or £10, 4s. per pauper per annum.	

Population of Scotland (1901 census), . .	4,472,103
No. of paupers for year ending 15th May 1905, .	108,643
Cost " " " .	£1,403,350
or £12, 18s. per pauper per annum.	

—being an increase of 14,961 upers and £446,535.

According to the increase of population, the number of poor in proportion to the increase should bring out a total of 104,072 paupers instead of 108,643, a net increase of 4,571 paupers.

Then, again, the proportionate increase of money expended should bring out a total of £1,109,618 instead of £1,403,350, a net increase of £293,732.

Statement for Ayrshire.

I am pleased to state that the statistics for Ayrshire make for pleasant reading, and contrast most favourably with the previous statement, as both the pauperism and expenditure show a decrease. Here you have the figures:—

Population of Ayrshire (1891 census), . .	226,386
No. of paupers for year ending 15th May 1894, .	5,207
Cost " " " .	£49,042
or £9, 8s. per pauper per annum.	

Population of Ayrshire (1901 census), . .	254,468
No. of paupers for year ending 15th May 1905, .	5,719
Cost " " " .	£65,192
or £11, 18s. per pauper per annum.	

—being an increase of 512 paupers and £16,150.

According to the increase of population, the number of poor in proportion to the increase should bring out a total of 5,853 paupers instead of 5,719, a decrease of 134 paupers.

Then, again, the proportionate increase of money expended should bring out a total of £53,864 instead of £65,192,

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a net decrease of £11,328. Whilst there has been an increased expenditure, it will be observed that the average cost of each pauper per annum is only £11, 8s. as compared with £12, 18s. for Scotland.

14 These facts speak well for the careful and efficient administration of the Poor Law in Ayrshire.

The Expediency and probable Effect of giving Able-bodied Persons a Claim to Parochial Relief.

15. The effect of giving able-bodied persons parochial relief would be demoralising, and once a party found himself crossing the threshold of the application door and receiving relief from the rates, from that moment the greater part of his independence would take flight. The English system of casual houses where able-bodied tramps and applicants get relief and shelter is in my opinion not to be commended. It would be a great mistake to make any change in the existing Poor Laws of Scotland in regard to able-bodied persons. Any relief given to the unemployed in times of distress should be controlled by local committees.

The Suitability of the existing Areas for the Purpose of administering Relief.

16. The present areas of parishes should be extended (in rural districts) by a combination of parishes, and the Poor Laws administered from prominent centres in the different counties; committees and officials to be elected in defined areas of each county, with a uniform rate over each area.

17. Such a method would make for greater efficiency and also economy in administration, and would prove less of a hardship on small parishes.

18. With such extended areas the authorities would, moreover, be better able to deal more effectually with the tramp and vagrant class. At present tramps go from parish to parish, and in the narrow compass which bounds one parish from another it is difficult to have an effectual check placed on their movements.

19. Maybole, for instance, is situated on the Glasgow main road, and the only poorhouse between Ayr and Stranraer (a distance of about 50 miles) is in the town of Maybole. The tendency of the tramp population, as shown from the following statistics, is therefore to make for such centres where there is a poorhouse, passing through other parishes which afford them temporary relief.

20. The following are the figures:—Total new applications for year 1904–5, 110. Of this number 58 were on tramp from places in the district. Total new applications for year 1905–6, 120. Of this number, 60 were on tramp from other places in the district.

21. From these figures it is proved that parishes such as Maybole, where a poorhouse is situated, discharge a larger liability than is incumbent on them,—a liability which ought, as matters presently stand, to devolve on many surrounding small parishes.

22. Were the existing areas made larger, this anomaly would to a large extent cease to exist.

Reforms suggested by Experience.

23. The repeal of the 36th and 37th sections of the Poor Law Act. All rates to be levied on the valuation appearing in the Valuation Roll, instead of the cumbrous unsatisfactory system of deductions which is presently in force, but the Agricultural Rates Act still to be continued. The rating area might be the county or the poorhouse combination.

24. Parish Councils to have greater powers in regard to certain financial questions, which is at present denied them. (*a*) At present, in the event of the Local Government Board ordering a surcharge as a result of some disallowed account brought to their notice by the auditor, the three parties signing the particular cheque from which this account was paid are made liable for the whole sum. This is anomalous, and so extraordinary as to call for immediate alteration. (*b*) Parish Councils to have powers to borrow money for the building of offices, etc., where same is found necessary, on the security of the rates.

25. Parish Councils to have greater powers in dealing with consumptive paupers, *i.e.* to incur expenditure where thought fit in adopting the open-air and hill treatment.

26. The erection of labour colonies all over the country. Tramps to be sent to such places and compelled to work for their food and lodging. This system is said to work very satisfactorily in Germany.

27. Parish Councils to have power to deal more effectually with that class known as the "ins-and-outs," giving the Councils powers to compulsorily detain them where thought necessary.

28. Desertion should be a criminal offence, and the Procurator-Fiscal should have power to proceed against persons (male or female) on a report from the inspector of poor. Persons while in prison for desertion should be made to work, and their earnings applied towards the maintenance of the wives or families, as the case may be.

29. Powers to deal with women of weak moral standing, by having them detained in a Home conducted on similar lines to those presently in operation for inebriate women. This is a serious question. In Maybole parish we have cases of morally weak-minded womem burdening the parish with three, four, and five illegitimates. It is propagating a generation of weaklings, and at present these people enjoy too much liberty.

Power to elect Representatives to District Lunacy Boards.

30. The Ayr Parish Council have paid over to the authorities of the Ayr district asylum since May 1903 £11,358, 12s. 10d., the following being the details:—For year ending 15th May 1903, £3,015, 11s. Ending 15th May 1904, £2,883, 4s. Ending 15th May 1905, £2,761, 13s. 7d. Ending 15th May 1906, £2,698, 4s. 3d. In respect of this they claim the right to have a say in the administration and management of the institution, which is presently denied them. The present representatives are elected from County Councils and from the royal and parliamentary burghs. The assessment on the county for the year ending 15th May 1906 amounted to only £2,674, 18s. 9d., in respect of which they have nine representatives on the Lunacy Board. Ayr parish alone pays an equal sum (£2,698, 4s. 3d.) and has no representation whatever. Were the proposal given effect to, the management of public lunatic asylums would be more largely in the hands of the Parish Councils, who are responsible for the maintenance of the pauper inmates in such institutions.

31. The fares of Parish Councillors should be paid in attending conferences on matters in which they are interested officially, and also the ordinary meetings of the Council, also the expenses of the representative from the Parish Council to the District Committee of the County Council.

32. I see no reason why the Scottish inspectors of poor should not have similar benefits to those of their brethren in England, and I consider that a scheme of superannuation on similar lines to that at present in force in England might be granted the Scottish officials.

APPENDIX No. LXXV.

STATEMENT OF EVIDENCE BY MR J. T. JOHNSTONE, J.P., VICE-CHAIRMAN OF EDINBURGH PARISH COUNCIL AND MEMBER OF EDINBURGH DISTRESS COMMITTEE.

1. I have been a member of the Edinburgh Parish Council since its formation twelve years ago, was a Convener for some years for one of the Divisions of its Relieving Committees, and am at present Vice-Chairman of the Council. I am also a member of the Distress Aid Committee, and have done active work in connection with

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some of the Charity Organisations of the City. This experience gives me some confidence in placing before the Royal Commission on Poor Law some observations on subjects the Commission desires information.

2. Regarding the social and industrial conditions of Edinburgh, a few words only need be said. The professional, legal and educational classes are perhaps more represented than in any other city of its size. There is a large and respectable artisan class, who form the bulk of the working population; below these, in varying degrees, are the less steady and less capable workmen, who, with the unskilled and labouring classes, form the source of that stream of poverty and distress which leads to Poor Law relief. These are augmented in Edinburgh by labourers from the country, and by the tramp and hawking classes who haunt the common lodging-houses of the city, and who form the largest percentage of the "ins-and-outs" of the Poorhouse.

3. There are four Relieving Committees in the Edinburgh Council, each composed of about eight members, and dealing with the four districts into which the city is divided. Two sub-inspectors are employed for the work of each district; each inspector reports his cases to the Committee who deliberate upon them. Relief is given for a period not longer than three months, excepting in indoor relief cases of old men and women, where it is extended to six months.

4. The decision of the committee may be appealed against by the applicant, or a member or members of the committee. The whole Council sit in committee as a Court of Appeal. Applicants can appear in person before the Sectional Committee and also before the Court of Appeal. The other methods are in common with the other Parish Councils in Scotland. The Edinburgh Council has, however, made one experiment which has not yet, as far as I know, been made by any other Council. It has instituted a feeding scheme as a part of, or as a supplement to the ordinary outdoor relief granted to mothers with children at school. It was found that many of these mothers had to go out to work, to the neglect of proper provision being made for dinners. Dinner tickets are therefore given to the children of such parents, who get provided for at public restaurants which may be situated nearest to the schools which the children attend. Between four hundred and five hundred children are fed in Edinburgh by the Council, and it has proved itself to be of great benefit to those children who are objects of this form of relief.

5. Outdoor relief should be extended as far as possible, but to the proper discrimination between the dissolute and degraded poor, and the deserving and struggling poor. I think relief might not only be extended but augmented, and similar powers given to Parish Councils to recover from children of *aided parents*, as they have to recover from those whose parents may be in the poorhouse. Outdoor relief is cheaper and better, and it tends to preserve a partial spirit of independence and self-respect which is not characteristic of the inmate of the poorhouse. The poorhouse as presently constituted is not a place for the respectable poor. It has become a receptacle for the dregs and wastrels of humanity. These would be largely eliminated by the establishment of a labour colony, which is so urgently required. An extension of the system of classification and a greater measure of freedom to the quiet and inoffensive indoor poor would tend to make the poorhouse less hard to the deserving, and to those who are unfit for outdoor relief.

6. The classes of persons applying for relief are very mixed, and very numerous, and it is not easy to define them. Widows with children, the partially respectable, but improvident artisan incapacitated through illness, the aged father and mother whose children are unable, mostly unwilling, to support them, these, and the great army of men and women destroyed by drink and debauchery form the bulk of the classes seeking parish aid.

7. *Causes of Pauperism.*—Drunkenness and its concomitant evils, laziness and improvidence, form the largest percentage of the pauperism of Edinburgh. There are also industrial and economic causes which largely contribute to the pauperism of the country. Competition in industries is so keen that only good workmen are employed to a late period of life. The average worker falls out of the ranks at a much earlier period than hitherto. His children are less willing to support him; they are frequently in the ranks of unskilled labour, marry early, have considerable families, plead inability to support, and thus throw the whole or partial burden of their sustenance upon the parish. The economic cause is the lack of a proper adjustment between capital and labour, whereby the latter too frequently does not receive its proportionate share, and therefore cannot provide for the wants and sufficiencies of old age. Old age pensions will therefore be welcomed. It will tend at the very beginning to lessen pauperism, and, when carried out to its fullest extent, it will almost extinguish it entirely.

8. The question of whether able-bodied persons should have a claim to poor relief is a difficult and perplexing problem, and one which does not commend itself to the general body of Parish Councils in Scotland. There is a tendency among them to narrow rather than to widen the basis of Poor Law relief. They fear the granting of relief to the able-bodied would be an encouragement to laziness, and have also a demoralising effect on the community. I do not share entirely this view. I believe it would be beneficial if properly administered. I would not, however, give the able-bodied man a *claim* to relief, but I would give to Parish Councils *power* to relieve in deserving cases. There is no doubt much distress among the able-bodied unemployed—distress which leads to physical deterioration, and, in the end, to complete incompetency. Temporary aid in such cases would be an advantage to the community, as it would tend to the removal of one of the causes which lead to permanent pauperism.

9. Remarks with regard to (1) the suitability of the existing areas for the purpose of administering relief and (2) suggested reforms in the law or practice are embodied in the report by the Edinburgh Parish Council; and as possibly this statement is already too lengthy, these need not, therefore, be again referred to.

APPENDIX No. LXXVI.

STATEMENT OF EVIDENCE BY MR THOMAS J. KENNY, CHAIRMAN OF THE BEATH PARISH COUNCIL.

1. I am at present Chairman of the Parish Council of Beath, a parish with a population of over 20,000. This office I have held for ten years, previous to which I was identified with Poor Law administration as a Parish Councillor.

2. With regard to the social and industrial conditions in the parish, we occupy a very favourable position. The staple industry of the parish is mining, and those who follow this occupation generally earn such good wages that, unless of improvident habits, they are able during the working period of their lives to secure a sufficient sum to place them in a position of financial independence when they have reached that stage at which they are deprived of their earning capacity. The mining industry is one to which the provisions of the Workmen's Compensation Act apply; and this, taken in conjunction with the beneficent work of friendly societies, with one or more of which the miner, no doubt out of a consciousness of the precarious nature of his employment, is usually identified, operates to maintain a low rate of pauperism.

3. Relief is administered in this parish on the lines which, I believe, are universal throughout Scotland. Each application is stringently investigated, and is submitted to the following meeting of the Relief Committee, which consists of the whole Council. There is not present any circumstance or condition placing us in a unique position, and it has not been necessary for us to resort to anything in the nature of an experiment.

4. Both indoor and outdoor relief possess merits in being suitable to widely different circumstances. The poorhouse

APPENDIX No. LXXVI.—*Continued.*

operates as a very reliable test in determining the genuineness of those applications possessing a suggestion of suspicion, and in suppressing the fraudulent practices adopted by lazy vagabonds, by providing facilities for testing their desire and ability to work, without which relieving bodies would be imposed upon. Poorhouses should be so appointed as to be suitable for providing two forms of treatment, viz. deterrent treatment in the cases I have referred to, and treatment resembling home life to those decent aged persons who are compelled to spend the declining years of their life in these institutions. Only in these two cases should indoor relief be allowed.

5. It would be difficult to say from what classes our paupers generally come. In many cases investigation reveals that the exercise of frugality at an earlier part of their life would in a great many instances have rendered application for relief unnecessary, but this, of course, is of universal application. Applications from widows with young families, who during their married life have not had the opportunity of providing for the proverbial "rainy day," are numerous, and, with those of married persons temporarily disabled by illness, account for the major portion of the applications rendered here.

6. It would be difficult to specify the many causes of pauperism. In this parish, however, these are generally to be traced to adverse circumstances over which the applicant had no control, and which in no way reflect to his discredit.

7. The representatives on the Parish Council are drawn practically equally from the commercial and working classes respectively.

8. The proposal to give able-bodied persons a claim to parochial relief I am opposed to. There is no doubt that the law in its present form is unduly stringent in refusing facilities to Parish Councils to allow relief in cases not disabled mentally or physically, but this is distinctly preferable to the state of matters that would undoubtedly ensue from the establishment of such facilities. Just as it is impossible to find a stopping-place half way down a precipice, so it is difficult to predict what proportions the question of the unemployed, already sufficiently acute, might assume by an alteration in the existing law. The remedy lies in the question being nationalised.

9. There seems to be a general impression that an enlargement of areas for administrative purposes would be synonymous with economy. This view I do not share. A decrease in management charges might result, but this would be more than neutralised by the loss occasioned by relieving officers being out of touch with the poor in their respective districts, and their consequent inability to adjust relief to the varying circumstances. The more strictly poor can be watched, the more efficiently and economically will relief be administered.

10. I am identified with the recommendations already formulated by the Parish Council of this parish. These I need not recapitulate.

APPENDIX No. LXXVII.

STATEMENT OF EVIDENCE BY MISS MARGARET S. KER, MEMBER OF GLASGOW PARISH COUNCIL.

Qualifications and Experience.

1. I hold the Girton Certificate (Mathematical Tripos 1880). I was engaged in school teaching in England and Canada from 1880 to 1899. I took a voyage round the world before settling in Glasgow in November 1900.

2. I collected Savings Bank deposits weekly from house to house in Anderston (Glasgow) in connection with Queen Margaret College Settlement Association from June 1901 to November 1904.

3. I was elected a member of Glasgow Parish Council for Sixth Parish Ward (Blythswood and Broomielaw) in December 1904, since when I have been actively engaged in Poor Law administration.

Social and Industrial Conditions in Glasgow Parish.

4. We have a very *large number of applicants* for parish relief, including many tramps, many from Ireland, and many from other parishes; *many industrial factories*, the employés of which when superannuated or out of health come to the parish; *not able to get work* is a frequent plea from young, middle-aged, and old

5. There is much wealth freely given; innumerable charities, generally well-managed, sometimes overlapping; and an unfailing supply of capable voluntary social workers.

Method of administering Relief.

6. There are ten Relief Committees every week (each member of Council taking the duty in turn) to decide on the applications for relief or its renewal. The visiting inspector reports on each case, an assistant inspector of the Relief Department is present to advise. Sometimes the applicant is interviewed, sometimes the relatives of the applicant as to their ability to assist. Decisions may be appealed against by the applicant or the inspector or another member of the Parish Council. These appeals are considered by the Relief Appeal Committee (ten members) meeting twice a month, and their decisions must obtain the approval of the Council at its next statutory meeting.

7. The Glasgow Parish Council has three hospitals, in addition to the poorhouse. These are the Eastern and Western District Hospitals for acute cases of illness, and Stobhill for chronic invalids, respectable aged poor, and children who for various reasons (such as intermittent chargeability, illness, or some disqualification) cannot at once be boarded out. Trained nurses are in charge in all wards in these hospitals. The Eastern District Hospital contains a Mental block—observation wards for incipient mental illness.

8. The variety of our institutions allows for the desirable classification of our indoor poor with reference to character and special needs.

9. The boarding-out system for those children coming into our care who are orphans, deserted, or separated from criminal or insane parents has been in use for many years, with most successful results. We consider it as the check to hereditary pauperism, the children getting a new start in good surroundings entirely new to them, and becoming in most cases incorporated into the families of their guardians. Much care is given to this department, and no cost spared to ensure the children getting a good start in a self-supporting life.

The respective Merits of Indoor and Outdoor Relief.

10. Speaking generally, I consider indoor (institutional) relief suitable in those cases where the homes are unhealthy, or where the home care is insufficient; outdoor relief (aliment to home of applicant) where it will prevent the breaking up of family ties and inter-dependence.

11. For *institutional relief* I would recommend—

(*a*) Those in need of hospital care or generous diet to recover their health.

(*b*) The aged who have no one able to attend to their needs at home.

(*c*) Any who cannot be trusted to use money wisely.

(*d*) The dissolute and degraded.

(*e*) Deserted wives with young children (so as to take proceedings against absconder).

(*f*) Wives with young children whose husbands are in prison.

12. For outdoor relief (home aid)—

(*a*) Widows with young children, so as to keep home unbroken.

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(*b*) Wives with young children whose husbands are in hospital or asylum.

(*c*) Old couples, who can keep their home and persons clean, with the help of aliment added to what their families can provide.

(*d*) Decent cases, who have a furnished and healthy home, but cannot provide entirely their maintenance in it.

13. The cases of wives deserted or having their husbands in prison are very hard. It is only the sense of justice and fairness to the struggling ratepayer that makes it possible to refuse outdoor relief to many of them. There is also the thought of the deterrent effect of knowing that the home will not be kept up by the parish if the husband absconds.

Classes of Persons applying for Relief.

14. I cannot enumerate these exhaustively. I recall three classes that have been up before me at Relief Committee:—

(*a*) The genuinely needy (the majority).

(*b*) Those who think it is time their parents should be provided for by someone else rather than be a burden on their slender resources.

(*c*) Those who claim to have paid rates all their lives up to now, and demand as a right that they should have assistance.

Causes of Pauperism.

15. The chief causes of pauperism are—

(*a*) Improvidence, no care of pence and halfpence when money is coming in—no payment to friendly societies.

(*b*) Want of knowledge of (*a*) economical management of household, and (*b*) wholesome and inexpensive diet.

(*c*) Lack of energy and resource when difficulties arise. The ease with which help is obtained from casual charity checks the development of these.

(*d*) Lack of feeling of family responsibility. Parents do not exert themselves to find suitable openings for their children after school years; wage-earning lads do not contribute enough to household expenses, and any pressure to do so tends to make them leave the home and go into lodgings.

(*e*) Marriages, where there is no insurance or money in reserve, and the daily wages are the only support of the home.

(*f*) Drink.

(*g*) Lack of employment. Often a seasonal trade is the only resource; often no regular means of livelihood has been acquired. The well-paid employment of shop-message-going for both boys and girls is a great temptation to those just leaving school, and this is not helpful towards the acquirement of a regular calling.

The Class of Persons seeking Election as Parish Councillors.

16. I can only speak of the present Council, which is composed as follows:—tradesmen and shopkeepers 13, writers 2, doctors 3, house factors 2, newspaper manager 1, auctioneer 1, measurer 1, secretaries 2, printer and publisher 1, manufacturer 1, women 4—one of whom is in business.

17. The citizens do not show a keen interest in the elections. Candidates are supported by various parties: the Citizens' Union, the Ward Committees, Independent Labour Party, Trades Unions, Temperance Societies, Roman Catholics, the Association for Promoting the Return of Women as Members of Local Boards, and others, have promoted the election of their several candidates.

Expediency and probable Effect of giving Able-bodied Persons a Claim on Parochial Relief.

18. I think it would be inexpedient, even disastrous, to give the able-bodied a claim on parochial relief. The stimulus to energy supplied by the absolute need to provide for self and dependants is a most necessary factor in developing character and capability. If this stimulus were withdrawn, I should expect an increase in pauperism. It seems to be a weakness inherent in human nature to remit effort, and thus lose the benefit resulting from effort, if necessaries can be obtained without it.

APPENDIX No. LXXVIII.

STATEMENT OF EVIDENCE BY MR JOHN KILPATRICK, CHAIRMAN OF THE PARISH COUNCIL OF PAISLEY.

1. During my six years' membership in the Council I have been Convener of several Committees, including the Riccartsbar Asylum Committee, and at present occupy the position of Chairman of the Parish Council, and any experience I gained during that period I am willing to submit to you for your consideration.

Social and Industrial Conditions of Paisley Parish.

2. The social and industrial conditions of the parish are in every way satisfactory. The social condition of the people is steadily advancing, the building trade for a number of years has been exceedingly brisk, and our municipal authorities have carried out large drainage and water-supply schemes and widening of streets, all tending to the welfare of the people.

3. I cannot speak too highly of the industrial concerns in our parish; the great thread mills of Messrs J. & P. Coats and Clark & Coy. employ upwards of 10,000 females, and the conditions under which the females work reflect credit on the management of the mills. The other industries in our parish are principally engineering, shipbuilding, corn-flour manufacture, and laundries, and in all cases the social state of the workers is most respectable.

4. There are few applications for parish relief caused through dulness in trade.

Method of Administering Relief.

5. Applicants are medically examined at the parish office by the lady resident medical officer every forenoon and afternoon. Paisley poor are supplied with medicines by a druggist in town (contracted for twice in the year); the other portions of the parish by the medical officers in Johnstone and Barrhead. There are also six district medical men appointed by the parish to attend outside cases, and they return a monthly report showing the number of medical certificates granted, number of visits made to paupers at their homes, and number of prescriptions granted. These returns are laid before the relief committee.

6. The patients in hospital are examined daily by resident medical officer, and a journal is kept showing the condition of each patient.

7. Infirm ward patients are examined weekly by medical officer, and a journal is kept showing the condition of each patient.

8. The ordinary inmates of poorhouse under 60 years of age are medically examined every month; those over 60 years of age are examined once in three months.

9. All applications for relief are carefully inquired into by the inspectors, and then the Relief Committee, composed of the whole Council, consider all the cases without seeing the applicants.

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INDOOR AND OUTDOOR RELIEF.

10. When the applicants are proved to be respectable and poverty has arisen through no fault of their own, we have no hesitation in granting outdoor relief. My experience is that there is little difficulty in deciding outdoor relief cases from indoor cases. In cases of children admitted to the house with dissolute parents, we endeavour to get these children from the parents and boarded out in the country.

In my opinion this is better than keeping them in the poorhouse, and our experience is that in nearly all cases the boarded-out children are brought up to useful and good lives.

CLASSES OF PERSONS APPLYING FOR RELIEF.

11. These are chiefly—(1) Labourers; (2) Male and female outdoor workers; (3) Women over 60 years of age; (4) Widows with dependants; (5) Disabled workpeople; (6) Orphan children, and children separated from dissolute parents.

CAUSES OF PAUPERISM.

12. The main causes of pauperism are—drink; disease; old age; loss of breadwinner; thriftlessness; laziness.

CLASS OF PERSONS SEEKING ELECTION AS PARISH COUNCILLORS.

13. Candidates for election are usually business men, together with a few professional men, and others retired from business. At present we have two lady members, and their services are indispensable.

THE EXPEDIENCY AND PROBABLE EFFECT OF GIVING ABLE-BODIED PERSONS A CLAIM TO PAROCHIAL RELIEF.

14. I am against giving relief to able-bodied persons, as it will have a tendency to make them lazy, and ultimately paupers.

SUITABILITY OF THE EXISTING AREAS.

15. I am of opinion that existing areas might be enlarged, as many small parishes could be grouped together with advantage to themselves.

SUGGESTIONS.

16. Parish Councils should be reconstituted, and one-third of the members should retire annually.

17. Consumptive patients should be dealt with by the Public Health Authorities.

18. The duty of carrying out the provisions of the Vaccination Act should be transferred to the Public Health Authority.

19. Stronger measures should be taken against deserting husbands.

APPENDIX No. LXXIX.

STATEMENT OF EVIDENCE BY MR GEORGE KYDD, J.P., HON. TREASURER, ETC., MONTROSE ROYAL INFIRMARY; CONVENER OF FINANCE COMMITTEE OF DORWARD'S INSTITUTION; AND MEMBER OF THE ASSOCIATION FOR IMPROVING THE CONDITION OF THE POOR, ETC. ETC.

1. I am a life Manager of the Royal Asylum, Infirmary, and Dispensary of Montrose; Honorary Treasurer of the Royal Infirmary, and a member of the House Committee; a life Trustee and presently Convener of the Finance Committee of Dorward's Institution; a member of Montrose Burgh School Board, and Convener of the Finance Committee of the Board; on the management of the Association for Improving the Condition of the Poor; and, for more than thirty years, have been taking an interest in the moral welfare of the community, as manifested in the work of the churches and the various charitable, philanthropic, and temperance societies.

CHARITIES AND VOLUNTARY EFFORT.

2. Montrose Royal Infirmary, and the Convalescent Home at Edzell, connected therewith, are supported partly by endowments and partly by subscriptions. Upwards of £1,200 is spent annually in their upkeep. Patients come from all the parishes in the neighbourhood, and no charge is made for board or attendance. Several of the surrounding Parish Councils give small annual grants to the funds of the Infirmary, and in other parishes door-to-door, or church collections, for its behoof are taken up. The services rendered by the Infirmary and Convalescent Home are recognised to be of the greatest value. Although town and county districts have now supplied themselves with Fever Hospitals, and patients requiring treatment in these are no longer admitted to houses open for surgical and non-infectious cases, it is our experience that more use than ever is being taken of our voluntarily supported Infirmary.

3. Dorward's House of Refuge was founded sixty years ago by the munificence of a townsman. It is managed by life trustees and by representatives from the Town Council, the kirk-session, and the heritors. Forty of the picked poor are maintained in the house without charge to the ratepayers, and a further number is admitted on payment by the Parish Council of a small board. At present over seventy men, women, and children are in residence. Less of the stigma of pauperism seems to attach to persons resident in this institution than to the inmates of a Parish Council lodging-house or a combination poorhouse.

4. In addition to supporting the House of Refuge, the Dorward Charity annually distributes coals among the deserving poor throughout the town, and contributes £10 per annum for the upkeep of the Soup Kitchen.

5. The Association for Improving the Condition of the Poor was instituted in 1869, its purpose being to encourage and judiciously relieve the deserving poor in such a way as to prevent them from becoming dependent on the Parish Council. The town is divided into districts, and the visitors of the Association look out and help cases of respectable poverty and distress, as they become known, with gifts of coals, groceries, or money, as may seem most suitable in the circumstances. Since 1878 this Association has conducted a Sabbath Morning Free Breakfast, attended by men, women, and children. Provision is made for fully 100 persons during the winter months, and the charity is nearly as popular to-day as it was thirty years ago.

6. The funds are supplied by voluntary subscriptions from the townspeople, and little difficulty has been experienced hitherto in getting all that is required.

7. Besides the above charities, mention should be made of the following, all doing similar and most excellent work:—(*a*) Soup Kitchen; (*b*) Police-aided Scheme for Clothing Destitute Children; (*c*) Ladies' Clothing Society; (*d*) Destitute Sick Society; (*e*) Indigent Females Society; (*f*) Queen's Nurses; and (*g*) a number of highly useful mortifications, managed by private trustees, which provide funds to pay rents and supply coals and other comforts to many self-respecting people who otherwise would have to gravitate, most unwillingly, in the direction of the poor's roll.

8. Four years ago the School Board had pressed upon their attention the condition of a number of underfed children attending the public schools who were quite unfit to benefit from the teaching imparted to them. To remedy this state of matters the School Board took the matter in hand, and breakfast was provided by the generosity of private givers, and every hungry child who applied was fed. This venture is at present being continued for the fourth winter in succession. Out of a total school register of upwards of 2,000, we have about 100 names on the breakfast-roll, and the daily attendance fluctuates from 65 to 85. I have had charge of this good work since its commencement, and am glad to report that, without personal solicitation, all the funds required have been freely given. The

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breakfast is economically managed and served by a school janitor, and small staff, in one of the gymnasiums. Oatmeal porridge is the usual fare, and the children have learned to enjoy and get good from the well-cooked and wholesome food. The cost is slightly less than a penny daily for each person.

9. The above paragraphs outline a fair amount of charitable endeavour carried on apart from the work of the Parish Council.

10. With a good deal of diffidence, I would like to add one or two remarks as to Poor Law administration as at present in operation.

11. In my experience the Parish Council do the work committed to them with the greatest possible regard for the position and individual requirements of each case that comes before them. Humanity characterises their actions so far as known. It needs to be remembered, in their favour also, that much of their work is very trying and not easily done. Many of the poor are poor, and so soon poor because of their own manner of life; and indiscriminate charity, or even carefully regulated outdoor relief, would not meet all that is required in such cases. A poorhouse, and some measure of wholesome restraint, seem indispensable in dealing with weak or worthless men and women.

12. On the other hand, there are very many people to whom help should be given freely and as a matter of course, without the brand of pauperism being seen too clearly. It would preserve the very proper pride and self-esteem of most worthy couples, and of single men and women, who have fallen on needy days through illness, misfortune, or other causes, for which they are in no way accountable.

13. With reference to the free feeding of school children, my opinion is that in our smaller towns private charity is able to meet all the necessities of the case. If, as is our experience in Montrose, only one child in twenty takes advantage of the freely-offered meal, it seems unnecessary to call expensive machinery into existence and run the risk of creating a demand from many parents, under the excuse that the outlay, or any part of it, is being met from the rates.

FRIENDLY, CO-OPERATIVE, AND OTHER SELF-HELP SOCIETIES.

14. Under this head I can say very little:—(1) The Ancient Order of Foresters; (2) Loyal Order of Shepherds; (3) St Andrew Order Ancient Free Gardeners; and (4) Independent Order of Rechabites, are all represented in the town, and seem to be trying to hold their own in a not very prosperous community. The combined membership of the four societies is not much, if any, over 600, and the total local funds will be about £4,000. The membership, so far as can be ascertained, is less than it was ten years ago.

15. No one of the above societies contributes anything to the upkeep of the Infirmary, although members belonging to all of them from time to time are treated within its wards. The system adopted by the societies of retaining medical men at a fixed annual emolument may sometimes be the means of suggesting the sending of cases likely to be tedious or troublesome to be treated in the Infirmary rather than privately in their own homes.

16. Friendly, Sick, and Funeral-Benefit Societies are of the greatest use in times of accident, illness, or death. Working-men's families would sometimes suffer very severely but for the weekly help they provide. The growth in all our towns of small societies of this class proves how much they are appreciated.

17. I do not think that—(*a*) Free Medical State Relief; (*b*) State system of Old Age Pension; or (*c*) Freely-given Poor Law Out-Relief, would in any way act prejudicially to friendly societies. No one of these benefits is supplied by friendly societies unless the first—free medical relief—and that only to the merest fraction of the people. Old age pensions, to be effective, must be in the hands of the State. That great wisdom and discrimination will be required in their bestowment, if abuse is not to follow, goes without saying.

APPENDIX No. LXXX.

STATEMENT OF EVIDENCE BY THE REV. JOHN LAMOND, B.D., EDINBURGH.

1. In my early life I lectured all over Scotland and the north of Ireland on temperance, and investigated the causes of poverty and distress in the various towns I visited.

2. I was Minister of Kelton in Kirkcudbrightshire for four years and studied the social life in the villages there: I then went to Skelmorlie and Wemyss Bay, a fashionable watering-place, mainly composed of villas, but with the "Diggings" teaching their own terrible lessons. I was called to Edinburgh in 1899, where I have been Minister of Greenside parish for eight years.

3. In Greenside, when I came here, there was one of the worst "slums" in Edinburgh. Through the rebuilding operations carried on by the municipality the social conditions are improved, but, in my judgment, serious mistakes have been made in rebuilding the houses.

4. I went to Elberfeld, with the Rev. Prof. W. P. Paterson, D.D., in the summer of 1905. I made a careful study of the Elberfeld system and other systems in Germany. I now deliver lectures on the Elberfeld system. I am convinced that we can learn much from Germany with regard to social administration.

5. Miss Sutter's book, *Britain's next Campaign*, first directed my attention to Germany.

The German Workman: a Study in National Efficiency, by William Harbutt Dawson (London: P. S. King & Son), is an excellent exposition of German methods.

6. I also took part in founding the Charity Organisation Society in this city.

7. In a wealthy nation like our own, I hold that, under proper administration, there should be comparatively few persons who would belong to the poor or destitute class. The immense number of beggars and "loafers" in our cities is due to a large extent to inefficient administration.

8. There can be no doubt that a great part of our poverty and distress can be traced to intemperance. This view, which I have long held, has been confirmed by my observation as a minister during a period of twenty years. But, on the other hand, poverty and distress contribute to intemperance. When people are left to themselves, without hope in the world, and all outward restraint withdrawn, then the temptation becomes overwhelming to seek for solace in strong drink. From this class who are living lives of simple abandonment a large number are found who in the end become miserable and destitute.

9. The administration of the Poor Law Act in Scotland I regard as to a large extent a failure. Not but that the law is beneficial, and has been the means of relieving many needful cases, but the results should have been more salutary. In the parish of Kelton, where I was a member of the Parochial Board, the law seemed to me to be administered with undue severity, and there was the lack of personal sympathy with the recipients of relief, that produced an unfortunate effect. The contrast in this respect with the Elberfeld system is most marked. Many of our methods seem to me to tend to create and perpetuate pauperism instead of developing the sentiment of self-respect.

10. In the administration of poor-relief the end to be kept steadily in view is not to perpetuate a race of paupers, but to eliminate pauperism.

11. In Germany the money given in poor-relief is taken to the poor, and the families are visited once a fortnight by an authorised visitor. This impressed me greatly. These visitors see that the money is wisely spent, and an ethical standard is created, the effect of which is felt throughout the whole population.

12. But no method of outdoor relief will be satisfactory unless the sources of pauperism are attacked. Neglected children should be cared for and educated, and trained for useful trades. In Germany nearly every town has an orphanage, and the result is that upwards of 90 per cent. of these children do well in after years. Had it not been for the training of the orphanage, the probability is that

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many of these children would have found a place among the abandoned class.

13. I am also strongly in favour of old age pensions, but these pensions must be provided for in some measure by the workers themselves. When an aged person has a pension of £11, 10s. per annum, as is the case with the workers in Germany, then the question of providing for these persons is easily solved. But in that country every worker contributes during their working life to their own pension. Servant girls pay at the rate of 1d. per week. To provide old age pensions without the workers contributing is simply another form of creating the spirit that makes paupers.

14. I regard our housing system in Edinburgh as wrong, and as tending to create an environment that accentuates the conditions of poverty and distress. No final solution of these problems can be attained until our houses are built on a different principle.

15. With regard to church administration of charity I have had considerable experience. In Greenside Church we give away £150 every year to the poor. But this is carefully supervised by the kirk-session. We give pensions of from £3 to £5 per year to old and deserving persons, and where a husband dies leaving a widow and children we give temporary assistance. These persons are regularly visited. But I have often been impressed with the importance of working families being in connection with some friendly society. Where death takes place and no such connection has been formed, the distress is often very great. I would be inclined to make some form of assurance compulsory.

16. It does not appear to me that charity can be substituted for out-relief. You must have a national scheme of outdoor relief, but that scheme should be administered in a different manner from the present system. There should either be voluntary visitors or trained officials to visit the poor in their homes.

17. Churches naturally give a preference to their own members. I do not think that the churches in their present divided condition could carry out a scheme of national relief.

Dr Chalmers attempted it in St John's parish, Glasgow, and succeeded, but that was due to the fact that he was Dr Chalmers. We must have a Poor Law scheme, but that scheme ought to be placed on a different basis.

18. The law should be made more stringent in dealing with "loafers." These "loafers" are a public nuisance, and should be firmly dealt with. Every benevolent person is more or less victimised by them, and many yield to their demands rather than seek the protection of the law as it now exists.

Note.—Since preparing the above statement I have again spent eight weeks in Germany. During that time I never saw one intoxicated person nor a single beggar, and only one or two who appeared to be in really destitute circumstances. This is due to the efficient administration of the Poor Law system there, to the spirit of discipline that is awakened throughout the whole nation by military drill, and I ought to add to the system of the poorer classes, in many instances, dwelling side by side with the better classes. I lived in an excellent house in Dresden for six weeks, but in that house there were four working class families, who shared the garden, I was told, and I can well believe it, from what I saw and experienced, that this system of mixing up the different sections of the people has had an enormous influence in maintaining the standard of self-respect in Germany. We have in Scotland almost ten times as many churches as they have in Germany, and still the social results, in my judgment, are far less satisfactory. It is not merely a different system of administering the Poor Law that is required; we must have a different system of housing the people, and more rational means for their recreation and entertainment.

APPENDIX No. LXXXI.

STATEMENT OF EVIDENCE OF MR ROBERT PEEL LAMOND, LAW AGENT TO THE GLASGOW PARISH COUNCIL.

Witness's experience.

1. I have been legal adviser of the Glasgow Parish Council since the amalgamation of the Glasgow parishes in 1898, and before that was for upwards of thirty years law agent to the Parish of Barony, the largest and most populous parish in Scotland. I have also during that time acted as adviser to several country Parochial Boards and Parish Councils. In this way I have been long closely associated with the administration, and have had opportunities of considering both the law itself and its practice and administration. I also had to study the history of the subject in connection with a book I published on the Scottish Poor Laws in 1891.

The Local Government Board.

2. The Scottish Poor Laws are now well understood both by those concerned in the administration and by the public, and no radical changes are called for, although some improvements in detail might still usefully be made. The Local Government Board is an excellent advisory and administrative Board, and does its work on the whole admirably. But I consider the usefulness of the Board would be greatly enhanced if it had more executive power. I think that in many matters of internal economy it should have power to issue Departmental Orders, which, after lying on the table of the Houses of Parliament for a short term, should have the force of law. This would bring the Scotch Board's powers into line with those of the Local Government Boards of England and Ireland, and to that extent assimilate the law of the three countries.

Distress and the Unemployment Act.

3. I consider there was no real demand for this Commission being extended to Scotland, and little need for it; and there was no public or general demand or necessity for the Unemployment Act of 1905. There is no real question of distress from unemployment in Scotland, and there was no public call for setting up the machinery of that Act. There was then, is now, and, in my opinion, always will be, a certain quantum of unemployables, the inefficients of society, who will always be in certain degrees of distress no matter what the industrial condition of the country may be or what legislation is passed. That Act *quoad* Scotland should not be renewed.

4. At the date of the passing of the Unemployed Workmen's Act, 1905, it cannot be said there was any real distress from lack of employment in Glasgow or the West of Scotland Trade at that time had just begun to be extremely good, and employment, both for male and female workers, was easily obtained, and for the last two years I do not recollect that trade was ever more generally active or better in every department, and demand for labour (except in one instance, the building trade) greater. The Act was extended to Scotland at a most inopportune time, and no one had called for it except the Corporation of Glasgow, who must have what everyone else gets, and who not seldom abandon later schemes and duties which they were eager to assume, as, *e.g.*, a Municipal telephone system and Inebriate Home under the Inebriates Act. By far the greater number of the unemployed are those the Act itself has created or brought into prominence, by setting up an organisation for their relief, and the smaller number created by the policy of the trade unions and by recent legislation promoted by them and the Labour Party, such as the Workmen's Compensation Acts.

5. The Unions and the Workmen's Compensation Act work in this wise in producing a class of unemployed. The Unions have a rule in the case of wages paid by time, that aged and indifferent workmen are paid the same scale of wages as the efficient, that is, the standard for normal wages is the standard of inefficiency and not of efficiency, therefore the aged or slightly disabled workman is paid as much as young, strong and active men. In this way it becomes the interest of the employers to get rid of such less efficient men as soon as possible; and accordingly when they begin to become markedly less useful, whether from advancing age or physical injuries, they are discharged, and as they generally fail to get re-employment they become unemployed, unless either (*a*) they have saved

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enough to start a small shop, or (*b*) they can be maintained wholly by the superannuation or other benefit funds of the trade unions of which they are members, or (*c*) are assisted by any of the numerous benevolent and charitable societies having money and whose objects are among others to aid the distressed, or (*d*) they may be so fortunate as to secure some light job.

6. The Workmen's Compensation Acts 1897–1906 act in this way. There are now tremendous numbers of actions for damages for injuries, real or imaginary, brought by workmen against employers. Far more of these are compromised than are litigated, but still a very large number are litigated. Wherever men have brought claims against their employers and been settled with, or have recovered damages in court for injuries or alleged injuries, they are less likely to obtain re-employment, especially with these employers who keep a record of the men and their history. The tendency in all workshops now—and this has been growing for many years past—is only to take on and retain in service the absolutely efficient. In some cases the getting of compensation itself is an evil. The sums recovered are generally too small to be invested and treated as capital, and it is often squandered in drink and riotous living till it is done, and by that time the man has deteriorated both physically and morally, has drifted downwards, and is prepared to be a member of the unemployed. This is frequent. I have large experience under these Acts.

7. I have communicated privately with all the principal shipbuilding and engineering firms on the Clyde and the great steel makers in the West of Scotland, employing among them 100,000 workers (involving a population of about half a million), and I have made an abstract of their answers to my inquiries. The result is as follows:—

67·74 per cent. of the whole number are insured against all accidents to their workmen.

67·74 per cent. keep no record of their men or their history.

32·26 per cent. are not insured, and

32·26 per cent. do keep a record of their men and their history, especially in the case of injuries by accident.

9·68 per cent. consider that the tendency of the Workmen's Compensation Act is to create a separate class of unemployed.

6·45 per cent. do not think so, while

83·87 per cent. do not offer any opinion on the matter.

8. The Unemployed Workmen's Act of 1905 is only a modification of the existing Scottish Poor Law. It relaxes the Scotch rule against relief to the able-bodied in times of industrial distress; but it imposes as a test one year's residence, like the Poor Law residential settlement, which seems inconsistent with the reason of the Act, which is to relieve temporary distress in all deserving cases.

9. The only kind of persons who can properly fall within the scope of the Act, in my view, are the able-bodied workmen temporarily out of employment (such as one presently engaged in the building trades as a mason or brick-layer) who have a wife and perhaps several young children, some of whom may be on the sick list. That type of case, no doubt, is a difficulty, and seems to fall within the Act; but the numbers of such exceptional cases on the whole must be very few, and there are in Glasgow upwards of 100 benevolent and charitable associations and trade unions (apart altogether from the hospitals, convalescent and nursing homes, and similar institutions), which associations have monies and whose objects are the relief of distress, especially temporary distress, in every trade and class in the community. Such exceptional cases as I have figured ought to be easily dealt with by such societies and voluntary agencies, and do not seem to justify the setting up of a permanent and expensive organisation for them alone. They proved sufficient on previous occasions. The act, in my view, has crystallised a temporary and fluid state of matters, and tends to create a permanent profession or calling of the unemployed, which will be continually recruited and kept up to a certain more or less fixed standard of numbers. Prior to 1905 Scotland got along very well without the Employment Act and its complicated machinery and fresh rating. The recipients of such employment as is given by the distress committees may be called by what name people choose, but the fact is they are simply State-relieved persons, a modified sort of pauper, and are not full citizens, although they are so far privileged that they do not lose their State rights.

10. Judging from these facts which are now proved—(*a*) the occupations of the unemployed applicants—the greater number are casual labourers, (*b*) their ages—the greater number are between forty and sixty years of age, and (*c*) the worth of their labour as judged by the fact that it has proved to be worth only about one-third of the wages paid for it—the conclusion seems inevitable that this unemployed class really forms the dregs and refuse of the labouring classes, the non-efficients of society, from whatever cause, moral or physical, and whose numbers have always been a constant factor, but who have hitherto been adequately dealt with, without the necessity of the elaborate machinery of distress and central committees with cast-iron regulations. I am of opinion that these organisations should be dissolved, and their duties in the matter of relief of distress from unemployment should be transferred to the Poor Law authorities.

11. The following facts corroborate this conclusion: (*a*) The applicants for employment or relief in the areas of the fourteen separate distress committees set up in the busiest industrial centres only number ·50 per cent. of the population within the areas (it is only ·32 per cent. in the Glasgow area); (*b*) That the number of applicants, including their dependants, 8867, bears the proportion of 8·16 per cent. to the total number of paupers and their dependants, 108,643 (as at 15th May 1905); and that while the proportion of these paupers to the population of Scotland was, at 15th May 1906, 23 per 1000, the proportion of unemployed applicants to the population at 15th May 1906 was only 1·897 per 1000. The Glasgow Distress Committee has proved a failure.

The Select Committee 1869–1870.

12. The whole subject of the Scottish Poor Laws was very fully reported on by a Select Committee of the House of Commons in 1869, 1870, and 1871, presided over by the late Mr E. H. J. Craufurd, M.P. for the Ayr Burghs. The reference to that Committee was—

"To inquire into the operation of the Poor Law in 'Scotland, and whether any and what amendments 'should be made therein."

The committee took a great variety of evidence upon the whole subject from all classes of persons in two sessions of Parliament. The report was very full. It pointed out one or two hardships, but the committee did not see their way to recommend any radical changes in the law. In my opinion circumstances have not altered since 1871, although the country has become more populous and wealthier since then, and there is now a greater concentration of population in the towns and industrial centres.

Improvements in law by the Act of 1898.

13. Since the date of Mr Craufurd's committee's report, the so-called hardships of five years' residence being necessary to acquire a settlement, and the power of removal before a settlement is acquired, were both mitigated by the Act of 1898, which reduced the period for acquisition to three years, and prohibited the removal of English and Irish paupers to their own countries if they have resided continuously in Scotland for not less than five years (one of which shall have been continuously in the parish for which he applies for relief). In other cases of removal also, *i.e.* inter-parochial removals, there is an appeal provided to the Local Government Board to the poor person, which right the inspector is bound to intimate to the poor person, nor can the removal order be enforced for fourteen days after such intimation.

14. The Act of 1898 also did much to remove another alleged grievance, viz., the costs of litigation between parishes arising out of disputed settlements. It provides —in cases where the facts are agreed upon—for it being optional to leave the dispute to be settled by the Local Government Board as arbitrator, a provision which has been largely acted on. The law of settlement is now well established and generally understood, and disputes on the law are now comparatively rare, and the expense of litigation is now comparatively small. But, in truth, expense from this cause has in my time been always greatly exaggerated through pure ignorance. Thus I find that of the total expenditure on Poor Law in Scotland for 1904–5, amounting to £1,402,000, only £5188 was spent on law expenses, or ·37 of the whole, and the greater part of that was not spent on disputed settlement cases, but on miscellaneous legal business. Of the nine separate divisions into which Poor Law expenditure is officially divided, law expenses is by far the lowest.

APPENDIX No. LXXXI.—*Continued.*

further provement ggested.

15. A hardship to Scotland exists in connection with English and Irish paupers becoming chargeable in Scotland, which is increased by the before-mentioned modification of the law of removal. It is this: there is no money claim against English and Irish Unions competent to Scottish parishes for recovery of relief given to their poor persons who become chargeable here. The only remedy is bodily removal of the paupers and their dependants, and, if that remedy is not exercised, the amount of aliment cannot be recovered. A money claim should be allowed and enacted, and less would then be heard from paupers and their friends of the hardships of removal. I would make the money claim reciprocal.

ould be no le-bodied lief.

16. I see no cause to alter the law as regards the classes of persons entitled to relief. It is now well understood, and has worked well for fifty years. I would certainly not extend it to include able-bodied persons out of employment. To do so would be to at once increase the large number of loafers, malingerers, and dissolute idle people who will not labour, and which class it has been the policy of the Scottish Poor Law for three hundred years to rigidly deal with and suppress.

Should the present law be found to operate harshly in cases of exceptional national or local industrial distress through lack of employment, I would allow a relaxation of the rule temporarily by permitting Parish Councils to give relief to the *deserving* able-bodied, temporarily out of employment; but only with the consent previously obtained of the Local Government Board, so as to prevent abuse. This suggestion avoids the necessity for the Unemployment Act. In the past, in times of such exceptional distress, the Parochial Boards took it on themselves to risk breaking the law and gave relief temporarily. No evils resulted. The subject of relief to the able-bodied unemployed was specially reported on by Mr Craufurd's select committee, and they gave a reasoned determination against it. Their conclusion was—

> "Your committee are not prepared to accede to 'the suggestions which have been made from many 'quarters that a discretion should be given to 'parochial boards to grant relief out of the poor 'rate to able-bodied poor in cases of commercial 'distress."

The reasons of that committee for their judgment still hold good. I am satisfied the Scottish law is better than the English, which allows of indoor relief to able-bodied persons in casual wards. That system has led to great abuses and to much expense, and it would be better to conform the English law to the Scottish than to alter the Scottish to conform to the English. In this way, I think, there would be less necessity for distress committees and similar remedial agencies, such as the Unemployment Act of 1905. After all, all such voluntary or semi-voluntary agencies are preventive or remedial. The field of operation of such agencies is distinct and separate from the Poor Law. The Poor Law deals, and ought to deal, only with accomplished facts, with results. State relief in any shape should be *ultimum verbum.*

The Scottish law of no able-bodied relief was subjected to considerable strain during two periods of industrial distress, I remember, and successfully surmounted the ordeal. One was the winter of 1866–7, after "Black Friday"; and the other was the winter of 1878–9, after the failure of the City of Glasgow Bank. For two years after both of those events the number of paupers in Scotland rose greatly. The year 1868 was high-water mark of Scottish pauperism. On both occasions very many of the idle able-bodied in Glasgow attempted to get relief from the rate by getting orders for interim relief from the sheriffs. The inspector of that day contested these cases, and ultimately, after evidence taken, the sheriff recalled the orders, and relief was stopped. The result was that the public came to the rescue by voluntarily establishing soup kitchens, free dinners, and such like, and the crisis passed away, and no great harm was done. I believe the same would happen again. In this connection it is to be borne in mind that the labouring classes are better organised in trade unions and friendly societies than they were in 1866–7, and that these unions and societies distribute very large sums annually as "out-of-work benefit." The amount is more than half a million per annum. So that it is only the unorganised labour or the casual labourers whom the Scottish system might be said to injure. These casual unemployed are the dregs of the industrial classes, and they are the outcasts and pariahs from their unions and their fellow-labourers. In times of industrial distress outside benevolent agencies are sufficient to cope with them when matters become serious, and a reliance on the rate is avoided. That is a great moral and economic gain. The distress committees simply take their place, and are organisations which I think it will be very difficult to get rid of, and I think it was a mistake to extend that legislation to Scotland, and the Act should be allowed to lapse.

The areas of administration and liability.

17. It has been suggested that all settlement should be abolished, and that the parish where the chargeability first arises should be the place of liability. This would, I think, operate most unjustly towards the towns, where by far the largest number of cases of pauperism arises. Some towns would be so heavily burdened that it would, I am certain, lead to a demand for a national rate. In Ireland the present area is the Union; but the Union there is a large unit; and the proposal to enlarge it by making it the county has led to the suggestion of recourse to a national rate. A national rate can be recommended on the grounds of simplicity and being logical. If there was a national rate, I think there would be no necessity for Parish Councils or amateur administrators. The poor rate would be levied and collected by a department of the Government service like the income tax. But there would be a liability to a general extravagance in granting relief on the one hand, and a risk also of undue strictness in giving relief, and so of injuring some deserving poor and necessitous persons, on the other hand. Mere officials, having no interest in the locality or in the fund, and no knowledge of the people and their families who are to participate in the rate, do not recommend themselves as suitable distributors. On the whole the present system is preferable, both on the ground of economy and knowledge of the people and local circumstances by the administrators. A great part of the control over the evils and abuses that must flow from a legal provision for the poor would probably be lost were a national rate to be adopted.

Improved areas suggested.

But the present areas both of administration and liability might be improved upon. Some are already too large for economical management; but far more are too small, with too small a population and few paupers. Many country parishes have less than 1000 of population, many even less than 500; but they have all an inspector and an office. There must be few paupers in these; but it may happen that one or more may be lunatics, the most expensive class, and should there unfortunately happen a disputed settlement litigation between two or more such parishes—and I have known this happen—these parishes stand a fair chance of being ruined, at least of being saddled with a most burdensome poor rate for many years. This, I think, might be remedied by a compulsory combination of country parishes. I think suitable areas in that case would be areas something like the present areas of the combined parishes for poorhouse purposes. There are at present forty-five of such combinations, embracing 470 separate parishes, having a population of 1,744,099, while twenty-eight large parishes, with a population of 2,317,115, have poorhouses of their own. These would remain separate administrative areas as at present. Such combinations or unions would enable the combination to have a trained inspector and collector and staff, and, of course, there would be a Parish Council of suitable numbers elected from the combined area. The combined area for poorhouse purposes works well on the whole, and I am satisfied the suggestion now made would make for economies.

On the other hand, I think some of the parishes recently amalgamated at the instigation of the Secretary for Scotland have proved too large as administrative areas—I refer to Edinburgh, Glasgow, Aberdeen, and Dundee. The economies anticipated from those amalgamations have still to be realised. In each the poor rate has considerably risen. In my view, when dealing with such large numbers of people, applications for relief varying from 6000 or 7000, to, in Glasgow, about 22,000 or 23,000 per annum, each involving separate inquiry and investigation, some slackness and many errors are inevitable, and the difficulties of tracing the relatives who are liable to relieve the parish are enormously increased, and many who otherwise might be made liable escape. This is within my personal knowledge.

Poor relief should be a debt.

18. I would recommend that Poor Law relief in any form should be declared to be an alimentary debt against the recipients and their heirs. At present it is irrecoverable from the recipients on their circumstances improving

APPENDIX No. LXXXI.—*Continued.*

and being able to repay. As a learned deceased Scottish judge expressed it, "There is no debtor and creditor 'account between these poor people and the inspector; 'it is just charity." That view may represent the notion when that venerable judge was a young man; but now when pauperism is a wholesale affair, machine-made so to speak, and when cases of men earning £2, £3, and £4 per week of wages are found frequently deserting their wives and children and leaving them to the parish to maintain, it seems time that the law should be altered. As matters stand there is a debtor and creditor account between the inspector and the relatives of the pauper who are legally responsible for his maintenance—as legal sureties for him—so why not the principal debtor himself? Relatives are by the Act of 1845 made liable for relief given, and it seems illogical and absurd that the courts should hold the principal, the person relieved, to be free. The institutional writers on Scottish law hold that poor relief is a debt and is not charity. The Select Committee of 1871 was decided on this point, and recommended that "the 'acceptance of relief to be declared to operate *ipso facto* as 'a disposition in security of advances *omnium bonorum* 'both present and subsequently acquired."

In England, both by the Act of 1834 and the Divided Parishes and Poor Law Amendment Act of 1876, Poor Law relief can, with the consent of the Commissioners, be given by way of loan and be recovered from the employee's firm from the recipient's wages and from benefit and similar societies. I think such a law should be enacted for Scotland. I would make the debt recoverable, and the inspector invested with full powers of recovery, including that of arrestment of wages. There is a large amount of concealment of means by paupers and their relations. They are often found to be possessed of, or entitled to, considerable sums of money. Great part of that is presently lost to the parish.

I would enact that all employers should be bound to furnish the inspector on demand with a written note of the wages of a man or woman who becomes chargeable, and also of the wages of relatives who are liable for them; and that in all legal proceedings such written notice, whether formal or not, should be held to be legal proof of the facts so certified unless it were impugned. This would prevent the ends of justice being defeated, and save much expense in desertion and other cases in court. There is precedent for this in the Prevention of Cruelty to Children Act, 1904.

Duration of Parish Councils.

19. In any fresh legislation I would suggest that when Parish Councils consist of six or more members, one-third should go out annually—being eligible for re-election. This secures an infusion of fresh blood and provides for continuity of policy and management. All retiring every three years is risky, as a new Board might come in of new and inexperienced men, it might be at a critical time. I could exemplify this. The method has worked well in the case of town councils, and was also recommended by Mr Craufurd's select committee.

The Board of Lunacy.

20. I do not think any necessity longer exists for a Board of Lunacy separate from the Local Government Board. Circumstances are different from what they were in 1857 when the first Lunatics Act was passed. There were then comparatively few pauper lunatics, and the work required organisation. The work is now mostly the supervision of pauper lunatics who are under the care of the Parish Councils and chargeable to the poor rate. The numbers of lunatics are 14,616 of pauper patients, and about 3000 of private or non-pauper patients and State criminal lunatics, and some from training schools; but I think the principal Commissioner in Lunacy should be made a member of the Local Government Board. The control of the building of asylums and the inspection of asylums could take place quite as well under the Local Government Board as now under the Lunacy Board. I am satisfied this would effect a saving in management, and in the building and equipment of asylums, and in the dietary of the inmates, and would also avoid conflict of administration and jurisdiction.

The cost of the Lunacy Board itself exceeds £6000 per annum; and that Board has been chiefly responsible for the extravagant and luxurious equipments of all the recently built asylums. These, and also the diet, exceed mere wholesome comfort and necessary subsistence, and the inmates being all mad people—many imbeciles and drivelling idiots—they are quite incapable of appreciating their sumptuous surroundings. The result is that life in the asylums is made too attractive, and this is the real reason for the continual filling up of all new accommodation provided and the steady growth of the numbers of lunatics. Notwithstanding the present extravagance, the proportion of the recoveries actually diminishes.

Merits of indoor relief.

21. I think that for all classes of poor there can be no question as to the merits of indoor as against outdoor relief; but it appears not to be attainable without more expenditure on poorhouse accommodation. If there were more indoor relief there would be less canvassing by paupers and their friends of the parish councillors for outdoor relief and increase of the money allowances. This vicious practice obtains at present in the small parishes, and even in so large and generally well-conducted a parish as Glasgow. Outdoor relief to men and women partially able to work may seriously affect wages, especially in the case of women workers and in the sweated industries. At present there are in Scotland about 80,000 getting out-relief, and about 14,000 in-relief. There is total certified accommodation in the existing poorhouses for 18,263, so that if any very large number of out-paupers were to be treated as ins, there would require to be a considerable increase of house accommodation, and the question just comes to be whether the interest on the cost of buildings, redeemable as it is over thirty years, would be overbalanced by the savings in outdoor relief, and the great gain of making poor relief as deterrent as possible, which, in my view, it is rapidly ceasing to become, from the too humane and benevolent view of the problem that is being taken by the Parish Councils. I am clear that there is observable a gradual abandonment of the stricter and sounder views which formerly prevailed.

Vagrancy.

22. As to vagrancy, I consider this is a matter for the police. The 4th section of the English Vagrancy Act of 5 Geo. IV. cap. 83, for the punishment of rogues and vagabonds, is made applicable to Scotland by the Prevention of Crimes Act, 1871, 34 & 35 Vict. cap. 112, sec. 13, and if enforced it seems sufficient. The General Police Act for burghs deals with the same matter. But with regard to those vagrants who are known as "ins-and-outs," and are professional and incorrigible beggars, sorners, thieves, and prostitutes, I would confer power on the Parish Councils, on the sheriff finding it proved that they had been three or more times in a poorhouse chargeable to the rates, to detain them for at least two years and to set them to work. Should there be a lack of building accommodation for these undesirables, I would fit up a few cheap houses as houses of correction with labour yards for rigorously treating this troublesome and costly class of pauper. These people have no right to remain idle and live off the public. I find that this opinion is much the same as the recommendations of the recent Vice-Regal Commissions Report on Poor Law Reform in Ireland, paragraphs 213–217 and 236 inclusive, dated 10th October 1906. This interference with liberty is justified in the interests of the safety of the community and the poor wretches themselves. John Stuart Mill supports this interference in a powerful passage, *On Liberty* (People's Edition), chap. iv., page 44.

Desertions.

23. In desertion cases much expense is caused by the delinquents trying to avoid discovery by boarding in common lodging-houses under assumed names, and also by taking employment under a false name. This leads to great expense in tracing these people. In Glasgow Parish we have on an average 300 prosecutions for desertion per annum. The amount involved to the parish cannot be less than £5,000 per annum, most of which is lost. If the amendments I have suggested above in paragraph 18 be enacted, much of this loss would be saved. Whenever such fact, *i.e.* concealment, is proved at the trial, the sheriff should be empowered to double the statutory term of imprisonment for the aggravation of the offence by hiding.

Deductions from the Valuation.

24. The 37th section of the Poor Law Act of 1845 should be repealed and the deductions therein mentioned abolished. The assessment should be levied on the gross value entered in the Valuation Roll. In this way these deductions would not have to be allowed twice, and the continued cause of a most expensive kind of litigation would be removed. Differences between public bodies liable to assessment and parishes assessing regarding these deductions have been the cause of frequent litigations since the date of the Lands Valuation Act of 1854, and these law cases are of the most expensive kind.

Causes of pauperism.

25. As to the causes of pauperism in Glasgow generally,

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I agree with the conclusion arrived at by a large majority, upon a vote of the Glasgow Parish Council, that the "drunken habits of the people" is "the great cause of pauperism." Although it only stands third in Mr Motion's Statistical Table of the causes of pauperism, it is a main cause of much of the sickness, general improvidence and inefficiency, and of insanity, which are entered as the chief causes in these Statistical Tables.

ccination osecutions.

26. I think the duty of prosecuting parents for neglect to vaccinate their children under the Vaccination Act ought to be transferred to the local authorities, who have health committees and health officers and a staff. That duty has nothing to do with Poor Law proper. At the time the duty was laid on the parochial boards the parochial boards were the local authorities outside the burghs.

dit of counts.

27. I am strongly of opinion that it is expedient that all Parish Council accounts should be audited by an independent professional auditor appointed as at present by the Local Government Board, with a power of surcharging illegal payments. I need scarcely advance reasons for this opinion.

mposition Parish uncils.

28. The Parish Councils are just a reflection of the constituencies which elect them. They are now elected on a very low franchise. Under the Poor Law (Scotland) Act of 1845 there was a progressive scale of voting, rising according to the rentals on which the persons were assessed from one vote to six votes, all persons assessed on £500 of rental or upwards having six votes. That system worked well and there were no complaints of it. This sliding scale was abolished by the Local Government Act of 1894, creating Parish Councils, and every one wae equalised at one vote each, and there is no cumulativs vote allowed, nor is plumping for a favourite candidate permissible. Hence a person assessed on a £10 or lower rental has the same electoral power as a person assessed on a rental of £50,000. All extraneous leaven, such as the minister and kirk session and magistrates of burghs who were members of the old parochial boards, was also eliminated from the Parish Councils by the Act of 1894. The result has been to throw the control of the elections into the hands almost exclusively of the persons who pay the smallest amount of assessment, and who form by far the greater number of electors, and since 1894 those who pay the largest amounts have ceased almost entirely to take any interest in the elections, and certainly they never attempt to enter the Parish Council as members.

29. To illustrate the working of the present franchise in the parish of Glasgow, I refer to a table prepared for another purpose for the year 1902–1903, showing the "poor rates levied and paid by the tenants" for that year. The figures may have slightly changed since then, but not to any material extent or so as to invalidate any conclusions drawn from them. In that year there were 153,201 separate persons assessed as tenants. Of that number 137,504 were assessed on rents below £30, and contributed to the poor rate £30,029, while the remaining 15,697 persons assessed on rents between £30 and £100,000 contributed to the rate £48,136. Of the 137,504 persons who contributed £30,029, no fewer than 82,020 persons were assessed on rents of £10 and under, and their total rates amounted to £11,976, 16s. 9d., while 21 persons who were assessed on a rental above £10,000 each contributed £7,506, 8s. 6d. A similar state of matters is found in the other large Glasgow parish, the parish of Govan, and also in a more or less marked degree in the county parishes.

30. The conclusion which I draw from these figures is that the persons elected as Parish Councillors are approximating more and more to the class of persons who get relief, which must necessarily lead to all kinds of extravagances and mismanagement. Formerly, before 1894 it was quite common to find the principal merchants in the burghs, and the most prominent county gentlemen in the rural parishes, sitting as members of the parochial boards That is not so now. This all points in my opinion to the ultimate abolition of Parish Councils as administrative bodies, and to the whole administration of the poor being transferred to, and undertaken by, the officials, *i.e.* the inspector and his assistants acting under the supervision of the Local Government Board, and to the relief of the poor becoming a direct and separate department of government.

Addendum to Statement by Mr Robert Peel Lamond.

The Poor Law cannot be adequately considered without also considering the bearing upon it of the relative and closely allied subject of Old Age Pensions. In my opinion the granting of these pensions will do very little to diminish or mitigate pauperism in Scotland. To distinguish between names and things, a pension of 5s. per week to the necessitous aged is just outdoor relief, call it by what name we may, and the same result (whether a pension be good or bad in itself) would, in my opinion, be better attained by allowing the Poor Law authorities to grant and administer these pensions, because the Poor Law officials have the machinery for checking imposture and seeing that abuse of the pension system does not creep in. Separate local pension committees, if they are to do any good, must be as thorough in their methods as the Poor Law officers; and if they are not thorough, all the discriminatory and restrictive barriers will prove ineffective. In no case are they likely to stand against the pressure of a united socialistic labour party brought to bear on Governments with Socialistic tendencies and with vote-catching propensities. In no case should pension committees be representative bodies; such bodies are now generally captured by socialists, would become too closely related to the pensionable class and are always more or less subject to improper outside influences. They would not constitute any reliable check against such abuses as canvassing in the interest of individuals.

In Scotland old age pauperism is more an affair of the rural districts than the towns. In industrial centres such as Glasgow, pauperism is more a matter of middle-age between 30 and 50. The percentage of applications from aged persons, meaning 60 and upwards, is in Glasgow parish only about 9 per cent. of the total applications for relief. In my opinion the bulk of the money to be given as old age pensions would do but little good to the recipients, if it were not in most cases harmful. Such pensioners would belong to the same class in the community as the receivers of compensation under the Workmen's Compensation Act. Their habits and modes of living are similar, and the pension reaching them in driblets at intervals, there would be the same temptation as in the other case to treat it merely as pocket-money to be enjoyed and speedily consumed. This actually happens in the case of the compensation received under the Compensation Act, as I know from experience. In Scottish parishes we already have experience of the way state pensions are even now used, and there is no doubt that the experience is universal that the pensions are grossly abused. In Glasgow parish there are 60 or 70 army and other pensioners chargeable to the rates. The money they get is spent on drink nearly as soon as it is received, and the pensioners are constantly "out and in" of the Poorhouse. The same thing I find upon inquiry exists in Edinburgh, Dundee, and many other parishes in industrial centres, where such pensioners are chargeable to the poor rates. This melancholy fact could be substantiated by inquiries made of all the Parish Councils who have any experience of army and other state pensioners.

According to "Facts for Socialists" (Fabian Society, London, 1906, pp. 6, 7, 8, 9) there is disbursed in wages to the manual workers in this country £690,000,000 per annum; and it ought not to be beyond the capacity of Statesmen to devise some method to secure, whether by arrangement with the employers who pay this enormous sum of wages weekly and fortnightly, or by a wages stamp duty that some part of these wages be made to contribute to the pensions. Pensions granted without any contribution, but solely from the amiable idea that they are given as a recompense for a life spent in the service of the State, is a sentimental and false idea, which, in my opinion, would simply degrade and demoralise the receivers, as the compensation monies have already demoralised working men. Everyone's life is more or less spent in the service of the State, whether at 65, 70, or any other age, and pensions got without any direct contribution, that is, for nothing, will simply be valued accordingly, that is, they will not be appreciated and will be misapplied.

APPENDIX No. LXXXII.

STATEMENT OF EVIDENCE BY MR JAMES LANG, CHAIRMAN, AND MR JOHN M'CALLUM, INSPECTOR OF POOR, ON BEHALF OF THE PARISH COUNCIL OF THE PARISH OF KILMACOLM.

SETTLEMENTS ACQUIRED BY RESIDENCE IN CHARITABLE INSTITUTIONS—QUARRIER'S HOMES, ETC.

1. The Parish Council of Kilmacolm desire to call attention to the unfair state of the law brought about by the recent decision of the Courts that under the Poor Law (Scotland) Acts mere residence for three years without self support by a girl after reaching twelve years of age, and by a boy after reaching fourteen, in such charitable institutions as the Orphan Homes of Scotland (better known as "Quarrier's Homes") is sufficient to give a settlement in the parish of Kilmacolm and casts the burden of after-maintenance on this parish.

2. In the parish of Kilmacolm there are three charitable institutions containing 1402 inmates. These are:—

The Orphan Homes of Scotland (Quarrier's Homes), with 1298 inmates.

The Sailors' Orphan Society of Scotland, with 63 inmates, and

The Moffat Orphanage, with 41 inmates.

Classifying the inmates according to age it is found that in

Quarrier's Homes 69 are under 5 years,
972 between 5 and 14 years, and
257 over 14 years.

In the Sailors' Orphan Home all are between 5 and 14 years.

In the Moffat Orphanage all are between 5 and 14 years.

3. The necessary qualification for admission to the Sailors' Orphan Society's Home is that the applicants must be children of seamen, and of the 63 inmates 15 are orphans and 48 have one parent alive.

The qualification for admission to the Moffat Orphanage is that the applicants must have been born in the lower ward of Renfrewshire, and of the 41 inmates 10 are orphans, while 31 have one parent alive.

None of the inmates of these two institutions have become chargeable to the poor rate of Kilmacolm.

4. Quarrier's Homes, although situated in the parish of Kilmacolm, are a Glasgow institution. They were established in 1871 by the well-known philanthropist, the late Mr William Quarrier, at No. 10 Renfrew Lane, Glasgow. As the number of children increased the Home was removed to Cessnock House, Govan, and afterwards to the premises in James Morrison Street, Glasgow, that are still the head office of the institution, which as an institution is domiciled in Glasgow. The institution is for the relief and training of absolutely destitute and neglected children who are admitted at the head office and afterwards sent to the cottage homes in the parish of Kilmacolm. None of the children are admitted directly to the cottage homes. They must all enter at the head office in Glasgow. When the time comes for them to leave the homes, the children are taken back to the head office in Glasgow, and there discharged. Some are apprenticed in Glasgow and lodged in the James Morrison Street premises until they become self-supporting. The portion of the Homes situated in the parish of Kilmacolm is thus devoted entirely to the education and upbringing of destitute children drawn from all parts of Scotland. It is estimated that half the admissions have come from Glasgow and suburbs alone, and the majority of the remainder come from the other large industrial centres. Some of the children have been committed under the Prevention of Cruelty to Children Acts, and at present there are thirty who have been sent to the Homes by or at the instance of various Parish Councils. The poor rates levied in the centres from which all these destitute children come, are thus undoubtedly relieved of burdens they would otherwise have to bear.

5. Among the large number of children who have passed through the Homes there are some who from mental weakness or physical incapacity, and in a few cases moral degeneracy, are unable to maintain themselves, and the Courts have held that the burden of relieving these failures of the Homes must be borne, not by the parish of their birth or or their parents' settlement, but by the parish of Kilmacolm, simply because the portion of the institution in which they have lived is situated in this parish.

6. Since 1897 the Parish Council of Kilmacolm have received claims in respect of 20 individuals who had acquired settlements in this parish by residence in Quarrier's Homes, and of these claims 19 have had to be admitted and 1 is still undisposed of.

7. The undisposed of claim is in respect of a girl who was sent to the Homes by the Parish Council of Cromarty. During the girl's residence in the Homes, Cromarty made a periodical contribution to the funds of the institution. The Parish Council of Cromarty now contends that its contributions were mere donations not necessarily applicable to the board and maintenance of the girl; that by her residence in the Homes she had lost her settlement in Cromarty and acquired one in Kilmacolm, and that Kilmacolm is now liable for her maintenance in accordance with the decisions referred to.

8. The expenditure of the Parish Council of Kilmacolm on the maintenance of poor persons who have acquired settlements by residence in Quarrier's Homes up till 15th April 1908 is £1011, and for law charges £1696.

9. The income derived from the institution in the name of poor rate for the same period was £534.

10. The burden for maintenance is a continuous and increasing one, and the Cromarty case above noted shows there are other points arising out of the present unsatisfactory position that may cause further litigation and law charges. The law charges above referred to were incurred in contesting the main question, and in an appeal taken to the House of Lords with the approval of the Local Government Board for Scotland.

11. The question assumed practical importance in the parish of Kilmacolm on the reduction of the period of residence necessary to qualify for a settlement from five years to three years by the Scottish Poor Law Act of 1898, as a great many of the inmates, and especially the females, continue to reside in the Homes for more than three years after reaching the age of puberty, *i.e.* 12 in girls and 14 in boys.

12. Originally it was thought that the residence of children in an Orphanage like Quarrier's Homes maintained by the charitable contributions of the public would not operate to create a settlement; and in the case of Glasgow *v.* Lanark (P.L.M. 1900, p. 493; 6th Annual Report Local Government Board (App. A) p. 24), the Local Government Board for Scotland, acting as arbiter under the Poor Law (Scotland) Act 1898, decided that such residence was not sufficient to create a settlement.

13. The question whether residence for the statutory period in a charitable institution created a settlement in the parish where the institution was situated, came up for decision in the law courts for the first time in the case of Eastwood *v.* Kirkintilloch (1902, 5 Fraser 274), and the Court of Session decided in the affirmative, Lord Young strongly dissenting; and in the subsequent case of Glasgow *v.* Houston and Kilmacolm (6 Fraser 457, affirmed H. of L.; 8 Fraser (H.L.) 12) it was held that residence in Quarrier's Homes for three years after puberty created a settlement in Kilmacolm. This decision, it will be seen, was at variance with the views of the Local Government Board for Scotland as expressed in the Lanark arbitration above referred to.

14. These decisions of the Scottish Courts do not seem to be necessary applications of general rules of law, but are apparently the outcome of a highly artificial method applied only in poor law cases, and they seem to be inconsistent with the earlier law on the subject. Thus in an opinion given to Kilmacolm Parish Council after the decision of the Court of Session but before the appeal to the House of Lords, the Right Honourable R. B. Haldane, K.C., said: "The authorities in this case do not proceed

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'either upon any consistent theory or in consistency with 'each other"; and on the interpretation given by the Court to sect. 1 of the Poor Law (Scotland) Act 1898, he said: "If I were to try to put what appears to me to 'be the fallacy of the Court of Session's judgment into a 'sentence, it would be that they have interpreted the 'section as if it had read 'lived there and been main-'tained' instead of 'resided and maintained himself.'"

15. Apart from the interpretation of the statute the decision in the Kilmacolm case quite ignores the doctrine of the unity of the family as laid down in the leading case of Barbour *v.* Adamson (2nd July 1851, 13 D. 1279, reversed H. of L. 30th May 1853, 1 Macqueen 376), and the rules of Scottish common law as to forisfamiliation (*cf.* Fraser on Parent and Child, 2nd edition, p. 76).

16. The ratiocinative process by which the Courts arrived at their decision is, as indicated by Mr Haldane's opinion, not very clear, but its anomalous and oppressive incidence makes it necessary that the judgment should be corrected by statute, and the Parish Council of Kilmacolm ask that the legislature should enact that, as formerly held by the Local Government Board, residence in a position of dependence in a charitable institution shall not in any case operate towards the acquisition of a settlement in the parish in which the institution is situated. Such an enactment would leave the former law of settlement unaffected, and it would, in the case of children in Quarrier's Homes, be in accord with the modern theory of parental responsibility for children above the age of puberty as illustrated in the Education Acts, the Prevention of Cruelty to Children Acts, and other recent statutes.

APPENDIX No. LXXXIII.

STATEMENT OF EVIDENCE BY MISS MARY CARR LEES, MEMBER OF EDINBURGH PARISH COUNCIL.

1. I was elected a Parish Councillor when the Act of 1894 came into force, and have remained since then on the Edinburgh Board. For thirty-five years I have taken part in charitable and philanthropic work in Edinburgh, am a director of several institutions, and serve on many local committees.

2. We have few large factories in Edinburgh, but a variety of trades and employments. Many men are out of work. I think gambling and drinking have a great deal to do with such poverty as exists.

3. We have nothing special in our Poor Law administration. We have two poorhouses, and Edinburgh being one parish, they are under the same Board. Some years ago we tried to arrange one poorhouse for a better class of inmates than the other. This partially failed because, according to our rules, we cannot employ paid labour, but must utilise the inmates, and for that reason we could not classify properly. I am in hopes this may yet be done, and we should then have a house of refuge for respectable poor, and a test house for vicious characters.

4. The Edinburgh Board tries to administer out-relief as carefully as possible, but it is, I am afraid, often abused.

5. The classes of persons applying for relief are only the lower class of men and women, deserted wives, widows and orphans.

6. I don't think, if we could punish or detain in confinement those who misspend their wages on drink, there would be much poverty, for such money would go to help useful trades, and also relatives would not then so often become dependent on rates or charity.

7. The classes of persons seeking election as Parish Councillors are mostly superior tradesmen, but there are several professional men on the Board, four independent women and one with a profession.

8. With regard to the question of giving able-bodied persons a claim to relief, I hope such a proposition will never be made in Scotland. At present no respectable able-bodied man would apply for poor relief, nor have I often seen such apply even to the Charity Organisation Society.

9. With regard to the question as to the suitability of the existing areas for the purpose of administering relief, I see no reason to change the present arrangement.

10. With regard to proposed reforms:—

(*a*) I am very much afraid of any changes which will weaken the tie between parents and children. The danger is great if we interfere with parental responsibility, family life being the nerve centre of the nation. But there are exceptional cases; and as the propositions as to parents and children by the Edinburgh Parish Council are strictly permissive, I am prepared to support them,—*i.e.* power to control parish children till they attain the age of sixteen years.

(*b*) Power over "ins and outs" is absolutely indispensable, and also power to detain dissolute parents in penal colonies or workhouses.

(*c*) I object to mothers of two or more illegitimate children being detained in a poorhouse for a year if they apply to the parish. I think the recommendation futile, as probably under this rule the woman would not apply. Also, this law would not be an impartial one; and where necessary, the woman would come under the rule as to dissolute parents.

(*d*) I would again say that power over "ins and outs," over dissolute parents, and also power to remove to the poorhouse elderly people who are unable to take care of themselves, would solve some of our greatest difficulties.

(*e*) I would urgently recommend the adoption of the proposal of the Scottish Local Government Board Report of 1905, page 23, that "where the number of 'female paupers (including widows with children) is 'sufficient to warrant it, one or more female assistant 'inspectors should be appointed, whose first duty 'would be to visit such cases. We are informed 'that in Glasgow the appointment of a female 'assistant to visit respectable widows with children 'on the 'special roll' for such cases has been most 'beneficial." It is a self-evident fact that to send one of our young men inspectors to visit some of our women cases is most inappropriate. I believe that the appointment of at least one woman inspector in every parish where there are more than two male inspectors would revolutionise our outdoor relief.

APPENDIX No. LXXXIV.

STATEMENT OF EVIDENCE BY REV. JOHN LOVE, MINISTER OF THE PARISH, AND CHAIRMAN OF THE PARISH COUNCIL OF YELL (SHETLAND).

1. As Chairman of the Parochial Board, and subsequently of the Parish Council, I have given a good deal of thought to the Poor Law and its administration. In 1892 I wrote four articles for *The Scottish Standard* on "The Opera-

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tion of the Poor Law in Scotland," dealing with such points as "A General Survey of the Question," "The Money Raised," "How it is Expended," and "The Result."

2. The following are some of the points to which I respectfully direct the attention of the Commission, and stated very briefly:—

(*a*) The difficulties entailed on the administration of the Poor Law by a high rate. In this parish (Yell) it is 4s. 3d. per £, paid equally by proprietor and tenant. A considerable number—cottars, etc.—do not get the benefit of the Agricultural Rating Act.

(*b*) The rate is high, and the allowances given in a number of cases are lower than they ought to be. The consequence is that some on the poor roll are thrown on the charity of their neighbours.

(*c*) The worthy and the unworthy, the unfortunate and the criminal, are treated alike. For this reason some poor people would almost as soon die as receive relief from the Parish Council, and this must be the cause of a great deal of suffering.

(*d*) The apparent waste of money. It can be seen from the annual reports that quite a number of parishes with only a few paupers pay *considerable* sums for management. Some system of grouping seems to be necessary in the interests of economy. The cost of management has gone up *considerably* coincidently with a large diminution in the number of paupers. In some parishes the cost of management exceeds the cost of maintaining the paupers.

(*e*) Would it not be possible, in a system of Poor Law administration, to pay more attention to the causes which produce poverty? Even with the present system something might be done in that respect. Here we have a vast organisation, in the closest contact with the poor, the members of which might reasonably be expected to give some answer to the question—Why are the poor, poor?

(*f*) It is satisfactory that the number of paupers has steadily decreased. It must be remembered, however, that there is a great army just on the borders of pauperism. The burden a little heavier would send them over. The *poorest parishes have the heaviest burden.* Could something not be done to lighten this burden? It is a pressing question, and there is nothing so discouraging to the working classes, who are doing their utmost to retain an independent position, as the drag which pauperism imposes on them.

3. I could have enlarged further upon some of these points, and I could have cited some cases (of aged and infirm people too) which were not dealt with as they deserved. And this just illustrates the saying, that though the Poor Law was in its inception humane, it may be administered in a very inhumane method.

4. How some people view the Poor Law and Poor Law Relief?—In paying the rates they think they are paying into a fund upon which, as age comes on, they have a certain claim.

5. It almost appears as if the sturdy independence, which was characteristic of the people, is breaking down. They show much less reluctance in asking and accepting relief for themselves and their relatives than they did in former years. This happens in cases where the parties concerned are fairly well to do.

6. In many cases, however, there is no doubt the terrible fight which the people here—crofters and fishermen—have with poverty, and to keep the wolf from the door, explains the easy resort to relief under the Poor Law.

7. There is considerable difficulty, too, in determining the circumstances of applicants and their relatives. This difficulty is due to the manner of life of the people. Their earnings are uncertain and not easily determined by an outsider. Where a little is earned from knitting, and a little from the croft, and something from the fishing, the sum total is not easily got at. But it may be said, there is the poorhouse test. That test is not always efficacious, and there may be some cruelty in the application of it. The poorhouse is 30 miles distant by sea. It is on a neighbouring island. To remove an old and infirm person there, away from the old surroundings and associations, would be, in most instances, a cruel act.

8. We cannot force removal thither, and still the responsibility of the Parish Council in relation to the applicant does not cease.

APPENDIX No. LXXXV.

STATEMENT OF EVIDENCE BY MR JOHN LOVE, CHAIRMAN OF RUTHERGLEN PARISH COUNCIL.

1. I have been a member of the Rutherglen Parish Council for eighteen years, and have acted as Chairman for two years.

2. The social conditions of the people are very good. There is a number of large works and all different industries. They are generally fairly well employed.

3. The applicants apply for relief through the inspector, who puts the application before the Council, and they grant what they think the case requires, and there are not many complaints.

4. I have been one of the visiting members to a number of poorhouses and asylums, and I am in favour of granting outdoor relief if possible; but in cases where the outdoor relief is abused through laziness or drink, we have to offer the poorhouse as a better arrangement for them. I think there should be power given to Parish Councils to remove to the poorhouse any old persons who are unable to keep themselves clean and have no one to look after them.

5. Of the persons applying for relief, there are some of the indolent and those unwilling to work; the others are of the respectable aged, who cannot maintain themselves and have no other support.

6. The chief causes of pauperism are inability to work through age and infirmity, and a few cases of men deserting their wives and families; but the greater portion consists of widows with young families and persons too old to work.

7. Our Council is composed of nineteen members, two-thirds being employers and one-third working-men. They do what is fair to the various applicants.

8. I am not in favour of giving able-bodied men relief. I think it would multiply the poor roll to a great extent, and encourage some who are content to eat the bread of idleness and be a hardship on the industrious.

9. I think the area of Poor Law administration should be extended to counties, as it would bring in the parishes, who pay very little to assist in keeping those who migrate from country districts to large towns.

10. The law as it stands is very unsatisfactory. We had a case lately of a man being sent from Woolwich. He said he had been born in Rutherglen, but we could find no trace of that. He had lived all his life in England, and was over sixty years of age. The Woolwich people sent him here, and we had no power to send him back.

11. I would recommend that a Central Board be formed for a large district, where cases of dispute could be settled without the great expense that is created at present by defending cases in Court. The decisions of this Board should be final.

12. I have been a member of the Town Council for seventeen years, and was appointed by them as a member of Lanark Lunacy Board while I was chairman of the Parish Council. The Town Council took very little interest in its management, and I am strongly of opinion that it would be to the advantage of both patients and ratepayers if the Parish Council were represented on this Board.

APPENDIX No. LXXXVI.

STATEMENT OF EVIDENCE BY REV. DAVID LUNDIE, CHAIRMAN OF THE PARISH COUNCIL OF TONGUE (SUTHERLAND).

1. From 1880 to 1889 I was an elected member of the Parochial Board of the Parish of Eddrachillis, in the north-west of this county, and from 1889 till now (except for about three months) a member, first *ex officio* of the Parochial Board of Tongue, and afterwards of Tongue Parish Council; for several years I have been Chairman of the latter, and that during the whole time of my membership of these bodies I have not been absent from more than three meetings.

2. The bulk of the population of this parish is of the crofter class, of whom many of the able-bodied men and women engage during summer in work connected with the herring fishing, in such places as Shetland, Wick, Peterhead and Fraserburgh, while many of the men belong to the Royal Naval Reserve and put in the usual time of drill shortly before or after the New Year.

3. There are in the parish three large sheep farms employing from fifteen to twenty shepherds; also six shootings which give employment to as many gamekeepers or foresters all the year round, besides a good many ghillies for part of the year.

4. The great bulk of the rental of the parish is derived from the grazings and shootings [I ought to add fishings, as some are let separate from the shootings].

5. As regards the administration of relief in the parish, we adhere very strictly to the rules issued from time to time by the Local Government Board.

6. We very rarely offer indoor relief except as a test, and even this, as a rule, only to mothers of illegitimate children. We find outdoor relief much cheaper.

7. Applicants for relief are mostly of the cottar class, and the cottars in this district are mostly the children of crofters. Of late years there has been some increase in the number of cases in which an aged crofter disposes by will of his croft to a member of his family and becomes a pauper himself. Still in 1905 the average age of the paupers on our roll was seventy-two and a half years, and the great majority of them were old women who had no relatives on whom they had any legal claim.

8. Old age is the chief cause of pauperism. The men and women who have no land and make this parish their home, depending on casual employment such as herring fishing, find themselves, as a rule, in want whenever through age or illness they become unable to work.

9. Our present Parish Council consists of the factor of the Duke of Sutherland—the sole proprietor—the parish minister (myself), a hotel-keeper, and eight crofters. Only two of the crofter members attend meetings well. But in this parish I have always been much struck with how just the crofter members have been in dealing with the cases which we have had to consider.

10. I do not think any member of our Council would entertain the idea of giving able-bodied persons relief. The community are always ready to get up subscriptions to help persons who may have met with any sudden loss, such as that of a cow or a horse. And if widespread want threatened, the Duke of Sutherland would be sure to start relief works—what he has often done in the past. Personally, I think parochial relief should in no case be given to an able-bodied man except as a loan.

11. If the areas were larger there would be a more uniform and so a fairer rate, but, on the other hand, supervision would not be so efficient and the expenditure would likely increase. The area of this parish seems, on the whole, to be wide enough.

12. I would suggest that it would be a good thing if a parochial doctor could not be dismissed without the approval of the Local Government Board. This would ensure the doctor's getting fair-play, and in the case of a really inefficient doctor, the Parish Council would have less hesitation in initiating proceedings towards his dismissal. For instance, during the last fourteen years, two inspectors of poor of this parish have been dismissed. But, unless the Local Government Board had stepped in, this could not have been done, as a majority of the Council would have refused to vote for their dismissal.

It will give me pleasure at any time to supply any facts or figures you may wish.

APPENDIX No. LXXXVII.

STATEMENT OF EVIDENCE BY REV. CHARLES CADELL MACDONALD, D.D., ABERDEEN.

1. Many of the problems into which the Commission have been appointed to inquire have become painfully familiar to me in the discharge of my duties as a town parish minister during a period of five and forty years, as a trustee *ex-officio* of many charities, as a convener on two occasions of distress relief committees, and now for eighteen years as chaplain of H.M. prison in Aberdeen.

2. Speaking generally, the zone of distress, whether chronic or periodic, in our Scottish working class population, with whose condition I am familiar, is found in the lower strata of general labourers. It is there that the Poor Laws find the chief sphere of their application. In this region as yet the beneficent and elevating influence of trades unionism is hardly known, and the most reliable of the friendly societies make slow progress. This class, unfortunately, is constantly recruited by men who have spent their strength in country work, and who, as well as their wives, often break down morally as well as physically in the trying environments of town life. I have formed a very high estimate of the upper section of our workers, consisting not only of skilled artisans of all trades but of a large class of labourers with special aptitudes. They are marked by intellectual activity, self-reliance, a spirit of independence and self-regulation. Both men and women are well equipped for the work of life. Only in such grave crises as the disablement or death of the bread-winner is it consistent with my experience that help from without is either needed or desired. In ordinary emergencies, such as temporary want of employment or sickness, they are able, without any loss of their sense of independence, to have recourse to their union or friendly society. I have seldom found among such orderly and capable toilers any apparent privation in old age.

3. On the vexed question of a State provision of old age pensions, I confess I view with serious concern the seeming trend of influential opinion in a direction which I fear would tend to arrest the development of national self-reliance and individual responsibility in the ordering of one's life. Between the scheme associated with the name of Mr Charles Booth and that adumbrated by Mr Chamberlain, I am convinced that unless our civilisation is forthwith to be organised on the principles of socialism the country ought not to hesitate in its choice. Compulsory insurance, as in Germany, may be placed with us in the same category as conscription. I do not, however, for a moment doubt that the mass of industrious and steady men would avail themselves of any system of insurance against the grave contingencies of enfeeblement, death, or old age, that may be instituted and reasonably subsidised by the State. In cases where no effort at self help had been made, the Parish Council would be called upon to come to the rescue.

4. It does not appear to me that even such a scheme as Mr Chamberlain suggests would meet the necessities of the case. The effect of a State provision of old age pensions would, I think, as the friendly societies dread, be fatal to their existence. Now, as old age after all, as I have observed, is not by any means the most disastrous incident

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in a working man's life, I am of opinion that, if the State is to take action, it must deal not only with old age but with such a tragic contingency as the bread-winner's death or even the hopeless disablement in the midst of his working life. For it must be evident to every one familiar with the inner history of the working classes that the death of a father in his prime hides in it not only possibilities of unutterable suffering to wife and children, but has a serious bearing on the interest of the State. But for the marvellous courage and capacity and awakening of energy of the widow and the often-noted, almost mysterious devotion and loyalty of her children, the home might become a ruin. This is an awful contingency in a working man's life, for which it is practically impossible for him to provide by the most careful home administration. On a good wife and her children in such a crisis there ought not to be placed, even in its mildest form, the stigma and sense of pauperism. It seems to me in regard of such considerations that in any legislation bearing on our Poor Laws and relief of distress, we are face to face with graver questions than that of old age pensions.

5. A system of state insurance that would make it possible for industrious and self-respecting working men to provide against the serious contingencies of their life, temporary ailment, permanent disablement, old age and death, would encourage and stimulate self-help and self-control, diminish to an extent perhaps approximately equivalent to the subsidy of the State the charge of Parish Councils on the rates, and leave these or any new authority that might be created to deal with the needs and distresses of that residuum of our population where, to a large extent, life is spent from hand to mouth, and concerning which we may not despair that the reforming and restraining forces of our civilisation are destined to exert a healing and elevating influence.

6. In every period of exceptional stress I have found the bulk of the most clamant sufferers among men and women who have rendered themselves, by neglect alike of moral and physical precautions, unfit for the battle of life. I am convinced that the obligation rests on the State to charge itself with the kindly restraint of many of its young citizens who give early and pitiful evidence of utter incapacity to guide their lives to any useful end. They are left to the care of the magistrates, the police, and the prison. They are classed as criminals. They ought in early manhood and womanhood, and on the first clear evidence of incapacity for self-regulation, to be subjected for a time to kindly and homely discipline, with the prospect of returning to the ranks, having learned perhaps the art of living. They are left as it is to waste themselves and to reproduce their kind either by marriage or corrupting example.

7. From my experience in some of the darkest times through which our working classes have passed, I am constrained earnestly to emphasise the fact that, while I have seen many good and true men in sore straits, the chief sufferers have been those who in times of plenty and with by no means meagre resources, are careless of the future and regard very lightly their responsibility for the home.

8. I have no doubt that the operations and effects of our charities will engage the earnest concern of the Royal Commission. The following are the charities of which I am an administrator :—

(*a*) The General Kirk-Session of St Nicholas allocates annually a sum of over £200 to about ninety-three recipients, in sums varying from 12s. to £5. There are many mortifications. The recipients are aged and indigent, but not in receipt of parochial relief.

(*b*) John Gordon's Charitable Fund.—After payment of certain special annuities and college lectureships, one hundred and fifty women servants, over sixty years of age, receive £4 each. Charitable institutions from £700 to £1000.

(*c*) Harvey's Trust.—The income is about £258. The recipients are the Lady's Association for Fallen Women, £80 ; Deaf and Dumb Benevolent Association, £10.

(*d*) Aberdeen Shipwrecked Seaman's Fund.—Capital £1575. Recipients twenty-five ; £2 a year each.

(*e*) Aberdeen Indigent Lunatic Fund.—Income, £327. Board of patients, £260.

(*f*) Ruddiman & Duthie's Coal and Meal Fund.—Income, £36, under St Clement's Parish Kirk-Session. Recipients one hundred and seventy ; each receive 2½ cwts. of coal and 2 stones of meal annually.

APPENDIX No. LXXXVIII.

STATEMENT OF EVIDENCE BY REV. D. MACDONALD, MEMBER OF NORTH UIST PARISH COUNCIL, AND CHAIRMAN OF LONG ISLAND COMBINATION POORHOUSE.

1. I was for some years Chairman of the Parochial Board, and for six years Chairman of the Parish Council. I am still a member of the Parish Council, and Chairman of the Long Island Combination Poorhouse.

2. The parish of North Uist is purely agricultural, and the population, with few exceptions, may all be said to belong to the labouring and crofting classes. The only industry which affords substantial help to a considerable portion of the community is the making of kelp and tangle ash for the British Chemical Company. The revenue from this source may be placed at about £1,000 a year. The great majority of the young men are connected with some branch of the military service, and their earnings in that connection mean much additional comfort in a locality where house rent is cheap and peat fuel at a nominal charge, available for the labour of cutting and curing it. Good Highland cattle are reared by the crofters, and full average price is received for them at public markets within the parish, but crofters with young families, who are mostly dependent on the revenue of the croft, have, as a rule, a big struggle to make ends meet. On the whole, the people are steady, respectable, and industrious. They make good use of all the advantages within their reach, and maintain a creditable appearance of comfort on very limited means.

3. The boarding of paupers with friends and neighbours is found to be very satisfactory. By this method house rent is saved, and the cost of nursing and attendance is very considerably reduced. Through the use of the poorhouse as a test, relatives of paupers are in many cases easily persuaded to accept the guardianship of their pauper friends on fair and reasonable terms. The number of applicants who accept indoor relief are very small, but the offer of the poorhouse keeps down the outdoor roll, and relieves the Council of the responsibility of flat refusal in doubtful cases, though in nine cases out of ten the offer of the poorhouse is not accepted. Ninety per cent. of the regular poor are in receipt of outdoor relief.

4. Applicants for relief are generally young widows with children of school age, disabled persons, whether from sickness or accident, and unmarried men and women of advanced years, who are unable to claim legal support from any other quarter. Some of the aged applicants spent their strength and their years without any fixed wage, in the interests of their father's house and croft, but when the father was succeeded by the married son or grandson the old order changed, and poor relief became the only hope of such aged members as were no longer treated with kindness under the old paternal roof.

5. Young people are now more alive to their own interests. They leave their father's house at an early age, and seek remunerative employment at home and abroad, wherever it can be found.

6. Though the crofter and labour vote is all-powerful in the parish, there is not the slightest tendency on the part of ratepayers to abuse their voting power. The present Council of seven members consists of two landed proprietors, the representative of a third, three crofters, and the parish minister. In considering applications for relief, I could never detect any favouritism or partiality

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towards friends in any member of Council. The Parish Council is in every respect as careful in the administration of parish funds as the old Parochial Board.

7. In my opinion, the existing areas are quite suitable for administering relief.

8. With a view to future legislation, I would recommend, with all deference,—

(*a*) That compulsory powers should be given to the Parish Council for the removal of troublesome paupers to the poorhouse.

(*b*) That all disputes arising under the Poor Law Act should be compulsorily referred to the Board for settlement, and that their decision should be final.

(*c*) That the cost of the lunatic poor should be made a national burden.

In the county of Inverness the proportion of the insane to the rest of the population is 1 out of 278. In this sorely burdened parish, with its small assessable rental, the proportion of certified lunatics is 1 out of 134. This burden, the weight of which has been most acutely felt for years, is greatly aggravated by the steady falling off in the Lunacy and Medical Relief Grants.

(*d*) That the basis of allocation for the distribution of relief to agricultural occupiers under the Rating Relief Act should be readjusted.

The relief given at present to agricultural occupiers is five-eighths of the amount payable by them in 1896. The poor-rate of that year in this parish was 3s. 5d. per £. The poor-rate for this current year is 6s. 3d per £, an excess of 2s. 10d. per £, for which no proportionate relief is afforded to the agricultural occupier. It is reasonable to suggest that the basis of allocation should be revised at the end of every period of ten years, and that a more recent rate than that of 1896 should be made the basis of affording relief to occupiers.

APPENDIX No. LXXXIX.

STATEMENT OF EVIDENCE BY MR D. MACDONALD, DEPUTY-LIEUTENANT OF THE COUNTY OF THE CITY OF DUNDEE; MEMBER OF THE TOWN COUNCIL, PARISH COUNCIL, AND SCHOOL BOARD OF DUNDEE; CHAIRMAN OF DISTRICT LUNACY BOARD; AND EX-CHAIRMAN OF PARISH COUNCIL, ETC. ETC.

1. I have been engaged in the management of Parochial business since the passing of the Act in 1845, either as a private member, Convener of Committees, or Chairman. I was Chairman for many years, and now I am Chairman of District Lunacy Board of the Combination Parish of Dundee. I have been for many years a Town Councillor and Magistrate of Dundee, and I am now a Deputy Lieutenant of the County of the City of Dundee. I have been (and I still am) a member of the School Board of Dundee since the passing of the School Board Act in 1872. I have also had a large share in the work of the various philanthropic agencies of Dundee.

2. In 1878 the two parishes within the area of Dundee and two small adjoining districts were combined for Poor Law purposes, and these now form the *Dundee Combination Parish.* This was, in my opinion, a step in the right direction, and it has proved a great advantage to the town and district. About eight years ago the Parish of Dundee Combination was separated from the County of Forfar for Lunacy purposes, and formed into a Lunacy District. I have been Chairman of the District Board since its formation.

Social and Industrial Conditions of Dundee Parish.

3. As regards the social conditions of the parish, the population, which is about 170,000, consists largely of the working classes. Fortunately or unfortunately, Dundee has in its immediate vicinity a number of pleasant places in which a large number of the wealthy and middle classes have their residences. The result is that the valuation of the city is relatively small, compared with other towns; whilst owing to industrial conditions, pauperism is large and necessitates a high rate of poor assessment. The rate at present is 1s. 2½d. per £. As regards industrial conditions, Dundee occupies a somewhat peculiar and unsatisfactory condition.

4. There is a great demand for female labour, but employment for men is scarce and precarious. Shipbuilding and engineering employ a good many men, but these industries are frequently liable to spells of dull trade. The main source of employment for men and women is the jute mills, of which there are a large number spread over all the city. This jute spinning and weaving forms the staple trade of the city.

5. The wages of the women are, as a rule, very small, as also are the wages of men engaged in the lower departments of the work. Boys go into these mills as *half-timers.* They gradually rise until their wage is fourteen shillings or fifteen shillings a week, but after this stage there is the utmost difficulty in attaining a higher position. They have not, like the females, learned to spin or weave. They had no opportunity, and they continue to be unskilled labourers, with a miserable wage. Many of them in that position get married at a very early age. For a time the wife works, and may make a fair wage, but soon the approach of a family puts an end to this, and poverty ensues. Health frequently fails, and then a burden on the parish.

Method of Administering Relief.

6. There are no peculiarities practised in Dundee in the administration of the Poor Law. There is a chief inspector, with a competent staff of assistants, who inspect and examine every case of application.

7. The Relief Committee sits weekly and adjudicate on each case. In the interval the chief inspector exercises discretionary powers and reports. Frequent visits of surprise are made, with the view of detecting cases of paupers misspending their aliment.

8. All cases are reviewed at intervals of a few weeks. Outdoor relief is granted only after a due consideration of the character and circumstances of the applicant.

9. Orphans and deserted children are, as a rule, boarded out in the country with guardians whose houses and circumstances have been inspected and approved by the Committee. They are visited at irregular intervals and without notice. This boarding out of children has been very successful. Care has to be taken in many cases in boarding out children beyond the reach or knowledge of vicious mothers, and I am strongly of opinion that more power should be given in this direction. There is considerable difficulty in finding suitable guardians in the country for Roman Catholic children, and hence a large number are boarded in Smyllum Institution in Lanarkshire. The result is highly satisfactory. They are well educated and trained. When considered fit, situations are provided for them, and they get absolved in the general community. Those boarded with their parents in the poorhouse attend a neighbouring public school.

10. For indoor relief the parish has two poorhouses. One, with accommodation for about three hundred, is chiefly used for aged and infirm people. In this house there reside the Governor and Matron and other officials, a trained nurse to supervise the care of any sick persons. In the other house there is accommodation for upwards of nine hundred ordinary poor. Part of this poorhouse consists of a detached hospital, with three hundred and thirty beds, for the treatment of hospital cases. There is also accommodation for one hundred children in separate apartments. New maternity wards, observation wards, and isolation wards are in course of erection and nearing com-

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pletion. There is a resident medical officer in connection with the hospital as well as a visiting doctor. There is also a lady superintendent and a staff of trained nurses in charge of the hospital. A number of probationary nurses are accommodated and trained in the hospital.

The Respective Merits of Outdoor and Indoor Relief.

11. The aged and deserving poor having homes of their own, young widows with children, the wives and families of persons who are inmates of asylums or other institutions, are, as a rule, on the outdoor roll. This is, in my opinion, the proper treatment.

12. The aged and infirm who have no houses of their own, or friends to attend to their comfort, are accommodated in the poorhouse. Test cases are always offered relief in the poorhouse. This is a class difficult to deal with, and I am of opinion that more power should be given for using stricter measures for their treatment. They are, as a rule, drunken, immoral, and improvident characters. There is another class who are a source of trouble and expense by frequently going in and out of the poorhouse. Power for their detention for a limited period after a certain number of exits should be given.

Class of Persons Applying for Relief.

13. Persons applying for relief are almost wholly from the labouring classes. There are but very few cases from persons *who had seen better days.* Charities are able to cope with such.

Causes of Pauperism.

14. The chief causes are drunkenness, indolence, and improvidence, chiefly drunkenness, either directly or indirectly.

Class of Persons seeking Electon as Parish Councillors.

15. The persons seeking election as Parish Councillors are from the middle classes, and are fairly representative of the best intelligence of the community. The wealthier classes take little interest in parochial business. They do not see their way to spend the time necessary for so many details.

Relief of Able-bodied.

16. I am not in favour of giving the able-bodied a right to demand relief. To do this would, in my opinion, have the effect of largely increasing the poor roll without solving the difficult question of the unemployed. That should be left to Town and County Councils. In my long life experience of dealing with the poor I have never found really deserving persons left long, if at all, in destitution.

Poor Law Areas.

17. In large towns and parishes I see no cause for change, but power should be given to the Local Government Board to unite small parishes for Poor Law purposes.

Suggested Reforms.

18. I see no cause for any radical change in the laws, which has worked fairly well.

19. A large amount of time and money is spent on the question of *settlement.* This is altogether unnecessary. Power should be given to the Local Government Board to consider and settle all cases of disputed settlements. I would set aside technical points of legality. Cases would be settled on one line of policy, and justice done all round.

20. Deserters of wives and families should be more severely punished.

21. The cost of maintaining *pauper* lunatics should be wholly borne by the State. This would not, in my opinion, lead to extravagance or abuse, as a general rate for ordinary pauperism would be sure to do.

APPENDIX No. XC.

STATEMENT OF EVIDENCE BY DR D. J. MACDONALD, MEDICAL OFFICER FOR THE PARISH OF STORNOWAY, ETC.

1. I am over fifty years of age and a native of Lewis. I hold the qualifications of Bachelor of Medicine, Master in Surgery, and Diploma in Public Health of the University of Aberdeen.

2. During the last eighteen years I have been engaged in rendering medical assistance to the sick poor, under the Poor Law. I am also medical officer to a local lodge of Oddfellows, which is the only other agency in Lewis for rendering such assistance, but whose operations are confined to the town of Stornoway and its immediate neighbourhood, where valuable medical and other assistance is rendered to its members when overtaken by illness.

3. Finally, I may add that I am personally acquainted with the circumstances of practically every family in the island.

4. In what follows, I shall confine myself to a statement of facts, and suggest remedies as I go along. I am afraid, however, that our circumstances here are so very unique that what I may suggest will be utterly inapplicable to any other part of the country, and must therefore be held as applying only to Lewis.

5. It is true that all along the West Highlands some people live at long distances from medical assistance, but in these cases the population is small and live under more favourable conditions, whereas in Lewis, owing to the insanitary condition of the vast majority of the houses and their surroundings, and the state of chronic poverty that universally prevails all over the rural part of the island, the necessity for medical assistance is much more pressing than in any other part of rural Scotland. But, instead of possessing the necessary facilities for dealing efficiently with such a clamant necessity, I think I shall be able to satisfy the Commission that we are not in a position to render anything like efficient medical assistance to the sick poor. By the term "Sick Poor" I do not mean those that are already in receipt of parochial relief, these being sufficiently attended to.

6. To enable the Commission the more readily to form an accurate estimate, I shall take the island parish by parish, describe such facilities as exist, and then outline how, in my opinion, these may be materially increased.

Parish of Stornoway.

7. To begin with the parish of Stornoway, which has a population of 13,000, and which embraces the *quoad sacra* parishes of Knock and Back, there are, in the near vicinity of the town of Stornoway, a Cottage Hospital of twelve beds, and an Infectious Diseases Hospital with a similar number of beds. These two modest institutions are supposed to supply all the medical requirements of the whole population of Lewis—over 31,000,—amongst the rural portion of whom, owing to the lack of hospital accommodation, the utter want of any efficient method of isolation, and the insanitary condition of the houses, fever has become endemic.

8. The rural part of the parish is divided into two pretty nearly equal parts by Broad Bay—an arm of the sea about 15 miles long and 4 miles broad.

Standing at the head of this bay and looking seawards, one has the Knock section of the parish on the right and the Back section on the left.

Each section has a population of between 4,000 and 5,000.

9. There are three medical men practising in the parish, and all three are resident in the town of Stornoway.

10. The nearest village of the Back section is 3 miles

APPENDIX No. XC.—*Continued.*

from Stornoway, whilst Tolsta, with a population of close upon 1,000, at the extreme end of the same section, is 15 miles away. This village—Tolsta—is one of the most poverty-stricken in the whole island. The population of the village being thus on the verge of pauperism, it goes without saying that few or none of them can afford to call in the services of a doctor living in Stornoway, 15 miles away.

11. The result is what might be expected. Three-fourths of the deaths which occur in this village are not certified by a medical man.

12. Infinitely much more serious from a Public Health point of view than this fact, deplorable though it be, is this:—that there are not (in my opinion,) three consecutive houses in the village of Tolsta without tuberculosis, in one or other of its many forms. The same thing, though in a less accentuated manner, holds good of the extreme end of the Knock section of the parish.

13. The remedy, of course, is more doctors, but this is subject to certain qualifications. Any number of doctors resident in the town of Stornoway cannot bring Tolsta within easier reach of that town, nor reduce the present cost to the Tolsta crofter of a visit from a doctor resident in Stornoway, 15 miles away.

14. The real remedy therefore is to bring the doctor within easier reach of these outlying villages by establishing a doctor in the centre of each rural section of the parish. Before such a vast privilege can be conferred on these poor people, several practical difficulties will have to be overcome. On the threshold, one is confronted by the entire absence in both sections of any house suitable for a doctor's dwelling. I am afraid that the only method of meeting this difficulty is by a Government Grant, as local taxation is already so oppressive that it cannot further be increased without reducing us all to the position of suppliants for parochial relief.

15. In the second place, owing to the great poverty of the people, the doctors so established would have some difficulty in making a decent living from such fees as could be exacted in these districts. This difficulty, however, could, in a manner at least, be obviated by allocating to the doctor in each district the district share of the salary now paid to the parish doctor. This, in the case under consideration, would mean £75 per annum to each district of the parish of Stornoway, which at present is paid to myself personally, but which I would willingly renounce, *pro bono publico.* Starting with £75 per annum as a nucleus, the salaries of these doctors should be further augmented by an annual grant of £50 to each doctor. By this means a salary of £125 per annum would be secured, which, together with fees, would enable these doctors to live in comparative comfort.

16. One has to be engaged in practice here, under present conditions, to thoroughly realise how absolutely unsatisfactory the present state of matters is. One is called fifteen miles to a case, and often hears nothing more about the patient until one is called upon to sign the death certificate, or until the patient has recovered.

Parishes of Barvas and Uig.

17. Again, taking the west side of the island, extending from the village of Europie, near the Butt of Lewis, to Mealshader, at the upper end of Uig, we have a district seventy-two miles long, by the only existing road. This district embraces the parishes of Barvas and Uig, and has a population of close upon 13,000, scattered all over the district in some forty villages.

18. All the medical assistance available in this large area is what can be rendered by two medical men, living at a distance of fifty miles from one another.

19. It can readily be understood how very inadequate the services of these two gentlemen, willing and energetic though they are, are to meet the medical requirements of this large district. For it must be borne in mind that most of the villages are some distance from the main road, which is practically the only road in the district on which a gig can go. It follows, therefore, that the doctor must leave his gig on the main road, and make all his visits in these villages on foot. It must also be kept in mind that, though typhus and typhoid fevers are of frequent occurrence in the district, there is not a single place from end to end of the district in which a case of infectious trouble can be isolated or treated.

20. In this district, therefore, we have not only a clamant necessity for at least two more doctors, but an equally clamant necessity for hospital accommodation for the isolation and treatment of infectious diseases. Here, too, the salaries of the extra doctors might be arranged in the same manner as is recommended for the parish of Stornoway. Here, however, owing to the greater poverty of the people, the necessity for supplementing the local contribution by a Grant is greater than even in the parish of Stornoway. In the Carloway section of the parish of Uig, which is some thirty miles from the doctor's residence, phthisis is alarmingly on the increase.

Parish of Lochs.

21. A similar state of matters prevails in the parish of Lochs, which is so cut up by narrow arms of the sea that one part of the parish may be completely isolated from the other for several days, except by walking round these arms of the sea, over trackless moors. In a parish so cut up, and without any intercommunication between the villages by roads, it is plain that one medical man, athlete though he is, cannot render anything like efficient medical assistance to over 6,000 people, scattered over such a wide area.

22. Here also there is absolutely no provision for the isolation and treatment of infectious diseases. Here the remedy is the same as in the other parishes:—hospital accommodation for the treatment and isolation of infectious diseases, and a medical officer for each section of the parish.

23. I have visited the greater part of our vast empire, but have yet to visit any part thereof in which British philanthropy has more failed to put medical assistance and hospital treatment within easy reach of the poor than in Lewis; nay, more, that same philanthropy has extended the same privileges to poor people living beyond the bounds of our empire,—so much so that, were some globetrotter to run across conditions similar to those prevailing in Lewis, a Mansion House Fund would be immediately inaugurated for its relief; but here in Lewis, within twenty-four hours' journey of London, men, women, and children are allowed to die without adequate provision being made to bring medical assistance and hospital treatment within easy reach of them, and under sanitary conditions that had better not be described. The reason for their being thus neglected by their more favoured fellow-subjects is self-evident. Centuries of poverty have induced in them a sort of blind fatalism, so that rebelling against their present condition would be, in their opinion, tantamount to rebelling against the decrees of Providence.

24. Another factor that has materially contributed to their condition being overlooked by philanthropists and politicians alike is their law-abiding character, and their inherent objection to having their poverty proclaimed to the world. Moreover, in the present state of public opinion there is not the same *éclat* to be gained from rendering medical and other assistance to the Hebridean crofter fishermen as is to be derived from carrying the same privileges to the Chunchus of Manchuria, and yet these crofter fishermen are as good an example of perfect physical development as can be found in any part of the British empire, and therefore one of its most valuable assets. But if no precautionary measures are taken to preserve this splendid race, it will soon become wiped out by the ravages of consumption.

25. Let me now summarise under the various heads suggested in the Commission's Circular.

Sanitary Authority.

26. Neither the Sanitary Authority nor the Town Council is in a position to render any medical assistance to the poor beyond the treatment of such cases of infectious disease as are removed to the hospital, and the supporting of families isolated on public health grounds. The Sanitary Authority, although exacting the maximum rate permitted by the Local Government Act, has not yet been in a position to provide a single hospital for the isolation and treatment of infectious diseases. Beyond providing wholesome wells in the most necessitous districts, and partly paying the salaries of eight nurses scattered over the island, the action of the Sanitary Authority has always been paralysed by the lack of funds.

The Poor Law.

27. This is the only agency in Lewis that renders medical assistance to the sick poor. Through its medical

APPENDIX No. XC.—*Continued.*

officers those in receipt of parochial relief are efficiently attended. But though there is nothing in the history of the island more conspicuous than the zeal and energy with which these Poor Law medical officers devoted their lives to the relief of the poor, yet, owing to the large area assigned to each of them, the difficulty of getting over these large areas, and the large population in each area, the time and energy of these medical officers was mainly occupied in rendering medical assistance to those in receipt of parochial relief, their numbers being at all times too small to render anything like adequate medical assistance to the sick poor outside the pale of pauperism.

28. Until Parish Councils in the island are put in possessson of sufficient funds to enable them to employ at least twice the present number of Poor Law medical officers, the medical necessities of the island will not be met with any degree of efficiency.

Voluntary Effort.

29. Nothing of this nature exists in any part of the island beyond what I have already described as existing in the town of Stornoway and its immediate neighbourhood. There being no agencies, there cannot possibly be any overlapping.

Question of one Authority undertaking the whole Work of Medical Assistance to the Poor.

30. Unquestionably the whole "work and duty" of rendering medical assistance to the sick poor should be vested in the various Parish Councils, these being the only organised agencies in the island. But these bodies will be quite unfit to cope with such a large task unless they are put in a position to employ more medical officers, so as to place medical assistance within easier reach of the sick poor.

Effect of Insufficient Medical Assistance on Health of Community.

31. That the health of the community suffers owing to the insufficiency of the amount of medical assistance to the sick poor is beyond dispute. In no direction is this more apparent than in the alarming manner in which tuberculosis is becoming general all over the island.

32. If no precautionary measures are adopted to prevent the spread of this disease, it will not take more than fifty years to depopulate the whole island if the present rate of its increase is maintained.

33. During the last year probably 100 deaths were registered as due to some form of tuberculosis.

34. Once phthisis attacks any member of any family in rural Lewis, one can prognose with almost absolute certainty that every member of such a family will fall a victim to that disease sooner or later.

35. There is hardly any village in the island but bears ample testimony in support of this statement. This is mainly due to the utter impracticability of adopting any prophylactic measures, owing to the construction of the houses, the absolute absence of any means of isolating the affected, and to the fact that till quite recently the people did not believe in the infectious character of the disease.

36. If any considerable proportion of the population is to be saved from the ravages of this disease, some method of isolation must be promptly provided. In this connection it must be borne in mind that in 90 per cent. of the cases in rural Lewis all the family occupy in common the same living-room and sleeping-room.

37. It follows, therefore, that some sort of isolation Homes must be provided ere the spread of the disease can be checked, with compulsory powers conferred on the Sanitary Authority to remove the affected to these Homes. This would, of course, require to be accompanied by compulsory notification.

38. Sanatoria for the curative treatment of the disease are ideals beyond our wildest expectations, but it is the bounden duty of the State, in self-defence, if on no higher ground, to erect such isolation Homes as I have indicated.

APPENDIX No. XCI.

STATEMENT OF EVIDENCE BY MR ÆNEAS MACKENZIE, CHAIRMAN OF THE STORNOWAY PARISH COUNCIL.

1. I beg to state that the parish of Stornoway comprises three districts, one the burgh of Stornoway with 3,852 of a population, and two landward districts, Point and Back, with populations respectively of 4,921 and 4,210. In the burgh of Stornoway there are about 710 resident ratepayers and householders, exclusive of paupers, made up as follows:—

A.—Business men, shopkeepers, fish-curers, professional men, etc., . .	35 per cent.
B.—Artisans and skilled workmen, .	32 ,,
C.—Single women and widows, mainly dependent on lodger-keeping and fish-working, ...	17 ,,
D.—General labourers, . . .	16 ,,

2. Those forming classes C and D are chiefly persons who have migrated from the landward districts to town, many of them having previously disposed of their crofts and stock, in the hope that their taking up residence in Stornoway would be to their advantage. From this class the ranks of paupers in the burgh is largely, if not mainly, recruited. The great majority at best barely earn what provides the necessities of life. Many of them live in a condition bordering on poverty, employment being irregular and scarce. A large number of them are a source of constant loss and worry to the proprietors who rent them house accommodation, and a great burden on the community, in that they do not pay their burgh or parish rates. Unfortunately there are no means of exacting rates from them, as they have no effects that can be attached or realised. Work is extremely difficult to obtain in Stornoway during the months of October, November, December, and January, and in consequence there is in many families a hard struggle to procure food and fuel. Many of these classes are a great burden on the shopkeepers and bakers, who are in the habit of giving credit, the result being that in many instances, when a shopkeeper gets into difficulties, it turns out his bad debts are the cause of his failure, and these debts are mainly due by the class of people to whom I refer.

3. What has hitherto been also a source of considerable income to those in class C is likely in the near future to be withdrawn, namely, the Royal Navy Reserve Force, who have been trained here ever since the Reserve came into existence some thirty years ago. As many as 2,000 of this force usually drill for a month each year. This number is now being rapidly curtailed, and in the course of two or three years training will cease here, but, it is stated, will be carried on for the future on board H.M. warships, either afloat or at naval depots. The reduction of the training of the Reserve will mean a loss to those lodging-house keepers who have been benefiting under the present arrangement.

4. As regards class D, wages are comparatively low, and in most cases employment is very irregular. The average wages of tradesmen is as follows:—

Joiners, . .	24s. per week.
Masons, . .	30s. ,,
Coopers, . .	24s. ,,
Bakers, . .	20s. ,,
Shoemakers, .	18s. to 20s. per week, and so on.

As a rule, the cost of clothing and provisions is greater than in the larger cities.

5. The system of administrating relief in this parish is very much the same as in other parishes throughout the country, and the recommendations of the Local Government Board are usually followed. Outdoor relief is given in deserving and suitable cases, and the poorhouse offered only to those who are considered subjects for it. During the last ten or twelve years the average weekly aliment granted outdoor poor has been considerably increased, and with, in

APPENDIX No. XCI.—*Continued.*

many cases, allowances of fuel and clothing sufficient to admit of the paupers living in comparative comfort.

6. The following is a total analysis of the total number of poor in this parish at 15th May 1906:—

	Paupers.	Dependants.	Total.
Point district, ...	86	69	155
Back „ . . .	115	93	208
Total for landward, . .	201	162	363
Burgh, ...	80	67	147
Total for parish, . . .	281	229	510

Of these, 16 were in poorhouse, 19 in asylums, and 22 lunatics in private dwellings.

7. Of the total ordinary outdoor poor:—

A.—35·268 per cent. were persons 65 years and upwards (4·911 males and 30·357 females).

B.—24·553 per cent. were single men and women under 65 (5·357 males and 24·553 females).

C.—28·125 per cent. were widows with dependants.

D.—1·339 per cent. were widowers with dependants.

E.—5·357 per cent. were married men with dependants.

8. A serious problem in dealing with the outdoor poor is the question of attendance on the sick poor. In the rural districts especially, and also largely in the burgh, a number of those comprising class B above live alone. It is more and more becoming the experience that when illness comes and attendance is necessary, relatives (except when of the closest connection) are less disposed to make any sacrifice for the comfort of such cases unless paid for doing so. It frequently happens that there are *no* relatives at hand, and attendance has to be provided, sometimes at considerable cost and difficulty. Excellent work is being done among the poor by three district nurses in the parish (one in each district). One is a Jubilee nurse, and the other two are paid equally by the Lewis District Committee and the Ladies' Highland Association, Edinburgh. The latter have done nobly for the Island of Lewis in the matter of providing district nurses, and at present pay something like £200 a year in salaries. At present any contribution by Parish Councils towards the cost of district outdoor nursing is not allowed to rank against the Medical Relief Grant. This is, in view of the importance of the service, a hardship. There ought to be provided means to admit of an adequate supply of nurses for work among the outdoor poor, who would, where necessary, take charge of cases of serious illness until such could be removed to the poorhouse. In this connection it is of great importance that compulsory powers be conferred on Parish Councils or inspectors of poor for the compulsory removal to the poorhouse of cases, sick and aged poor living alone, and for whom attendance cannot otherwise be provided.

9. With regard to indoor relief, I think some change should be made on the present system. The poorhouse, as such, should be reserved more for that class who contribute largely themselves through their vicious and idle habits to their poverty. Those now maintained in the poorhouse, chargeable through no fault of their own, and also the friendless aged outdoor poor, should be accommodated in some system of cottage homes under less rigid supervision, and the sick and infirm in institutions more on the lines of the ordinary hospital or infirmary.

10. The causes of pauperism in this parish may be generally attributed to the prevailing social condition of the parish generally. The majority of the classes supplying the pauper element live at best under conditions in which it is impossible to make any provision for a change in their circumstances, and consequently when their health becomes impaired or the breadwinner is removed, the relatives being in poor circumstances, there is no alternative than an application for relief. It is found that there is on the part of the poor generally a tendency to think less of applying for, or being recipients of, relief now than was the case up till a comparatively recent time ago. No doubt the struggle for existence has become more keen in parishes such as Stornoway, as well as in the large industrial centres, and the wageearners of all classes find it hard to provide for their own families and nearest relatives, while their more distant connections have to "go on the rates." A great factor in the cause of pauperism is the state of congestion that exists in the rural districts of the parish. Crofts are divided and subdivided among different families of the original crofter, and the population is huddled together on small patches of crofts and on the common pasture. Those unable to work at the fishing have no other means of support, and by and by go to swell the ranks of pauperism. Early marriages are the rule in these rural districts. A large percentage of the widows with large families chargeable were deprived of their husbands when very young, consumption or accidental drowning being the chief cause of death.

11. I am of opinion that the existing administrative areas are quite satisfactory, and do not see that it would be of any advantage to have them extended.

12. At the last Parish Council election in this parish there was considerable difficulty in procuring a sufficient number of candidates. In one ward a new election had to be ordered, and in another *two* new elections had to be ordered. Those forming the landward portion of this Council, who are a majority of 9 to 6, are, with the exception of one farmer, of the crofter class; their average annual contribution in rates is 2s. 6¾d. per £. Altogether matters have been carried out in a fairly harmonious way between landward and burghal members, but owing to the long distances landward Councillors have to travel to meetings of the Parish Council, which are always held in Stornoway, it has lately been suggested that the number of landward Councillors should be increased by four, and in my opinion this arrangement would be better for the parish as a whole, and would ensure greater interest being taken in the administration, as at present constituted, of the area in the Point and Back divisions of the parish. The distance from Portnaguran to Melbost, the southern portion of the point division, is quite 12 miles, while from Tolsta to Laxdale, being the northern section of the parish, is quite 14 miles, so that to have both sides of the Broad Bay adequately represented there should be a member for Tolsta and a member for Portnaguran. With the addition of these two members, matters, in my opinion, would work much more to the advantage of the residents in both districts, and would, I believe, be a great improvement to things as at present constituted.

13. I beg to submit the following suggestions for amendment of existing Poor Law Statutes:—

(*a*) That Parish Councils or inspectors of poor be authorised summarily to remove to and detain in the poorhouse aged and helpless paupers living alone, for whom attendance cannot otherwise be provided.

(*b*) That the duty and expense of apprehending and prosecuting husbands and fathers for deserting or neglecting their wives and families be transferred to the Procurator-Fiscal, and that, in aggravated cases, parents who habitually neglect their families should be confined in some form of labour colony, where they would be compelled to work for the support of their families.

(*c*) That the requirements of the Board of Lunacy should be modified to admit of harmless lunatics being maintained in poorhouses not having licensed wards. At present the Board sanction the residence of these in private dwellings. Frequently cases turn up who would be much better cared for in the poorhouse, and could be made of service in the institution.

(*d*) All cases of disputed pauper settlement should be referred to the Local Government Board, whose decision should be final.

(*e*) The period for repayment of Poor Law loans should be extended to forty years, and the Public Work Loans Commissioners should be authorised to loan money for the purpose of paying off existing loans when these may fall to be called up under relative bonds.

(*f*) Supplementary Valuation Rolls should be made up as at 1st January, and power given to Parish Councils to assess occupiers entering after the completion of the Valuation Roll.

(*g*) The provisions of schedule viii. of the Burgh Police Act, 1892, relating to execution by arrestment

APPENDIX No. XCI.—*Continued.*

for recovery of rates, should be extended to Parish Councils, and arrears of owners' rates should become a permanent charge on the property.

14. My view is that comparatively little can be done by way of improving the existing Poor Law system, especially in such parishes as Stornoway and the other Lewis parishes, without first seriously dealing with the question of local taxation. The Agricultural Rates (Scotland) Act has in a great measure removed a cause of grievance from the agricultural occupier, but owners and non-agricultural occupiers are overrated. The valuation of the parish for the current year is £23,382, 15s. 10d., an average rental per family of £9, 4s. 8d., compared with an average for Scotland of £31, 18s. 6d.

15. Out of a population of 9,131 in the landward districts of the parish, 978 are crofters with an average rental of £1, 15s. 1d. per head. It is estimated that in the landward districts of the parish there are between 600 and 700 householders—cottars and squatters, fishermen—who pay neither rent nor rates. In many cases crofters occupy houses built at a cost of £150 to £300, and are only assessed on the annual rent of their croft—35s.; and in the case of cottars and squatters they share all the benefits of poor relief, education, etc., without having to pay one penny of rates. Merchants, who are mainly crofters, and do in some cases a large amount of trade, are practically free from rates as compared with merchants who reside in town, and who, in many cases, have to pay from £40 to £60 in the way of shop rents and taxes, while the dwellers above referred to, holding crofts, are practically exempt from rates, except to a very trifling extent. This state of matter requires attention, and should be dealt with by the Government.

16 The Grants for medical attendance should also be increased all over the island, and especially in this parish. In my opinion there should be three medical officers, placed as follows in this parish, viz., one at Garrabost, in the Point district, another at Back, in the Back district, and the third resident within the burgh. At present there is only one medical officer for the landward division and one for the burgh division, but this is far from being sufficient, as the distance from Stornoway to Portnaguran in the Point division is about 14 miles, while the distance to Tolsta on the opposite side of the Broad Bay is fully 16 miles, and it is therefore impossible for any medical officer to be expected to visit this wide area daily, and to attend upon the sick poor who live there. My idea is that the Government should build suitable dwelling-houses for medical men in the districts I have named, and increase the Medical Grant to at least £100 to the medical officers resident at Garrabost and Coll; and if this were done, it would be the means of doing a vast amount of good, and the number of uncertified deaths, which at present form a blot on the civilisation of the parish, would be materially reduced, if not entirely disappear.

17. The low valuation and the high cost of poor relief and education in the landward districts tell very heavily on the burgh ratepayers, and, in view of the increasing burden, action on the part of the State is necessary.

18. The cost of such national burdens as poor relief, lunacy, education, etc., ought to be largely met out of imperial funds; and until some such scheme, as recommended by Lord Balfour of Burleigh and Lord Blair Balfour in the Report of the Commission on Local Taxation (Scotland), for the relief and equalisation of local taxation is adopted, many of the reforms in the Poor Law, which could not be carried out without increased expenditure, will have to be delayed.

APPENDIX No. XCII.

STATEMENT OF EVIDENCE BY MR DONALD MACKENZIE, INSPECTOR OF POOR OF THE PARISH OF APPLECROSS (ROSS-SHIRE).

1. This parish has a population of about 1,615, of whom 55 are paupers. The parish is wholly landward, and comprises about 25 different inhabited townships or hamlets, all situated on the sea-coast, and one inhabited island. The sea-coast, following around the lochs and bays with which the land is indented, measures over 60 miles, and townships are everywhere scattered along the shore. Eight of the townships are reached by the county road, and mostly all others are traversed by well-made footpaths, made and maintained by the County Council. About three-fourths of the inhabitants are of the crofter-fisher and cottar class, the other one-fourth including landowners and their servants, ministers, doctors, shopkeepers, and tradesmen. The inhabitants are a sober, industrious, honest, and law-abiding people, and they are most kindly disposed towards one another. There are seven public schools, situated at convenient centres, and two side-schools within the parish, so that every child can receive elementary education. There are seven churches, all Presbyterian, but of three different denominations, within the parish, but not at all conveniently situated to enable all the parishioners to attend regularly one or other of them. Thus, while two townships have three churches each, a large number of townships lie 13 miles distant from any church.

2. The inhabitants of those townships that are situated near a landowner's residence are frequently employed as labourers, etc., on the estate policies, for which men are paid at the rate of 2s. 6d. and women at the rate of 1s. 6d. a day of ten hours, and thus money circulates more freely and regularly amongst them than it does in the outlying townships. In these the people are mainly dependent on the produce of their crofts, and the proceeds of the fishing. The crofts are mostly all of the small class, and are alone insufficient both as a means of making a living and as a means of regular and steady employment for the occupants. The fishing, though as a rule aiding to a considerable extent the means of making a living, fails now and again, and is declining steadily. Although combining crofting and fishing, yet the people are forced to long periods of idleness, as, for at least four months of the year, there is practically nothing for them to work at. The produce of the crofts is corn, potatoes, milk, butter, etc., which seldom or never fail, and these, with fish, form the staple articles of diet. Provision and general goods stores are met with almost in every township. In these, goods of all kinds can be procured; and, in the season when money is scarce, credit is given to everybody without exception, so that this method of giving long credit is one reason why actual destitution is seldom or never met with in this parish.

3. The Parish Council fixes a money allowance for every pauper on the roll, ranging from 1s. 6d. to 3s. 6d. a week according to the individual needs, which is paid monthly in advance, and which the pauper is permitted to spend at his discretion. As a rule the money is spent solely in procuring food. In addition to the money allowance, a supply of fuel and clothing is given to those paupers who are unfit to procure it for themselves. Pauper houses are also repaired and made habitable by the Parish Council. The extent of the parish makes it necessary to have two resident doctors at convenient centres in the parish, in order that the paupers may receive regular and punctual medical attendance. The doctors' salaries are a heavy burden on the poor-rate. Seeing the public derive much benefit from having a resident doctor near them, it would seem fair that a share of the doctors' salaries should fall on the public health rate. Sick paupers, on the recommendation of the medical officer, are supplied with necessary attendance at the expense of the Parish Council. Such attendance is frequently very difficult to procure. Orphans, and separated and deserted children, are boarded out in respectable families, which seems to be by far the better way of providing for this class. Very old and frail paupers are also sometimes put into lodgings, and this arrangement works satisfactorily.

4. Such paupers as have homes of their own, live among relatives, and are physically, mentally, and morally fit to contribute more or less towards their own comfort and support should always be treated as outdoor. Orphans, separated and deserted children, should never be reared in a poorhouse. But such paupers as have neither home nor friends, and are physically incapable of doing anything for

APPENDIX No. XCII.—*Continued.*

their own comfort, cannot be adequately maintained but as indoor. Indoor relief has not much to recommend it to persons accustomed to live in country places. If our Council were to make strict use of the "poorhouse test," they would get rid of at least one-fourth of their paupers. Parish Councils should have compulsory powers to remove suitable cases to a distant poorhouse.

5. More than one-half of the applicants for relief in this parish are unmarried females whom age has rendered unfit for service as general and domestic servants. A few are widows with young children; and some are aged parents, mostly females, whose families are too poor to maintain them. Male applicants are less than one-fourth of the whole. More than three-fourths of the applicants are above sixty-five years of age, and a large percentage of them are eighty years and over. We rarely have a mother of illegitimate children among the applicants. Lunatic paupers are about an equal number of males and females, and are from the ages of nineteen to sixty years. Mostly all our lunatic paupers are from one district of the parish, and the chief cause of lunacy is apparently hereditary tendencies.

6. The chief cause of pauperism in this parish is old age. Though the people, by strenuous effort, are able to earn a livelihood while they have health and strength, they are not able to make any provision for old age. Thus, when old age comes, if they have no relatives whose duty it is to support them, they become chargeable to the parish. A scheme of old age pensions would relieve the poor-rate of more than one half of those that are now chargeable to it, but the number who would claim under any such scheme would be considerably more than those who claim parish relief. Lunacy in this parish can always be traced to hereditary causes.

7. Persons seeking election as Parish Councillors are drawn from the following classes: ministers, estate managers, merchants, tradesmen, and crofters; but the post of Parish Councillor is not eagerly contested by any class.

8. It does not seem to be at all expedient to give able-bodied persons a claim to parish relief. The effect of giving such a claim would be demoralising. In this parish we seldom have an application from this class.

9. Existing areas seem to be quite suitable for administering relief. If money allowances only were given to paupers, one inspector could easily undertake a larger area than one parish; but when he has fuel, clothing, house repairing, and attendance to superintend, and to make himself thoroughly acquainted with the condition and needs of every pauper, the one parish is just as much as he can conveniently and properly undertake. Larger rating areas would be advantageous and more equitable.

10. The following reforms of Poor Law are suggested by experience:—

(*a*) All cases of disputed settlement should be decided by arbitration, to save the enormous cost of doing so in the law courts.

(*b*) Lunatics requiring asylum treatment should be maintained out of a national lunacy-rate over Scotland.

(*c*) Other provision than poor relief should be made for all respectable persons over sixty-five years of age who have no means of support.

(*d*) Parish Councils should be represented on District Lunacy Boards.

(*e*) The salaries of parish doctors should not fall wholly on the poor-rate. The present Exchequer contribution towards medical relief is wholly inadequate.

(*f*) Some scheme of superannuation of Poor Law officers should be established, for it cannot be expected that a man, after a certain age, can fulfil the strenuous duties required of him properly.

APPENDIX No. XCIII.

STATEMENT OF EVIDENCE BY REV. KENNETH A. MACKENZIE, LL.D., J.P., MINISTER OF KINGUSSIE, INVERNESS-SHIRE.

1. I was born in 1829, in the Manse of Lochcarron, Ross-shire; was inducted as assistant and successor to my father in that parish in 1856, and acted as Chairman of the Parochial Board of that parish from 1861 till March 1867, when I was inducted as minister of the Parish of Kingussie, in which I have since resided. I regularly attended the meetings of the Parochial Board, and was for three years a member of the Parish Council.

I.—Poor Law Administration.

2. In parishes where there are no Cottage Homes under the charge of a nurse or matron, infirm and aged paupers, who have no relative or friend to attend them, would be more comfortable, and receive better attention, in a poorhouse. No children, however, should be sent to a poorhouse. Outdoor relief, when judiciously given, is to be preferred in the case of those who have friends able to give them assistance, although not able to maintain them. Outdoor relief, however, is liable to abuse if not administered with a thorough knowledge of individual cases, and with discrimination.

3. Speaking from personal experience, the majority of applicants are women, either comparatively young widows with families or aged spinsters. Occasionally casual outdoor relief is applied for by aged men.

4. Two main causes of pauperism of almost equal effect are:—(1) Improvidence, due to failure to recognise the responsibilities of married life, and (2) Intemperance.

5. With regard to the question of giving able-bodied persons a right to poor relief, occasional hardship is sustained owing to present condition of law, but power might be granted to Poor Law Officers to give able-bodied persons relief in exceptional circumstances.

6. Although poor rate varies greatly—ranging from 1d. in the £ on owner and 1d. on occupier to 6s. 3d. on owners and the same on occupier—I would not recommend an extension of areas, as enlargement of areas might tend to relaxed vigilance in investigating individual cases, and lead to extravagance. Government, however, should contribute 75 per cent. of any amounts required beyond the proceeds of a 1s. rate on owners and a 1s. rate on occupiers. From Blue Book for 1895–1905, I find that only 80 parishes—all of them in the Highlands and Islands—would require to be so assisted, and some of them only to a very small extent.

7. The boarding-out of pauper children has been attended with excellent results wherever it has been adopted, and its adoption by a larger number of authorities would be a step in the right direction. Care should be taken that the children are boarded in healthy districts, and within easy reach of good schools.

Suggested Reforms.

8. Cases of disputed settlement should be decided by the Local Government Board.

9. Pauper girls as well as boys should be maintained until fourteen years of age, and Parish Councils should be empowered to maintain them for a year or two longer when deemed desirable.

10. When the poor-rate exceeds 2s. in the £1, Government should pay 75 per cent. of what may be required in addition to proceeds of this rate.

11. As Parish Councils frequently find difficulty in procuring suitable accommodation for paupers, the erection of Cottage Homes should be encouraged by the Local Government Board.

II.—Charities and Voluntary Effort.

12. The respective effect of charity and poor-law relief varies so much in individual cases that no general conclusion can be drawn. As a rule, the force of public

APPENDIX No. XCIII.—*Continued.*

opinion is sufficient to prevent an abuse of the privilege of making claims. The stigma associated with receipt of relief debars a few very necessitous cases, but it is improbable that these would be assisted by any widening of present laws.

13. The present poor law is administered as judiciously as circumstances will permit. Almost invariably the charity-worker finds that those receiving parochial relief are the most necessitous cases that come under his notice.

14. In the natural order of things, co-operation between charity and the poor law has to a great extent taken place, and there is very little overlapping and waste of resources.

15. In my opinion it is impracticable to substitute charity for out-relief. The charity-worker finds his greatest field of usefulness in supplementing the assistance given by the Poor Law Officer. Poor Law Officers, however, might be encouraged to get into closer contact with charity organisations, and in this way incipient cases of pauperism might be averted.

APPENDIX No. XCIV.

STATEMENT OF EVIDENCE BY MR D. J. M'KINNON, CHAIRMAN, DUNDEE PARISH COUNCIL.

I have been Chairman of Dundee Combination Parish Council for the past three years, and a member of the Parish Council and Parochial Board for about forty years.

2. *Administration of Relief.*—During the year the Parish Council deal with something like 5,000 applications for relief, while there are chargeable on the permanent rolls an average of 2,200 persons.

3. All cases, after being thoroughly investigated by an outdoor inspector, are submitted to and considered by the inspector, who, in turn, brings the same before a committee consisting of all the members of the Council at their weekly meeting, and if found entitled to relief, are disposed of according to the facts submitted.

4. Cases placed on the outdoor roll are only allowed relief for a period of four or six weeks, when their cases are revised, and thereby an intimate knowledge of all applicants is obtained. By a strict adherence to this rule the permanent outdoor and poorhouse rolls of Dundee have fallen during the past twelve months from something like 2,273 to 1,950. The foregoing fact proves that too strict a look into the circumstances of each case cannot fail to have good results.

5. *Indoor* v. *Outdoor Relief.*—My experience has been that no case should be admitted to outdoor relief until satisfactory evidence of respectability and worthiness has been obtained. Outdoor relief is always allowed to respectable persons who have no relatives able to assist.

6. Indoor relief is given to all cases certified unfit for work where the following circumstances are apparent:—

(*a*) Where there are relations able and liable to support.

(*b*) Persons addicted to drink, immorality, extravagance, and widows with illegitimate children.

7. The present system of indoor and outdoor relief could not be improved unless that additional powers were given governors of poorhouses to detain for at least seven days persons who fall under the class of poorhouse inmates known as "ins and outs."

8. *Classes applying for Relief.*—The staple industry of Dundee being jute, the persons applying for relief are principally mill and calender workers, general labourers, and a large percentage of the wastrels. They are classified as follows:—

Aged persons	186	per 1,000	applications.
Widows with families	38	"	"
Orphans	8	"	"
Married women—husband in infirmary	245	"	"
Insanity, etc. cases	63	"	"
Accidents	24	"	"
Prison cases	35	"	"
Wife, etc. desertion cases	75	"	"
Illegit. and immorality	55	"	"
Improvidence, etc.	163	"	"
Alcoholic cases	108	"	"

9. *Relief of Able-bodied.*—The question of granting relief to able-bodied poor would, in my humble opinion, be a retrograde step in Scottish Poor Law.

My sympathy is always on the side of deserving workers out of employment, but I am strongly of opinion that Parish Councils have no facilities for giving relief in the form of paid labour, and therefore the duty of attending to the unemployed ought to remain with County Councils and Town Councils in large centres, in accordance with the spirit of the Unemployed Workmen Act, 1905.

APPENDIX No. XCV.

STATEMENT OF EVIDENCE BY DR M. M'LAUGHLIN, MEMBER OF GLASGOW PARISH COUNCIL.

1. I have been practising medicine for over eighteen years in a working-class district in Glasgow, and come daily in contact with the poor. I have been a member of the Parish Council for over twelve years: first, the "City parish," and then the "combined parishes of City and Barony," now called the Glasgow Parish Council.

Medical Assistance of the Poor.

2. *Sanitary Authority.*—In my opinion the sanitary authorities of Glasgow do their work well in connection with poor, with perhaps a few exceptions, *i.e.* phthisis. This disease is undoubtedly infectious, and ought to be classified as such, and provision made accordingly. We, the Glasgow Parish Council, have made provision for it to a limited extent; for instance, if a husband contracts the disease, he is admitted into our hospital, and his wife, if deserving, gets outdoor relief for her family; but if the wife or any of their children contract the disease, they are denied the privilege of our hospital if the man happens to be working and in receipt of weekly wage. This, I consider, is not only an injustice to a working-man, but will ultimately add very materially to the expenditure of the local authority, because a man working at, say, £1 per week cannot possibly provide nursing and medical attendance and the necessary nourishment required for such cases, and it often happens that other members of the family are infected—and perhaps the husband—when the parish have to step in and take the remaining part of the family.

3. *Poor Law.*—The Parish Councils are, in my opinion, doing all that is necessary with regard to medicine and advice to the poor; but, in my opinion, a parish like Glasgow, which employs twenty outdoor medical officers, whose time is devoted partly to the poor, ought to have a medical staff of its own, which would be more efficient and would help

APPENDIX No. XCV.—*Continued.*

to a better system of classification, and would ensure that the patients would be treated equally.

4. *Voluntary Effort.*—The hospitals in Glasgow are, in my opinion, unable to cope with the amount of work which is required of them, as numerous cases have to wait sometimes until they are better, or dead, or have to be removed to one or other of the parish hospitals.

5. I believe it would be better, in the interest of the community, if all hospitals were nationalised and placed under one authority.

6. I believe that the present system of giving indiscriminate relief, as carried on by the different dispensaries in Glasgow, is demoralising, and that a limit should be fixed.

7. With regard to medical "clubs," there are few, if any, of these in Glasgow, except those in connection with benefit societies, and these are doing good work, and ought to be encouraged in every possible way.

POOR LAW.

8. As regards the causes of seeking assistance from the Poor Law, there are several. Intemperance bulks largely with those seeking admission, but there are numerous cases there through no fault of their own.

9. When I entered the Parish Council the usual allowance given for children was 1s. 6d. per week each, but now we have decided to give 3s. as the minimum per child, provided there is no other source of income; and it has worked beneficially, and, in my opinion, is money well spent.

10. *As to the Merits of Indoor and Outdoor Relief.*—There are a large number of persons applying for relief to whom you could offer nothing else but indoor relief. There are others applying to whom you would never think of offering anything but outdoor relief; but there is a large number of doubtful cases, and to the majority of these I consider it is better to give outdoor relief under proper supervision. Experience has taught me that, if you sent a number of these cases to the poorhouse, they would become ins-and-outs, and they would also drag their friends and relations down to the same level; where a few shillings timeous relief might tide them over their difficulties.

11. The expediency of giving able-bodied men a claim to relief is worth a trial.

12. With regard to reforms in the law I beg to submit the following:—

(*a*) Uniform rate for Scotland.

(*b*) Compulsory retention of patients unsuitable to be allowed outside.

APPENDIX No. XCVI.

STATEMENT BY MR J. P. MACLAY, GLASGOW.

I. GLASGOW.

1. I have come a great deal into contact with many of the poorest class in Glasgow, and I have practically only one suggestion, which is, to enormously reduce the opportunities for drinking. Our working-class districts are infested with public-houses, and the people are living with drink around them morning, noon, and night, and until this sore is removed I look for practically no improvement in their condition. It seems to me just playing with matters until something is done in this direction.

2. I shall feel obliged if you take it that I do not write from any teetotal point of view, but from the general position.

3. A very large proportion of the poor will never be different so long as drinking facilities are practically forced upon them.

4. There are comparatively few cases which one comes across which are not the direct or indirect outcome of excessive drinking.

5. I would add the need there is in Glasgow for further action by the municipality in clearing out back lands and old buildings. Crowds of the poor are living in habitations unfit for animals—kept there by poverty almost entirely ascribable to drink, but houses which under no circumstances should be allowed to remain.

The tax for city improvement in Glasgow is only about 1d. in the £. The cry with many is to keep down taxation, but if the city was doing its duty by the poor the tax should be 4d. or 6d.

I believe also Labour Unions should be encouraged among women with some official recognition.

II. ORPHAN HOMES OF SCOTLAND.

6. Application is being made by the Kilmacolm Parish Council to have the law altered so that "settlements 'arising from residence" would not apply to children brought up in institutions such as the above.

7. As one of the Advisory Council of the Orphan Homes of Scotland, I beg cordially to endorse such an alteration in the law, but it should be made a definite condition that they be not allowed to rate such institutions, specially when nothing is to be given in return.

8. I write this letter specially in view of the fact that there have been difficulties between the Kilmacolm Parish and the managers of the Orphan Homes of Scotland. The Kilmacolm parish authorities have been imposing school rates on the Orphan Homes while refusing to educate the children or pay anything towards their education. To avoid a great grievance, therefore, it is necessary where expense is not to be incurred, that no rating should be allowed.

APPENDIX No. XCVII.

STATEMENT OF EVIDENCE AS TO THE MEDICAL ASSISTANCE OF THE POOR BY MR ANDREW A. MACLENNAN, M.B., C.M., MEDICAL OFFICER FOR THE PARISH OF LERWICK, AND FOR THE SHETLAND COMBINATION POORHOUSE.

1. I am an M.B., C.M., of Aberdeen University, and for the last thirteen years I have held the offices of Parochial Medical Officer for Lerwick and also Medical Officer for Shetland Combination Poorhouse, besides two years' previous experience of work among the poor on the mainland of Scotland.

2. Among the agencies for medically assisting the poor in the parish of Lerwick are the following, viz.:—

(*a*) *The Town Council* are the Sanitary Authority for the burgh of Lerwick, and the County Council for the landward district. All poor persons suffering from infectious disease are removed for treatment to the infectious diseases hospital, where they receive treatment at the expense of the local authorities.

(*b*) *Poor Law.*—The Poor Law is administered by the Parish Council (*a*) by a system of outdoor relief, and also (*b*) by indoor relief in the poorhouse.

APPENDIX No. XCVII.—*Continued.*

Most of those relieved are aged and infirm persons; and what strikes one particularly in this district is the large number of aged women in receipt of relief in proportion to men, as in the list of registered outdoor poor for 1905–06 no less than 84 out of 94 are females.

The amount of aliment furnished to these appears to me to be very inadequate—the average allowance being 1s. or 1s. 6d. per week. Of course, the special circumstances in this district favour the old people in making them able to add considerably to their allowance by knitting, which many of them are able to do.

(*c*) *Voluntary Effort.*—A sick-aid society exists, supported by voluntary subscriptions, which is primarily intended to grant aid to poor sick persons not in receipt of parochial relief, but it also in many cases grants extras to necessitous outdoor paupers. This society also supports a trained nurse for nursing the sick poor and outdoor paupers.

There are two clubs in existence here, viz. Oddfellows and Rechabites, which do a considerable amount of good in relieving working men when sick. The Gilbert Bain Hospital, which is for non-infectious cases, is supported by voluntary contributions, and poor persons requiring treatment are admitted at a small fee and in necessitous cases free.

3. Although the extreme poverty met with in large centres is rarely seen here, yet there exists in this community a large class who are not in receipt of Parochial relief, but who, when illness occurs, are quite unable to pay for advice and medicine; and, although these are never refused by the local medical men, they constitute a considerable tax upon them.

4. I am of opinion that the health of the community in no way suffers from the insufficiency in amount or quality of the medical assistance at present available for the poor.

APPENDIX No. XCVIII.

STATEMENT OF EVIDENCE SUBMITTED ON BEHALF OF THE ASSOCIATION FOR THE RELIEF OF INCURABLES, GLASGOW, BY MR HENRY MACLEOD, SECRETARY OF THE ASSOCIATION.

1. The Directors of the Association for the Relief of Incurables in Glasgow and the West of Scotland desire respectfully to call the attention of the Poor Laws Commission to a matter which may possibly come within the scope of the Commission.

2. The affairs of the Association are administered in Glasgow, but Broomhill Home, the institution for the indoor patients cared for by the Association, is situated seven miles from the City, in the Parish of Kirkintilloch, Dumbartonshire. Under the Poor Law, as presently interpreted, it is held that persons received at Broomhill Home acquire a settlement in Kirkintilloch Parish by three years' residence in the institution. The inmates may be there for much longer periods than three years, so that, if any of them require to be removed because of their mental condition or of conduct rendering their retention impossible, they become a burden on Kirkintilloch Parish, unless, in rare instances, where their friends can receive them.

3. Kirkintilloch Parish Council has objected to such cases being made chargeable to them, as through the patient being admitted to Broomhill the responsibility for maintenance was removed from the parish in which he had a settlement prior to his admission. The Directors of the Home sympathise, to a great extent, with the position of the Kirkintilloch Parish Council in considering it a hardship that persons who are physically helpless, and unable to acquire an "industrial" settlement, should, by admission to a charitable institution, acquire a residential settlement at the expiry of three years.

4. Lord Stormonth Darling, in giving judgment in a Court of Session action, raised in 1901 by Kirkintilloch Parish Council, to determine the settlement of a Broomhill inmate, made the following observations:—

> "There is undoubtedly some hardship in a 'Parish within which benevolent persons have set 'up a charitable institution being thereby saddled 'with liability for imported paupers. Possibly 'such a case may be a fit subject for Parliamentary 'consideration. But I have to deal with the 'statutes and decisions as they stand, and it seems 'to me that the words in Section 1 of the Act of '1898 (which are the same as in the repealed Section '76 of the Act of 1845) requiring that the pauper '"shall have maintained himself without having re-'"course to common begging, and without having '"received or applied for parochial relief," do not 'mean that he shall have maintained himself by 'his own industry or out of his own proper funds, 'but are satisfied if he receives from charitable 'people the means of maintaining himself without 'begging and without recourse to the parochial 'funds."

5. The case was appealed to the Second Division, and was heard before three judges. Lord Stormonth Darling's decision was confirmed, Lord Young dissenting. In the course of his opinion, Lord Young said:—

> "I think this case leads to the conclusion, which 'the Lord Ordinary points out must be remedied 'by the Legislature if this case is repeated—that is 'to say, that any body—any charitable person or 'charitable institution—by establishing a home for 'destitute paupers, absolutely incapable of main-'taining themselves, who are suffering from an 'incurable infirmity which probably leads to that 'incapacity to maintain themselves—by establishing 'such a house in any parish and removing any 'number of incurable destitute paupers, incapable 'of maintaining themselves—may put them upon 'the parish in which the home for destitute paupers 'is situated, as residenters who have acquired a 'residential settlement. Now that is a very un-'desirable conclusion, and I agree with the Lord 'Ordinary when he says that it would require to be 'remedied by the Legislature. I therefore dissent 'from the judgment which is to be pronounced, 'and from the views which, upon an ingenious 'construction of the clause of the statute to which 'we were referred, lead to these—I repeat—most 'undesirable results which would require to be 'remedied by the Legislature."

6. The Directors of Broomhill Home respectfully suggest that if the law which permits a person to acquire a settlement, by three years' residence in a parish, is to be continued in force, an exception should be made in the case of inmates of charitable institutions, just as, at present, an exception is made in the case of inmates of asylums for the insane.

7. The Directors therefore take this opportunity of bringing this matter before the Poor Laws Commission, in the hope that the hardship which presently exists may so appeal to the Commission that they may see their way to recommend its removal.

APPENDIX No. XCIX.

STATEMENT OF EVIDENCE BY DR COLIN MACVICAR, VISITING MEDICAL OFFICER, DUNDEE COMBINATION POORHOUSES AND HOSPITAL, ETC. ETC.

1. *Qualifications and Experience.*—M.A. Glasgow Univ., 1889. M.B., C.M. Edin. Univ., 1894. M.D. Honours, Edin. Univ., 1902. Medallist in eight and Prizeman in three Medical Classes. Grierson Bursar, thrice, Edin. Univ. Late Demonstrator in Anatomy, Honorary, Univ. College, Dundee. Late Assistant to Professor of Pathology, Honorary, Univ. College, Dundee. Began medical practice in Dundee in 1894. Appointed Visiting Medical Officer, Dundee Combination Poorhouses and Hospital, 1902.

2. *Local operations for medically assisting the poor:*—

(A) Of the Sanitary Authority are:—(*a*) Kingscross Hospital; (*b*) Smallpox and Cholera Hospital; (*c*) Outdoor Dispensary for Phthisis, to be opened in May.

(B) Of the Poor Law are:—(*a*) Parochial Hospital, East Poorhouse; (*b*) Sick Wards, West Poorhouse; (*c*) Outdoor Department, conducted by four Medical Officers; (*d*) Dundee District Asylum, Westgreen; (*e*) Lunatic Wards, East Poorhouse.

(C) Of Voluntary effort are:—

(i.) Hospitals: (*a*) Royal Infirmary, which includes Maternity Hospital, Cancer Hospital; (*b*) Victoria Hospital for Incurables; (*c*) Sanatorium, Auchterhouse, for the treatment of early Phthisis.

(ii.) Asylums: (*a*) Royal Asylum, Westgreen; (*b*) Baldovan Asylum, for the treatment of Idiot and Imbecile Children of both sexes.

(iii.) Nursing Societies: (*a*) Sick Poor Nursing Society.

(iv.) Homes:—(1) For Incurables and Aged: (*a*) King Street Home. (2) For Convalescents: (*a*) Barnhill Convalescent Home; (*b*) William Street, Convalescent Home; (*c*) Bannatyne Home of Rest; (*d*) Comerton Home for Children, Newport. (3) For Aged Poor: (*a*) Wellburn Roman Catholic Home, Lochee; (*b*) St Mary's Rest for Aged Poor Women. (4) For Orphans: (*a*) Dundee Orphan Institution; (*b*) Lady Jane Ogilvy Orphanage, Baldovan. (5) For Inebriates: (*a*) The Home, Paton's Lane; (*b*) Dundee and District Rescue Home.

(v.) Institutions: (*a*) Dundee Eye Institutions; (*b*) Dundee Blind Institution.

(vi.) Medical Clubs: (*a*) Gardeners; (*b*) Shepherds; (*c*) Rechabites; (*d*) Oddfellows; (*e*) Trade Societies.

3. *Poor Law Agency.*—Dundee is divided into four districts. The medical officer for each district attends patients at their own houses that day if the message be sent before 10 a.m.

Out-patients are seen daily at the Parish Council chambers by a medical officer. Medicine is dispensed at a chemist's shop in the district. All admissions to the East Poorhouse are first received into the probationary ward, where they remain till seen and examined by the resident medical officer, and if hospital treatment be necessary they are sent to the ward assigned for such cases.

The resident medical officer makes a daily visit through the poorhouse. Inmates who remain in bed are examined and may be sent to hospital; in any case they are admitted to hospital if they remain two days in bed.

Cases of illness arising in the West Poorhouse are treated in the sick wards of the poorhouse.

The Parochial Hospital has 368 beds. It comprises a main building and two detached buildings, the Block and the Lock In the Block the small wards of the ground floor are devoted to infective skin diseases; one ward of thirteen beds to female phthisical cases; two small wards to the treatment of pertussis, measles, scarlet fever, etc. Venereal diseases are treated in the Lock, which has four beds for males and seven for females.

The wards of the main building are too large for successful classification. Delirious and observation cases, phthisis, surgical and medical cases are accommodated and treated there.

The maternity ward is situated in the nurses' quarters. A new maternity ward of eight beds, two observation wards of twenty-five beds in all, and two isolation wards of eight beds in all are being provided, and will soon be ready for occupation.

Admissions from other Institutions. Patients admitted from the Infirmary comprise those who occupy a bed for too long a time, or are otherwise unsuitable for treatment. Delirious and mental diseases, cut throats, fractures of the neck, of the femur in old people, incurable surgical diseases after operation, advanced phthisis, chronic bronchitis and emphysema, hemiplegia, etc., are the most frequent admissions. An occasional patient comes from the Victoria Hospital and from King Street Home for Incurables. Venereal diseases, infectious and skin diseases, come from the West Poorhouse; sometimes other cases when the sick wards are overcrowded.

4. *Insanity.*—Mental cases are seen at their homes by two outdoor medical officers, and if suitable for treatment in the observation wards of the Parochial Hospital, are sent there, where they may afterwards be certified or discharged, relieved or cured, or they may be sent to the Dundee District Asylum, Westgreen. The lunatic wards of the East Poorhouse receive cases of incurable insanity who are harmless, cleanly, and do not require special attendance, from the Dundee District Asylum, the observation wards of the poorhouse, or occasionally from outside.

5. *Voluntary Effort.*—The Royal Infirmary, with its Maternity and Cancer Hospitals, treats surgical and medical diseases, including cases of operable cancer, diseases of children, gynæcological diseases, diseases of the eye, of the ear, throat, and nose.

In the outpatient departments of the Infirmary cases suitable for hospital treatment are admitted.

The circumstances of the applicants are not investigated, but it is understood that inability to pay for adequate treatment outside is the cause of their seeking medical advice.

Outdoor Department of the Infirmary.—Dundee is divided into four districts, and to each a dispensary doctor is appointed. Mill and factory workers, with a subscriber's line from the foreman, can attend as an outpatient at the doctor's house, or in cases of more serious illness be visited at their own homes. All medicines are dispensed gratis. Urgent cases of illness are admitted without, but all other cases are only admitted on a subscriber's line to the Infirmary.

To the Victoria Hospital for Incurables are admitted patients of the same social status as infirmary patients, who are not likely to live long and require skilled nursing. Anyone who has at any time received parochial relief is not admitted.

The Home for Incurables, King Street, is for cases not requiring skilled nursing and for old people. A charge of 7s. 6d. per week is made.

The Sanatorium, Auchterhouse, is for the treatment of early phthisis. There are forty beds. Paying patients only are admitted, but six beds are to be endowed in connection with the Town Council Dispensary.

6. *Overlapping* is noticeable in the medical assistance given to Poor Law cases. At present they may attend the Parochial Outpatient Department or the Outpatient Departments of the Infirmary; in many cases they may be attended at their own homes by a parochial medical officer, or an infirmary dispensary doctor; many are admitted at one time to the Infimary, at another to the Parochial Hospital. In the Maternity Departments also there is overlapping.

Co-operation between the Parochial Hospital, on the one hand, and the Infirmary, Home for Incurables, King Street, Victoria Hospital, and West Poorhouse, on the other, has been mentioned.

Smallpox and typhus fever are at present sent from the poorhouses to the hospitals of the Sanitary Authority.

APPENDIX No. XCIX.—*Continued.*

It is advisable that scarlet fever could be sent, if need be, to Kingscross Hospital ; also that cases could be sent, at the discretion of the medical officers of the Parochial Hospital, to the Infirmary for special treatment, unprovided for in the Parochial Hospital.

7. *Co-ordination of Effort.*—The work of co-ordination and of prevention of overlapping between the different agencies for medically asssisting the poor, the powers to provide adequately for all the medical requirements of the community, might advantageously be handed over to one authority representing the different boards interested.

8. *Instances of Insufficiency of Medical Provision, etc.*—For the poor not on the roll, no hospital provision otherwise than the Parochial Hospital is made for the following :—(*a*) Observation cases ; (*b*) Alcoholic delirium ; (*c*) Incurable diseases, including phthisis, where the prospect of life is good ; (*d*) Venereal diseases ; (*e*) Measles and whooping-cough.

The treatment for early phthisis for the whole community is insufficient.

Under the Poor Law, by compulsory detention of venereal diseases, by compulsory removal of serious illness from the homes of the poor to hospital, by a stricter supervision of lodging-houses to prevent the spread of scabies and other infective skin diseases, in my opinion the health of the community would be benefited.

APPENDIX No. C.

STATEMENT OF EVIDENCE BY MR ALEXANDER MALLACE, J.P., MANAGER, ST CUTHBERT'S CO-OPERATIVE ASSOCIATION, LIMITED, EDINBURGH.

1. I have had thirty-three years' experience as a Co-operative Store Manager,—eight years as Manager of a small Society in Linlithgowshire (Armadale), and twenty-five years in my present position as Manager of St Cuthbert's Co-operative Association, Limited, Edinburgh, whose membership is 34,500 ; capital, £559,240 ; annual sales, £1,439,667 ; number of employees, 2,000.

2. For the past thirty-three years my directors and shareholders have been principally working-men, the majority being the most industrious portion of the working classes, although we have a proportion of the labouring class and a few civil servants and professional men.

3. My connection with the co-operative movement as manager of a retail society has therefore given me a wide experience of the working classes, and I should know something of their difficulties and wants.

4. As my experience has been gained principally through my connection with the co-operative movement, I shall confine my remarks to that phase of the question.

5. By co-operation, working-men are enabled to effect a saving in the purchase of their goods, and thus increase the purchasing power of their wages.

6. The actual amount of saving may be disputed, but that a saving is effected in every well-regulated co-operative society there can be no doubt.

7. We offer facilities for the members investing this saving by allowing the dividends and interest (which are payable half-yearly) to accumulate until they reach the sum of £200.

8. We also accept small sums on deposit of not more than 10s. at one payment, and £20 from one depositor.

9. Interest at the rate of 4 per cent. is paid on share capital.

10. Interest at the rate of 3 per cent. is paid on Small Savings Account.

11. Dividend is paid in accordance with profit made. The rate paid for the last 5½ years is 4s. 4d. per £ on purchases of each member.

12. Our experience with our 34,000 members is, that after members save the first £5 they become anxious to save, and will make sacrifices to accumulate a fund to meet any case of emergency that may arise.

13. A large number live from hand to mouth, and never having accumulated £5, make no effort to save, so that when anything comes against them they have to apply to the various charitable organisations in the city. The present mode of giving relief encourages this mode of life, and yet it is difficult to find a remedy.

14. Our organisation being voluntary, we have no means of insisting on this most undesirable class of our members saving £5 from their profits. If we refuse to let them withdraw any sum until they have accumulated £5, they simply withdraw altogether, and rejoin, paying the withdrawal fee of 1s.

15. Grants are made by the members periodically for Benevolent Fund. This fund is used for relieving cases of extreme distress amongst the members caused through prolonged sickness or death, and is used as a temporary measure to allow the member to get a fresh start. We take a receipt, in which the member agrees to repay the amount advanced when able to do so. It is looked upon, therefore, as a temporary loan, and the member feels more independent than if he had accepted a grant from a benevolent institution We never ask the members to repay the amount advanced, although on one occasion we had the amount repaid.

16. We also vote sums periodically for relief of distress during the winter months caused through lack of employment. This fund has given us more trouble in its distribution than the Benevolent Fund. The majority of the applications for relief from this fund are from the physically unfit, or what may be called the unemployable class.

17. Grants are given to the various charitable and benevolent institutions, infirmaries, etc., in the town. Last year our total grants amounted to £720, 13s. 1d.

18. Our Educational Committee conduct bookkeeping classes, and generally have six public meetings in the various districts of the town each winter. We have children's choirs, where the young are trained, and an adult choir and orchestra. Ambulance classes are held in four districts of the town, and the women of the Association have a Women's Guild in each of the four divisions of the city.

19. In all these organisations the members are brought together and the principle of self-help inculcated. We spent £413, 18s. 6d. last year on our educational work.

20. The co-operators of Scotland have erected Convalescent Homes at West Kilbride, Ayrshire, and at Abbotsview, Galashiels, at a cost of £40,000. Many who otherwise could not get rest and a change when run down have benefited by residence in these Homes, and have been fitted to resume work and become the breadwinners of the households again.

21. I have come to the conclusion that something must be done with the people who are dissolute, immoral, and unfit themselves for work, and thus, with their families, become a charge on the community.

22. Something must also be done with the physically unfit and idle loafers.

23. Poor Law relief cannot do any good, but may rather do harm to these classes.

24. It is difficult to say what should be done without interfering with the liberty of the subject, and I am afraid that we must to a certain extent take away the liberty of those who have used their liberty to injure their dependants and fellow-citizens.

25. Labour colonies should therefore be established, and the dissolute be compulsorily removed to them and given employment until they give indication of becoming useful citizens.

APPENDIX No. CI.

STATEMENT OF EVIDENCE BY THE REV. GEORGE MARJORIBANKS, MINISTER OF THE PARISH AND MEMBER OF THE PARISH COUNCIL OF STENTON (HADDINGTONSHIRE).

1. I was for some twenty-five years a member of the old Parochial Board, and am now a member of the Parish Council. I have always taken an active interest in all questions affecting the relief of the poor.

2. To begin with, the industrial conditions of this parish are almost wholly agricultural, and society is mainly divided between the landlord, the large farmer, and the ploughman. In perhaps no other county in Scotland are there so few social divisions and sub-divisions as in East Lothian.

3. The classes of persons applying for relief are chiefly aged and infirm agricultural labourers, or families whose breadwinners have been taken from them, and have been left destitute.

4. For the most part, those seeking election as Parish Councillors are farmers.

5. I do not believe in the expediency of giving able-bodied persons a claim to parochial relief. I consider that nothing would tend more to undermine self-respect and independence of spirit, while it would inevitably lead to improvident habits, and prevent the recipients making provision for old age and infirmity.

6. In the matter of reform, I beg to submit the following:—

(*a*) Of course, our experience in dealing with Poor Law Administration in a comparatively small parish such as this is limited; but I think one necessary reform is that Parish Councils should be empowered to compel persons applying for relief, or who are already in receipt of relief, and who cannot well be looked after in their homes to accept indoor relief in poorhouses. In country districts there is difficulty in procuring nurses for such, without a good deal of expense; and, if they live alone, they are left pretty much to the mercies of their neighbours.

(*b*) Governors of poorhouses also should have power to detain, if necessary, inmates of poorhouses. Such can at present be detained no longer than three days. We sent a tramp to the poorhouse a few years ago, who had broken his leg. This man insisted on leaving before his leg was properly healed, and neither the doctor nor the governor had any power to compel him to stay.

(*c*) Further, the Local Government Board should settle all cases of disputed settlement. A great deal of ratepayers' money is spent yearly in councils fighting one another over such cases. At present, if the two contending Councils *agree* to abide by the decision, the Local Government Board act as *arbiters*, and their decision is regarded final. Of course, many parishes prefer to fight their cases in the Courts of Law, but a great saving would be effected if the experts of the Local Government Board had the settling of *all* cases of dispute.

(*d*) Many are of opinion—and there is much to be said in its favour—that the rates for ordinary and lunatic poor should be uniform over an area such as the County Council district or the county itself. It comes very hard upon a small parish if it has to support several cases of lunatic paupers—which, as a rule, are of long duration.

APPENDIX No. CII.

STATEMENT OF EVIDENCE BY MR HAMILTON MARR, EX-MAGISTRATE OF THE BURGH OF GOVAN, AND FORMER CHAIRMAN OF GOVAN PARISH COUNCIL AND GOVAN DISTRICT LUNACY BOARD.

1. Previous to becoming a Parish Councillor I was a member of the Town Council of the burgh of Govan for over nine years. As Town Councillor I was a member of all the committees of the Council. I was also Convener to the Dean of Guild, Sanitary, Watching and Lighting Committees, and a Magistrate.

2. I joined the Govan Parish Council (then the Govan Parochial Board) on the 21st of April 1885. I have thus had twenty-two years' experience of parochial work. I have been Chairman of the Govan Parish Council, and also Chairman of the Govan District Lunacy Board.

3. In the Parish Council I am one of the representatives of the burgh of Govan, and have served in the various committees of the Council, and have for long periods acted as Chairman to the more important committees. I am at present Chairman of Kirklands Asylum, Bothwell, where one hundred and twenty lunatic paupers from Govan parish are accommodated.

4. Govan parish embraces on the south the South Side of Glasgow, Govan burgh, Pollokshields, and the landward portion of Govan parish; on the north, the burgh of Partick, Whiteinch and Hillhead. The parish contains a population of 369,000. The larger proportion of the inhabitants are engaged in industrial occupations, *e.g.* shipbuilding, engineering, foundries, and varied manufactories.

5. The following table shows at a glance the changes that have taken place during the time I have been a Parish Councillor:—

	1885.	1907.
Population,	262,000.	369,000.
Gross rental,	£1,277,887.	£2,255,608.
Poor-rate,	7½d. per £.	12½d. per £.
Poorhouse accommodation,	800 inmates.	1,050 inmates.
Lunatic asylum accommodation,	200 inmates.	920 inmates (in Merryflats, Govan District Asylum, and Kirklands Asylum, Bothwell).
Acreage of ground,	20 acres.	339 acres.

6. The parish is divided into eight wards or districts for the administration of relief. The representatives of each ward act as a Relief Committee for their own ward. A Relief Appeal Committee supervises the work of the eight district committees. Every person applying for relief to a district committee has his claims carefully considered by the representatives of the Parish Council, who are most competent to inquire into the genuineness of the application. The general procedure at District Relief Committees is to send undeserving applicants to the poorhouse. Deserving applicants who have comfortable homes are generally granted relief in money. On the whole, the method of administrating relief has in the past worked well.

APPENDIX No. CII.—*Continued.*

7. I am of opinion that the dissolute and thriftless should invariably be sent to the poorhouse and compelled to work; further, that they should be kept, if at all possible, in a ward or wards by themselves. The deserving poor who have comfortable homes should be treated in a liberal manner.

8. The classes of persons applying for relief are varied. The major portion may be classified as follows:—widows with families, wives deserted by husbands, men and women broken down physically by intemperance, orphan children and lunatics.

9. The main causes of pauperism are alcoholic intemperance, want of thrift, indolence and idleness, strikes and dull trade.

10. The classes of persons seeking election as Parish Councillors are almost as varied as the classes seeking relief from the Parish Council. In the Council at present there are grocers, drapers, Roman Catholic clergymen, a traveller, a bootmaker, a laundryman, an accountant, a house-factor, a brushmaker, a baker, a restaurant-keeper, an iron plater, a trades union delegate, an upholsterer, and a postman.

11. It would be inexpedient to give able-bodied persons a claim to Parochial Relief. The Parochial system has to be worked for the benefit not only of the persons relieved, but of the ratepayers, and individual claims for relief must be carefully considered. The effect of giving relief to able-bodied persons would open a very wide question, especially in a parish such as Govan parish is, and lead to abuse of public money. In Govan parish dull trade and strikes frequently occur, and if relief were given to able-bodied persons, large masses of men would be thrown on the parish, and in such circumstances individual claims could not possibly be considered with justice. The able-bodied, whether they are unemployed or unemployable (for it has been abundantly proved that certain people apparently in good health physically will not work when they get the chance), can be better dealt with under municipal methods. The municipality, unlike the Parish Council, is concerned not so much with individual citizenship as with what is best for the majority of the citizens. It is therefore better able to deal with bodies or masses of men who require assistance.

12. Were able-bodied persons given a claim to parochial relief, new duties would be added to the already sufficiently onerous duties of Parish Councillors. They would require to find suitable employment for such able-bodied persons, and the difficulties in this connection are evidenced by the experience of the Distress Committees which have been working at this special problem for the last two years.

13. The existing areas are, I think, very suitable for the purpose of administrating relief in connection with the parish. Generally speaking, the working of the Poor Law has, in my experience, been good, and the Local Government Board have used their discretion wisely and humanely.

14. There are some suggestions which I would submit for your consideration:—

(*a*) That a reform of the classification of the indoor poor is much needed.

(*b*) That in addition to Inspectors of Poor, who are already appointed *ad vitam aut culpam*, Governors and Matrons of Poorhouses, Principal Medical Officers and Medical Superintendents of Hospitals in connection with Parish Councils should be similarly appointed, or their dismissal should be subject to the approval of the Local Government Board or the General Board of Lunacy.

(*c*) It is desirable that Sunday visitation of the various institutions of the parish by members of the Council should cease in all but exceptional cases.

(*d*) The accounts of the Lunatic Asylum should be audited by an auditor appointed by the Local Government Board and General Board of Lunacy.

APPENDIX No. CIII.

STATEMENT OF EVIDENCE BY DR W. L. MARTIN, DISTRICT MEDICAL OFFICER FOR THE PARISH OF EDINBURGH, ETC. ETC.

1. I am a Graduate of Edinburgh University in Medicine and in Surgery, in Arts, and in Science; and I hold the certificate in Mental Diseases granted by the Medico-Psychological Association of Great Britain and Ireland. I have made a special study of diseases of the eye, ear, nose, and throat.

After preliminary experience as assistant in a large general practice in Lancashire, where (in addition to assisting in the general medical and surgical practice) I had charge of a branch surgery, I have for the last eleven years been in general practice as a physician and surgeon in Edinburgh. During these eleven years I have also acted as Surgeon to the 4th Volunteer Battalion the Royal Scots (Lothian Regiment). For the last ten years I have held the appointment of District Medical Officer, Public Vaccinator, and Certifier in Lunacy of a large district under the Edinburgh City Parish Council.

2. An account of the local operations of the Sanitary Authority of the Town Council and of the agencies of voluntary effort may more properly be given by the officials of these agencies; but I may be allowed to mention briefly a few points to which reference will be made in my statement on the other subjects, viz. (2), (3), and (4) of your list.

3. *The Sanitary Authority*, in addition to its many other offices, gives attention to removing (when notified to do so) cases of infectious disease among the poor to the city fever hospital at Colinton Mains, supporting and treating such cases while in hospital, and disinfecting the homes of such cases, along with the bed-clothes and personal clothing, when desired by competent authority to do so. In the course of this work the Sanitary Authorities act in frequent co-operation, to a certain extent, with the Poor Law Authorities, and with certain of the agencies of voluntary effort.

4. *The Town Council* medically assist the poor in a number of ways, some of which are—

(*a*) Through the channel of the Sanitary Authorities.

(*b*) By granting to certain suitable poor and distressed people sums of money from certain funds and mortifications.

(*c*) By contributing certain sums of money at intervals to certain of the agencies of voluntary effort. And

(*d*) By sending representives to the supervising boards of management of such agencies of voluntary effort.

5. *The agencies of voluntary effort* for medically assisting the poor in Edinburgh are very numerous. Many of them have large hospitals, with many beds, and out-patient departments, and with a large staff of consulting and resident physicians, nurses and attendants. These agencies include (1) the Royal Edinburgh Infirmary; (2) the Royal Infirmary Convalescent Hospital, Corstorphine; (3) the Church of Scotland Deaconess Hospital; (4) Chalmers Hospital for the Sick and Hurt; (5) Royal Edinburgh Hospital for Sick Children; (6) the Royal Edinburgh Hospital for Incurables; (7) the Royal Maternity and Simpson Memorial Hospital; (8) Victoria Hospital for Consumption and Diseases of the Chest; (9) the Lying-in Institution; (10) Royal Edinburgh Asylum for the Insane; (11) the Incorporated Edinburgh Dental Hospital and School; (12) the Royal Dispensary and Vaccine Institution; (13) the New Town Dispensary; (14) the Provident Dispensary; (15) the Livingstone Dispensary; (16) the Edinburgh Hospital and Dispensary for Women and Children; (17) the Western Dispensary; (18) the Eye, Ear, and Throat Infirmary; (19) the Eye Dispensary; (20)

APPENDIX No. CIII.—*Continued.*

the Edinburgh Dispensary for Skin Diseases; (21) Queen Victoria's Jubilee Institute for Nurses.

6. The class of persons receiving assistance at most of these institutions belong in the majority to those occupying houses chiefly of one, two, or three rooms, with rentals varying from £3, 10s. up to £12 or £14 per annum. Such poor requiring assistance are chiefly labourers and unskilled workers, with a certain number of skilled workers rendered temporarily or permanently incapable by accident or illness. The dependants of such labourers and workers, the thriftless of any class, the alcoholic, the lazy, help to swell the total.

7. The causes of their seeking assistance are manifold, and include (*a*) accidents, (*b*) illness, (*c*) impoverished means, (*d*) thriftless management or habits, (*e*) alcoholism, (*f*) laziness, (*g*) misfortune.

8. *The Poor Law* is administered in Edinburgh by the Parish Council of Edinburgh, which consists of thirty-one members, elected from the various wards of the city. The Council appoints special relieving committees, one for each of the four sections into which the city is divided; and the whole Council acts, where necessary, as an Appeal Committee. There are also, besides other committees, a Special Medical Committee, a Children's Committee, and a Clothing Committee.

The officials of the Parish Council are grouped under two departments:—(*a*) the Inspector's Department, and (*b*) the Collector's Department. In the Inspector's Department there are the inspector and clerk to the Council, depute inspector and clerk, twelve assistant inspectors, eleven clerks, cashier, bookkeeper, an office medical officer, ten district medical officers, besides a number of minor officials.

9. The Parish Council have two poorhouses (one at Craiglockhart, on the south side of the city, the other at Craigleith, on the north side) into which to send suitable cases. Each poorhouse has its hospital wards, its consulting physician, resident physician, nurses, etc., and at Craiglockhart Hospital there are special buildings and facilities for dealing with tubercular cases.

10. The Council have also provided suitable asylum accommodation at Bangour and at Middleton Hall for mental cases that require asylum treatment, and have in addition arrangements with the authorities of the Royal Edinburgh Asylum, Morningside, for the reception of parochial mental cases there.

11. For parochial administrative purposes the city of Edinburgh is divided into four sections, each of these being subdivided into two or more districts. Each district has its own assistant inspector of poor, district medical officer, and one or more district chemists.

12. The district medical officer gives medical and surgical advice and attention, prescriptions for medicine, etc. etc., (1) to such of the poor as are receiving outdoor pauper relief, on the production of a card supplied by the Parish Council; and (2) to any poor person, not receiving pauper outdoor aliment, when the medical officer receives a written or printed order from the Parish Council or the inspector of poor, or, in cases of sudden and urgent necessity, from a member of the Parochial Board.

13. Such medical attention may be of any sort, is given at any hour of the day or night, either at the house of the poor person or at the medical officer's own house, which is situated in the district to which he is attached.

14. The district medical officer in each case gives, if necessary, medical advice and attendance, prescriptions for medicine (which are dispensed at the shop of the district chemist), special orders for food, stimulants, clothing, surgical appliances, etc., such as may be necessary; and he notifies the inspector of poor of any exceptional need. If a nurse's services be required, the medical officer applies to the Queen Victoria Jubilee Nursing Institute for the services of a nurse, and he directs the nurse anent the times of her visits and her duties. The district medical officer gives such continuous attendance as may be necessary, and, in the case of those not on the outdoor pauper roll, he reports the name, age, nature of illness, and the special needs of the case to the inspector of poor. In the case of the poor requiring hospital care and attention, the medical officer reports such to the inspector of poor, and suggests the manner and means of conveying the poor person to the poorhouse hospital.

15. The district medical officer likewise, under instruction of the inspector of poor, visits and examines those of the poor alleged to be suffering from mental disease, and he reports to the inspector of poor his recommendations according to the requirements of the case. He also visits quarterly such of the poor as are certified of unsound mind and are boarded out in the district, and he enters in a book kept for the purpose certain particulars concerning the person of unsound mind, the condition of the house, and any special requirements.

In the case of the district medical officer being called to a poor person suffering from an infectious disease, he gives the immediate attention, notifies the case to the inspector of poor and to the medical officer of health of the city, and sees that the patient is removed to the city fever hospital, and that suitable disinfection is carried out.

The district medical officer likewise vaccinates such of the children of the poor as he receives instruction to do from the inspector of poor. The district medical officer's services thus include those of Outdoor Medical and Surgical Officer, Public Vaccinator, and Certifier in Lunacy. The drugs are provided by the appointed chemist (or chemists) in the district, who dispenses the prescriptions of the medical officer. The district medical officer may prescribe invalid diet and stimulants where necessary, subject to the inspector of poor's approval.

There is no difficulty in getting orders for drugs, stimulants, or invalid diet carried out.

16. The provision for nursing the poor depends on the co-operation of the local branch of the Queen Victoria's Jubilee Institute for Nurses. It is always possible to get a nurse for a poor person requiring such, and the officials of the institute are most willing and anxious to co-operate in the best way with the parochial authorities. There is special provision made for removal of sick paupers to hospital. Removing officers (male and female) accompany the sick poor to hospital. The means of conveyance are cabs or ambulance with stretchers, as may be necessary.

17. The district medical officer's house is suitably situated in the district in which he serves, but it is not provided for him by the parochial authorities. Nor do the parochial authorities make any provision for a conveyance or an annual holiday for the district medical officer.

18. There is frequent overlapping between some of the agencies for medically assisting the poor. This overlapping is uneconomical and even hurtful, and is the result of want of proper correlation between the different agencies. At the same time, there is a considerable amount of co-operation between the parish authorities and the sanitary authorities, and also between the parish authorities and the authorities of the agencies of voluntary effort. Such cases of co-operation are of almost daily occurrence. But a much fuller, more extensive, and more intensive co-operation is required, on the grounds (*a*) of economy of effort and money, and (*b*) of efficiency. This can only be effected by the formation of a Correlation or Correspondence Bureau or Department, common to all the agencies for assisting the poor; and this department may form the stepping-stone towards handing over to one authority the whole duty and work of medically assisting the poor.

19. The possibility of handing over to one authority or agency the whole work and duty of medical assistance to the poor is an attractive idea. If feasible, it would be the ideal arrangement. I do not see any insuperable obstacle to such an arrangement being eventually arrived at. But it would probably be best approached gradually, through the steps of greater co-operation between the existing agencies and the formation of a correlation bureau.

The authority or agency which would be able to undertake the whole work and duty of medical assistance to the poor would require (*a*) to have intimate knowledge of the manners, social conditions, environments, and requirements of the poor; (*b*) an administrative staff sufficiently strong for efficient personal visitation; (*c*) to possess knowledge and trained powers of discrimination; (*d*) to have the power of levying sufficient money to carry out its duties in not only an effective but in rather a large-hearted way; and (*e*) to have behind it the moral and legal support to enable it to work fully and thoroughly without hindrance.

20. The only authority or agency that I can conceive as having these potentialities is the Poor Law authorities owing to their experience in dealing with the poor, their detailed knowledge of the personal histories, home conditions, and home requirements of the poor, and the experience gained by their officers in carrying out the duties which at present devolve upon them.

APPENDIX No. CIII.—*Continued.*

In a sense, it would simply mean a broadening out and a widening of the present functions of the Poor Law authorities, with increased powers, increased staff, and increased correlation with all the other agencies which at present are working to ameliorate the condition of the poor.

21. That the health of the community suffers owing to the insufficiency in amount or quality of the medical assistance at present available for the poor must be admitted. You see evidence of it in the streets, read of it in the papers, and have it every now and again brought prominently before your notice, *e.g.* by the Report of the Royal Commission on Physical Training (Scotland). Not that there is not sufficient and sufficiently good medical assistance ready to be given, but that it is not asked or seen to be required at the right place, at the right time. The poor themselves require to be trained as regards how to live properly, how to improve their food and their environment, how to preserve their health and avoid illness; and also there needs to be removed a very general ignorance among the poor as to when and how to apply for the necessary medical assistance.

APPENDIX No. CIV.

STATEMENT OF EVIDENCE BY MR ROBERT MASTERTON, INSPECTOR OF POOR, DUNBAR.

1. I have been Inspector of Poor for the Parish of Dunbar for twenty-three years, and for the same period Clerk and Collector of Assessments under the Poor Law Act. For some years I have been Registrar of Births, Deaths, etc., and also Chamberlain to the Burgh of Dunbar. Prior to my appointment to Dunbar twenty-three years ago I was for some years an Assistant Inspector in the parish of Govan Combination, having under my immediate charge the administration of the Act in the Burghs of Partick and Govan.

2. The parish of Dunbar, socially and industrially, may be described as consisting mainly of two classes, viz.—agricultural and fishing industries. The parish is, however, to some extent a summer resort, and also a centre for militia training. The agricultural and fishing industries have been getting more and more depressed for many years,—the former on account of the cheapness of products, the latter through the influence of trawling depleting the supply of fish in the inshore waters.

3. In the administration of relief the Parish Council of Dunbar keep in view that no person should be admitted to the Poor Roll without very sufficient reason, the destitution and disability manifest, and the ability of relations legally bound to maintain clear beyond dispute. Being satisfied on these points, the Council believe in being reasonably liberal in their treatment of the poor. In the case of orphan children, in every instance, boarding out in homes in the county is followed. The children, of course, are boarded in groups of families, and invariably turn out well in after life. With the adult poor, we send to the poorhouse only such cases as are undeserving from intemperance, lazy or immoral habits, or in the case of aged people, those who are unable to take care of themselves, and have no one to do so for them.

4. Outdoor relief we consider to be, wherever practicable, preferable to indoor relief. It is for the individual a more free and happy life, and has not the same tendency to undermine or deteriorate the moral stamina of the individual. Paupers alimented outdoor have more chance of becoming rehabilitated than those treated in the poorhouse. A more generous outdoor allowance than is general should, in my opinion, however, be granted, particularly so in the case of single people. In the case of widows with young children, we generally allow an aliment sufficient to allow the mother to remain at home and attend to the home comforts and proper upbringing of the children.

5. The persons who apply for parochial relief are mainly—

(*a*) Aged fishermen or fishermen's widows;

(*b*) Aged farm-servants or farm-servants' widows;

(*c*) Young widows of either of above; and

(*d*) Decayed single women who may have been farm-servants.

6. The cause of pauperism in the majority of cases is want of thrift, induced by the use of drink. In others it is early marriage, and consequent inability to provide for old age. In the case of aged single women, the smallness of wages earned does not admit the opportunity to make provision against old age.

7. The persons seeking election as Parish Councillors are generally the best business men in the parish, proprietors, merchants, large farmers, etc.

8. The law as at present is better, in my opinion, than were able-bodied persons to have a claim to relief, but a reasonable and not too strict interpretation should be accepted and applied, as, after all, law is or should be to save life, and not to lose it.

9. The Local Government Board should, in my opinion, be given power of their own option (without an application by two or more Councils) to combine parishes for Poor Law administration. In many instances this might be done with beneficial results to the ratepayers, and would produce a greater uniformity of administration on sound lines. Such a power gradually and increasingly applied as it were, but not too rapidly, so as to destroy local interest, which might be the case if the areas were suddenly widely and arbitrarily extended, could only result in benefit all round.

10. In addition to the above, I beg to submit the following suggested reforms:—

(*a*) Power is urgently required to enable Parish Councils to detain in poorhouse for longer and definite periods, as may be fixed and determined by the Local Government Board in each case, such paupers of intemperate habits or otherwise who enter the poorhouse, and then frequently discharge themselves without reasonable cause.

(*b*) Where an inmate of the poorhouse is in such a condition of health or otherwise as may be (technically) physically fit to leave the poorhouse, but where the inspector of poor and the medical officer consider the health of the inmate would be endangered by so leaving, power should be given to detain, subject to appeal to the Local Government Board. In every instance where such power is exercised intimation to be made to the Local Government Board, with a statement of the reasons for such detention.

(*c*) Power is urgently required also to compulsorily remove under warrant to the poorhouse aged and other paupers being alone and unfit to care for themselves, and having no one to do so for them.

(*d*) In every poorhouse provision should be made for a limited number of married couples, who might be cared for in cottages attached to the house. Occasionally cases occur that cannot with any satisfaction be dealt with outside. In every poorhouse provision should be made for the reception and separation of cases of tubercular disease, and power given to remove by warrant thereto such cases as become chargeable as paupers.

(*e*) In my opinion, there exists a necessity for the establishment of labour colonies for the loafer and habitual vagrant, with power of detention for lengthened periods,—such labour colonies to be maintained by the State.

(*f*) Section 37 of 8 and 9 Vict. should be repealed, and there should be one uniform system of rating, to be brought nearer the system of rating in burghs.

(*g*) Pedlars' certificates only to be issued to persons having a *bona fide* domicile. At present the certificate is largely used as a cover for common begging.

(*h*) While Parish Councils remain responsible for the care of and maintenance of pauper lunatics in asylums, they should in some manner be directly represented on District Lunacy Boards.

APPENDIX No. CV.

STATEMENT OF EVIDENCE BY MR JOHN J. R. MEIKLEJOHN, CHAIRMAN OF THE PARISH COUNCIL OF ALNESS (ROSS-SHIRE), AND MEMBER OF THE PARISH COUNCIL OF KILTEARN (ROSS-SHIRE).

1. I have been Chairman of the Parochial Board and Parish Council of Alness for the last fourteen years. I have also been a member of the Parish Council of Kiltearn, and had a seat in the Parochial Board of that parish until the Parish Councils took over the duties of the Parochial Boards.

2. The inhabitants of the two parishes referred to above are chiefly employed in agriculture, and a great many of them are small holders of under £100 of annual value. There are two villages in these parishes, the inhabitants of which are chiefly engaged in agricultural and sylvicultural operations; the villages also contain a number of small shopkeepers.

3. The administration of relief is almost entirely outdoor relief. Indoor relief is only used as a test, or for patients who require special care.

4. Indoor relief has special merits in cases that require to be tested, and in supporting mothers and illegitimate children; but for deserving paupers who are unfit to provide for themselves, outdoor relief is much the better system of administration, as the latter can do a good deal to help themselves, and the relief they get is simply an assistance for their maintenance.

5. Agricultural labourers, male and female, are the chief persons who apply for relief.

6. The causes of pauperism are old age, disease, drunkenness, and illegitimacy.

7. The classes of persons seeking election as Parish Councillors are minister, farmers, and merchants.

8. The effect of giving able-bodied persons a claim on parochial relief would be most inexpedient, and would greatly increase the number of deserving paupers.

9. The existing areas are, I consider, too small, as the management is unduly heavy.

10. I beg to suggest the following reforms, based on my experience:—

(*a*) Slightly increased areas for the purpose of administrating relief.

(*b*) Give these areas a representation on the management of district lunatic asylums.

(*c*) The power to deal with vagrants, by compelling them to work in labour colonies, by dividing the sexes, and by educating and training the children of persons of this class.

(*d*) Poor Rates, School Rates, and County Rates should all be collected by one authority, which would effect a great saving in collection.

APPENDIX No. CVI.

STATEMENT OF EVIDENCE BY MR GEORGE MOIR, MEMBER OF THE PARISH COUNCIL AND OF THE DISTRESS COMMITTEE OF ABERDEEN.

1. I have taken an active interest in public questions for the last twenty years. I have been closely associated with the Friendly Society movement in all its branches, and have occupied the position of Grand President of the Caledonian Order of United Oddfellows. This order is purely a Scottish one, with a membership of over 8,000 and accumulated funds to the value of £30,000.

2. I have represented Ferryhill Ward in the Parish Council since November 1905, and although comparatively new to the work of administering the Poor Law, I have, since becoming a householder, interested myself in the various problems connected with the Poor Law and other social questions. I am one of the representatives from the Parish Council to the local Distress Committee. I am Foreman Moulder in the largest Foundry in Aberdeen, a position which I have occupied for the last eighteen years.

3. I am safe in saying that the social conditions of Aberdeen are above the average compared with cities of a similar size. Generally speaking, the policy of the Town Council has been to keep up the social conditions to as high a level as possible. A great deal of money has been spent from time to time in clearing out congested or slum districts as they arose. This policy, however, has inflicted hardships on many of the families living there, who with a limited income found it difficult to pay the higher rents charged for the better class of houses they were compelled to seek.

4. One other result of the clearing out of slums has been to lower the conditions which had previously obtained in other districts. This state of matters came very prominently before my notice some years ago, owing to a large influx of tenants removing from one of the districts cleared out to a comparatively new district. In a few years the new and modern equipped houses were transformed to a condition bordering on slumdom, and but for the abundance of fresh air would have been little better than the houses from which the people had been cleared—a state of matters which does not compare very well with the doctrine of environment.

5. The industrial conditions of Aberdeen are of a varied and general character. Much distress, through want of employment, has prevailed during the past two or three years, the principal cause of which was overbuilding of house property, with the result that building for the period mentioned was practically at a standstill; this not only affected tradesmen, but a large number of unskilled workmen.

6. The local Distress Committee have since its inception done what was possible with their limited resources to provide work (such as stonebreaking and collecting of waste paper), but were unable to deal with all the applicants. During the past two months, however, they have been able to give a turn to all on their books, and I may mention that the returns for the month of March show that the total number relieved during that period was 350, or a weekly average of 239, while the average monthly earnings per man employed by the Committee was £1, 19s. 3d., exclusive of food, which is supplied by the Committee.

7. The present Council instituted a change in the method of administering relief, by dividing into three Committees, each containing eleven members, meeting weekly. The same Councillor acts as Chairman of all three Committees, and the inspector is always present. Appeals against decisions may be made by individual Councillors, by the inspector, or by the applicant on a request in writing to the inspector. Such appeals are considered by the Council in Committee at their monthly meetings. Although I had not the experience of the previous method, from what I have been able to gather this system is an improvement; for the reason that a small committee recognises to a greater degree their individual responsibilities and acts accordingly. Then the continuity of a fixed policy by all three Committees is materially affected by the principle of one Chairman. But great care should be exercised in the choice of a Councillor for that position. A proof of the success of this method is the fact that out of all the cases dealt with only twenty-two have been appealed against, and in most of these the Council have upheld the decision of the Committee. Applicants do not appear before Relief Committee. The inspector conducts all inquiries through assistants and reports the facts to Committee, who decide all cases on information so supplied.

8. The method of paying weekly the outdoor allowance has been tried here, and proved a failure. The Council, after fully a year's trial, have gone back to monthly payments, except in special cases, the reason for the change

APPENDIX No. CVI.—*Continued.*

being the strong evidence they had from those in receipt of relief that they preferred monthly payments, as they derived more good through getting it in the larger sum: in most cases it was used to pay rent. Further, there was an alarming increase in the number of children sent for allowance on pay some days exceeding two hundred; this in itself was a strong factor in inducing the Council to revert to monthly payments.

9. I believe that the general conditions of indoor relief have now reached a stage which is quite sufficient: in some cases far better than the recipients deserve. The class of persons at present in our poorhouses, with the exception of a small section of our sick poor and children, almost wholly consists of the wastrels of society, the intemperate and improvident, and are very well done to.

10. I am of opinion, however, that something ought to be done for the old and infirm respectable poor, who struggle to maintain themselves on their small outdoor allowance rather than associate themselves with the class of persons at present in our poorhouses. An extension of the cottage or segregate system for such persons is, in my opinion, highly desirable.

11. Then, in regard to outdoor relief, I am strongly of opinion that the amount of relief granted is in many cases inadequate to the needs of the persons relieved. Particularly is this the case with widows having families, whose allowance, along with any other income, barely enables them to provide the necessaries of life, and compares most unfavourably with the standard of indoor treatment, both as regards housing and feeding. I am of opinion that as large an extension of outdoor relief as is possible, consistent with the safety and comfort of the applicant, should be encouraged, but on a more liberal scale than at present.

12. The classes of persons applying for relief are the old and infirm: widows, with children, principally belonging to the labouring classes.

13. The causes of pauperism are: Lack of employment for old men; improvident early marriages; intemperance, and in a few cases misfortune; but I should say in a large measure intemperance.

14. Since the substitution of Parish Councils for Parochial Boards, the Council has been composed of business men, principally of the shop-keeping and small tradesmen class. At the last election all classes sought election, from the professional man to the artisan. In this connection I have a feeling that anyone employed in the capacity of a collector for an insurance society (penny a week), instalment system provider, debt recovery agency, should be disqualified from holding office as a Parish Councillor, for the reason that they are coming daily in contact with and have a financial interest in the class of persons bordering on pauperism. I have reasons for believing that applications have been made for relief by persons who would never have thought of doing but for the suggestion and influence of one employed in above capacity.

15. I do not think it would be expedient to give able-bodied persons a claim to parochial relief, because it would open another door for the loafer, who is very difficult to get rid of when once you have him. I am, however, of opinion that the time is come when some change should be made whereby Parish Councils should have the power to grant relief to the necessitous dependants of the able-bodied; this being rendered necessary by the privation and suffering which many children are subject to through the unemployment of their parent.

16. I am of opinion that the present areas are quite suitable for the purposes of administrating relief.

17. I would suggest that powers be granted to Parish Councils whereby they can, by an order from the Sheriff, compel members of a family, either sons or sons-in-law, to contribute towards the support of their parent or parents. And that, in addition to their own income, that of the members of their family living with them be taken into account. I have in my mind a case of a man who contributed 5s. per week towards the support of his father, and an application was made by him for a reduction, owing to some slight reduction in his own income, when, in point of fact, he had two daughters living in family with him, one earning £80 and the other £60 per annum.

18. I think an alteration of the Poor Law is necessary, so that Parish Councils dealing with an application from anyone who is a member of a friendly or other sick benefit society, and in receipt of not more than 5s. per week, the Council in fixing the amount of aliment shall not take into account the amount received from such society.

19. This alteration would only be an act of justice and encouragement to the provident who have hitherto been penalised. Parish Councillors deplore the fact that so few of those who apply for relief have made provision for themselves. Yet when a member of such society does apply he finds himself no better off than the man or woman who has made no provision, because their income from such society is reckoned when fixing the amount of aliment.

20. Parish Councils to have compulsory powers of removal over any persons chargeable who are living under circumstances of danger to themselves or under insanitary conditions.

21. I may mention that, with one exception, I approve of the suggestions put before Commission by Aberdeen City Parish Council.

APPENDIX No. CVII.

STATEMENT OF EVIDENCE BY MR ALEXANDER J. MULLAN, CHAIRMAN OF ALLOA PARISH COUNCIL; CONVENER OF FINANCE ON STIRLING COMBINATION POORHOUSE BOARD, ETC. ETC.

1. I have been a member of Alloa Parish Council since the institution of Parish Councils, and am at present Chairman; also Convener of Finance on Stirling Combination Poorhouse Board; have had sixteen years' experience as member of Alloa Burgh School Board in dealing with defaulters—parents of absent children—and also a lengthy experience of actual work amongst the poor in connection with Charity Organisations, particularly the St Vincent de Paul Society.

2. *Social and Industrial Conditions of Parish.*—Alloa parish is partly burghal and partly landward. The population at 1901 census was burgh 11,421, landward 5,437, total 16,858. At present it will probably be 17,500. The valuation of the burgh at May 1906 was £69,206, of the landward portion £32,890, total of parish £102,096. The poor-rate was 7½d., 3¾d. on owner and the same on tenant. Alloa itself is a prosperous and thriving town, well built and paved, water and sanitation good. Owing to the diversity of employment, it is not very subject to violent fluctuations, either of prosperity or depression. The staple industries are yarn spinning and brewing, but there are also shipbuilding, electric-plant works, glassblowing, iron-founding, brick and tile works, distilling, etc. The district industries are tweed and woollen manufacturing and mining. The town is well situated, equidistant from Glasgow, Edinburgh, and Perth, and has good railway and sea communication. It may be taken as a good type of a medium-sized industrial town.

3. *Methods of Poor Law Administration.*—These are the usual methods compatible with existing laws and limitations. *Outdoor relief* is granted (*a*) in the case of widows with dependants; (*b*) aged persons able to look after themselves, or with relatives willing to do so. *Indoor relief* is granted to (*a*) applicants, especially males, suffering from preventable causes, (*b*) deserted wives, or wives with husbands in prison, (*c*) aged persons incapable of taking care of themselves, and with no relations to do so. *Boarded-out* (*a*) children, (*b*) lunatics, when certified fit by medical officer.

4. *Merits of Indoor* v. *Outdoor Relief.*—While I prefer when possible outdoor relief, there must always be both kinds. There is a strong and general feeling against

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accepting indoor relief, and I find applicants invariably prefer an *inadequate* outdoor aliment to going to poorhouse. In the case of applicants unable to work owing to age or debility, but possessing suitable homes and capable of looking after these homes, *outdoor relief* should be granted, and the same applies to widows with young dependants. In both these classes the aliment should be on a generous scale and adequate to keep the homes respectable, and in the latter class sufficient to allow the mother, if desirable, to stay at home and look after the welfare and upbringing of the children. It is very desirable that children should be prevented from begging and worse. That can only be done by granting a sufficiently large aliment. *Indoor relief*, which should be more classified than at present, should be given to (*a*) respectable poor unable to look after themselves and their homes, and having no relatives willing to do so; (*b*) poor having drunken or immoral habits. It is wiser usually to grant indoor relief to deserted wives and wives with husbands in prison, but these cases require special and careful attention. A hard-and-fast rule would inflict hardships in many cases. Children should only be sent to the poorhouse as a temporary expedient. They should be boarded out; or if suitable guardians cannot be found, then they should be sent to special institutions for children.

5. *Class of persons applying for Relief.*—My Council have a special committee whose duty it is to classify applicants. The results (see Alloa Parish Council books) are as follows:—

Year	1904	1905	1906	Total.
(1) Provident, . .	64	75	61	200
(2) Thriftless, Idle or Dissipated, .	93	95	55	243
(3) Immoral, . .	12	6	2	20
(4) Doubtful, . .	38	36	60	134

—giving the percentages as follows:—provident, 33·5; thriftless, idle, or dissipated, 40·6; immoral, 3·4; doubtful, 22·5. While this may be accepted as substantially correct, it is at best a rough classification. Applicants such as casuals and tramps, about whom we often have no definite information, are usually given the benefit of the lack of knowledge, and classified as doubtful, although fuller information would usually tend to place the majority as belonging to the dissipated or immoral class.

6. *Causes of Pauperism.*—On the surface, the *immediate* cause of *most* of the poverty is undoubtedly *intemperance.* This in many cases is hereditary. To a *lesser* extent poverty may be put down to *thriftlessness*, and to a *still less* extent *pure misfortune.* A reason for applying for relief which should be distinct from pauperism is the unwillingness of children to support their parents, even when able to do so. While I give these as the apparent or surface causes, a great deal might be said and written as to the economic—in its wider sense—conditions under which the majority of the working class live and labour. It is practically an impossibility to be anything but an applicant for Poor Law relief after sixty or sixty-five if a man has had to bring up a family on an average wage of less than a pound a week. Drink has probably kept the applicant in a chronic state of poverty all his life, but apart from that cause he would still be an applicant.

7. *Class of Councillors.*—Since the first election, except in some of the larger towns, there has been no great desire to get elected to Parish Councils, but at the same time there has been, so far as I know, no great dearth of candidates, suitable and representative. Councils are, as a rule, well divided, all classes being represented, with perhaps, and especially in burgh areas, a large working-class element. This usually works well, and ensures that the antecedents of the majority of applicants for poor relief are known personally to some of the members, and prevents having to rely entirely on official statements. In my opinion this leads to fairer and more economical decisions. I do not see how the basis of Parish Council elections could be advantageously altered.

8. *Expediency of Relief to Able-bodied.*—Able-bodied require to be divided into two classes:—(*a*) Those medically certified able for light work. (*b*) Those able for any class of work. I consider much greater elasticity should be given to Parish Councils in this matter. I have known many cases coming under the first category in which decided hardship was inflicted, often unwillingly, by having to refuse relief,—Doctors certifying men just convalescent as able for light work, and consequently Councils or inspectors refusing relief as contrary to Scotch law. For those coming under the second category, I am not in favour of granting to able-bodied men the right to *demand* aliment, either indoor or outdoor, but under certain conditions it would be advisable to give Parish Councils power to grant such relief. The conditions of such grant would require careful attention.

9. *Suitability of existing Areas.*—The areas existing might in many cases be advantageously enlarged. This would simplify settlements, and might easily lead to some economy by the reduction of officials. It might, although I am not certain on this point, lead to more efficiency, and to a more equal scale of relief and rating.

10. *Suggested Reforms.*—There is, I think, a general consensus of opinion that to make the work of Parish Councils more efficient and more economical, more interesting and attractive to members, and also to help in the solution of some of the economic problems that are occupying the attention of mankind to-day, reform in the Poor Law of Scotland is both desirable and essential. The reforms that commend themselves to me may be summarised as follows:—

(*a*) *Better Classification in Poorhouses.*—Special quarters for respectable married couples, and a more generous and less monotonous scale of diet.

(*b*) *Power to detain casuals and vagrants*—the in-and-outers—and those suffering from certain diseases, in poorhouses. In this connection, power might be given to (*a*) governors to detain for a short period, say up to three days; (*b*) to Parish Councils, or committees deputed by them, by minute, up to fourteen days, and by application to Sheriff or magistrate for a longer period.

(*c*) *Power to compulsorily remove* to poorhouse or hospital persons having no visible means of support, who are certified by doctors as unable to work and incapable of looking after themselves, and with no relatives willing to do so.

(*d*) *Power to take and board out* children whose parents are incapable through drink or immorality of bringing up their children in a respectable manner.

(*e*) *Creation of National Labour Colonies* for loafers, those who are sometimes termed the "Unemployable." These to be sent on Sheriff's or magistrate's warrant, on application of Local Authority, either Town or Parish Councils, for periods not exceeding three years.

(*f*) *Power to Parish Councils*, under certain restrictions, to grant relief to applicants medically certified able to work.

(*g*) *Power to Parish Councils* to grant clothing, boots, coals, or medical relief to necessitous cases, without such applicants being classed as paupers.

(*h*) *Power to Parish Councils* to expend a reasonable amount in entertaining the poor on festive occasions such as Christmas or New Year's Day.

(*i*) *Wife desertion and neglect of children* should be made *criminal* offences, and the *onus* of prosecution placed on criminal authorities.

(*j*) The *onus of proceeding against children* who fail, when able to do so, to support their parents should be placed on Parish Councils.

(*k*) *An improvement on the procedure* as to "right of ways" might easily be devised, and power should be given to Parish Councils without recourse to County Councils, or *vice versa.* The present method is cumbersome and most unsatisfactory.

(*l*) *Parish Councils should have representation* on District Lunacy Boards. Case in point—Clackmannan County Council paid to Larbert District Asylum for the past three years a sum of £1,626. They have two representatives on the Board. Alloa Parish Council, one of five Parish Councils in the county, alone during the same period paid the sum of £2,815. They have no representatives on the Governing Board.

(*m*) *Parish Councils should have power* to (*a*) dismiss any official appointed by them: these officials should be under the usual commercial conditions of appointment. (*b*) Pension officials when desirable. In both these cases power of appeal to Local Government Board might well be given.

(*n*) *Parish Council Rates ought to be levied* on the gross valuation, as most other assessments are. I am not in favour of a national rate, but county areas might be better than the present parishes. If permis-

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sible to mention here, I think one rating authority for the county for all purposes would be preferable. Properly adjusted, this would be as efficient, and decidedly more economical.

(*o*) *The Local Government Board should appoint arbiters*, to whom all disputes about settlements be referred. These arbiters should have power to summon witnesses, and their decisions should be final. The cost of these should be a national one.

(*p*) In my opinion, parties in receipt of outdoor relief should not be disfranchised unless for Parish Council elections.

(*q*) At present there is a good deal of overlapping between Charity Organisations and Parish Councils. It is difficult to suggest adequate methods of overcoming this, but any steps in this direction would be heartily welcomed.

APPENDIX No. CVIII.

STATEMENT OF EVIDENCE BY MR GEORGE MURRAY, EX-CHAIRMAN, ETC. OF ABERDEEN PARISH COUNCIL.

1. I was a member of Old Machar Parochial Board from 1887 to 1895. That parish included the half of Aberdeen. On the amalgamation of the parishes in 1895 I was returned as a member of the Parish Council by the electors of Rubislaw Ward. I acted as Convener of the Finance Committee for the first three years, and from November 1898 to November 1904 I was Chairman of the Council.

2. With regard to the social and industrial conditions of this parish, I am to say that, generally speaking, the steady and respectable workmen of Aberdeen are well and comfortably housed, and the industrial condition of the city will compare favourably with that of any other city I know. We are in a far better position, for instance, than Dundee, which has, practically, only one industry, viz. the manufacture of jute. The industries of Aberdeen are varied and suitable for both sexes. There has, certainly, been some depression during the past winter, but I think it was made the most of. In former years masons, joiners, slaters and plumbers expected to be out of work during a few weeks in the winter months, and made provision during the summer for that slackness of trade, but I am afraid there is not the same forethought amongst our labouring class of folk now as there used to be.

3. With regard to the method of administering relief, I am to say that, when I was a member of the Parish Council, the relief committee met weekly, and was open to the whole Council of thirty-one members. A large majority of the members were invariably present, and the meetings were frequently anything but pleasant, the committee being far too large to deal with the business properly, and I found it impossible at that time to get the Council to agree to any other arrangement.

4. The expenditure on outdoor relief in this city has risen immensely, as well as the number of recipients of relief. Ten years ago the expenditure under that head amounted to a little over £10,000, and I gather from the last year's published accounts of the Parish Council that it now amounts to £17,312. The increase in cost is to me unfathomable, except it be for the reason that a considerable number of the members of the Parish Council are incompetent to sit as judges between ratepayer and applicant, on account of their family connection with the latter class.

5. I have always been of opinion that there were by far too many members on the Parish Council. It is a huge unwieldy body, and composed of a good many fiery spirits who should attend to their own business and leave the conducting of the Parish Council work to men with some business training. I understand that two members of the Council are funeral society collectors, and that they are collecting their pennies in the very strata of society from which pauperism springs. The father of one of the collectors is an inmate of the pauper lunatic asylum of Kingseat. I have been informed that another member has several relatives on the funds of the parish. So long as the present mode of election continues, I believe the tone of the Council will degenerate, as I hear on all hands that it is not now considered any honour to sit as a member of the Parish Council. One or two good candidates have generally been elected from the eleven City wards, but the third candidate is very often anybody and an undesirable. The tone of the Parish Council should be improved, and I see no way of accomplishing that desirable object but by reducing the number of the membership.

6. It is an awkward thing for the elections of the Town Council and the Parish Council to take place on the same day, and it is still more awkward having the whole Parish Council coming out *en bloc*. One-third of the members should retire annually, thus leaving a majority of the members in office who have, in some measure, been trained to deal with other people's money.

7. I did not think it would be necessary for the Royal Commission to inquire into the cause of pauperism. That surely is patent to every man who has eyes to see. Remove the public-house and pauperism will practically cease. There can be no doubt about that.

8. I am entirely against giving able-bodied persons or their dependants a claim to parochial relief. Charity is not a lost commodity in this city, and no deserving man, woman, or child, so far as I know, has suffered of late years from want of food. We have, as a charitable institution, the Educational Trust, the constitution of which I think you should have in your possession, and which I have no doubt will be sent you on application to Mr W. M. Cooper, treasurer, 352 King Street, Aberdeen. There are a great number of children receiving daily meals there already, and I have no doubt they could take a great many more if it were necessary. I have been connected with Parochial Boards and Parish Councils for eighteen years, and it is only an occasional able-bodied loafer who has, to my knowledge, applied for relief. Once give the able-bodied a claim to relief and the number of loafers will be increased by 100 to 1.

9. With regard to the question of the suitability of the existing areas for the purpose of administering relief, the boundaries of the City parish of Aberdeen are that of the municipal area, and I think this is as it should be, and ought not to be disturbed.

10. I would make the following suggestions for reformation in the law of practice :—

(*a*) I would specially mention that there is not sufficient power, in my opinion, vested in the Parish Councils to deal with the children of tramps, and of dissipated parents and unsuitable guardians. I think the inspectors of poor should have power, on summary application to the Sheriff, to rescue children and to send them to suitable homes in the country, and to be able to interdict such parents and guardians from visiting them otherwise than by consent of the Council.

(*b*) I am also of opinion that the 37th section of the Poor Law Amendment Act should be repealed, and that the poor and school rates should be collected on the gross rental as appearing on the Valuation Roll. There is surely no good reason why burgh and county assessments should be levied differently from the poor and school rates, and I do not think there is one sound argument in favour of continuing the antiquated system of giving deductions from the real or rack rent.

(*c*) I also think that Parish Councils should have power to superannuate their inspectors up to two-thirds of their salary. It would certainly be in the interests of the ratepayers that Councils should be able to dispense with the services of aged inspectors, and to have always in their service active and not played-out men at the head of the administrative department of the work ; and besides, there is really no reason why inspectors of poor in Scotland should be treated differently from clerks to boards of guardians in both England and Ireland.

APPENDIX No. CVIII.—*Continued.*

(*d*) I felt it a hardship, while acting as chairman, that Parish Councils were unable to meet in conference on Poor Law matters, on account of the view held by the Local Government Board that expenditure connected with conferences is illegal. Now, the English Poor Law Guardians have power to meet in Conference, and I think this privilege should be extended to Scotland.

(*e*) I observed from the newspapers that the Parish Council of Aberdeen had, by a very small majority, resolved to recommend that the word "Poorhouse" be changed to "Parish Home," and I desire to say that I do not approve of any such recommendation. The poorhouse must be looked upon as affording Parish Councils the only means of a test of poverty; and if that test is done away with, there will remain no alternative for Parish Councils but to grant such relief as the applicant is willing to oblige Councils by accepting.

APPENDIX No. CIX.

STATEMENT OF EVIDENCE BY MR DAVID NAIRN, CHAIRMAN OF MONTROSE PARISH COUNCIL.

1. I began to work before I was ten years of age. I have been employed for the greater part of my life, first as a hand-loom weaver, then as a power-loom tenter, and latterly as a factory manager. For over twenty-five years I have been a member of the Montrose Parochial Board and Parish Council, and have been chairman of the latter since 1895. I have also been thirteen years a member of the School Board, and for three years filled the chair. I have been a benefit member of the Excelsior Lodge of Shepherds for over twenty years, and have three times represented the district at the annual conference of the Order, and therefore know something regarding the working of friendly societies and the opinions of members.

Poor Law Administration.

2. Montrose has a population of about 12,500, but for years past the number has been on the decrease, mainly owing to lack of employment for the male portion of the inhabitants.

3. The principal sources of employment for men are at the timber yards, the harbour, in the building trades, and in connection with the fishing industry; but a brewery, a shipbuilding establishment, a mill, and a factory also employ a considerable number of hands.

4. The principal industries for females are flax spinning, power-loom weaving, and dressmaking; the former has been fairly brisk for some years, while the weaving is exceptionally busy just now.

5. Social conditions are somewhat similar to what prevail in other towns of a like size. We have fourteen churches, three sections of brethren, and a branch of the salvation army. We have two libraries, one public and the other kept up by membership. There are five golf clubs in our midst, each having splendid premises for the accommodation of members. Of licensed houses we have five hotels, thirteen public-houses, twenty-seven grocers, one brewery, and five table-beer, being equal to about one license to every 250 of the population; but to counteract the alcoholic influence, there is one total abstinence society and four good templar lodges. We keep in touch with the rest of the world by reading the leading daily newspapers, while local and other weeklys meet the wants of a considerable number.

6. We have a relief committee (composed of the whole members of the Parish Council), who meet every Thursday evening to consider all applications for relief, and claims from other parishes, etc., and few cases come before it but what some member or members know the whole circumstances apart from the information supplied by the inspector, who performs his duties in an exceptionally careful manner.

7. Having no statutory poorhouse in connection with this parish (so that the poorhouse test may be applied), we yearly arrange with the managers of Kincardineshire Combination Poorhouse, Stonehaven, for a certain number of beds in their establishment, and it is there we send what is considered our worst class of poor, of whom there are eleven at the present date.

8. We have a parochial lodging-house, where from thirty to thirty-five of our aged and infirm poor are kept, and where there is almost no restriction of the personal freedom of the inmates, unless in cases of misbehaviour. The rule is that the inmates get out on the afternoons of Wednesdays and Saturdays, and on Sundays if they wish to attend church, but the matron has power to allow them to get out at any time. The dietary (which was approved of by the Local Government Board) is better and more varied than what prevails in statutory poorhouses.

9. Dorward's House of Refuge (an institution which is endowed) maintains forty of our poor free of charge, any above that number being paid for at the rate of 3s. 6d. each per week; but all must be clothed to the satisfaction of the managers on entering. At present we have fifty-seven inmates in this institution.

10. We give outdoor relief when we are satisfied that the money will not be misspent; at the same time we are quite sure that many of the recipients would be much more comfortable in our own lodging-house or in Dorward's, as they would be kept cleaner and receive many little luxuries that it is utterly impossible for them to get with their small weekly allowance. While we try to make the house as comfortable as possible, we find that most of the poor prefer a small weekly allowance to going inside; for this feeling there may be something in the reason given by Ruskin in *Sesame and Lilies.*

11. On our roll at the present time we have 117 males and 247 females, of whom 43 are widows with 116 dependent children. With the exception of widows and children, most of our poor are aged and broken-down. The class we could call bad are not very numerous.

12. The proportion of poor to the population is somewhat high, which I attribute to the following causes:—

(*a*) The young and able-bodied having to leave Montrose for more remunerative employment elsewhere, thus increasing the proportion of aged and infirm to the whole population, and naturally adding to the number on the poor roll.

(*b*) Unskilled labour is poorly paid here, masons' labourers and others having only 4d. per hour; and when broken time (especially in winter) is taken into account, it is impossible, even with the most careful domestic management and absolute sobriety, to make provision for sickness or old age. An unskilled labourer cannot receive anything approaching the scale of dietary which prevails in our poorhouses.

(*c*) The most of our female workers are employed in the flax-spinning industry, and, unless in a few cases, the wages never exceed more than 10s. a week; and as a large proportion of these females remain unmarried, they have to work in the mill until they are laid aside through sickness or age, and having no relatives to assist them, they in many cases become chargeable upon the rates.

(*d*) There is a class who by their own actions keep themselves and families in everlasting poverty. This class is not so numerous as is generally represented, but it does add considerably to the burdens of the ratepayers.

(*e*) The heaviest item of expenditure is caused by the death of the wage-earner who leaves a wife and young family to be provided for.

(*f*) Leaving lunatic and weak-minded paupers out of the question, the principal cause of poverty is the fact that workers generally receive insufficient wages

APPENDIX No. CIX.—*Continued.*

to enable them to make adequate provision for sickness, old age, or to provide for their widows and families in cases of death.

13. Prior to the passing of the Local Government Act of 1894 the work of the Parochial Board had been carried on principally by representatives from the ratepayers and kirk-session, except when an official appointment had to be made, or when any important change was proposed. On such occasions property owners issued their mandates, of which there were at several meetings about 300, and it was not uncommon to find the members who regularly attended to the work of the Board put in a minority by the mandates of those who never attended a meeting. When popular election took place in 1895, out of twenty-six candidates in the burghal part of the parish thirteen of the old members stood, and were all returned; and although there have been several changes during the last twelve years, there has been no contested election in the burgh.

14. The majority of the members are artisans, knowing the circumstances of the poor; and although they have every confidence and respect for the inspector, they do not require to rely solely on the information he submits, nor are they under the necessity of requiring the same advice as Councils composed entirely of members belonging to the upper or middle classes. Many of the members have been connected with the administration of the Poor Laws for from twenty to thirty-five years.

15. Regarding the expediency and probable effect of giving the able-bodied persons a claim to the poor relief, many reasons could be given for and against. My own opinion is that Parish Councils or some other body should have the power to grant such relief. Industrious and respectable men are often out of employment through no fault of their own. They have often to tramp in search of work, leaving wives and families in precarious circumstances, and often one article and then another of their household effects has to be parted with, and under present conditions the man and his family are allowed to sink in the social scale, from which there is often no rising. Men and women when they are down, too often remain down, and through circumstances over which they had no control well-behaved men are driven into the ranks of the loafer. A little assistance at the right time (without pauperising the recipient) would be of immense benefit, as it would prevent many a good citizen from becoming degraded in his own eyes and among his fellows. A respectable citizen is of infinitely more value to the community than a man who is always loafing about, neglecting wife and family, and manufacturing waifs and strays, who ultimately become a burden on the rates. I am satisfied that it would be cheaper to lend a helping hand to keep a man right than have to support him and his family after he has gone wrong. On the other hand, the working-class householder, with scarcely a living wage, finds it difficult to get both ends to meet, let alone paying taxation to assist in providing for those who are out of employment. This man, although constantly in work, is always on the poverty line; and if an additional burden is laid upon him, his case is made worse; and we find that in all large communities the burden of rates is becoming excessive. Under these circumstances, and as the unemployed problem is more national than local, I think it is necessary that imperial funds should be provided, and thus do away with any taint of pauperism. The question is a large one, but it surely can be solved; at any rate it does not reflect to the credit of the wealthiest nation in the world allowing so many of its citizens to be reduced to the borders of starvation.

16. I think that a parish such as this is sufficiently large for administrative purposes under one inspector. In our large cities I cannot see how it is possible for members of Parish Councils to carefully consider the whole of the applications for relief in money, clothing, boots, etc., besides attending to other business. The granting and refusing of relief must to a great extent be left to the inspector of poor and his assistants; and however fair these officials may be, the work cannot be performed in such a satisfactory way as when supervised by the members. Of course, small parishes might be grouped to advantage, and the expenses of management reduced.

17. I beg to submit the following suggestions for reform, based on my experience:—

(*a*) Seeing that many of the workers in agricultural districts, when they become old or unfit for farm work, drift into industrial centres, where they acquire a residential settlement and become chargeable to the rates, thus adding to the burden of ratepayers in cities and towns, and as the poor assessment in many parishes throughout Scotland is almost nil, it is desirable that, for assessment purposes, the area should be widened, so that all who are able should contribute something like an equal share according to their rateable valuation.

(*b*) It is desirable that Parish Councils should have representatives on the board of management of chartered asylums, as the greater part of the income of these asylums is derived from Parish Councils; and on the principle that taxation and representation go together, Councils have a strong claim.

In connection with the Montrose Royal Asylum, to which we are bound to send the whole of our pauper lunatics, there are fifty managers, composed as follows:—The provost and first bailie of Montrose, and the first and second ministers of the parish church of Montrose. These four are ex-officio members. The other forty-six are elected by the managers themselves, are appointed for life, and are not amenable to the public for their actions, and there is no disqualification for non-attendance at the meetings. The average attendance at their ordinary meetings is generally less than one-half their number, but when an important appointment has to be made, with aid of canvassing, a considerable increase in attendance can be shown. A notable case of this nature occurred several years ago, when one member turned up who had not been at a meeting for upwards of twenty years, while others had absented themselves for several years.

At a conference of representatives of nearly all the Parish Councils in the counties of Forfar and Kincardine, whose pauper lunatics were boarded in the Montrose asylum, the following resolutions were fully discussed and unanimously adopted, viz.:—

i. "That the Asylum Board being self-elected, and the Parish Councils contributing upwards of three-fourths of the income of the asylum being unrepresented on the management of the affairs thereof, this conference is of opinion that these Councils should have an adequate representation on the Asylum Board."

ii. "That for the satisfaction of the ratepayers there should be a public audit of asylum accounts."

iii. "That a committee be appointed to confer with the managers as to the best mode of giving effect to the foregoing resolutions, and to report the result to another meeting."

The managers, by a majority, agreed to do nothing in the matter, and another meeting was held, and it was agreed to forward a memorial to Lord Balfour of Burleigh, the then Secretary for Scotland. This was done, and in January 1900 he received a deputation from the conference (of whom I was one), and after listening to us, admitted we had a grievance, stated he had a Bill drafted bearing upon the question, and promised, as soon as an opportunity could be found, to submit it to Parliament, so that our grievances might be remedied. Since then nothing has been done, but the asylum authorities have increased the rate per inmate from £28, 12s. to £32. Montrose Parish Council have forwarded copy of memorial. As the Montrose Parish Council, in answer to your Circular, have referred to some desirable changes, I need not go further under this head.

Charities and Voluntary Effort.

18. I beg leave to forward you a list of mortifications for behoof of the poor of Montrose (see Appendix No. CIX. (A)), and to point out that, under the 30th section of the Local Government Act, 1894, the Parish Council were under the belief that they were entitled to representation on most of these charities. Our application to the Local Government Board in many cases was not entertained, on the ground that the charities had been left for "the poor of the Town of Montrose," or "the poor of the Burgh of Montrose," instead of to the "Parish of Montrose," which is partly landward and partly burghal. Although there are fourteen members for the burgh and only five for the landward part, we, by this decision, are not enjoying the same privileges as single parishes.

19. In addition to the charities on the list forwarded, the

APPENDIX No. CIX.—*Continued.*

ancient hospital has a revenue of £209, out of which 171 recipients receive 12s. each half-yearly.

The soup kitchen expended about £140 last year in providing food for the necessitous, and the Association for Improving the Poor over £48, while the Destitute Sick Society, which originated in 1779, distributed £75, and the Ladies' Clothing Society gave goods to the amount of £56. There is a scheme, under the burgh police, for the clothing of destitute children, and there is also an Indigent Clothing Society which has been in existence for over a hundred years. A free breakfast for poor children attending school was started some years ago. It is kept up by voluntary subscriptions, but is managed by the School Board. I think it would be of advantage were these charities under one management. It would prevent overlapping, and in some cases the more deserving would benefit.

20. While in some cases charities are beneficial, in other cases I believe they have an opposite effect, creating what might be termed a class of respectable beggars.

21. When the Parish Council came into existence, the members met the Town Council and a number of trustees on the management of the various charities, and proposed the formation of a charity organisation to consider all cases, in the same way as is done at the Parish Council, but the proposal was not entertained, principally through the objection of several of the trustees. Had the Council's proposal been agreed to, I am satisfied the results would have been satisfactory.

22. Charity never did and never can meet the needs of the poor. The Poor Law inquiry prior to 1845 proved that the poor throughout Scotland were badly neglected, except in a very few parishes where there was an outstanding clergyman with a wealthy congregation.

Friendly, Co-operative, and other Self-help Societies.

23. In Montrose there are two yearly societies that break up annually, one in May and the other in November. Provision is made for sick benefit, but the principal object of these societies is to make provision for the payment of house rents. Two co-operative baking and grocery societies carry on a fairly large business; one has been in existence for upwards of sixty years, while the other started in 1861. One has a membership of 743, and the other 1167. One has a share capital of £1,612, and the other £1739. Profits are divided half-yearly, and generally amount to from 2s. to 3s. per £ upon the goods purchased, with 5 per cent. on share capital.

There are two coal societies in the town, the object aimed at being to supply members with coal at as low a rate as possible, while any profits derived are divided among the members. The committee call at members' houses to collect payments. There are five lodges of friendly societies in Montrose, in connection with which the weekly contributions of members vary according to the scale of benefits or the ages at which members join.

The Court of Foresters had at 31st December 1906 308 members, and £2,616 of funds. The court was formed in 1878, and they have since then paid £3,938 in sick benefit, while the funeral claims that have been met by the district during that period amount to £667.

The Lodge of Shepherds was formed in 1885, and on 31st December 1906 there were 115 members, with £1,578 of funds. There has been paid as sick aliment since the lodge started £955, and in funeral claims £328, which latter is met by the district.

The Rosemount Lodge of Gardeners, which has been in existence for about seven years, had at 31st December 1906, 91 members and £173 funds. During the past six years they have paid to their sick about £130.

St John's Lodge of Gardeners has 42 members and £75 of funds.

The Rechabites have about 12 members. I do not know the amount of their funds.

24. I do not think there are many members of friendly societies in this district in a position to make provision for old age pensions. The members are mainly composed of tradesmen and unskilled labourers, and the wages paid are considerably lower than what prevails in some of the larger towns of Scotland. Although all the large friendly societies have tables with scales of contributions for old age pensions, I do not think there is a single member in Montrose who has taken advantage of these.

25. I do not think that free medical State relief would be of much advantage, as under the system that prevails members only contribute 2s. 6d. yearly for medical attendance and medicine. If the State were to provide medical relief, the State would also exercise a control which, I think, members of friendly societies would resent.

26. We have an Infirmary here, which is governed by the managers of the asylum. It is kept up by bequests, donations, and subscriptions. So far, friendly societies have not been in close touch with this institution; and seeing that it exists mainly for the benefit of the working classes, it might be for the benefit of the institution were representatives from the Town Council, the Parish Council, and friendly societies admitted to the management.

27. So far as I can judge, the opinion of the members of friendly societies in this quarter is that a State system of old age pensions is necessary. About fifteen years ago a resolution to that effect was carried at a district quarterly meeting of Shepherds, by representatives from all the lodges in the counties of Perth and Forfar. There are several members of the different orders (principally officials) who consider that a national system of old age pensions would be damaging to friendly societies; but as the funds of these friendly societies are only to provide for sickness or death, I think the tendency would be to make their position stronger.

28. Outdoor relief here is only given to members of friendly societies when they come to be on the lowest scale of benefit, or when they are burdened with a large family. In such cases extra grants are often given by the lodges and by the district.

29. While Parish Councils should not take into consideration (in granting relief) the benefits members of friendly societies are receiving from their lodges in cases of sickness, I am inclined to think they are treated just in the same way as other applicants, viz.—the amount they have of income, and relief according to that income.

30. I do not think that the membership of friendly societies in this district has increased to any great extent during the past ten years. Two new lodges have been formed during that period, but the total membership is not much greater. The reason, so far as I can judge, for this state of matters is scarcity of work for males in Montrose. Many members are compelled to leave the town, while most of the young men, when their apprenticeships expire, leave for larger centres, or go abroad in search of more remunerative employment. Fully one-third of the total members belonging to the lodges here have their residences in other parts of the kingdom, or are abroad, paying through other lodges, or sending their contributions to the various secretaries.

APPENDIX No. CIX. (A).

List of Mortifications in Montrose.

Miss C. Graham's, 1744.—£100. The interest divided biennially among the poor. The Magistrates, Ministers of Old Church, and Minister of St Peter's Episcopal Chapel, Trustees. (At Christmas.)

Bailie James Ouchterlony's, 1752.—£560. Interest divided yearly among the poor. Provost, Eldest Bailie, Ministers of Old Church, Trustees. (At Martinmas.)

Provost Alexander Christie's, 1756. The interest (£5) divided annually amongst poor persons. The Provost, Ministers of Old Church, Minister of St Peter's, and three Parish Councillors, Trustees. (At Christmas.)

John Butchart's, 1760.—£150. The interest divided among five poor persons and six indigent seamen's children. E. Millar and one Parish Councillor, Trustees.

John Mill's, Old Montrose, 1771.—£1,000. The interest divided annually in March among the poor. The Magistrates and four Parish Councillors, Trustees.

John Erskine's (of Jamaica), 1786.—The late John Erskine, of Jamaica, son of Mr Alexander Erskine, merchant in Montrose, by his last will and settlement, dated 12th October 1786, directed that his trustees should raise and realise the sum of £2,000 to be invested in land,

APPENDIX No. CIX. (A)—*Continued.*

the interest or rent to be divided annually into ten equal parts, to be given to ten poor families in the county of Angus or in the county of Mearns that have three children in each family, lawfully begotten, viz. one equal tenth part to each family annually. He further directed that his trustees should raise and realise a sum of £3,000 to be laid out on bond, or in the purchase of land in Scotland, the interest of rents to be applied as follows, viz.—£50 to be paid annually for the support of an additional master to the Grammar School of Montrose, the residue to be applied to the education and maintenance of eight poor boys at the said Grammar School who have lost their parents, or one of their parents. The patronage of these charities was vested in the testator's son, John Erskine, and the heirs-male of his body, whom failing, the Provost of Montrose. In 1800 the trustees purchased the estate of Harvieston, in the parish of Kinneff, and conveyed the same to the Magistrates and Town Council of Montrose in trust, for the purposes of the deed of mortification. Since the death of John Erskine, and the failure of heirs-male of his body, in 1854, the Provost of Montrose acted as sole administrator of both charities, accounting annually to the Town Council for his intromissions, and furnishing lists of the recipients under both branches of the Trust; but in 1888 the management fell to the Educational Endowments Trust, who apply the residue in bursaries, and in the payment of books and stationery to a number of children of necessitous parents.

Misses H. and E. Mill's, 1803.—£500. The interest is divided annually in December among the poor. The Provost, Eldest Bailie, Ministers of Old Church, Minister of St Peter's, and four Parish Councillors, Trustees.

Miss Jane Straton's, 1822.—£900. Interest divided annually on 1st January among the poor. Provost, First and Second Bailies, Dean of Guild, Ministers of Old Church, and Minister of St Peter's, Trustees. Town Clerk, Treasurer.

Miss Jane Straton's, 1822.—£900. The interest divided annually at Martinmas among ten poor gentlewomen of Montrose. The Provost, First and Second Bailies, Dean of Guild, the Ministers of Old Church, and Minister of St Peter's, Trustees. The Town Clerk, Treasurer.

Andrew Fraser's, 1829.—£500. The interest divided annually in meal and coals among the poor. Interest administered by Parish Council.

Mrs John Innes's, 1834.—£1,000. The interest divided half-yearly among ten destitute widows in the town. D. C. Wills, Factor.

David White's, 1836.—£800. The interest divided half-yearly among ten males and ten females, not paupers. The Provost, Dean of Guild, Convener of Trades, and First Minister of Old Church, Trustees.

David Gibson's, 1836.—£400. The interest divided half-yearly among the four eldest resident retired shipmasters of Montrose. The Provost, First Minister, Dean of Guild, and two Parish Councillors, Trustees.

Miss Jane Thomson's, 1838.—£3,500. The interest and £30 of ground-annual are half-yearly divided among five poor men and five poor women of respectable character, residenters in Montrose. The Provost, Town Clerk, Minister of St Peter's, and two Parish Councillors, Trustees.

George Cooper's, 1839.—£50. The interest divided biennially. Interest administered by the Parish Council.

Alexander Thomson's, 1844.—About £4,000. The interest divided yearly among deserving indigent persons about the town. The Town Council and Kirk-Session, Trustees.

James Caithness' (Mealseller), 1847.—£1,600. Yearly interest expended in the purchase of coal, distributed among the most necessitous poor in the town. Trustees—the Kirk-Session of Montrose.

Thomas Moore's Trust, 1854.—Free proceeds of property divided among Trustees for distribution in December to poor residents of three years, not paupers. The Provost, First Bailie, Dean of Guild, and four from the Methodist Church, Trustees.

Mrs Haddon's Charity, 1877.—£1,000. Interest divided half-yearly among eight decayed gentlewomen. The Minister of St Peter's and Provost, Trustees.

Mrs May Collie's, 1879.—£500. The interest divided annually in coals among poor people. The Magistrates, Trustees. (At Christmas.)

Mrs Youngson's, 1880.—£1,000. The interest divided half-yearly among five poor respectable widows and five spinsters. The Provost, and the Minister and Treasurer of St Peter's Chapel, Trustees.

Dorward's Coals.—£25 annually for distribution of coals among the poor. Patrons, the Managers of Dorward's House of Refuge. D. S. Campbell, Treasurer.

The Paterson Charity, 1880.—£2,000. The revenue in sums of £5 per annum, divided half-yearly among sixteen persons, not less than fifty years of age, continuously resident in the parish for ten years previous to nomination, and during that period in full communion with the charges to which they belong. The Testamentary Trustees of Miss Paterson, First and Second Ministers, and the Provost and First Bailie for the time being. Burness & Dickson, Agents.

William Thomson's, 1882.—£850. The revenue, in sums of £5 per annum, is divided half-yearly among seven old, poor, or infirm persons, resident in Montrose. Burness & Dickson, Agents.

David Burnett's, 1883.—About £4,000. The interest to be paid to the poor, not paupers, of the town and parish, by the Kirk-Session.

Duncan Nicoll's Coals, 1885.—£200. The interest is devoted to the distribution of coal among the poor of Montrose. The Provost and First Minister, Trustees. D. S. Campbell, Agent.

Dr D. Wyllie's Bequest, 1889.—£1,800. Revenue divided half-yearly in sums of £2, 10s. among poor persons, irrespective of religion or sect, by the Provost, Bailies, First Minister, and F. B. Paton of Cairnbank.

Provost Savege's Fund, 1891.—£2,000. The interest to be divided half-yearly between four indigent men and four indigent women of respectable character residing in Montrose, not in receipt of parochial relief. The Provost and First and Second Ministers, Trustees. D. S. Campbell, Agent.

Mrs Mary Savege's Coals, 1891.—£300. The interest to be applied by the Kirk-Session in purchasing coals to be divided among the most necessitous and deserving poor of Montrose, and that without regard to the church or denomination to which they belong. D. S. Campbell, Agent.

Rodney B. Napier's, 1898.—£300. The interest distributed half-yearly among old, poor, and infirm persons resident at Hillside, who are not in receipt of parochial relief, no recipient to receive more than 30s. in one year. Ministers and Kirk Treasurers of Hillside Established Church and Logie-Pert United Free Church, Trustees.

United Society of Seamen of Montrose.—The income applied in paying annuities of £5, the annuitants to be shipmasters, seamen, ship-carpenters, or seafaring men, resident in the burgh or parish of Montrose, or their widows or children, who, not being in receipt of parochial relief, are from old age, ill health, or other innocent misfortune, in need of assistance. In the event of no eligible person belonging to these classes being found, power is given to the Parish Council to extend the benefit to any deserving poor resident in the burgh or parish of Montrose. The fund is managed by the Parish Council. When the members of this Society died out, the Parish Council made application to the Treasury to use the funds for behoof of the poor. This was granted, subject to certain deductions.

Barclay Charity, 1901.—£600. The interest divided half-yearly in sums of £5 among poor persons of 50 years of age and upwards who have been resident in the parish of Montrose for ten years, and in full communion with the churches with which they are connected, and who are not in receipt of parochial relief.

George D. Paton's, 1906.—£500. Interest distributed by his Trustees and the Gordon Town Missionary among indigent and helpless inhabitants of Montrose, the distribution being limited to 1s. each per calendar month.

APPENDIX No. CX.

STATEMENT OF EVIDENCE BY MR DAVID NICHOLSON, INSPECTOR OF POOR, KIRKCALDY.

1. I am Inspector of Poor of the Parish of Kirkcaldy and Dysart. I have been an Inspector of Poor since 1893. Prior to the amalgamation of the parishes in 1901, I was Inspector of Poor for the Parish of Dysart for over eight years. I am also Clerk to the Dysart Burgh School Board, and have been so for fourteen years. My previous experience was in banking.

Social and Industrial Condition of Parish.

2. The parish of Kirkcaldy and Dysart is partly burghal and partly landward. The area of the parish is 9,771 acres, and the estimated population is 43,500. Within its area there is the royal burgh of Kirkcaldy and the royal burgh of Dysart and the county part. Prior to 1901, there were three parishes, namely Dysart, Kirkcaldy, and Abbotshall. In that year all three parishes, together with a portion of the parish of Kinghorn, lying within the municipal boundary of the burgh of Kirkcaldy, were amalgamated into one parish—the parish of Kirkcaldy and Dysart.

3. Within the parish there are three parliamentary areas, namely, the parliamentary burgh of Dysart, the parliamentary burgh of Kirkcaldy, and the county or landward area.

4. There are also three School Boards, namely, the School Board of the burgh of Kirkcaldy, which is confined to the Parliamentary burgh of Kirkcaldy; the School Board of the burgh of Dysart, which is confined to the parliamentary burgh of Dysart, and the Kirkcaldy and Dysart Landward School Board, comprising the landward or county part of the parish.

5. The School Boards of the landward portion were amalgamated at the same time as that of the parish areas.

6. The population is mainly composed of the working classes, with the merchant and the manufacturer. The people are, generally speaking, industrious and thrifty, and in fairly comfortable circumstances.

7. The industries of the landward portion of the parish are mainly agricultural and mining. The principal industries of the burghal portions are floorcloth, linoleum, and linen manufacturing, cabinetmaking, spinning, engineering, malting, mining and building. Owing to the variety of the industries there has been no acute distress in this parish, such as has been the case in some others.

Method of administering Relief.

8. Parochial relief is administered in accordance with the rules and regulations issued by the Local Government Board, that is to say, there is no peculiar or experimental method in force. To give an example:—The applicant for relief must be medically certified non-able-bodied before he can receive parochial relief. If applicant is duly certified unfit for work and destitute, then relief is given. If a householder, his home is visited and temporary relief granted on the authority of the inspector alone, until a meeting of the Relief Committee is held. The homeless are generally dealt with at once and indoor relief granted, after being medically certified unfit for work. Each case is considered on its own merits. The health of the head of the family and dependants is taken into account, also any income coming into the home; and if the case is satisfactory, then outdoor relief is granted. If not, if for example there is evidence of drinking, laziness, extravagance, waste, etc., indoor relief only is given. The aliment given is roughly—for an adult 3s. 6d. per week; for widow and dependants, dependants 2s. each per week, for married couples 5s. per week.

9. Paupers admitted on the roll of outdoor poor receive payment of aliment monthly; if they are unable to come to office, provision is made for paying the aliment.

10. The Relief Committee is the whole Council (27 members) and meets monthly. All applications for relief are submitted and considered and disposed of by the committee.

11. The Finance and Law Committee consists of a little over-one third of the Council and meets monthly, their duties being mostly confined to financial affairs and cases of settlement and litigation.

12. The Council also meets monthly to transact any other business.

Indoor *versus* Outdoor Relief.

13. Outdoor relief is granted in all cases where the applicant is deserving. To find this out, investigations are made and information gathered. It is, as a rule, easy to get reliable information about the applicants.

14. Indoor relief is granted only to the undeserving, and the same remarks with regard to getting information, etc. apply.

15. I favour outdoor relief where it is found that there will be no abuse made of the relief granted; but for the wastrel, homeless, lazy, and the dissolute, then indoor relief only. The offer of indoor relief is a test which, in my opinion, it is absolutely necessary to have, otherwise the Parish Council could at times be greatly taken advantage of.

Class of Persons applying for Relief.

16. Applicants for relief are in general confined to the labouring class and those who have taken no thought for the future, but have spent all their earnings as they received them.

Causes of Pauperism.

17. Pauperism in a large number of cases may be put down to drinking, reckless extravagance, waste, and laziness; in others to illness, old age, and the deaths of young husbands, whose weekly income when they were fully employed would probably average a pound per week, and who often at their death leave widows with large families.

The Class of Persons seeking Election as Parish Councillors.

18. So far as the parish is concerned, the class of persons seeking election as Parish Councillors is very suitable. The number of Parish Councillors is 27, composed ef large employers of labour, retired persons, workmen—mostly managers of their departments—and a member of the clergy.

Questions as to Relief of Able-bodied Poor.

19. I do not favour the giving of parochial relief to the able-bodied. Relief at present is rather easily obtained. Our poorhouses are taken advantage of by a class of people —call them "ins-and-outs" if you like—who are not far removed from the able-bodied, but are lazily inclined, and have no sense of independence. The really deserving able-bodied will generally be helped in the future as in the past without coming to the pass of seeking for parochial relief.

20. The effect of giving relief to the able-bodied would would only open the door for an additional class taking undue advantage of the rates. An able-bodied person who is entirely destitute would not, under the present law, be long in becoming a proper object of relief, and of course receive relief.

21. To my mind there is a very serious difficulty in the granting of relief to the able-bodied, and that is the necessity for deciding when the pauper should cease to receive outdoor relief. His application for relief might be sound enough in one day; the following day he might be in employment, and if he were dishonest he could be receiving parochial relief and at the same time earning money. It appears to me the parochial authorities would be very much at the mercy of the applicant.

Suitability of existing Areas.

22. I can only speak of the area of this parish, which is, as before stated, 9,771 acres, and is roughly 5 miles from north to south and 5½ miles from east to west. It appears to me to be a very suitable size, and of such a size as to ensure relief being administered in a proper manner, and at the same time efficiently and economically. I think, however, from the experience of the amalgamation of

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parishes here, that small parishes in the county should be grouped or amalgamated, and that certainly in all towns of size where there are two or more parishes these should be combined. By doing so, anomalies in the rating, settlement, and method of relief would be avoided.

SUGGESTED REFORMS IN THE LAW.

Vaccination Act amended.

23. I would suggest that the Vaccination Act be so amended that the compulsory powers of the Parish Council be transferred to the jurisdiction of the Town and County Councils, on the ground that this is a public health question, and should be taken up by the local authorities of the corporations.

Removals to England and Ireland.

24. In my opinion, the same facilities should be granted Scotland for removals to England as is granted the latter country in the case of removals to Scotland. I have had experience in both cases. *English Case.*—A case was removed from a union in London to Dysart Combination poorhouse simply on the statement of the pauper that he was born in this parish. The statutory forms were duly filled up and the pauper was taken before a J.P. or magistrate to declare, and thereafter he was dumped down in the poorhouse by a Poor Law official from London, and this parish had no right to appeal. *Scottish Case.*—This was a removal by me to England. The pauper's statement was not considered sufficient, and the corroborating statement of his mother was doubted. Finally, I had to produce certificate of birth. Thereafter due intimation of my intention to remove the pauper to his union had to be given the union authorities, and they had to be allowed fourteen days in which to make appeal to the Local Government Board in Edinburgh against the pauper's removal to their union, which they did and failed. Now, what is good for one country should be the same for the other.

37th Section of Poor Law.

25. This section, in my opinion, should be repealed in order to bring the poor-rate assessments into line with that of the municipal rates. After all, if a deduction is made from the gross rental, the rate must be increased in order to arrive at the cumulo sum required. The present system is antiquated; besides, to a great many ratepayers it is confusing. Although the notice for the poor-rates mentions the fact that the gross rental is under deduction of 20 per cent., the ratepayer forgets, and sometimes he gets peculiar ideas into his head. An instance of this took place at last election. A ratepayer publicly accused his landlord (a Councillor) of returning his (the tenant's) valuation at £12 per annum, whereas he was paying £15 per annum. When the matter came to be cleared up it was found that the tenant had omitted to take into account the 20 per cent. deduction granted by the Parish Council. The tenant had afterwards to publicly apologise. That man was confused with the two systems.

Compulsory Removal to Poorhouse or Hospital.

26. From experience, I think that power should be granted Parish Councils, on the authority of a Sheriff's or magistrate's warrant, to remove poor persons to a poorhouse who are unable to look after themselves and have no person to look after them. I have had a few such cases in my experience, and really it is extremely difficult to know what to do. They cannot be allowed to starve; yet they are a positive danger to the health of the communities.

Representation on District Lunacy Boards in Counties.

27. The Council have over 90 patients in Fife and Kinross district asylum. The total inmates in this institution I saw quite recently was 582. Last year the total cost of lunatic poor of this parish was £2,889, and of this amount £2,337 was spent in institutions in the management of which we had no say. I am therefore of opinion that, taking into account the number of patients and the costs, at least representation on district Lunacy Boards should be one of the reforms.

Proposed Extension of Functions of Parish Council.

28. I should like to see the day when our Parish Councillors would get more onerous duties to perform. At present in the majority of Parish Councils in Scotland the Councillor's duties are purely confined to receiving and considering the reports in cases submitted by the inspector of poor, and in most instances simply homologating his action. After a term such state of affairs begins to tell upon the member, and he generally, unless he is an enthusiast, retires. When anything out of the ordinary occurs, such as an extension of the poorhouse or some such undertaking, he is quite interested and keen, and I think that unless some other duties are added to that of the Parish Council work it will be difficult to find good business Councillors to take an interest in the work. Of course it is outside the scope of this Commission to consider this matter, but I would respectfully suggest that elementary education might be a suitable subject to place under the control of Parish Councils. At present the Council levies along with the poor-rate the school-rate, and hands over the whole sum collected without any deduction to the school authority. This, I think, is one reason for placing elementary education in the hands of the Parish Councils. Another reason is that the Council have no power whatever over the spending authority, and have to stand all the odium of an increased rate. Parish Councils are at present responsible for the elementary education of pauper children, and it would be no great step to take up the responsibility for the elementary education of all the children within the parish.

APPENDIX No. CXI.

STATEMENT OF EVIDENCE BY REV. WM. J. PENNELL, CHAIRMAN OF THE PARISH COUNCIL OF BORGUE (KIRKCUDBRIGHTSHIRE).

1. I have been minister of the parish of Borgue since August 24, 1899, and have annually visited every household in the parish. I have been a member of Parish Council since 1900, and Chairman for four years. I have now the privilege to lay the following information before you.

2. This parish is almost entirely agricultural, dairy-farming being the staple industry.

3. Relief has been administered wholly according to the regulations of the Local Government Board, because of the fear of not satisfying the auditor.

4. Outdoor relief is the only form ever applied for, and in my opinion Parish Councils should have the power, after taking circumstances into account, to send paupers to the workhouse, even against the wishes of said paupers, when they are no longer able to care for themselves and when an attendant must be supplied. I have noticed this as a hardship in other parishes. Let me quote one case from the history of this parish. Mary Guthrie is an aged pauper, and has been on our roll for many years. She received outdoor relief while she was able to look after herself. Of late years, however, while we, in combination with other parishes, provided a skilled nurse in the House, we are providing an unskilled nurse for this special pauper, and are year by year increasing her allowance. In the name of humanity, we cannot now offer her the alternative of the House or nothing, even were she in a fit condition to choose for herself. My Council would not urge compulsory powers, but only *permissive* to be granted.

5. With the exception of casuals who have fallen ill in this parish, the sole class of persons applying has been the agricultural poor, most of whom were well fitted for old age pensions.

6. Thus our paupers have consisted of the blind and insane, of widows and orphans. Drink, with us at least,

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cannot be blamed for any noticeable percentage. Thriftlessness and illegitimate birth may have given us a few paupers. But the one cause which I have specially noticed and regretted has been the present condition of agricultural labour. And this cause would also be negligible were there established a system of old age pensions.

7. A farmer who wishes to make the most out of his land will dismiss any ploughman of the age of fifty-five years and upwards. Thus he will not feel morally bound to pension him off when he is wholly past work. In some cases a labourer has lost a limb, or has ruptured himself by lifting too heavy a weight, and in the last years of his service he is only employed for one year and then cast adrift. Eventually he has to seek "relief."

8. No one "seeks" election: Parish Councillors have to be sought! The parish ministers and farmers have ever been those from whom Councillors have been "recruited."

9. The law as regards the able-bodied should remain unaltered until the unemployment question has been satisfactorily settled, otherwise the hands of Parish Councils would easily be forced during strikes. Medical officers, as a class, are better able to decide on the able-bodied than inspectors of poor or managers of workhouses.

10. The only advantage to be derived from enlarging the existing areas would be that of diminishing the expense of the *Collection of Assessments.* Why should not the collector of rates for the County Council also collect for the Parish Council? Again, life in the country would not be enhanced but discouraged if town rates were distributed over country districts.

11. A larger area would render it even more difficult to secure Parish Councillors.

12. The duel between two parishes about a disputed settlement would become a duel between two counties.

13. But my Council unanimously recommend compulsory arbitration by the Local Government Board in all cases of disputed settlement.

APPENDIX No. CXII.

STATEMENT OF EVIDENCE BY MR JOHN PICKEN, J.P., CHAIRMAN OF OLD MONKLAND PARISH COUNCIL; MEMBER OF LANARKSHIRE COUNTY COUNCIL, ETC. ETC.

1. *Qualifications and Experience.*—I was a member of the Parochial Board from 1874 till 1894, a member of the Parish Council from that date, and Chairman of the Parish Council here for nearly four years. I have been a member of the Lanarkshire County Council since 1892; a Justice of the Peace for the county of Lanark; and a member of Old Monkland School Board from 1887 for the next twelve years.

The Social and Industrial Conditions of Old Monkland Parish.

2. The parish of Old Monkland, embracing an area of about 30 square miles, has a population of fully 60,000, which includes the burgh of Coatbridge, with a population of 43,710. There are twenty-four villages scattered throughout the parish, with populations varying from 140 up to Baillieston with 3,821. There are many large iron-works in Coatbridge, and most of the population are connected with the iron trade in some way. In the landward part of the parish the principal industry, besides the agricultural, is that of coal-mining. In the west end of the parish, three to four miles from Glasgow, there is a large residential population, mainly engaged in employment in Glasgow.

The Method of administrating Relief in Old Monkland Parish.

3. The Council consists of twenty-five members, eight of whom, along with the chairman, meet twice a month as a relief committee.

4. Married couples who have a house and are well-behaved always get outdoor relief, as also applicants who can do a little for themselves, or have friends willing to help. Within the last few years the Council have been dealing more liberally with respectable widows with young families, to enable them to bring up and educate their children,—a feature which is, I think, to be encouraged.

5. Several years ago we appointed a "Revisal Committee," who visit the poorhouse at stated times. Any inmates who are reported fit by the medical officer are discharged, and those who are removable and in a fit state are removed to their own parish in England or Ireland. This committee has been most useful in having discharged from the poorhouse many who would remain as long as they were allowed to do so.

6. All cases on the outdoor roll are revised at least twice yearly; also special cases are reported on frequently.

7. All children are boarded out with families of the same religious persuasion as their parents, as soon after admission as arrangements can be made, in such health resorts as the Island of Arran, etc.

8. The total number of inmates of all classes on the roll is 781, with 645 dependants. The number of inmates in the poorhouse is 232, made up of 162 men, 58 women, 5 boys, and 7 girls.

9. There are lunatic wards at the poorhouse with accommodation for 25 males and 25 females. I append an extract from the report of the Commissioner in Lunacy on his last visit, which is very satisfactory. (See App. No. CXII. (A).)

The respective Merits of Indoor and Outdoor Relief.

10. Outdoor relief is preferred by most applicants, but should only be given to those whom the Council are satisfied will make a good use of it.

11. I have great sympathy with the wives of men who have been sent to prison, some of them for ill-using their wives, especially if they have families. If they are well-behaved the giving of outdoor relief to them should be left to the discretion of the Parish Council, and this has been the practice in our parish.

12. Indoor relief only should be given to applicants who have families partly able to support them, but who, through a false pride, will not ask them, and the same applies to mothers of illegitimate children.

The Classes of Persons applying for Relief.

13. These are—(1) old and infirm persons; (2) persons disabled through illness; (3) widows with young children; (4) persons of weak intellect; (5) orphans; (6) deserted children.

Many apply whose families are able to support them, but these are not relieved.

The Causes of Pauperism.

14. These are—(1) old age and debility; (2) thriftlessness; (3) desertion of wives by husbands; (4) widowhood, burdened with young families; (5) drunkenness; (6) illness.

The Class of Persons seeking Election as Parish Councillors.

15. The Old Monkland Parish Council is a most representative one, as follows:—5 grocers, 4 drapers, 2 clergymen, 2 spirit merchants, 1 iron merchant, 1 painter, 1 veterinary surgeon, 1 cashier, 1 commission agent, 1 insurance agent, 1 architect, 1 tube manufacturer, 1 coalmaster, 1 pawnbroker, 1 working-man, 1 confectioner, —in all, 25.

This parish has always been fortunate in having men of a high class, both able and willing to give the time and attention necessary to Council work.

The Expediency and probable Effect of giving Able-bodied Persons a Claim to Parochial Relief.

16. I am altogether against giving able-bodied persons relief No doubt there are genuine cases of hardship

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when a man cannot get work, but if able-bodied men were entitled to relief it would encourage men who did not want to work, and the loafer who is always with us. I think it is very rare in this parish that an able-bodied man who is willing to work has to starve for want of it.

The Suitability of the existing Areas for the Purpose of administering Relief.

17. I could not suggest a better area for the purpose than the parish. It is not too large to prevent the inspector and his assistants making themselves familiar with the details of each case, and it is large enough to keep them fully employed.

Reforms in the Law or Practice suggested by Experience.

18. The first reform I would suggest would be the repeal of section 37 of the 1845 Act, that deduction be abolished, and that the rating be on the gross rental.

19. Also I think Parish Councils should be represented on District Lunacy Boards. This parish pays more to the Lanarkshire District Lunacy Board than any other parish in the county, and is not represented. We have repeatedly applied to the Board for periodical reports on our cases in the asylum, but our request has not been acceded to.

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Inter alia:—"The patients continue to be liberally 'provided for and judiciously treated. They were entirely 'free from complaints. The dress of the women was suit-'able, neat in appearance and varied in material, and the 'clothing of the men who are now in the wards was in 'good condition. The dietary continues highly satisfactory 'both as to quality and quantity. The dinner served 'during the visit was an abundant and well-cooked meal, 'which was undoubtedly popular with the inmates. 'Occupation in useful work is well attended to, the land 'giving healthy outdoor work for the male patients. The 'management of the establishment by Mr Young, the 'governor, continues to be excellent. The wards are main-'tained in good order. The male section has been renovated 'by re-painting, and it is understood that the female side 'is this year to be similarly improved. The bed coverings 'are ample for the season. The day-rooms are liberally 'supplied with periodicals and illustrated papers, and with 'indoor games calculated to interest and amuse the patients. 'The wards throughout were of a comfortable temperature. 'The books and registers were examined and found 'accurately kept."

APPENDIX No. CXIII.

STATEMENT OF EVIDENCE BY MR ALFRED A. PROSSER, MEMBER OF ABERDEEN PARISH COUNCIL, AND CONVENER OF THE FINANCE, LAW, AND GENERAL PURPOSES COMMITTEE OF THE COUNCIL.

1. I am a Solicitor in Aberdeen, and have been a member of the City Parish Council of Aberdeen since 1904. I am the Convener of the Finance, Law, and General Purposes Committee of that body.

The Social and Industrial Conditions of the City Parish of Aberdeen.

2. We are not in Aberdeen dependent upon any one staple industry, and upon its fluctuations in prosperity, but have many varied industries, each carried on upon an extensive scale.

3. There are the granite and stone-cutting trades, with large exports, paper-making, comb-making, soap- and candle-making, engineering, shipbuilding, and linen and wool factories, a very large fishing industry, linked to which are ice factories, sail, rope, and twine making, box and barrel making, etc. There are also printing and cabinetmaking, and in addition, as the centre of an important agricultural district, Aberdeen has feeding-stuff and manure factories, a large seed industry, and meat markets. We have also, of course, the various building trades.

Methods of Administering Relief.

4. As to our methods of administering Poor Law relief in the Parish, I understand a statement is to be furnished to you by the inspector of poor, and I do not therefore say anything in reference to it.

5. But I should like to draw the attention of the Commission to an experiment in connection with the administration of outdoor relief which we recently made in Aberdeen, more particularly in view of the recommendation made by the Local Government Board that outdoor relief should be paid fortnightly. Prior to November 1905, the whole outdoor poor in this parish were paid monthly, with the exception of, for a short period, new cases, and of persons found occasionally to misapply their relief, these being paid weekly. For over a year subsequent to November 1905, the whole poor on the outdoor roll were paid weekly. Of the whole outdoor poor there were about 54 per cent. in receipt of not exceeding 3s. each weekly, and about 80 per cent. in receipt of not exceeding 5s. each weekly, while those in receipt of 8s. each weekly and over only amounted to about 8 per cent. of the total number. Many of the poor on the roll, especially those in receipt of the smaller allowances, were aged and infirm persons, and there was an undoubted hardship upon them in having to call at the pay office each week instead of once every month. A considerable proportion, too, were widows with families, in the habit of eking out their livelihood by going out cleaning, washing, etc., and who might have to sacrifice a day's earnings each week in order to call for their weekly pay. They came instead to send neighbours to get their allowances, to whom in many cases they had to make a small payment, or they sent their own or their neighbours' children. In the month of December last, at a weekly pay, I found that, when we had 1,466 cases on the outdoor weekly roll, 270 children of from 8 to 15 years of age (but mostly from 10 to 12) called at the pay office for the relief; and many of these children were drawing relief for two, three, or more poor. The objection of, so to speak, acclimatising these young children to poor relief is apparent on the face of it, and any method of payment of the outdoor poor which would encourage such a course would, I strongly think, be a direct incentive to future pauperism. Our Parish Council here has now reverted to the former system of monthly pays as a general rule.

The respective Merits of Indoor and Outdoor Relief.

6. I certainly favour outdoor relief in all deserving cases where it is possible for the poor to live in reasonable comfort in their own homes, and that not only on account of the natural disinclination to the poorhouse, but also from the point of view of economy.

7. It is, of course, undoubted that outdoor relief is open to abuse, as indoor relief cannot be, but with adequate outdoor inspectorship any abuse of outdoor relief should be kept within very small limits. The administration of outdoor relief must, however, to a considerable extent, depend upon the individual views of the members of a Parish Council; and thus, where a majority of a Relief Committee would consist of men of extreme views, outdoor allowances would tend to exceed what is reasonable, and, on the other hand, a majority might be too parsimonious in the relief granted. Given, however, a proper repre-

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sentation of the ratepayers on a Parish Council, I think outdoor relief will always be the right method of administration in the general class of cases I have mentioned.

8. There is one feature in connection with outdoor relief to which I should, however, wish to draw attention, but which may be inseparable from the present system of election of Parish Councillors in burghs, *i.e.* so many Councillors as representing a particular ward of the burgh. I have observed that in many cases of application for outdoor relief there are signs on the part of a ward representative of "canvassing," and a desire to deal especially favourably with applications from the ward he represents, from which one concludes that members may be in such cases more concerned with the security of their tenure of office as Parish Councillors than with the proper administration of the Poor Law. I think this is largely due to the present system of representation on Parish Councils in burghs to which I have alluded. I mention it that it may be considered whether ward representation is the best system which can be adopted.

9. I favour indoor relief in all other cases, but in my opinion as regards the housing of indoor cases, while I am in complete sympathy with the better housing of the aged and infirm poor, there is a very dangerous tendency to treat and house all classes of indoor poor alike, to make the poorhouse so much beyond necessary comfort, and what our poor have been accustomed to, to make it attractive, and so no longer a test of the genuineness of applications,—a test which has been so valuable in the administration of Poor Law in the past.

The Classes of Persons applying for Relief.

10. I have made up the following statement of applications for relief from the books of our parish from 18th to 27th March 1907, both inclusive, being ten working days:—

Males.

Labourers	13 and 1 dependant
Pedlars	3
Clerks	2
Coopers	2
Blacksmith	1
Boot-closer	1
Cobbler	1
Cabinetmaker	1
Coalman	1
Combmaker	1
Farm servant	1
Tailor	1
Tinsmith	1
Trawl fisherman	1 and 6 dependants
	30 and 7 dependants

Females.

Housework	16 and 11 dependants
Cleaning and washing	3 and 9 dependants
Dressmaking, sewing, and knitting	3 and 3 dependants
Domestic servant	1
Fish worker	1
Laundry worker	1
Rag sorter	1
Widow of no occupation	1
	27 and 23 dependants

Orphans 4

	Males.	Females.
Married	8	5
Single	17	5
Widowers and widows	5	17
	30	27
		30
Orphans		4
		61

Causes of Pauperism.

11. The causes of pauperism are, I think, (1) principally drink, either leading directly to pauperism through ill-health and improvidence, and indirectly to badly-nourished children being later in life thrown on the parish; and (2) general improvidence in spending full earnings as received.

12. There is also a considerable amount of pauperism owing to trades unions insisting on payment to workmen of the standard rate of wages, and so preventing the engagement of workmen turning over in years, who, though still able to earn a fair wage, are not considered by employers worth the standard rate.

13. In addition, I think the provisions of the Workmen's Compensation Acts are now having the effect of throwing out of employment old men, who are more susceptible to permanent injury in the course of their employment than younger men.

Class of Persons seeking Election as Parish Councillors.

14. The class of persons seeking election as Parish Councillors is not so high as the importance of the administration of the Poor Law merits. Many Parish Councillors at present elected are without business training, and I incline to think that a smaller body, if elected by the present system of ward representation, would be of better calibre. I refer, however, to the doubt I have expressed under paragraph 8 as to the soundness of the system of ward representation in burghs in regard to Parish Councils; and, in my view, if the present number of Parish Councillors is to be retained, the area of individual representation should be enlarged.

Question as to Relief of Able-bodied Poor.

15. The expediency of giving able-bodied persons a claim to parochial relief may be judged from its probable effect. The effect would, I think, be to throw upon the community the burden of supporting all the loafers who do not desire to work, and beyond this I do not think it would serve any purpose. The genuine unemployed working-man would resort to parish relief only when everything else had failed him, and with great reluctance. There is, so far as I can see, no present necessity in our parish for relief of the able-bodied. We have an Association for the Poor, which does much for the unemployed in times of hardship; and the work of the recently appointed Distress Committee has been eminently successful here, so much so that no man need now be turned away with a refusal of work. There are in our parish many other charitable agencies, all of which contribute their share to relieve distress. The giving of relief to the able-bodied would, I am satisfied, lead in time, through custom, to an alarming increase of pauperism, even in times of prosperity.

Administrative Areas.

16. The existing area in our parish appears to me to be quite suitable for the administration of relief.

Suggested Reforms.

17. There have been transmitted to the Commission 15 recommendations by our Parish Council with reference to reforms in Poor Law administration.* I am in entire accord with these, with the exception of Nos. 1 and 15.

18. With regard to No. 1, I would refer to my remarks under paragraph 9 as to the tendency to add to the attractiveness of poorhouses, a tendency which I think is unfortunately evidenced in this recommendation of a majority of our Parish Council. But, in any case, in the course of a few years, after having possibly done the damage I contemplate, the term "Parish Home" would simply be synonymous with "Poorhouse," and the change would therefore serve no good purpose.

19. With regard to recommendation No. 15, I think a Relief Committee should not be bound down, and in practice would not be bound down in the way suggested.

* For copy of these recommendations, see Statement of Evidence by Mr Smith, Chairman of the Parish Council (App. No. CXXVIII.).

APPENDIX No. CXIII.—*Continued.*

20. I would add that recommendation No. 7 is, in my opinion, a crying need, and that the repeal of the 37th section of the Poor Law Act of 1845 is urgently called for in the interests of the ratepayers. As the law stands at present, in consequence of that section, the Harbour Commissioners of Aberdeen, for instance, before paying poor and school rates, are entitled to a *double* deduction of the same items for repairs, etc., from the revenue assessment of the Harbour undertaking, the result being to saddle the general body of ratepayers in Aberdeen with an additional assessment of over ¼d. per £1, which should in equity be borne by the Harbour Commissioners. The whole of the poor's assessments should, I think, be levied on gross rental, and thus placed on the same footing as burgh assessments.

21. I desire to draw the attention of the Commission also to the fact that there are many poor who would be chargeable to the parish resident in such charitable institutions as Nazareth House, Aberdeen. These institutions save large sums to the ratepayers year by year, and it should, I think, be in the power of the Parish Councils to grant adequate outdoor relief allowances to paupers resident in such institutions.

APPENDIX No. CXIV.

STATEMENT OF EVIDENCE BY MR J. R. REID, LATE MEMBER OF THE EDINBURGH ASSOCIATION FOR IMPROVING THE CONDITION OF THE POOR.

1. I desire to disclaim any experience or knowledge of a general nature as to the working and effects of the Scottish Poor Law or of the Relief of Distress Act. For a few years between 1898 and 1905 I took part, as a volunteer member, in the relief work of "The Edinburgh Association for Improving the Condition of the Poor," a society which has now been absorbed in "The City of Edinburgh Charity Organisation Society." It was in this connection only that I had any practical experience, and that of a very limited kind, of the working of the Poor Law. On two points only do I consider that perhaps that experience may usefully be stated to the Royal Commission. Both the points have reference to the administration of outdoor relief.

2. As a whole, the administration of outdoor relief is carefully and conscientiously carried on by the Parish Council of Edinburgh and its officials. The first defect which I venture to attribute to it is due to deficiency of legal organisation. It is not, in my opinion, sufficient for the real benefit and possible welfare of recipients of outdoor relief, and those dependent upon them, that they should be visited four times a year by an Assistant Inspector, whose chief duty is to verify the continuance or modification of the bare recorded facts concerning them, and to report upon these to the Relief Committee of the Parish Council. The Assistant Inspectors, even if possessed of the benevolent and somewhat feminine characteristics of devoted personal friends of the family, have not time to fulfil such a function. Nor can the members of the Relief Committee be expected to undertake such detailed duty. Yet there is many a family in receipt of outdoor relief—cases of widows with children, for example, the women being ignorant, untrained, perhaps foolish and unthrifty—of which kindly supervision by a friendly visitor would, in some—occasionally in an untold—degree, add to and profitably utilise the legal relief in money or other articles accorded in terms of the official quarterly inspection.

3. The second defect which, with all deference to the Parish Council, I would suggest, is due to similar reasons. The outdoor relief given to old and disabled persons is a money grant not unfrequently insufficient by itself to maintain them in comfort suitable even to their social position. It is known to or assumed by the Parish Council and its officials, that the recipients have other means of livelihood, derived from friends or other kind persons, or even from petty earnings. These means being also insufficient, are supplemented by the Parish Council's allowance. The recipients are thereby kept out of the Poorhouse, a very desirable object, doubtless; and this is effected at less cost to the general ratepayer than board and lodging in the poorhouse would entail. The result, however, is almost certainly the maintenance outside the poorhouse of some who are practically beggars, and of others in miserable dirty surroundings in comparison with which the poorhouse accommodation is paradise itself, at least in our eyes.

4. Here, again, what seems to be needed legally is closer supervision. On the basis of that, the Parish Council might be authorised and required (*a*) to arrange with and transfer to charitable agencies the care and maintenance of persons seeking outdoor rate-aid who are already in receipt of private charity or small earnings, and to disburse any rate-aid granted to them through those agencies only; and (*b*) to offer only indoor relief to the old and disabled who cannot take care of themselves, and have not *sufficient* fixed means of maintenance outside. The existing charities in a place like Edinburgh would largely provide for the former class; where these charities failed, further private benevolence would not, it is believed, prove unavailable—unless, indeed, increasing socialism operate to dry up charity and sap the benevolent feelings of the community.

5. To sum up, there is needed legal authorisation to the authorities administering public poor relief to co-operate with and make use of private organisations and persons engaged in charitable endeavour. To devise practicable arrangements with these objects should not be impossible.

APPENDIX No. CXV.

STATEMENT OF EVIDENCE BY MR SAMUEL REID, INSPECTOR OF POOR, ST NINIANS, BY STIRLING.

1. I am Inspector of Poor of the Parish of St Ninians, and have held that office for the past thirty-four years. I have also been secretary and treasurer for the *Poor Law and Local Government Magazine* for the past fifteen years.

2. The parish until the year 1895 was partly burghal, but under the operation of the Local Government (Scotland) Act, 1894, the burghal portion was added to the parish of Stirling. It is still a populous and extensive parish, with

APPENDIX No. CXV.—*Continued.*

an area of about 37,036 acres. The gross valuation for the current year is £75,462, and the rateable value amounts to £61,954. The population according to the census of 1901 was 8,152, but it is now estimated at 11,500, and is rapidly increasing.

3. From an educational and sanitary point of view, the social condition of the population has greatly improved during the past thirty-four years. In 1872 five comparatively small schools, with a limited teaching staff were only provided, but now there exist (excluding two voluntary schools) eight large and well-equipped public schools with accommodation for 2,417 pupils and a staff of about forty teachers. Instead of surface-dipping and draw-wells, which were formerly prevalent, gravitation water is now supplied in all the villages, and scavenging and lighting districts are in operation, under the Local Government Acts. Pauperism has not increased, and the ratio of persons in receipt of relief compares favourably with the ratio applicable to other rural parishes in Scotland.

4. The principal industries in the parish are agriculture, coal and limestone mining, freestone quarrying, and woollen manufactures. There are about 150 farms, with rentals varying from £580 to £50 per annum, and a few smaller holdings. Farmers generally appear to be in a fairly prosperous condition, and there are few changes among them. The houses of agricultural labourers are larger and of better construction than formerly, and their circumstances have improved. Coal-mining has within recent years become a most important industry, and the increase in the population is to a large extent due to the development of the mineral traffic. Coal-miners, where tenants of the colliery owners, are well housed,—the houses being much superior in accommodation and air-space to those formerly provided. Good wages are made by industrious workers, and the conditions of labour have greatly improved. Freestone quarrying and the woollen trade are not so extensive as formerly.

5. Applications for relief are made personally or by letter to the inspector, who visits the applicants at their own homes when they have them. A full statement of each case is taken down, and if urgent, the medical officer is asked to visit and report, and if suitable, interim relief is granted.

6. The cases are reported to the Parish Council, and the whole Council sits as a Relief Committee monthly. Applicants do not appear at these meetings, which fix the nature and amount of the relief to be given, and instruct the inspector accordingly. This appears to be a better arrangement than splitting up the Council into committees for this duty—it prevents favouritism, and under it a more uniform administration is attainable.

7. The poor are paid monthly (except in a very few cases), and the ordinary pay-tickets, with the name and address of the medical officer of the district printed on the back, are used.

8. The poor's roll is revised in May and November, immediately after the half-yearly statutory visits of the inspector. This work is practically done by a committee representing all the parish wards, who make recommendations to the statutory half-yearly meetings of the Council. I enclose a copy of the visiting schedule at present in use (see Appendix No. CXV. (A)). These are only used for one year, and are bound together after the first visitation.

9. Since the passing of the Act establishing Parish Councils the allowances to the outdoor poor have been considerably augmented; and where the recipients are deserving, I consider this a step in the right direction.

10. The great majority of the poor in Scotland, more especially in country parishes, are in receipt of outdoor relief, and in the present state of public opinion it would be a difficult matter to put a stop to it. There are many cases of decent poor people who through stress of circumstances are compelled to seek parish aid, and it would be a great hardship for them to be forced to enter a poorhouse. There are also young widows with families depending on them, and poorhouse relief would have a degrading influence on both. Neither would indoor relief be suitable for orphans and deserted children, and the present system of boarding out in such cases should not be lightly interfered with.

11. Indoor relief, however, should be insisted on in the cases of women with young illegitimate children, deserted wives, or wives whose husbands are in prison, persons of dissolute or drunken habits, vagrants, and applicants whose claims to relief appear doubtful.

12. The inmates of poorhouses should be classified so that old decent poor persons, who through infirmity, want of friends to care for them, or other like causes, might be enabled to find a quiet comfortable retreat to end their days. On the other hand, the worthless and degraded poor should be set apart, and a different and more stringent method of treatment adopted towards them.

13. Persons applying for relief are chiefly from among what is known as the working population, and these may be classified as follows, viz., the aged poor, unable to work, and whose means have become exhausted; young widows with dependent children; orphans and deserted children; deserted wives; and very often persons who have been careless and thriftless in their habits, who have squandered their health and means.

14. The causes of pauperism are very numerous, and in many cases are extremely difficult to trace. The most apparent causes, however, are disturbances in the economic conditions caused by trade leaving particular districts, improvident and intemperate habits of the people, bad health, the loss of the breadwinner, and many others. A lax administration of the Poor Law also tends to increase pauperism.

15. The class of persons seeking election as Parish Councillors are fairly representative of the different industries carried on in this parish. The Council consists of 13 members, and of these 5 are landed proprietors or tenant farmers, 3 are connected with the mining industry, 2 with the woollen manufactures, 2 with trade, and 1 represents no particular interest. Elections (contested) have not been very frequent.

16. I consider it would not be expedient to give able-bodied persons a legal claim to parish relief. Such a course would have a demoralising effect upon the community, and would destroy the sense of independence in the individual receiving it. In times of stress caused by long terms of severe weather, outdoor labour of all kinds is affected, and many cases of hardship arise. These have been met in former years by agencies outside the operation of the Poor Law, and by special Instructions issued by the local Government Board to inspectors of poor and Parish Councils. In country districts these measures have been found sufficient to cope with such temporary emergencies.

17. If the administration of the Poor Law is to remain with local bodies as at present, it will be a difficult matter to change the existing areas. It appears that better management and greater uniformity in administration might be attained by combining small contiguous parishes. The area, however, must not be too large, as frequent visitation, close inspection, and an intimate knowledge of the poor are essentially necessary in proper administration.

18. The following reforms might be adopted in any fresh legislation in connection with the administration of the Poor Law, viz.—provision might be made for (1) the suppression of vagrancy, on the recommendations in the Departmental Committee's Report on Vagrancy, dated 21st February 1906; (2) enabling Parish Councils to remove, under warrant of the Sheriff, to the poorhouse hospital or other institution, sick poor persons living alone in insanitary dwellings with no one to attend them; (3) the representation of Parish Councils on District Boards of Lunacy; (4) disqualifying inmates receiving the benefits of charitable institutions from acquiring residential settlements; (5) placing Scotch Poor Law officers on a like footing as regards superannuation allowances as Poor Law officials in England.

APPENDIX No. CXV. (A).

Handed in by Mr S. Reid, Stirling.

VISITING REPORT.

PARISH OF ST NINIANS.

Reg. No. ..... Weekly Allowance, ... Rent, ...

Name, ...

Residence, ...

Birthplace, ...

Condition, ...

Occupation, ...

Disability, ...

		Age.	Earnings.
Children living in Family.	.....		
	.....		
	.....		
	.....		
	.....		
	.....		
Children not living in Family.	.....		
	.....		
	.....		
	.....		
	.....		
	.....		

Visited ..... 19 Date of last Visit 19

Remarks, ...

.....

Visited ..... 19 .....

.....

APPENDIX No. CXVI.

STATEMENT OF EVIDENCE AS TO THE MEDICAL ASSISTANCE OF THE POOR BY MR WILLIAM J. RICHARD, M.A., M.B., MEDICAL OFFICER, GOVAN POORHOUSE.

1. I am a Graduate in Arts and in Medicine of Glasgow University, and have been in practice for fifteen years.

For fourteen years I have been connected with Govan Poorhouse, first as Assistant Medical Officer, and for the past twelve years as Principal Medical Officer.

SANITARY AUTHORITY, TOWN COUNCIL, ETC.

2. Govan parish embraces three burghs and a portion of the county of Lanark, consequently there are four Sanitary Authorities which attend to the work of the parish, viz. Glasgow, Govan, Partick, and the Lower Ward of Lanarkshire.

3. Glasgow has two Fever Hospitals, viz. Ruchill and Belvidere. Partick has a hospital at Knightswood, while Govan and the county are jointly interested in a Fever Hospital at Shieldhall.

4. As the poorhouse is situated in the county, all the notifiable infectious diseases which occur there are transferred to Shieldhall. Measles and whooping-cough, which are not notifiable, are refused, so that provision has to be made for them in the Parochial Hospital. Cases of erysipelas which occur amongst the poor in the Glasgow portion of the parish, even although notifiable, are frequently sent to this Parochial Hospital for treatment.

5. From time to time cases of infectious disease are sent in to this hospital by mistake; as soon as these are diagnosed as infectious they are sent on to Shieldhall. An anomalous condition thus arises, as the County Authority has to pay for the upkeep of infectious cases which have really developed in a different sanitary area.

THE POOR LAW.

6. Govan parish is divided into seven districts. In each of these districts there is a medical officer who attends to all cases on the outdoor roll requiring medical relief. He also examines and certifies all applicants for admission to the poorhouse.

APPENDIX No. CXVI.—*Continued.*

7. Govan poorhouse has a sanctioned accommodation for 1,693 inmates. It consists of three main buildings, connected by a corridor, viz. (*a*) lunatic wards, with accommodation for 200 lunatics who are harmless and incurable; (*b*) the poorhouse proper, with accommodation for 832 inmates, which is subdivided into infirm wards for the aged and infirm and turn-out wards for younger inmates; (*c*) the hospital, which has accommodation for 401 patients, and a staff of 30 nurses.

The children are housed in a separate building, which has accommodation for 186.

Another separate building is provided for eighteen observation cases, *i.e.* cases of doubtful insanity or of temporary insanity.

8. All new admissions except urgent hospital cases are put into probationary wards, where they are bathed and put to bed. They are then examined by one of the indoor medical officers, who decides as to which department they are to go to. They remain in the probationary wards overnight, and are sent to the various departments in the morning.

9. The hospital is built on the pavilion system, there being at present four pavilions connected with corridors. Three of these pavilions have two flats each, while the fourth is of one storey.

Each flat contains two wards.

There are eight large wards containing from twenty-six to thirty beds each, and six small wards containing ten to fifteen beds each. There is also a number of side-rooms for special cases and cases of venereal disease, and a separate division for midwifery cases, consisting of a labour-room, a lying-in ward, and side-room for five patients, and separate sanitary accommodation.

Another block of three flats, containing four wards for cases of phthisis, and two wards and an operating theatre for surgical cases, is in process of erection.

A new nurses' home for sixty nurses is almost completed.

When these extensions are finished, there will be accommodation for 600 patients in hospital.

10. The medical staff consists of one principal medical officer and two assistants, all of whom are resident.

11. During the past fourteen years, that is, the period of my connection with this institution, the work has practically doubled.

12. In 1893 the number of persons who passed through the books was 3,310, while in 1906 it had risen to 6,067. The corresponding numbers in hospital were 1,297 in 1893 and 2,558 in 1906. On 31st December 1893 there were 219 in hospital, and on 31st December 1906 there were 412.

13. This increase of hospital cases would have been even greater had it not been for lack of accommodation in hospital. For the past two years the number of cases admitted for hospital treatment has exceeded the accommodation provided, with the result that the excess had to be dealt with in the infirm wards of the poorhouse, and this excess is not included in the above figures.

14. This increase may be accounted for in various ways:—

(*a*) Natural increase of the parish.—In 1891 the population of the parish was 284,982; in 1901 it was 341,450.

(*b*) Owing to the clearing out of slums in the centre of the city by the Glasgow Corporation, there has been a migration of the poorest classes to the South Side, that is, into the Govan parish.

(*c*) Less repugnance than formerly was the case to enter the poorhouse. This probably more particularly applies to the hospital class.

15. Trained nursing was introduced into the hospital in 1891, and improvements have been steadily going on, until now the conditions in this hospital approximate very closely to what they are in the general infirmaries.

16. Along with this steady improvement I have noticed that there has been an improvement in the class of patient, until now we receive patients of a social standing who would have scouted the idea of entering a poorhouse hospital when I began my work here.

17. As to the kind of disease with which we have to deal, with certain exceptions to be afterwards mentioned, they are similar to what are dealt with in general infirmaries. We deal, however, in addition, with cases of chronic and incurable disease, a large proportion of which we receive from infirmaries; and while we have a certain amount of surgical work, the best part of it is taken up by the infirmaries.

18. We also deal with phthisis; and I would specially draw attention to the great increase in this form of disease.

In 1893 there were 66 cases of phthisis under treatment, or 5 per cent. of the total under treatment in hospital. In 1906 the number of cases of phthisis had increased to 350, or 14 per cent. of the total under treatment.

19. This enormous increase is due, in my opinion, to the altered conditions which have arisen during the past few years.

20. In 1893, while it was known to the medical profession that phthisis was infectious, still it was not considered so actively infectious as to require isolation. Consequently many cases of phthisis were treated in the general infirmaries.

Since the active crusade has begun all this has been changed. The infirmaries now refuse to take such cases in.

21. While sanatoria have been erected, the number of beds in these is infinitesimal as compared with the number of cases of phthisis, and, in any case, the vast majority of the cases of phthisis admitted here are too advanced to benefit by sanatorium treatment.

22. Moreover, owing to the infectiousness of phthisis now being well known to the laity, they are more chary of harbouring any friend suffering from this disease. The result is that there being no other place for the poor consumptive, he is driven to the parochial hospital. At present fully 25 per cent. of the patients under treatment in this hospital are suffering from phthisis.

23. We isolate them in special wards, but as these wards are overcrowded, we propose to set apart four wards in the new block for phthisical patients.

24. I am decidedly of opinion that these advanced cases of phthisis should be provided for by the Sanitary Authorities.

It is only by isolation of these cases, as well as by a vigorous administration of the various Public Health Acts, that we can hope to get rid of the terrible scourge of tuberculosis.

Such work lies to the hand of the Public Health Authorities, and should be no part of the province of the Poor Law Authorities.

Voluntary Effort.

25. Govan parish is well equipped with voluntary agencies for giving medical assistance to the poor.

26. There are three large Infirmaries in Glasgow—Western, Royal, and Victoria—the Western Infirmary being located in Govan parish.

27. There is a rule enforced in the Western Infirmary to the effect that persons in receipt of parochial relief are not eligible for admission, but I do not think that it is rigidly carried out. From all of these infirmaries patients are sent to the Parochial Hospital after they have been a certain time in, or when they are considered to be incurable.

28. In Govan burgh there is a small cottage hospital.

29. There are also many special hospitals in Glasgow which are available for Govan parishioners:—two institutions for Eye diseases, one for Ear diseases, one for Skin diseases, a Samaritan Hospital for diseases of women, a Maternity Hospital, and a Lock Hospital.

30. Most of these hospitals have dispensaries attached to them, and there are numerous other dispensaries scattered throughout the parish in which anyone can receive medical assistance.

31. There are also numerous friendly societies from which, by contributing small sums weekly, anyone can receive medical assistance; and should he be incapacitated from work, he also receives a weekly allowance.

32. As to the class of persons assisted, while undoubtedly a great number attend the dispensaries who are unable to pay for a doctor, a certain proportion is quite able to do so. Some of these, no doubt, attend under the idea that they will get more skill. As a matter of fact, the dispensaries are so crowded that the medical officers cannot give the same individual attention to the patients that they would get from the general practitioner.

APPENDIX No. CXVI.—*Continued.*

33. I am afraid that these agencies overlap to a considerable extent, as there does not seem to be any systematic investigation of the circumstances of the patients with whom they deal.

Co-operation amongst the various agencies would lead to a great saving of energy and of money.

34. While, theoretically, the ideal method of giving medical assistance to the poor is to have one authority or agency, I am afraid that practically it would not work. It would be almost impossible to get the various voluntary agencies to come under one central authority.

35. I am decidedly of opinion that the health of Govan parish does not suffer from insufficiency in amount or quality of medical assistance.

36. Judging from my experience in the hospital here, some of the main factors in the causation of disease amongst the poor are—intemperance, insanitary surroundings, want of personal cleanliness, improper feeding, and ignorance of the ordinary laws of health.

APPENDIX No. CXVII.

STATEMENT OF EVIDENCE BY REV. J. M. ROBERTSON, D.D., MINISTER OF THE PARISH OF ST NINIANS, STIRLING.

Charities.

1. The chief charities in this neighbourhood are those derived from hospital funds of old date, belonging to the burgh of Stirling, and certain mortifications of comparatively small value administered by the Kirk-Session of St Ninians, either separately or in conjunction with a committee of the Parish Council, as prescribed by the Local Government (Scotland) Act. As to the former, their amount has been largely diminished, and the abuses to which they at one time gave rise (*vide* Report of the Commissioners under the Endowed Institutions (Scotland) Act, 1869) have almost entirely disappeared through the operation of the Educational Endowments (Scotland) Act of 1882. The scheme made by the Commissioners appointed under the latter Act gives power to the magistrates and town council of Stirling to grant pensions to needy persons connected with the burgh, and I think I am warranted in emphatically affirming the beneficial results of this provision. Attempts have been made to secure a modification of the scheme in the direction of increasing the proportion of the income applicable to charitable purposes, but as any such alteration would affect unfavourably the resources of the Educational Trust (of which I am a governor by appointment of the Edinburgh University Court), it cannot be justified in view of pressing educational necessities, and past experience of the perils involved in the municipal administration of benevolence on a larger scale than is presently afforded.

2. With regard to the charities administered by the Kirk-Session of the parish of St Ninians, this distribution is not confined to members of any particular religious denomination, and, in my opinion, is most usefully and beneficially made. Small demoralising doles are not given. In the case of the largest charity, the terms of the bequest exclude recipients of parochial relief, and sums varying from 10s. to £2 are given according to circumstances to poor deserving people, usually widows, who are struggling to maintain their independence, and to whom assistance in their payment of house-rent is welcome. The other charities are mainly expended in donations of winter coal, and in quietly bestowed gifts of money where the need is clamant and the aid opportune, irrespective of the poor-roll. The essential requirement of a useful charity is here fulfilled—correct knowledge of the character and circumstances of the recipients—and it may be generally affirmed that no method of Poor Law out-relief will work satisfactorily which does not involve it.

3. In this neighbourhood the community is extremely fortunate in having inspectors of poor who are thoroughly alive to the force of this principle, and realise it with a combined sagacity and zeal which has gone far to render the Poor Law in their hands an effective instrument of genuine charity. In truth, the *personnel* of Poor Law inspector and relief constitutes or ought to constitute a far better guarantee for useful co-operation between Poor Law and charity than the composition of Parish Councils and similar elected bodies, the continuous character of which is precarious. Since *ex-officio* membership has been abolished, the inspector of poor alone remains furnished with the full knowledge of cause and effect in relation to the poverty to be relieved, and the right means and amount of relief.

4. The addition to such bodies as Parish Councils of certain *ex-officio* members professionally interested in benevolent work would, in my opinion, promote that union of charity with legal relief which is so desirable. Respectable ratepayers of all classes loudly complain of their having to support claimants for relief who demand as a right what is undeserved charity, in consequence of previous idleness, improvidence, or misconduct. There ought to be a better way of confronting this evil than the mere offer of the poorhouse; and if the essentially eleemosynary nature of the relief were distinctly impressed on the public mind, "the advantage of being a drunkard" would come to an end, while the well-behaved unfortunate and indigent would be treated according to their merits. In large centres of industry it appears impossible to supersede strictly legal administration of poor relief by charity, but the successful management of the Labour Homes recently instituted in Glasgow by the Church of Scotland seems to prove that density of population, with its influx and increase of the poor, need not exclude the union of charity on the most benevolent basis with systematic administration of legal relief if proper steps for its attainment are taken.

Friendly Societies.

5. The most important friendly society in this district is the Foresters, its objects and methods of operation being expressed in a set of rules which are a locally modified copy—termed "district rules"—of those contained in the "General Laws as amended at the High Court, Sheffield, 1903," and are practically identical with those of every friendly society. The objects are defined to be the insurance of certain sums of money on the lives of members, and for the burial of their wives and widows, the payment of a weekly allowance to sick members, and for their medical attendance and medicine, temporary relief to members in distressed circumstances, and the benefit of a superannuation allowance, contributing to which, however, is optional. There is no wage-limit of membership (as I understand the term), but sick benefit in no case exceeds 12s. per week for the first fifty-two weeks, and persons cannot be admitted as members who are over forty years of age. Contributions vary according to age and the scale—first, second, or third—of benefit receivable.

6. Coal-miners do not, as a rule, join such a society, as they obtain medical attendance by means of a weekly deduction for the purpose from their wages, while the Compensation Acts secure them against family destitution in the event of accidental injury or death.

7. This plan of deduction from wages suggests the idea that the principle of insurance against old age might be applied without much difficulty by the compulsory use of an Inland Revenue penny stamp on a wages-receipt form to be given by workmen to their employers at stated intervals. State benevolence, pure and simple, which is open to many objections, might thus be avoided.

8. According to my judgment, friendly societies can hardly become in their present condition the medium through which a national system of old age pensions may be worked, but, on the other hand, there should be no difficulty in adapting their arrangements to the purpose, contemplated by old age pensions, so as to prevent their own enfeeblement and loss of usefulness were free medical State relief and other forms of State benevolence to pass into law. As things stand, admission into hospitals, when necessary, may easily be allowed to invalid members

APPENDIX No. CXVII.—*Continued.*

of any friendly society through payment of a certain donation to the hospitals from the general funds of the society, while in the event of friendly societies becoming part of the machinery of a system of national benevolence, a Government Grant on their behalf could be given.

9. I do not think that outdoor relief of the poor can be replaced by the action of friendly societies, however excellent, in Scotland at least, where indoor legal relief is the exception.

10. The progress, furthermore, of these societies is not now what it was some years ago. Complaints are common at their annual meetings of slight increase, if not decrease, in their membership, and inducements are held out in the shape of pleasure trips, concerts, etc., to maintain their former numbers and strength. The influence of co-operative stores on the working classes, in acting as a kind of savings bank by reason of their annual dividends, usually applied to the payment of rent, and sometimes to investment in building societies, the effect of the Compensation Acts, and of the deductions from wages at collieries and other public works already referred to, seem to have adversely affected the special utility of most friendly societies. Cases of Freemasons' lodges acting as a local friendly society do sometimes occur, but they are rare. Nevertheless, the same sentimental reasons as attach men to Freemasonry are operative in the case of the Foresters, the Oddfellows, the Shepherds, and the Gardeners societies, and will probably ensure to them continued life and usefulness.

11. My experience as a parish minister extends from 1869, when I was presented by the Crown to the parish of Dunnichen, Forfarshire, to the present day, during which interval I have been minister in Montrose, Stow, Edinburgh, and St Ninians. I have been a member and Vice-Chairman of Parochial Boards, member and Chairman of School Boards, and have always interested myself in social questions. The observations which, according to request, I have herewith made are largely founded on personal experience. Last year's report of a local friendly society is enclosed.*

* Not reproduced.

APPENDIX No. CXVIII.

STATEMENT OF EVIDENCE BY MR WILLIAM ROBERTSON, M.D., D.P.H., MEDICAL OFFICER OF HEALTH FOR LEITH.

1. Leith was the first town in Scotland to deal in a practical way with consumption as regards its isolation and administrative control. The Parish Council set aside a pavilion for the reception and treatment of cases of consumption, and the reports go to prove that much benefit was derived by not a few sufferers. Cure could not be looked for in the majority of the cases admitted for treatment, because the disease in their lungs was too far advanced before treatment was sought.

2. The Sanitary Authority also set aside an empty pavilion at the Infectious Diseases Hospital for the isolation and treatment of consumptives. But admission was not given to advanced cases. It was the aim rather to build up into renewed activity those who were recent victims of consumption. In consequence not a few young men and women have been enabled to return to work as wage-earners.

3. The need to treat early cases is admitted on all hands, but the necessity to remove advanced cases to a place where they can no longer be a source of danger to their fellows is also clamant.

4. Though the policy of the Parish Council is a most laudable one, yet I cannot but think when administration plays so important a part in preventing the spread of such a disease as consumption, that its control should be vested in one authority. It is true an arrangement might be carried out, as has been done in Leith, between the Sanitary and Parish Council Authorities for the notification of cases, in order to disinfect those premises recently occupied by consumptives; but the arrangement is incomplete and lends itself to criticism. After a few weeks' residence in the poorhouse a consumptive goes home. The Sanitary Authority is not made aware of the fact, with a result that must be obvious.

5. Then, again, consumptives will seek admission to the isolation hospital, but will prefer to die at home rather than consent to be removed to the "poorhouse." The objection may be based upon misconception, but behind the objection one cannot get. Moreover, the determined objector furnishes another source of infection in his house, or when wandering about public places.

6. At the poorhouse itself there are seldom resident physicians, and skilled nurses are comparatively few in number. At the isolation hospital belonging to a Sanitary Authority, the amenities and means for dealing with either early or advanced cases of consumption are more perfect than those at the majority of poorhouses.

7. That this overlapping in the administrative control of consumption can be overcome goes without saying, if the task of dealing with the disease be imposed upon one authority. I see no reason why the Poor Law Authority should not pay over to the Sanitary Authority a certain sum for the treatment of consumptives in search of Poor Law relief.

8. Beyond this, again, is the question of combination of the two authorities to lease or purchase small estates or farms on which consumptives tending toward cure could break wood, till soil, or employ their time in rearing market produce.

APPENDIX No. CXIX.

STATEMENT OF EVIDENCE AS TO THE MEDICAL ASSISTANCE OF THE POOR BY J. MAXWELL ROSS, COUNTY MEDICAL OFFICER, DUMFRIESSHIRE.

I. Local Operations.

1. There are twelve public health authorities in the county. Seven of these are burghal and five rural. Their operations, inasmuch as they are governed by the Public Health Acts, are undertaken for the general public weal, but it is more than probable that they indirectly tend to the relief of distress, and that they help to prevent individuals becoming applicants for poor law relief. So far as Scotland is concerned, the aid given by public health authorities is limited to the prevention of infectious or epidemic disease. Section 66 of the Public Health (Scotland) Act, 1897, gives local authorities powers to provide hospitals, convalescent homes, and nurses, medicines and medical attendance for inhabitants of their districts suffering from infectious disease, and houses of reception for persons who have been exposed to infection; sections 46 and 47 empower the local authority to make provision for disinfection; and section 77 authorises them to defray the cost of vaccinating and revaccinating such persons as to them may seem expedient. Under these provisions three hospitals for the treatment of cases of infectious disease have been erected in the county. These contain 18, 18, and 8 beds respectively. Estimates for the erection of a fourth hospital to contain 28 beds have just been accepted, and preliminary negotiations for the erection of a fifth are

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proceeding. All patients have hitherto been admitted to these hospitals without charge, except in a few cases where some extra privileges were desired, when a charge was made to defray the cost. Disinfection has been carried out by the officials as part of their usual duties, and in the great majority of cases disinfectants have been supplied free of charge. Nurses have also in a few instances been sent to nurse patients in their own homes, but I have not encouraged this, because isolation is necessarily less perfect than in hospital. Revaccination has been offered freely, and largely taken advantage of during smallpox "scares." Other assistance has been given, more particularly to medical men in the investigation of sickness among their poorer patients, when there is reason to suspect that the sickness may be one of the infectious diseases.

2. The Poor Law is administered by 43 Parish Councils, and there are three poorhouses, two of them being Combination Poorhouses, in the county.

3. *Voluntary Effort.*—The Dumfries and Galloway Royal Infirmary is open to patients from the Southern Counties. There is an out-patient department where poor patients may receive advice and medicine free. Three public health authorities send infectious cases to isolation wards, at a fixed charge, which is paid out of the public health rate. This practice will shortly come to an end. A sanatorium of eight beds for cases of pulmonary phthisis has recently been closed, and the directors discourage the admission of phthisical cases to the general wards, though I do not think it is absolutely prohibited. This institution is largely dependent on voluntary contributions, and among the contributors are 73 Parish Councils in the counties of Dumfries, Kirkcudbright, and Wigtown. There are two other hospitals in Dumfriesshire—the Hope Memorial Hospital at Langholm and a small cottage hospital at Moffat. The former is endowed, and, I understand, quite independent of voluntary offerings. Its benefits are restricted to persons living in Langholm and neighbouring parishes. It contains 14 beds. There is no out-patient department, and cases of phthisis are not admitted. The cottage hospital at Moffat contains four or five beds. It is almost entirely dependent on voluntary contributions. There is no out-patient department, but the nurse-matron also acts as a district nurse, and, when her services are not required in the hospital, visits outside cases. A number of the parishes have district nurses under local committees, and I understand that Parish Councils contribute to the funds of these committees.

4. Another voluntary agency has recently been formed to deal with cases of pulmonary phthisis. It owes its inception to Mr Johnstone-Douglas, the convener of the county, who in 1905 got a committee formed to collect subscriptions for the erection of a sanatorium to receive cases of this disease. Nearly £9000 had been collected or promised when the circular of the Local Government Board on the Administrative Control of Phthisis appeared. It was felt that this circular, which definitely stated that the Public Health (Scotland) Act, 1897, placed on local authorities the duty of dealing with phthisis considerably altered the situation. Certain of the subscriptions were withdrawn in whole or part; and with the consent of the givers the remaining subscriptions were put into a fund to be used to assist sufferers in obtaining treatment either at an existing sanatorium or by means of shelters and in other ways at their own homes. It is not intended that the fund should be permanently operative, but only until such time as the local authorities may make provision to deal with cases themselves. The first case was sent to a sanatorium in October of last year, and since then about 20 cases have been relieved or assisted. The committee in charge of the fund had at the beginning of their labours several applications which, on investigation, were found to be for the relief of destitution caused by the disease, but they were reluctantly compelled to decline assistance in all cases where such treatment as I have indicated was not desired or appeared to be useless.

II. The Extent to which the Agencies mentioned Overlap or Co-operate, and the Question of further Co-operation between them.

5. At present the point where poor law work appears chiefly if not entirely to overlap public health work is in vaccination. The carrying out of the provisions of the vaccination Act is entrusted to Parish Councils, although vaccination is essentially a public health measure; and public health authorities are, as already stated, empowered to defray the cost of primary vaccination as well as of revaccination. In practice this resolves itself into the Parish Council dealing with primary vaccination and the local authority with revaccination, but there is a fairly clear consensus of opinion that it would be well to place a purely public health measure under the control of the public health authority.

6. Since the erection of the hospitals for infectious disease there has been no dispute between local authorities and Parish Councils as to their respective obligations in regard to the treatment of paupers suffering from infectious disease, or of persons who, though not paupers when attacked, have become proper objects of relief by reason of infectious disease. The local authorities now make themselves responsible for all such cases. The first case of smallpox which occurred in the county after my appointment was a vagrant who was treated and maintained in the parish sickhouse by the parochial board. Since then all cases of smallpox, whether among vagrants or persons usually resident, have been treated and maintained at the expense of the local authorities. This has led to an interesting development, the combination of practically all the local authorities in the county to provide hospital accommodation for smallpox on lines which, if not unique, are unusual. In the month of June 1902, three outbreaks of smallpox occurred in widely separated parts of Dumfriesshire. One of these was the burgh of Sanquhar, in the model lodging-house of which two cases were found on June 24th. The local authority had made no provision for dealing with the disease. The patients were removed to a temporary hospital in an adjoining district. The contacts in the lodging house, of whom there were about fifteen, were revaccinated, and persons, clothing, and premises were disinfected. These precautions did not, however, make it certain that there might not be a development of the disease among some of the contacts; and as this point could not be determined until the period of incubation of the disease had passed, careful observation during this time became necessary. Such observation could have been carried out with little difficulty if the persons in contact had been ordinary residents in the burgh. But they were of the vagrant class, and had they been allowed free movement might very possibly have formed fresh centres of infection in other districts. The only way to avoid this was to persuade them to remain at the expense of the authority in the lodging-house. I succeeded in getting the contacts to agree to this, but the local authority demurred to the expense. On account of this and the two other outbreaks a conference of Dumfriesshire local authorities had been called to concert measures for dealing with the disease, and four districts and seven burghs agreed to form a combination to provide and maintain hospitals and take such other steps as might be open to them. Sanquhar was one of the seven burghs combining. Its position in relation to contacts formed one of the subjects of discussion at the conference. It was felt that it was hardly equitable that this small burgh should be asked to bear all the expenses of maintaining contacts until such time as they might be allowed to depart without danger to other districts. They were being detained in Sanquhar largely for the benefit of other places, and the representatives of other local authorities were of opinion that such action as it tended to protect them should be recognised by contributions towards the expenses. They, so to speak, looked upon such contributions as being very much of the nature of insurance premiums. It appeared to follow logically from this that as all the individuals affected by the disease in Sanquhar and other parts of the county were of the vagrant class and had broken down where they did very much by chance after having acquired the infection in other places, and under circumstances over which the local authorities responsible for dealing with them had no control, the same principle of contributions towards their maintenance and treatment in hospital should apply. Hitherto all combinations for hospital provision have been formed on the basis of the combining authorities paying a fixed proportion of the capital cost and interest, of cost of upkeep, salaries and wages, and the full cost of maintenance and treatment of such patients as they might send to the hospital. Instead, the Dumfriesshire smallpox hospitals combination resolved that the combining authorities should pay a fixed proportion based on the mean of population and valuation of all authorised expenditure, including the treatment and maintenance of patients and contacts. Power was accordingly taken in the deed of agreement that hospitals and houses of reception should be provided or arranged for; that, where necessary, contacts should be maintained in the latter, and that "the whole expen-

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'diture which the joint committee shall consider necessary 'and incur for the purposes of this agreement, including 'the expenses of management, shall be defrayed by the 'combining local authorities in proportion to the popula- 'tion and valuation (according to the latest available census 'return and valuation roll respectively) of their respec- 'tive districts."

7. This has worked so satisfactorily that it has been recommended as a basis for meeting the cost of maintenance of patients in a hospital for consumption proposed to be provided by local authorities in Dumfries and Galloway, and has been almost unanimously agreed to by the local authorities willing to combine. There is some difference of opinion as to the method of fixing the proportion to be paid by each, whether it should be on the mean of population and valuation, on combined population and valuation, or on valuation alone. But the point is that the principle of maintaining patients at the expense of the combination rather than of the individual local authorities has been found to work very satisfactorily and to permit of the smaller local authorities engaging in work for the prevention of disease which would be absolutely prohibitive if they had to undertake it at their own charges. Although this is generally admitted, the differences among our local authorities as to the proportion have caused a deadlock, which, if not soon relieved, will make the phthisis problem a very difficult one in these counties. The sanatorium at the Dumfries and Galloway Royal Infirmary has been closed, and the directors are discouraging the admission of cases to the general wards. Voluntary effort is being paralysed because of the objection of many to contribute to what they hold to be a relief of rates. Phthisis is a serious scourge in these counties, and there is little doubt that it causes distress and destitution which might be greatly mitigated if the local authorities were to come to an agreement. So far as sanatorium treatment is concerned, it can only be undertaken on a large scale. The local authorities in these counties are neither so large nor so wealthy as to run sanatoria within their own limits. If they agreed to a practical scheme and settled their differences I have no doubt voluntary effort would be revived, and assistance would be given, for example, to families in which the breadwinner, if phthisical, dreads to go to an hospital or sanatorium lest those dependent upon him should be for the time at least left destitute.

8. It may be possible to hand over to one authority or agency the whole work and duty of medical asssistance to the poor, but I doubt its expediency at the present time.

9. With regard to the question as to whether the health of the community suffers owing to the insufficiency in amount or quality of the medical assistance at present available for the poor, I think it does in one particular. I refer to pulmonary phthisis. I have been much impressed by the heavy death-rate from this disease in the county of Dumfries, and at the same time by the great difficulty of getting sufferers at a sufficiently early stage to benefit by sanatorium treatment. Patients, particularly among the poorer classes, do not seem to come under our observation until the disease is in an advanced stage. It is difficult to account for this and to suggest a remedy; but I am inclined to think it may be in part due to many sufferers not applying for medical advice so long as they feel able to continue at work and partly also to the not unnatural hesitancy of medical practitioners to pronounce any individual phthisical without having good grounds for doing so. Patients should be encouraged to apply early, and medical men should not hesitate to recommend sanatorium treatment, nor should local authorities refuse to give it to individuals who, while not exactly phthisical, may be about to develop the disease. In this connection a staff of health visitors might be of very great assistance to local authorities in their struggle with a disease which leads to much misery and destitution.

APPENDIX No. CXX.

STATEMENT OF EVIDENCE BY MR THOMAS RUSSELL, CHAIRMAN OF POORHOUSE COMMITTEE, AND MEMBER OF DUNDEE PARISH COUNCIL.

The Social and Industrial Conditions in Dundee Parish.

1. Those people nearest to the pauper class I find are persons of both sexes who, after reaching fifty years of age, are considered to be unable to earn full wages and command steady employment.

2. The great majority of our cases are millworkers. Their living conditions are not of the best; their surroundings are anything but sweet; housing conditions unsatisfactory, and earnings small.

3. The male worker earns in proportion much less than the female worker.

4. Another great evil in our social system is the fact that women are forced by circumstances to continue working in the mill after marriage, which means that the offspring of such nuptials are seldom, if ever, robust, and soon go to swell the number of those depending on parish help.

The Method of administering Relief, etc.

5. Applications for relief are received at the Parish Council offices. These are thoroughly investigated. Applicants are medically examined, and their cases prepared by the inspector and brought before Relief Committee—which meets every week—and disposed of.

6. It has struck me as a member of Parish Council that the present state of Poor Law administration is in many respects unsatisfactory, expensive, and complicated. I am of opinion that parishes should be enlarged in area, instead of, as we found it in the disjunction of that part of Dundee Combination—Liff and Benvie—which was created a separate parish when it might have been left undisturbed, the disjunction necessitating for its working the creation of officials and the paying of their salaries.

7. I would suggest that Forfarshire, for instance, should be one parish; there are about fifty-three different parishes just now for Poor Law purposes, employing a separate staff of officials at enormous expense.

The respective Merits of Indoor and Outdoor Relief.

8. If applicants can possibly be assisted with relief in their own homes, it is a great pity to force them into the poorhouse. Old people should never be forced to break up their houses unless they are absolutely in such a condition that they have no one to look after them or give them any assistance. So long as old people are able to keep a roof over their heads, it is astonishing how little assistance will serve to prevent them becoming entirely dependent on Poor Law help. Once in the poorhouse, the person becomes beyond the power of any other but parish aid.

9. There are, no doubt, numerous cases where relief in the poorhouse would be more suitable than given elsewhere, but the fact should never be lost sight of that once a person is fairly located there, he or she becomes in many cases a permanent burden on the rates.

The Classes of Persons applying for Relief.

10. As I have said, the great majority of our cases are millworkers, general labourers, and disabled tradespeople.

Causes of Pauperism.

11. The main causes of pauperism are—alcohol, desertion, insanity, general infrugality, and the want of taking thought for the future.

APPENDIX No. CXX.—*Continued.*

THE CLASS OF PEOPLE SEEKING ELECTION AS PARISH COUNCILLORS.

12. I have no wish to say that any but the right persons are chosen, but I do say that those who have nothing at stake should not be sent to administer other people's money.

THE EXPEDIENCY AND PROBABLE EFFECT OF GIVING ABLE-BODIED PERSONS A CLAIM TO PAROCHIAL RELIEF.

13. I am afraid that to give a claim for relief to able-bodied persons would open the flood-gates to abuse. We have those able-bodied who will not work, and who are really nothing short of loafers, and personally I would do nothing to encourage them. The able-bodied *bona fide* working-men thrown temporarily out of work would be sorely driven to want before allowing their families to accept parochial relief, or subject them to the reproach of pauperism. Our Distress Committee, etc. meet this want.

REFORMS IN THE LAW OR PRACTICE SUGGESTED BY EXPERIENCE.

14. Greater power should be given to detain for a much longer period the "ins-and-outs" within our poorhouses.

15. Desertion of wife and family should be more severely dealt with.

16. The possible abolition of the law of settlement.

APPENDIX No. CXXI.

STATEMENT OF EVIDENCE BY MISS MARION RUTHERFURD, WARDEN OF QUEEN MARGARET COLLEGE SETTLEMENT, GLASGOW; HON. DISTRICT SECRETARY OF CHARITY ORGANISATION SOCIETY; SECRETARY OF THE INVALID CHILDREN'S AID COMMITTEE.

1. For the last ten years I have been working for Queen Margaret College Settlement (with the exception of a year spent in London at the Women's University Settlement). For the last six and a half years I have been Warden of the Settlement, and Hon. Secretary of the Anderston District Committee of the Charity Organisation Society; and am also Secretary of the Invalid Children's Aid Committee in connection with the Settlement, and in that capacity come into contact with the various infirmaries and hospitals.

CHARITIES AND VOLUNTARY EFFORT.

2. I enclose reports of the Settlement and the local branch of the Charity Organisation Society, as best describing their work.* There are besides many other societies working in the district, such as the Poor Children's Clothing Scheme, which inquires into the cases of children referred to it as needy by school teachers and others, and in many cases provides complete outfits. In all cases statements as to wages are verified; and where neglect is proved, pressure is put on the parents through the School Board and the Society for Prevention of Cruelty to Children.

3. The Poor Children's Dinner Table provides dinner five days a week, from mid-October or the beginning of November till April, to about two hundred children from the poorest schools in the locality. Inquiry is not yet sufficiently full, and children get fed whose parents could provide for them at home; but each year the methods are being improved. The meal, which consists of soup and bread, is entirely free.

4. The Children's Day Refuge, open during the same months, provides children of school age with breakfast, dinner, and tea five days a week. Cases admitted have to pass a committee, and considerable home visiting is done, while all cases come up for revision monthly. Here again all meals are free.

5. The Fresh Air Fortnight Scheme sends away hundreds of children every summer from this district. The children sent are mostly of the poorest, and nearly all go free. The last two societies are worked by the Evangelistic Association from headquarters at Tent Hall, Saltmarket.

6. An effort has been made in this district to start a Society for the Registration of Relief, but great difficulty has been found in getting societies, ministers, and mission-workers to co-operate, each being satisfied that while great overlapping exists everywhere else, in his or her particular field it is entirely unknown. There are in our area eight parish churches, and not less than thirty-one dissenting churches and missions and three Roman Catholic churches. Several of the missions are connected with wealthy west-end churches and have very large poor-funds at their disposal. With some of them, it has so far been very difficult to get any active co-operation.

7. The resident population is entirely working class. The district is densely populated, and includes the notorious Brownfield area with its high death-rate among infants. In 1905 (last figures available), while the general death-rate had fallen from 40·4 in 1901 to 20·8, the infant mortality remained abnormally high, 139 per 1,000. The great local problem is the irregularity of the dock labour, which, while highly paid, is greatly overstocked and therefore very uncertain. There is a large low-class Irish Roman Catholic population. Another serious evil in this locality is the increasing number of farmed-out houses. The rent paid is usually 10d. per room per night "and no questions asked." Once a family gets into such a tenement it seems absolutely impossible to get it back to respectability again. The School Board provides, practically free, excellent afternoon special classes for working women on nursing, care of children, and cookery. The results are good so far as they go, but the women who attend are too respectable.

8. Recently a Health Association and Dispensary has been started in the district in direct opposition to the advice of the local doctors, the Faculty of Physicians and Surgeons, and the West of Scotland branch of the British Medical Association, who all held that there were already sufficient free medical agencies to cope with the work, there being in the district—

(*a*) The Western Infirmary and its excellent out-patient department, open daily for all diseases except eye, skin, and maternity, these being otherwise provided for in the district.

(*b*) Ophthalmic Hospital and out-patient department.

(*c*) Eye Infirmary and out-patient department.

(*d*) Ear and Throat Hospital and out-patient department.

(*e*) Special Diseases of Women Hospital and out-patient department.

(*f*) Cancer Hospital and out-patient department.

(*g*) Children's Hospital and out-patient department.

(*h*) Skin Dispensary.

(*i*) General dispensary of Victoria Infirmary.

(*j*) Samaritan Hospital within easy distance.

(*k*) Royal Infirmary within easy distance.

(*l*) Maternity Hospital, west-end branch.

(*m*) Parish (Poor Law) Dispensary.

9. There is not enough differentiation between charity and poor relief. In very many cases people are receiving both; and one or two societies refuse relief except to persons in receipt of out-relief, and others recommend their recipients to apply to the parish.

10. The Old Men's Friend Society refused help for a man in whom I was interested on the ground that he had never applied for outdoor relief.

11. The Aged Christian Friend Society encourages its pensioners to get outdoor relief.

12. As a rule the working class tax-payer looks on the payment of poor rate as a form of insurance and pays it without grudge, expecting to reap the benefit in old age.

13. Out-relief is comparatively easily obtained, and there is not now any strong feeling against accepting it. Widows with children consider it their right, and usually get it un-

* Not reproduced.

APPENDIX No. CXXI—*Continued.*

less there is serious misconduct. When charitable aid takes its place, there is usually some condition attached either that the woman trains for a trade, or sends one or more children to an orphanage, and almost invariably the woman declines to consent to any conditions and falls back on the Poor Law.

Mrs C—, a strong young widow left with two children, was in good service before marriage. The Charity Organisation Society offered to get her children provided for if she would go back to service. She declined. Her insurance money is now done, and last week, at the instigation of her missionary she applied for outdoor relief.

14. The Charity Organisation Society supplies medical aid to all cases referred to it by the Poor Law authorities, where an able-bodied man has applied for a doctor for his wife or child. Last year our medical officer made 157 visits to 22 cases.

15. The parish also hands over to the Charity Organisation Society cases of respectable widows (with children) too good for the Poor Law. These are assisted by grants, by training for suitable trades, or by removal to the country to be near friends or suitable employment. This part of the work might be done more extensively but for the knowledge that outdoor relief is there to fall back on. This acts as a great deterrent to the efforts of the women.

16. The parish also send on cases of respectable old people, above the usual standard for out-relief, to be made pensioners of the Charity Organisation Society.

(*a*) Mrs D—, a young widow left with two children; her parents in the country were willing to take the children for a small payment if she returned to service. She declined; struggled with lodgers and aid of private charity till her health gave way; then, too late, went to service, finally broke down and died. She had been persuaded by a former mistress that she was entitled to outdoor relief, and so felt she had this to fall back on.

(*b*) Mrs P—, a strong young widow left with six children, none earning, had received £250 compensation for the death of her husband. An effort was made to get her to train as a laundress; her mother lived with her and looked after the children. She completed her training and for a time did excellently, but tired of regular employment, and stated she knew she would get out-relief when her money was done. She has since left the district.

(*c*) J. F., a respectable old woman of sixty-five, applied for out-relief, was referred to the Charity Organisation Society; had been in service for many years, and had saved considerable money; had become too crippled by rheumatism to work any longer. A large part of her savings had gone to help an invalid brother. Inquiries were made of old employers and others; all proved satisfactory; sufficient funds were raised from her church, relatives, and charitable societies to render her life easy for the rest of her days.

17. From my experience in dealing with cases, I believe that there is in Glasgow sufficient charitable relief available, if properly organised, to make outdoor relief unnecessary. The facility with which outdoor relief can be obtained at present is weakening the sense of family responsibility. Another distressing result is that widows or dependents spend the money obtained from friendly societies or employers (Workmen's Compensation Acts, etc.) with the most reckless extravagance, knowing that in the last resort outdoor relief can easily be obtained.

If the granting of outdoor relief were stopped, or very stringently administered, the co-operation between philanthropic societies and individuals would be much more necessary and would lead to greater efficiency and economy.

FRIENDLY SOCIETIES.

18. I can only speak of the movement in connection with the Foresters' Women's Courts.

In Glasgow they do not flourish. Up till a year ago there were two, but one has since been taken over by a men's court, as the membership has dwindled to twenty-seven. The other, "Court Lady Blythswood," has not increased its numbers during the last seven years, retaining a membership of from fifty-five to sixty.

Neither of these courts give maternity benefit, with the result that the members as a rule withdraw on marriage.

APPENDIX No. CXXII.

STATEMENT OF EVIDENCE BY MR J. M. SCOBIE, MEMBER OF THE PARISH COUNCIL OF DURNESS (SUTHERLANDSHIRE).

1. I have acted for eight years, 1895–1903, on the Parish Council of Durness, and am Chairman of the Patrick Campbell Bequest for school and charity purposes in Durness since 1900.

2. With regard to the social condition of Durness, the people are mostly crofters living along the sea-coast, and earn a somewhat precarious livelihood by fishing (mostly for lobsters), as the coast is wild and stormy. Their crofts are cheaply rented, and their common pasture is well managed by a committee, though I believe it is somewhat overstocked. In February 1897 they received some additional pasture for their cows for the townships of Sangomore and Durness, from two of the large farms, through the Crofter Commission, which should have added to their comfort.

3. During my experience on the Council I found a tendency to the placing of crofters on the permanent roll instead of affording casual relief in severe seasons. When I left the council there were some sixteen to twenty in this position, but I think there must now be a larger number. This I attribute to the undue proportion of crofters in the Council, then 4, out of a total of 7. There are now 6 crofters on the council, and the tendency is naturally to fill up vacancies as created by death or removal; and as each must have a partiality for his own township, there are always a crop of new applicants.

4. With regard to indoor and outdoor relief, the local poorhouse accommodation is limited; and as the cost of sending to the county combination poorhouse is high, the bulk of the allowances are outdoor, and are generally reasonable, but, as I have stated, casual relief would be better in many cases than even a small permanent allowance, which destroys the self-respect of the recipients. I am strongly in favour of providing some local employment when possible for the *able-bodied*, instead of any gratuitous distribution.

5. There is no doubt that the uncertainty of the fishing (which of late years has been much destroyed by the depredations of trawlers) has much to do with the creation of poverty in some of the townships, and that an addition to the facilities of steam communication along the North coast is much needed for the providing of local wants, and the export of fish, eggs, and other produce.

6. The existing area of district is suitable, the population being for the most part within a radius of five miles.

7. The distribution of the funds of the Campbell Bequest for schoo and charity since 1900 must have afforded considerable relief. The funds are about £294 annually. Of this sum about £120 is distributed in bursaries to scholars attending schools in the parish and at other secondary schools. There is £30 for a college bursary, and some £30 for food and clothing to poor children, and £20 for the aged poor at Christmas time.

APPENDIX No. CXXIII.

STATEMENT BY THE SCOTTISH IRONMASTERS' ASSOCIATION AS TO SECTION 37 OF THE POOR LAW (SCOTLAND) ACT, 1845.

By section 37 of the Poor Law (Scotland) Act, 1845, it is provided that "in estimating the annual value of lands 'and heritages the same shall be taken to be the rent at 'which, one year with another, such lands and heritages 'might, in their actual state, be reasonably expected to let, 'from year to year, under deduction of the probable annual 'average cost of the repairs, insurance, and other expenses, 'if any, necessary to maintain such lands and heritages in 'their actual state, and all rates, taxes, and public charges 'payable in respect of the same."

It has come to the knowledge of this Association that certain of the Scottish Parish Councils have made representations to the Royal Commission recommending that this section should be repealed and that the poor rate should be levied on the gross annual valuation of lands and heritages as appearing on the valuation roll without any abatement for repairs, etc.

It is submitted on behalf of this Association that the abatement from the gross valuation at present allowed by the above quoted section of the Poor Law (Scotland) Act, 1845, ought not to be interfered with.

In arriving at the annual value of ironworks for the purposes of the valuation roll the assessor takes into account furnaces, heaters, and many kinds of buildings and plant, the annual upkeep of which requires heavy expenditure, and which also rapidly perish in the using, involving frequent total renewal.

The gross annual value of these subjects, where the same are not actually let, is, as a matter of practice, arrived at by taking a percentage on the prime cost. This percentage is so fixed as to cover not only the interest which the owner of the property, if let, would expect to derive from his capital invested therein, but also the estimated amount which such owner would require to expend in order to keep the property in a tenantable condition, the theory being that the more perishable the subject, the higher the rent, in proportion to the capital invested, which the owner would require to demand in order to recoup himself.

To base the poor rate assessment on the gross annual valuation would therefore result in burdening an ironwork liable to rapid deterioration with a higher rate of assessment (whether regard is had to the capital value or to the net return from owners' capital invested therein) than first class house property of equal capital value but involving small expense of upkeep.

In the opinion of this Association the repeal of the 37th section of the Poor Law (Scotland) Act, 1845, would not only be inequitable, but would saddle numerous industries with an additional burden, which, owing to stress of foreign competition, they could ill afford.

Signed on behalf of the Scottish Ironmasters' Association.

AND. K. M'COSH,
Chairman.
JAMES C. BISHOP,
Secretary.

156 ST VINCENT STREET,
GLASGOW, *2nd Oct.* 1907.

APPENDIX No. CXXIV.

MEMORANDUM PREPARED BY THE SCOTTISH MINERAL OIL ASSOCIATION WITH RESPECT TO THE 37TH SECTION OF THE POOR LAW (SCOTLAND) AMENDMENT ACT, 1845.

1. The Scottish Mineral Oil Companies are of opinion that the terms of the 37th section of the Poor Law (Scotland) Amendment Act, 1845, are quite fair and reasonable.

2. They hold that, so long as the law in regard to valuation requires as at present the inclusion under the expression "Lands and Heritages" of certain plant and machinery, it is absolutely necessary in the levying of assessments that the provisions of the 37th section should be maintained, (1) because the cost of the upkeep of the plant and machinery in oil works is very high—the great heat to which much of the oil plant is subjected, and the corrosive action of the chemicals used in the manufacture, necessitating continual and costly repairs; and (2) because the gross valuation of oil works in the Valuation Roll is also very high in comparison with the gross valuation of most other subjects on the Roll, the explanation being that, notwithstanding the heavy expenditure for repairs and upkeep, the actual life of a large part of the very expensive plant and machinery used in the manufacture is subject to rapid deterioration, and necessitates frequent renewals, with the result that the gross annual valuation entered in the Valuation Roll is at a high figure.

3. In accordance with the rule laid down by the valuation judges of the Court of Session in 1902, the method of arriving at the annual valuation of oil works in the occupation of the owners is as follows:—The assessor ascertains from a company's balance sheet, or otherwise, the capital expended on its works, and to arrive at the annual valuation thereof to be entered in the Roll, he takes 11½ per cent. on the ascertained capital value. This percentage is arrived at (1) by allowing 6 per cent. on the capital value to represent the average sum which a landlord would require to spend annually, in order to fulfil his obligation to a hypothetical tenant to keep the works in a proper state of "renewal"; (2) by adding 4½ per cent. to meet reasonable interest on capital represented by the capital value of the works; and (3) by adding to these two percentages the actual amount of the feu-duty, insurance, and landlord's taxes, which together may be taken as amounting to 1 per cent. of the capital value.

4. The percentage applied by the assessor in arriving at the annual valuation of oil works is more than double the percentage applied in the case of most other works on the Roll,—this high percentage being due to the perishable nature of oil plant and the consequent necessity for frequent renewals.

5. It would obviously be a great injustice to oil companies if, in the first place, the gross annual valuation of their works in the Valuation Roll is fixed on a much higher basis than other subjects on the Roll, and if, in the second place, in the levying of assessments, oil companies are to receive no consideration in respect of the heavy cost for repairs and upkeep.

6. So far as oil companies are concerned, the question of what deduction should be allowed under the 37th Section was carefully considered in the case of the Pumpherston Oil Company, Limited *v.* Wilson (Mid-Calder Parish Council), in 1901, when the First Division of the Court of Session, after lengthened procedure, unanimously found that the Company was entitled to a deduction, on the then annual valuation of its works, of 94 per cent. (Since that judgment was given, the gross annual valuation of that company's works has, in consequence of a decision of the valuation judges, been considerably increased, without any addition having been made to the allowance under the 37th section, so that the deduction to which the company was found entitled is now only equal to 70 per cent. on the present annual valuation.)

7. With regard to the other oil companies, the rate of deduction has in most cases been the subject of compromise, so

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as to avoid litigation. It usually ranges from 50 per cent. to 55 per cent., and in no instance does it exceed 60 per cent. on the annual valuation.

8. In the circumstances above explained, these deductions cannot be considered excessive.

9. To adopt the words of Lord Kinnear in giving judgment in the Pumpherston Company's case above referred to, the precise character of the subjects assessed "is land occupied by buildings and also by fixed plant 'and machinery which are heritable only by reason of 'annexation to the land, which appear to be very valuable 'and which are shown to be perishable by use. . . . 'But the most valuable part of the subjects consists of 'machinery which lasts only for one or two years, and 'therefore it is not surprising that the annual cost of 'repairs should be nearly equal to the annual valuation 'of the subjects. . . . *The apparent difficulty* which seems 'to arise from the magnitude of the deductions in propor-'tion to the total annual valuation of the subjects *turns out* '*to be no difficulty at all, when the nature of the subjects is* '*considered.* The greater part of the annual valuation of 'this complex heritage is due to the inclusion of machinery 'and plant, which would not be considered as land, and 'would not be valued at all, but for the operation of a 'somewhat artificial rule of positive law. But if it turns 'out that the things so included are perishable in the 'using, and if, therefore, the cost of maintaining the entire 'complex heritage in its actual state turns out to be so 'great as to bring down the annual valuation of the whole 'to its proprietor to something not much exceeding the 'proper rental of the lands and buildings without the 'machinery and plant, there is nothing anomalous in that 'result."

10. The greater part of the value of an oil work, as entered in the Valuation Roll, is made up of the value of machinery and plant, which should not naturally be included. If, however, machinery and plant is included (as under the present Valuation Statutes it apparently must be), allowance should necessarily be made for the fact that "it is perishable in the using," and, in that respect, is in striking contrast to most of the "lands and heritages" entered in the Valuation Roll.

11. It is to be kept in view that under the 37th section of the Poor Law Act, a deduction is to be made from the valuation of *all classes* of "lands and heritages," but "there is nothing anomalous" in the fact that from some classes of "lands and heritages" the rate of deduction is larger than from others, especially when it is found that the "greater part" of the valuation would not, but for a "somewhat artificial rule of positive law," have been included in the entry in the Valuation Roll at all, and that this "greater part" only lasts for one or two years.

12. Even after allowing such deductions to oil works under the 37th section, there is a net assessable rental very considerably greater than the gross rental would be if the annual valuation of these works was arrived at on the same basis as other works.

13. Assume, for example, the capital value of an oil work to be, say, £50,000—

11½ per cent. on that sum is, . . .	£5,750
After allowing, say, 50 per cent. as a deduction under the 37th section, .	2,875
There is a net assessable rental of . .	£2,875

14. Taking the same sum of £50,000 as the capital value of a work, other than an oil work, and applying the percentage usually applied in the valuation of such works, say 5½ per cent., the annual valuation of such work would be £2,750, which, without any deduction under the 37th section, gives a smaller assessable rental than is brought out in the case of an oil work, after allowing a deduction of 50 per cent. under the section.

15. Were the 37th section repealed and the assessments levied on the gross valuation appearing in the Valuation Roll arrived at as that valuation is at present, oil companies would have to bear far more than their fair share of taxation. This clearly shows the necessity for the continuance of that section, if the gross valuation is to be arrived at as at present.

T. W. Steven.

APPENDIX No. CXXV.

STATEMENT OF EVIDENCE BY DR GEORGE SINCLAIR, JOINT MEDICAL OFFICER FOR THE PARISH OF KIRKWALL AND ST OLA, AND FOR THE ORKNEY COMBINATION POORHOUSE.

1. I am an M.D. of the University of Durham, and a Licentiate of the Royal Colleges of Physicians and Surgeons, Edinburgh, and have been in practice over twenty-four years, twenty-two years of which have been in this district. For six years I have been Joint Medical Officer of Kirkwall and St Ola, and for five years Joint Medical Officer of the Orkney Combination Poorhouse.

As regards the points mentioned in circular, I have to say as follows:—

2. The Sanitary Authority under the Public Health Act, by an arrangement with the Balfour Hospital trustees, provides hospital accommodation, with medicine and medical attendance in cases of infectious disease, to those unable to provide it themselves, but who are not in receipt of parochial relief. They also disinfect the dwellings of such after removal of patient to hospital. They do not assist the poor medically in any other way.

3. The Town Council gives no medical assistance to sick poor.

4. The Poor Law, represented by Parish Council, takes full charge of sick poor. The town and parish are divided into two districts, a medical officer being appointed for each. On sickness occurring, the medical officer is notified, and he immediately calls, prescribes any drugs required, which are procured from a druggist in town appointed by Parish Council to provide drugs; he also informs inspector of poor if a nurse is required, and he looks after case until the sickness is over. If consultation or operation is required, the officers assist each other.

5. There is a combination poorhouse in the district, of which the same medical officers have charge. Persons living alone and in receipt of parochial relief, especially the old, are induced to enter the house; some enter and some refuse. The poorhouse is very comfortable, and the inmates are well looked after, well fed, and are very comfortable. Were power given to Parish Councils to compel paupers to enter the poorhouse, it would be a great advantage both to Councils and paupers, as I have frequently seen cases where paupers would have been better in the poorhouse, but declined to enter.

6. As regards voluntary effort, while there is a good deal done for the poor charitably, there is very little done in the form of medical relief specially.

7. There is a hospital here, known as the Balfour Hospital, with an endowment which partly supports it, but supplemented by voluntary contributions (report enclosed). This hospital takes in the poor of all classes on recommendation of a medical practitioner. Board, nursing, and medicines are given free to poor; medical attendance being an arrangement between patient and medical attendant, patient paying if able, and getting free if unable. Patients who can afford it are expected to contribute to funds of hospital.

8. The patients come from all parts of the county; and while there are a few in receipt of parochial relief, the majority are a class above that.

9. There is a trust fund known as Mr James Stewart's Trust, from which is paid the cost of any medicines prescribed by any medical man in Kirkwall to any poor person of good character, and not in receipt of parochial relief.

10. From no other source than foregoing, that I am aware of, is medical relief given in Kirkwall.

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11. There are societies, such as "Oddfellows" and "Rechabites," that give medical attendance to their members, but these are benefit societies.

12. In the afore-mentioned relief, the class of persons assisted are mostly those above the help of parochial relief, though not in good circumstances. Straitened circumstances, as a rule, is the cause of their seeking help, some applying who wish to keep from parochial relief, but are willing to take help in this form.

13. In medical relief here there is not much overlapping, as the place being small, the medical practitioners know most of the circumstances of those getting relief, and little chance is given for overlapping. The bodies mentioned already co-operate very well; no difficulty so far, at least, has occurred.

14. One body to have control and management of all medical assistance to the poor, so far as possible, would be an improvement. It would tend to more uniformity in treatment, as well as economy in management.

15. The health of the community is not affected by insufficiency in either amount or quality of medical relief to the poor in receipt of parochial relief, as they are well attended; and personally, I never knew of anything being refused by the various authorities that the medical officers considered necessary.

16. In the case of the sick poor not in receipt of parochial relief, it is possible that the health of the community is affected, as poverty makes them put off seeking assistance in some cases, though not in all.

17. I may state that though there is not very much done from a medical point of view by voluntary effort, there is a good deal of charity given in addition to parochial relief. There are several endowments, besides the various churches, which distribute annually a good amount to the poor.

APPENDIX No. CXXVI.

STATEMENT OF EVIDENCE BY MR JOHN RONALDSON SKINNER, INSPECTOR OF POOR AND COLLECTOR OF ASSESSMENTS FOR THE PARISH COUNCIL OF GALASHIELS.

1. I have been Inspector of Poor and Collector of Assessments for the Parish Council of Galashiels since 1886.

2. I was Assistant Inspector of Poor in the City of Edinburgh Parochial Board from 1872 to 1886.

3. I was Clerk in Wick Parochial Board Office from 1867 to 1872.

4. I have had a total experience of forty years.

Social and Industrial Conditions.

5. The landward portion of the parish has no villages, is hilly, and contains principally large sheep farms, and the industry of Galashiels is almost wholly the manufacture of tweed cloth.

6. The majority of factory-workers are females, who earn weekly from 10s., 15s., to 20s. Unskilled men earn 18s. to 20s.

7. There are no paupers resident in the landward portion of the parish. At present almost all outdoor paupers are insured in some society, so that when death takes place the inspector of poor is very seldom asked to provide for their interment.

8. Population of parish in 1901 was 13,949.

Method of administering Relief.

9. Outdoor relief is given liberally to deserving poor people, and the rate of allowances will compare favourably with any parish in Scotland.

10. Outdoor poor are paid their aliments every four weeks. Orphan children are cared for in country districts with respectable guardians, and when the children grow up, and working for themselves, they return again and again to the foster parents.

11. Galashiels Combination Poorhouse is situated in the town. It is principally used for two classes of inmates:—

(*a*) As a refuge for the feeble, the aged, and the sick;

(*b*) As a test for the drunkard, the prostitute, the lazy, etc.

12. Indoor relief is never offered to sober, respectable people who have a home of their own and no relations to help them.

13. The Parish Council has a Casual Sick House for tramps, containing three rooms for use of tramps and two rooms for the keeper and his wife, who are also allowed coal and gas with £8 per annum.

14. The number admitted to the Casual Sick House during the last ten years were:—

	Men.	Women.	Children.	Total.
For year to 15th May 1897	1,721	341	200	2,262
" " 1898	1,748	273	178	2,199
" " 1899	1,531	228	106	1,865
" " 1900	1,300	174	75	1,549
" " 1901	1,357	209	107	1,673
" " 1902	799	231	124	1,154
" " 1903	258	87	70	415
" " 1904	293	69	63	425
" " 1905	493	110	71	674
" " 1906	517	135	129	781
	10,017	1,857	1,123	12,997

15. Up to 1902 all tramps were admitted to the Casual Sick House without having to make a personal application to the Inspector of Poor, but since then they have to apply to the Inspector, and also to pass the Medical Officer. If certified to be able-bodied, they are refused.

16. During the year ending 15th May 1906, 41 persons were refused relief out of a total of 855 applications.

17. About 90 per cent. of the men and women tramps belong to the lazy, drunken, and dissolute class, and something should be done to stop their wandering habits, and compel them to earn an honest livelihood.

Respective Merits of Indoor and Outdoor Relief.

18. Respectable people, who are poor through no fault of their own, should receive outdoor relief, and be allowed to live as near as possible to their former mode of life, but all aged, feeble, and infirm people, though respectable, who have no person to care for or attend them, should be taken to the poorhouse; compulsory powers of removal to the poorhouse should be obtained, when a poor person is sick and in an insanitary house with no person to attend them.

19. All drunkards, and women of ill-fame, the lazy inclined, and mothers of illegitimate children, should get nothing but indoor relief, and should not be allowed to mix with the aged, feeble, and infirm inmates.

20. If Parish Councils had no poorhouses to use as "tests," the undesirable applicants would increase by leaps and bounds.

21. It should be made illegal for any inspector of poor to grant relief in money to a homeless tramp.

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Classes of Persons applying for Relief.

22. The classes in Galashiels who principally apply for relief are :—

(*a*) Widows with young children.

(*b*) Orphans.

(*c*) Old men and women unable for work.

(*d*) Young men and women who are delicate and disabled. A number suffer from phthisis, etc.

(*e*) Tramps who apply for a night's shelter or admission to the Poorhouse.

Causes of Pauperism.

23. The chief causes of pauperism are :—

(*a*) Honest poverty—caused principally by advanced age and inability to earn sufficient to maintain.

(*b*) Death—the cause of pauperism of widows and orphans.

(*c*) Phthisis, etc—the cause of a considerable proportion.

(*d*) Over-indulgence in strong drink—the cause of the poverty of about 90 per cent. of tramps, and some cases sent to the Poorhouse. Drink is also the cause or the indirect cause of a large number of cases on the outdoor roll.

Classes of Persons seeking Election as Parish Councillors.

24. The Parish Council of Galashiels is composed of :—

1 Master drysalter.
1 „ joiner.
1 „ baker.
1 „ shoemaker.
1 „ painter.
1 „ blacksmith.
6 Factory-workers.
1 Journeyman joiner.
3 Commercial travellers.
1 House agent.
2 Farmers.
1 Shepherd.

Probable Effect of giving Able-bodied Persons a Claim to Relief.

25. For year ending 15th May 1897, 2,262 tramps (including the able-bodied) were admitted to the Casual Sick House simply by presenting themselves, and they received food and a shelter for the night; by gradually excluding all strong young men, the number fell in 1902 to 1,154; and, further, by rigidly excluding the able-bodied, the number admitted for year ending 15th May 1903 was only 415.

26. From the ordinary respectable able-bodied ratepayers of the Parish, even although destitute, there is almost no demand for parochial relief, and if the able-bodied tramp class is granted a right to claim relief, it should be given to them in labour colonies where they should be detained for a time and compelled to work.

27. The tramp will never be stamped out of existence, but labour colonies would help to reduce the breed.

The Suitability of the Existing Areas for the Purpose of administering Relief.

28. The parish area for administering relief is quite large enough for the Inspector to visit and keep constantly in touch with the poor, but it would be an improvement on the present system if the same rate for relief of the poor was levied in all parishes within a county.

29. In the County of Selkirk, for year 1904–1905, the rates in the various parishes were (see 11th Local Government Board Report) :—

Ashkirk Parish . . .	£0	0	4
Caddonfoot „ . . .		...	
Ettrick „ . . .	0	0	3¼
Kirkhope „ . . .	0	0	6
Selkirk „ . . .	0	0	8¾
Yarrow „ . . .	0	0	0¾
	0	1	10¾
Average for 5 Parishes .	0	0	4½
Galashiels Parish . .	0	1	3

30. When farm-workers get old and unfit for work, they are compelled to go to one of the surrounding towns, where they soon acquire a parochial settlement. If the rates were equalised over the county, the hardship would be removed.

Other Suggestions.

31. It has always seemed to me an injustice to inspectors of poor in Scotland to serve the public all their days and when old age approaches to be turned off without a penny of pension, whereas in England and Ireland men who do the same kind of work are all entitled to pensions at a given age. Why should it be so?

32. Poor-law officials of Scotland should be placed on the same footing as English poor-law officials in respect of superannuation.

33. The whole cost of maintenance of pauper lunatics should be defrayed by the State, but, if not, Parish Councils should be represented on the management of district asylum boards.

APPENDIX No. CXXVII.

STATEMENT OF EVIDENCE BY GEORGE SMITH, J.P., PAST PRESIDENT, EDINBURGH, LEITH, AND DISTRICT FRIENDLY SOCIETY COUNCIL.

Friendly and other Self-Help Societies.

1. The various friendly societies in Edinburgh, Leith, and district, some of which have existed since 1843, are all in good condition. From a return secured by the Council two years ago, the number of members returned was 32,450.

The contributions paid vary. Members joining at sixteen years of age pay fortnightly or monthly an average payment in the year of £1, 2s. 4¾d., rising according to the age when joining until forty years of age, when the average contribution would be £1, 16s. 0½d. per year.

This entitles the member to twelve-month payment of 10s. per week with doctor and medicine, 5s. and 2s. 6d. per week for the remainder of sickness. It also insures the member for funeral benefit to the amount of £10, and £5 for his wife. Some societies pay up to £1 per week, contributions being in proportion to the amount received.

2. It is not possible for friendly societies out of their present contribution to pay an old age pension, their tables being formed for sick and funeral benefits only.

One society contribute from 5d. to 2s. 3½d. per month from the age of sixteen to forty-five years, and receive a weekly allowance of 3s. after reaching sixty-five years; sick money ceasing at that age.

3. Voluntary hospitals are, in my opinion, of great service to friendly societies, whereby special treatment can be obtained better than at home, and have always advocated a closer touch between friendly societies and hospitals.

We have during the past three years, as a Council, contributed £38, 16s. 7d. to three hospitals.

4. A State system of old age pensions is a question that has exercised the minds of many friendly society members, but up to the present no formal scheme has been adopted. Speaking generally, I am distinctly opposed to any scheme

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which does not grant a pension to all, as the term has it, "from peer to peasant"; unless such is done, mischief would certainly arise.

5. The question that friendly society members should be made recipients of a pension, and the man who from physical infirmity could not join a friendly society be debarred, carries great weight. The only way out of the difficulty, in my opinion, would be for every man and woman at the age of twenty-one to begin a compulsory contribution of, say, 1d. per week, which is estimated to realise a sum of £7,000,000 per year; the Government to contribute an equal sum; no payment being given till after the close of the first year.

6. It is estimated that £13,000,000 would be required to pay 5s. per week to persons sixty-five years and upwards. This would leave £1,000,000 for the next year, and, with interest added, form a substantial sum for the ever-increasing number requiring aid. From my experience in collecting, few if any would refuse to contribute so small a sum, knowing that the workhouse would be the result of such non-payments. In France and Germany compulsory payments are enforced, non-payment debarring the recipient from participating in the pension given.

7. I have always advocated giving Poor Law out-relief to the respectable poor, whether members of friendly societies or otherwise.

8. Friendly societies have not progressed during the past ten years as formerly for various reasons, the principal one being the large demand made on workmen by the trades unions, who have now adopted sick benefits along with their unions, but do not come under the scope of the "Friendly Society Act," and are thereby enabled to use the funds as a whole when a strike takes place. It places a young workman at a disadvantage as his payments to his union are so heavy, debarring him from joining a friendly society. Old members of friendly societies who are members of trades unions feel this keenly, and help has in many cases to be given by friendly societies to their old members by paying their contribution for the purpose of keeping them clear on the books. An alteration in the Trades Union Act in this respect by bringing them under the Friendly Society Act when sick benefits are charged, and keeping separate accounts of their funds, would be beneficial to friendly societies and workmen in general.

9. I have been an active member of friendly societies for upwards of thirty years, joining the Ancient Order of Foresters in the year 1876, the Independent United Order of Scottish Mechanics in 1877, and have during these years filled many and various offices. In the former I acted as Chairman for eighteen months, and for the last five years Auditor of my "Court." In the latter I have both in Lodge and Order filled many important offices, having been Grand Master of the Order for a period of four years from 1900 to 1904, and having during these years helped materially to pass beneficial changes whereby greater solvency has been attained during the last quinquennial valuation.

I was also President of the Friendly Society Council of Edinburgh, Leith, and District, composed of eleven different orders of friendly societies, having been elected unanimously for four years. During all my thirty years I have taken an active part in every movement beneficial to the friendly societies, and am at present one of its representatives to the Charity Organisation Society of Edinburgh.

APPENDIX No. CXXVIII.

STATEMENT OF EVIDENCE BY MR J. A. SMITH, CHAIRMAN OF ABERDEEN PARISH COUNCIL.

1. I was returned as a Parish Councillor by the electors of Greyfriars Ward in November 1901. From that date to November 1904 I acted as Convener of the Works Committee. I was again returned to the Parish Council in November 1904, and was then elected Chairman, which office I still hold.

2. With regard to the question of the administration of Poor Law, I beg to say that I am in sympathy with all the following recommendations submitted to the Commission by the Parish Council, except with regard to Nos. (1) and (15). I was in the minority who voted against both these recommendations.

Recommendations of Parish Council.

(1) That the resolution by the Parish Council, of 11th December, to change the name of the "Poorhouse" to "Parish Home," be embodied in the present recommendations to the Commission.

(2) That the Council state, as a reason for changing the name of the institution, that, in their opinion, it would lessen the objection of respectable people to accept indoor relief.

(3) That section 15 of the Local Government (Scotland) Act, 1894, be repealed, and that it be enacted that one-third of the Parish Councillors of burghal parishes in which there are no landward committees retire annually by rotation.

(4) In the event of the above recommendation being carried, that section 15, sub-section (3) of the Local Government (Scotland) Act, 1894, be altered from "shall not commence until the first Tuesday of December following their election" to "shall commence on the first Tuesday of November following their election."

(5) That, to prevent waste, Parish Councils be empowered to modify the poorhouse dietary scale to the actual requirements of the inmates, subject to the approval of the Local Government Board.

(6) With regard to ins-and-outs, that power be given to Parish Councils of the parish of settlement to compulsorily detain in the poorhouses, for such time, not exceeding one year, as they may deem expedient, any pauper who may have been chargeable at least four times during the preceding twelve months, and who may have been an inmate of the poorhouse for, in all, at least 120 days during that period.

(7) That the 37th section of the Poor Law Amendment (Scotland) Act of 1845 be repealed, and that the Poor and School Rate Assessment be levied and payable on the gross rental, as appearing in the Valuation Roll, of lands and heritages.

(8) That the Vaccination (Scotland) Act of 1863 be amended, so that the duties at present falling to Parish Councils and inspectors of poor under the said Act be transferred to the Public Health Authorities.

(9) That the Infant Life Protection Act, 1897, with regard to its application to Scotland, be so altered that the duties falling to the inspector of poor shall be transferred.

(10) That provision be made, on summary application to the Sheriff, for the compulsory removal to and detention in the poorhouse of poor persons who are certified by two duly qualified medical practitioners fit for removal, but unfit, from the frailties of age or from any other cause, to take care of themselves.

(11) That, in view of the large increase of expenditure on trained sick-nursing in poorhouses, the Medical Relief Grant to Scotland be considerably increased.

(12) That, in view of the large increased expenditure on the maintenance and housing of lunatic poor, the Pauper Lunacy Grant be considerably increased.

(13) That the Local Government Board be

appointed sole arbiter, not only with regard to the question of settlement, but in all other matters under dispute between Parish Councils.

(14) That it be enacted that, in the case of a pauper lunatic being certified able to be boarded out, Parish Councils shall have power to board such lunatic either in the country or in the ordinary wards of a poorhouse.

(15) That the Parish Council represent to the Royal Commission on Poor Law that when an applicant for relief is in receipt of not more than 5s. per week from a friendly or other sick benefit society, the Parish Council, in fixing the amount of aliment, shall not take that benefit into account.

3. I have really very little else to add to the above, except that I am of opinion that the Poor Law officials of Scotland should be placed on the same footing as English Poor Law officials with regard to superannuation.

4. I also think the number of the members of the Parish Council might with propriety be reduced to about eighteen, and that the election of Town Councillors and Parish Councillors should not take place on the same day.

APPENDIX No. CXXIX.

STATEMENT OF EVIDENCE BY MR JAMES STARK, SUPERINTENDENT, GRASSMARKET MISSION, EDINBURGH.

1. I have been over six years at work in the poorest parts of this city, and in daily contact with the very poor, the unemployed, and in many cases with the unemployable. I have taken an active interest in all movements in the city for the alleviation of distress, and for the solving of the various problems affecting unemployment. I have also been enabled to do a large amount of charitable work.

Charities and Voluntary Effort.

2. In a city like Edinburgh, famous for the number and variety of its charities, it is impossible to attempt anything like a complete answer to this question. I will only mention two or three of the charities, with whose operations I have come personally into contact. For example, the Royal Infirmary, the largest perhaps of all our philanthropic Institutions. It keeps practically an open door, into which whosoever will may enter. In its operations it gives the best medical aid available, and deals with all the ills to which the flesh is heir.

3. While the bulk of the patients are drawn from the poorer classes, there can be no doubt that many who are better off avail themselves of its benefits. For instance, cases of men who are members of trade and friendly societies have been known to spend three months in the Royal Infirmary free of all cost to themselves, and, when they came out, lift nearly £20 of sick benefit. Many other cases akin to above could be cited. Some of this may be, and probably is, inevitable in such an institution; but the danger is present, as it is in most charities, of leading all classes to believe, or at least to act as if they believed, that what is meant as a charity for the needy can be claimed as a right by all.

4. Another charity I am frequently in touch with is the "Destitute Sick Society." It is designed for the relief of the very poor in times of temporary sickness, and is most effectively managed. Every case is personally visited and relief given when required. I have never known a case when the relief given was not appreciated and well used, or where the effect was bad.

5. Then there is the "Society for Supplying Cheap Coals to the Poor." During the winter months this society supplies not more than 10 cwt. of coal to each family recommended to them, at about half price. Most of the recipients are recommended by city missionaries, and as a rule the boon is well bestowed and the effect good.

6. For work amongst children the charity best known to me is "The Courant Fund for Destitute Children." This society confines its operations to the poorest children in the city. During the winter months it provides from 35,000 to 50,000 dinners, and in the summer it takes about 6,000 children for a day in the country. Testimony to the worth of this society has been borne by teachers in all the schools where the children attend, who receive the benefits. Tickets for the dinners are supplied through the teachers, and care is taken that only those in actual need receive them.

7. Societies akin to the "Courant" are the "Flora Stevenson Scheme for Providing Food and Clothing," and "The Police Scheme" for providing clothing to the poor. Along with these I should like to mention the "Edinburgh Public Soup Kitchen" and the "Simon Square Soup Kitchen," both of which aim at providing food to the destitute adult poor and to families. Their operations extend over the winter months, and much effective relief work is accomplished by both.

8. Along with these I should perhaps mention the "Edinburgh Charity Organisation Society." To an outsider, however, it appears more of an organisation than a charity, and exists more for purposes of investigation than for the relief of distress. This is shown by the fact that a large sum is spent yearly on management alone. It may, however, prove useful in gathering information. It also aims at collecting all the money contributed to the various charities in the city.

I merely mention the above out of the many agencies in this city, as those with which I have come mainly into contact.

9. While there is a certain difference in the effect on the recipient between charity and Poor Law out-relief, it is not always apparent or easy to define. There can be no doubt, however, that out-relief has the effect of pauperising the recipient in a way that charity never does. The moment a person receives Poor Law out-relief he is hall-marked as a pauper, and so loses caste, and without a doubt the recipient feels this. To receive private charity does not engender this feeling, and so does not produce the same effect. This is specially true of the better class of poor. There are those, of course, who have no feeling in the matter at all, except one of anxiety to get the help they want from whatever source it comes.

10. The first point that occurs to one engaged in work amongst the poor, is the extreme reluctance with which outdoor relief is granted. About the last thing a poor person will do is to consent to go to the poorhouse, and yet this is nearly always the first thing that is offered to them when they apply for help. In some cases it seems—I may be mistaken—that the refusal of this offer is made the reason for giving no help of any kind. In such cases charity must step in and give the needed assistance until pressure can be brought to bear on some Parish Councillor to induce the Committee to grant the application.

11. Then, again, the Poor Law method of dealing with a deserted wife appears a curious one. Before a wife deserted by her husband can obtain the relief she so urgently needs, she *must* consent to go into the poorhouse—and in most cases this means the complete breaking up of the home—as it is only then the Poor Law authorities can prosecute the erring husband. Would it not be a better method to help the mother to keep the home together, and at the same time compel the husband to fulfil his duty? I mention these points because of the fact that in my own work such cases are constantly coming under my notice, and but for charity taking the place of the authorities, much distress must ensue.

12. I am not aware that any recognised form of co-operation exists between charity and the Poor Law, at least in Edinburgh; although I don't see any reason why there shouldn't be. The experience of the one would undoubtedly be a help to the other, and *vice-versâ*. It might be more difficult to have a co-operation, or a co-ordination of operations, however. This might entail an alteration of rules and methods that neither would consent to. Charity, worthy of its great name, can never be confined within certain cut-and-dried regulations, which say

in effect "thus far shalt thou go and no further." If co-operation with the Poor Law meant this, then charity would be killed, and only a developed Poor Law relief left in its stead.

13. Much as I believe in charity as an agency of relief, I am afraid it would be impossible to substitute charity for out-relief in all cases, and, consequently, impossible to recommend at all. There is a class which requires relief, but to which the strictest of regulations have to be applied. The application of those same regulations to others makes the relief given almost intolerable. While charity, as such, might meet the one class, it couldn't, for obvious reasons, meet the other. Again, charity is apt to be spasmodic, whereas the need for relief is permanent. It would, to say the least, be a risky thing to throw all who require aid on to voluntary charitable effort.

14. Statistics in regard to above will doubtless be supplied to the Commission by some of the leaders in the friendly society movement. The subscriptions and benefits are, as a rule, arranged on a graduated scale according to the age, etc. of the member. I never heard, however, of a wage-limit of members. As far as I know, in Scotland at least, there is no such thing. The labourer and the capitalist, the workman and the millionaire, are alike eligible as members.

15. Some societies have already made provision for old age pensions, but not with conspicuous success. The Oddfellows Society in Edinburgh have an annuity scheme, but I am told it rather hinders than helps the membership. In some places they have had to drop the annuity table of payments in order to live. Unless there was some compulsion used, or some strong inducement offered to get *all* workers to join friendly societies, it is difficult to see how old age pensions could be provided through them

16. There can be no doubt that the best, and certainly the best off, of our working-men belong at present to some friendly or thrift society, but this is just the class that least need a pension when old age comes. The great mass of unskilled labourers, who earn at the best small wages, and who have much broken time, can, as a rule, ill afford the weekly payments required by a society. And this is just the class who, when old age comes, require a pension the most. Then it is difficult to see how a friendly society could deal with another large class, viz. the careless and improvident,—those who, whether well-off or ill-off, refuse to lay past for old age.

The thing is, however, under favourable conditions—as shown by the Edinburgh Oddfellows—possible, but is always somewhat difficult to carry out.

17. *Free Medical State Relief.*—Such state medical relief as is known here at present, viz. the Poor Law doctor, is without any appreciable effect on friendly societies. It is a rare thing for a member of a friendly society to apply for such relief; and the fact of it being given free in time of need in no way hinders people from joining a friendly society and paying for the society doctor.

18. *Voluntary Hospitals.*—So far as is known in Edinburgh, voluntary hospitals have had no detrimental effect on friendly societies. Friendly society members are not, as a rule, the class who fill our hospital wards. I can hardly think that the fact that such hospitals exist ever acted as a hindrance to a man in joining a friendly or thrift society.

19. *State System of Old Age Pensions.*—This might conceivably have the effect of considerably modifying the operations of friendly societies. It would almost certainly have the effect of causing those who have an annuity scheme to delete that, and might appreciably lower the weekly contributions. Such a system, however, would not, in my opinion, lessen the need for or lessen the number of such societies. By far the largest number join them not for the sake of an annuity at old age, but for the sake of benefit in the event of sickness. A State system of old age pensions would not affect this.

The cause of the partial failure of the friendly society annuity scheme is that working-men refuse to look so far ahead as to the age of sixty-five, and refuse to pay for a benefit they may never live to receive.

20. *Freely-given Poor Law Out-Relief.*—I don't think this would have any effect whatever on the class of men who at present join our friendly societies. There is a certain stigma attaching to Poor Law relief which the best class of working-men—and it is this class who compose the bulk of friendly society membership—would gladly pay to escape from. I speak, of course, of friendly societies as at present constituted, and of Poor Law relief as at present given.

21. As to the possibility of further co-operation between friendly societies and hospitals, the word "further" implies that there is at present some system of co-operation between friendly societies and hospitals. In Scotland I know of no such thing. It might be a good thing if there was, however. Is it not the case that very few friendly society members ever call in their own doctor except for the purpose of signing a line certifying them unfit for work? Would it not be possible, then, to abolish him as such, contribute the money which goes to pay him to some hospital, and allow it to do the work? Such a system would both benefit the hospital and the society. It would bring to the patient the best medical skill, and would bring to the hospital a much needed contribution, and so enable it to extend its benefits to a wider circle. During 1905 almost £4,000 was disbursed by friendly societies in Edinburgh and Leith for medical aid.

22. Friendly and thrift societies are certainly not progressing now as they did twenty years ago, although I don't think they have lost ground during the past ten years. I would say they have held their own during the past ten years, but have made practically no progress during that time.

Unemployed.

23. Mr Campbell, Superintendent of the Distress Committee, Edinburgh, is, I believe, supplying statistics as to the extent of unemployment. I won't, therefore, go over the same ground. I would like to add, however, that these statistics don't always give an accurate idea of the extent of unemployment in the city. Many of the best class of workmen don't enroll themselves there, whereas many of the unemployables do. With regard to the second part of the question, the reply, as far as my experience goes, is that the trouble has become chronic, and seems yearly to affect a larger number of men.

24. The causes of unemployment open up a wide subject, with which it is somewhat difficult to deal. In the few remarks I shall offer on this topic I shall only touch on those things which have impressed me in the course of my own experience. First and foremost, I am compelled to put drink. If the drink question was satisfactorily settled, I am convinced, speaking from experience, that one-half, if not more, of the present distress would disappear. The greater the number of licensed places in a district, the more intense becomes the poverty and distress. Take the district in which I work—the West Port, Cowgate, Grassmarket district of Edinburgh. In that small area you have at least between thirty and forty licensed houses. What is the result? Poverty and distress, along with a condition of things which are a disgrace to civilisation. If the vast sums of money at present spent on drink were diverted into channels of industry, it would produce a moral and social revolution in our land.

25. Then there is the Land question,—another cause undoubtedly of unemployment. Large areas of land in the country districts are more and more being given up to the amusement of a few, and the dwellers are compelled to migrate to the towns, too often to swell the ranks of the unemployed. Such a condition of things, if allowed to go on unchecked, cannot but have a disastrous effect on the workers of the country.

26. Another cause of unemployment, especially in a city like Edinburgh, is the present system of co-operative stores. It is rapidly killing the small trader, and putting an end to individual enterprise. The turn-over of money in the store is out of all proportion to the number of men employed.

27. The store is a huge monopoly, run by an executive for the benefit of its own members, irrespective of the harm done to trade in general. It is able to take shops in back streets at low rents, and consequently easily paid taxes, and there do a trade which would support half a dozen private traders. Take the store bakeries: an output of eight bags of flour weekly will, I am told, keep easily a man, a lad, and a girl in comfortable employment. An output of from thirty-two to thirty-six bags weekly means a thriving business, and employment and comfort to quite a wide circle. The co-operative store here must have an output of hundreds of bags of flour weekly without employing anything like the number of men and girls who would be employed if this were spread over a large number of private firms.

APPENDIX No. CXXIX.—*Continued.*

28. I am not blind to the many advantages of the co-operative system to its own members. I am merely giving the impression borne in upon me, by experience gained in my work, of the store as a fruitful cause of unemployment.

29. Other causes might be named which affect different areas or cities in varied proportion: I mention the above as a few of those which have impressed me in this city.

30. The effects of unemployment are always deplorable, and often disastrous. Homes and families gradually sink in the moral and social scale. Some who haven't too much backbone or moral fibre to begin with join the ranks of the unemployables. Nothing drives a man to despair so quick as tramping out morning after morning in the weary search for work, and coming home in the evening again to meet an anxious wife and ofttimes hungry children with the same heart-breaking answer to their unspoken question—"Nothing yet; no work to be had." The effect on such a family—and there are many such—is terrible in the extreme. The mother is too often compelled to go out and toil beyond her strength, the children are neglected and left to run wild on the streets (if children are born at this period they are often sickly and degenerate.) The boys become street vendors and mix with the vicious and the criminal, and too often learn habits which lead them to make shipwreck of their after life. The girls are found on our streets late at night, at the early age of fifteen or sixteen, with results which are too terrible to speak of. As the family sinks lower, the chances are that they lose their home altogether. The furniture is gradually sold or pawned, until by and by they are compelled to move to what are known as furnished rooms. These places, as I know them in Edinburgh, are about the last refuge of the unfortunate. A large tenement is rented, generally by a broker, and each room is furnished (?) after a fashion; and the unfortunate tenant is compelled to pay—and to pay in advance—from 4s. 6d. to 7s. 7d. weekly. Once into those places, it requires the most desperate effort on the part of a family to escape from them: more often it is the beginning of the complete break-up of family life Failing, perhaps, to pay the weekly rent, the parents drift into separate model (?) lodging-houses; the family, if old enough, are left to shift for themselves, and thus, too often, the ranks of the unemployables and criminals are recruited. The above is an example from many I have met with in the course of my work. And there can be no doubt that such cases are the result of unemployment and its various causes. What the effects are in the life of cities and communities can readily be imagined. Again, let me remind you, I am dealing only with what I know personally of this thing, and leave the broader and more national aspects of the problem to others more competent to deal with them.

31. It is easier perhaps to point out the cause and extent of the disease than to suggest effective remedies. The first and obvious answer is—Deal with the causes. When this is said, however, there can be no doubt that these causes and the effects of them have produced a class of people who constitute a challenge and a problem, and who require very special treatment.

32. There is a large class who, for convenience sake, we label as the unemployables, — those who either refuse steady work, or who have become so addicted to drink that they can't be depended upon beyond a day or two at a time, and who consequently are refused employment where they are known. Large numbers of those men have wives and families, and the danger is that the disease is being perpetuated and increased. They wander from place to place; the children are trained to beg, sometimes to steal; they prey at will on the respectable portion of the community, and ultimately become a burden on the rates. To deal with this class effectively the most severe and drastic means are required. Some form of settlement or labour colony, where there would be compulsory labour, and if necessary a separation of the sexes, appeals to one as the most effective and perhaps as the only method.

33. The genuine unemployed, who have got down through no fault of their own, ought to have, of course, very different treatment. Even with those who have sunk beneath that level, every effort should be made to win them back to industry and well-doing.

34. With regard to the *working* and *results* of the Unemployed Workmen's Act, the general impression is that it doesn't work; and that the results, as far as any benefits to the unemployed are concerned, are practically *nil.* In Edinburgh, for instance, a great deal more was done to deal with unemployment before the Act came into existence than is done now.

35. The sum-total of its results, as far as they can be seen, are the opening of an office for the registration of names, and the provision of berths to a superintendent and a staff of clerks. Only a day or two ago the Distress Committee asked from the Town Council £1,000 to be used as follows—£800 for office expenses, and £200 to repair an old building in order to make a new office. Anything in the way of providing work for people in distress was better done before the Act, with all its attendant expenses, came into existence. It seems to exist only for the enrolment of names; and it isn't very consoling to a man with a wife and five of a family to provide for to be told that his name is 499th on the list, and that when 498 have been dealt with, his turn will come.

36. I cast no reflection whatever on the officials when I say they are about the only people who have reaped any benefit from the passing of this Act.

APPENDIX No. CXXX.

STATEMENT OF EVIDENCE BY MR J. E. A. STEGGALL, PROFESSOR IN ST ANDREWS UNIVERSITY AT DUNDEE; SECRETARY OF THE DUNDEE SOCIAL UNION, 1888–1905, VICE-PRESIDENT SINCE 1905; MEMBER FOR MANY YEARS OF THE CHARITY ORGANISATION SOCIETY, DUNDEE; FORMERLY MEMBER OF THE DUNDEE SCHOOL BOARD (1891–1900); AND MEMBER OF THE GARDEN CITY (LETCHWORTH) ASSOCIATION.

Charities and Voluntary Effort.

1. A great number of charitable trusts, apart from such institutions as infirmaries, exist in Dundee: these trusts generally distribute small annuities to deserving poor. My impression, based to some extent on personal inquiry, is that they are administered with care and wisdom, but that there are many cases where there is overlapping, and that there is far too much labour spent in the official routine. Amalgamation and administration by a single central board would result in greater economy and efficiency.

2. From my limited experience I think the personal relation between giver and receiver of charity tends to encourage the latter, and to bring about a desire for independence; on the other hand, the necessarily more impersonal and mechanical form taken by outdoor relief, however judiciously given, does not tend in either of these directions.

3. With reference to the question as to the possibility of substituting charity for outdoor relief, there must be a number of cases in which out-relief is given to persons without near relatives; there must be others in which the facility for getting such relief has been taken advantage of by relatives not strictly amenable to legal compulsion: in each of these kinds of cases some considerable time must elapse before out-relief could be materially diminished. There is no doubt, too, that the growth of large towns and the depopulation of country districts tends to increase the aggregation of poverty, and to prevent the formation of close personal relations between giver and receiver of charity.

4. But that a way might be found, after some time, for

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the substitution of charity for out-relief, I have little doubt. In the last dozen or fifteen years I have frequently searched out the facts of the piteous stories that are brought to me, and I have seldom if ever found an honest case. In my experience, too, I believe that the work of the Charity Organisation Society tends to show that few or no deserving poor persons need go unrelieved by private charity. The systematic classification of cases (which will be explained by our agent, Mr Dunlop) seems to indicate that, with some reasonable extension, this Society could deal effectively with every case of serious distress in the city of Dundee; of course, excluding cases dealt with privately and from direct personal knowledge.

5. It is undoubtedly the case that, since the formation of the Distress Committees, there has been a serious falling off in private subscriptions in times of depressed trade. But before this Act came into force the city has had to deal with two or three grave periods of this kind, and has coped with them in an entirely satisfactory way through the agency of private charity well directed by a special committee headed by the Lord Provost.

6. I have no sufficient knowledge of Friendly Societies to offer any opinion.

General Conclusions.—With the assistance of such observation as my official position on the committees I have named has enabled me to make, and speaking as one keenly alive to the great importance and difficulty of the whole question, I may perhaps express my opinion that there seems to be something like encouragement of the improvident and thriftless, of those who marry young on inadequate means, of those who are vicious or drunken, in much of our charity, voluntary or official; and this, to some extent, at the expense of a deserving class who must be tempted to fall into the dependent habits of the others, when they see how easy it is for these to get from public and State-provided sources those very necessaries which the former are at pains to earn for themselves and their families.

APPENDIX No. CXXXI.

STATEMENT OF EVIDENCE BY MR A. H. STEPHEN, HONORARY SECRETARY AND TREASURER OF THE AGED CHRISTIAN FRIEND SOCIETY OF SCOTLAND (DUNDEE AND DISTRICT AUXILIARY).

Charities and Voluntary Effort.

1. My knowledge is restricted to the operations of the Society of which I enclose report herewith.* We work in co-operation with the Central Society in Edinburgh. The Society has over 500 pensioners receiving benefit of £6 per annum. It also has a considerable system of cottage homes. The Society occupies a distinctive position in charitable work in Scotland. Its work is restricted to relieving a section of the most deserving aged poor in Scotland, viz., the aged Christian poor, and it affords relief by *old age pensions* and by *cottage homes* in special cases.

The Society's pensions are not intended to relieve the natural obligation of relatives or the work of other existing institutions, but to stimulate the sympathies of the friends of our beneficiaries in conjunction with financial aid from the Society's funds.

2. So far as the operations of this Society are concerned, we have not found that receipt of benefit from our funds has had any prejudicial result. This is, in a great measure, due to the safeguards which are taken before granting a pension. Our Society, however, can quite understand that in the case of indiscriminate relief, abuses might arise. The Christian impulse from which the benefits of the Society are given almost always evokes the right response, viz., deep gratitude and recognition of a higher hand. It is obvious that the friendliness and interest which are involved in the care of the Society for its pensioners and cottagers are in striking contrast to the officialism of Poor Law out-relief. The moral effect should be very great upon the recipients.

3. One objection is sometimes raised by those whose friends try to induce them to accept parish relief, namely, the fact of the parish officers coming to their doors, and the gossip which this causes among neighbours. The Society has a wide experience of the best class of the deserving poor, and for many of these it regards the Poor Law methods as unsuitable, because they class them with the undeserving.

4. We strive to induce the recipients of pensions from this Society to accept of parochial relief, as the amount of our pensions is comparatively small. In conversation with officers of local Parish Council, I find that the authorities are not averse to granting relief from this source in co-operation with other societies, provided always that recipients are not already in receipt of other sufficient income.

5. We do not consider that the Society is called upon to relieve the parish from fulfilling its proper duties towards the poor, particularly the undeserving section, nor towards the deserving poor, so far as charitable efforts are insufficient.

* Not reproduced.

APPENDIX No. CXXXII.

STATEMENT OF EVIDENCE BY DR JAMES A. STEPHEN, MEDICAL OFFICER TO ST ANDREWS-LHANBRYD PARISH COUNCIL, TO MORAYSHIRE COMBINATION POORHOUSE, AND TO GRAY'S HOSPITAL (ELGIN); ALSO MEDICAL OFFICER OF HEALTH FOR THE BURGHS OF LOSSIEMOUTH AND BRANDERBURGH AND BURGHEAD, ETC. ETC.

1. I am a Graduate in Arts, and an M.B., Ch.B. of Aberdeen University, having graduated there in 1899, and having taken the Diploma of Public Health in the following year. I was Assistant for a year in a large practice in Camborne, Cornwall, having charge of the paupers there.

Since 1901 I have been in general practice in Elgin, and at present hold the following appointments:—

Medical Officer to St Andrews-Lhanbryd Parish Council; Medical Officer to Morayshire Combination Poorhouse; Medical Officer to Gray's Hospital, Elgin; Police Surgeon, Elgin; Medical Officer of Health for Burghs of Lossiemouth and Branderburgh and Burghead; Medical Officer to several Friendly Societies.

Agencies for Medically Assisting the Poor with Medicine or Advice.

2. *Sanitary Authority, Town Council, etc.*—The Sanitary Authorities carry out the provisions of the Infectious

APPENDIX No. CXXXII.—*Continued.*

Disease (Notification) Act of 1899 in regard to diseases notifiable under the Act. Phthisis has recently been made voluntarily notifiable, and disinfection is carried out. In the case of measles or any special disease, on the suggestion of the attending medical man, the Sanitary Authorities carry out disinfection and provide disinfectants.

3. *The Poor Law.*—The Parish Council looks after the legal poor, having its own medical officer for that purpose. The medical officer, in addition to giving advice to the legal poor when sick, prescribes drugs, beef, and other medical necessaries, having in this matter the fullest power to make the sick poor comfortable.

4. I am of opinion that persons with some training should be provided or set apart for looking after the sick poor in their own homes who are unable to be removed to hospital or poorhouse. When such cases occur, it is often very difficult to get attendants for them. Women of the type of "cottage nurses" would serve the purpose I indicate.

5. I am also of opinion that power should be given to Parish Councils for the compulsory removal to and detention in poorhouses of persons seen to be in need of help. I have in my mind several cases where such powers would have made the poor people much more comfortable. Many of the aged poor, whose brains are beginning to degenerate, absolutely refuse to go to the poorhouse; they are not bad enough to be certified insane, and a Parish Council at present have no power over such.

6. I am strongly of opinion that further power should be given to compulsorily detain persons in a poorhouse. This applies specially to the "in-and-out" class who are addicted to alcohol. Such leave a poorhouse, get drunk and return again, whereas compulsory detention would prevent this occurring. Often, too, after an illness, a pauper leaves the poorhouse before complete recovery, with the result that such a person soon finds his way back again.

7. *Voluntary Effort:*—

Gray's Hospital, Elgin, with at present about thirty beds, supplies the needs of the county of Elgin. The hospital is endowed. Admission free to all.

Medical Clubs.—None for purely medical purposes. There are several friendly societies which have as one of their objects the provision of medical advice and drugs.

Stephen Dispensary Fund.—This fund was left for the provision of medicines for poor persons in this neighbourhood not in receipt of parochial relief. The choice of persons is left to the discretion of the medical men. The amount provided from this fund varies, but may be from £120–£140 per annum.

This fund is a great help to the poor people in the town when work is slack or sickness prevalent. It provides only for drugs, not for medical advice.

Queen Victoria Nursing Association.—The Elgin branch of this association, by means of its two nurses, does a great deal of good in the town and neighbourhood, rendering splendid services to the poor, legal and other, in their own homes.

8. The agencies above mentioned do not overlap in this district. They co-operate to a certain extent, sufficiently to prevent overlapping, and I do not see that further co-operation is necessary.

9. I am of opinion that it would not be practicable to hand over to one authority or agency the whole work and duty of medical assistance to the poor.

10. I am of opinion that the poor are well served in this locality in regard to medical assistance.

As mentioned above, the Stephen Dispensary Fund practically ensures that all in great need shall get drugs in time of sickness. It is possible that such persons might not get medical advice, but the medical men here are usually quite willing to give their advice and attention without remuneration in cases of actual poverty. Something might be done to provide the poor, the class above the legal poor, with medical advice.

APPENDIX No. CXXXIII.

STATEMENT OF EVIDENCE BY MR JAMES STEVENSON, LOCHEE, DUNDEE, A PARISH COUNCILLOR FIVE YEARS; THREE YEARS AS FINANCE CONVENER OF DUNDEE PARISH COUNCIL; VICE-CHAIRMAN OF TECHNICAL INSTITUTE.

1. Population of Dundee parish, 165,000 approximately. Taxable value rentals, £718,824; £42,251 levied for poor at $6\frac{82}{100}$d. per £ payable by owner, and $7\frac{68}{100}$d. payable by occupier. 20 per cent. allowed off rentals.

The housing of the population:—

Yearly rent or value, £5 and under	11,000	houses
" " £5 to £8	14,500	"
" " £8 to £10	5,400	"
" " £10 to £15	5,200	"
" " £15 to £20	1,800	"
" " £20 to £30	1,200	"
" " £30 to £40	500	"
" " £40 to £50	220	"
" " £50 to £100	340	"
" " £100 to £200	50	"
" " £200 and up	10	"
	40,220	
Unoccupied houses	2,800	
Leaving total levied	37,420	

About 10,000 houses weekly tenants, and these are assessed direct for poor-rates, and there is considerable loss in collection owing to the Valuation Roll, which is made up from Whitsunday, containing the names of tenants in occupation then, and the roll is altered considerably by October/November, when the assessment notices are sent out, and it is difficult to follow them up from house to house.

Many of those who are engaged in business in Dundee live in Newport, Tayport, St Andrews, and other places in Fife, while a very large number live in Monifieth, Carnoustie, and Broughty Ferry in Forfarshire.

2. The great bulk of the population live in houses of value from £5 to £10 rental.

3. That part of the population obtaining relief from Parish Council is, roughly, as follows:—

2,600 from old age.
100 ins-and-outs.
300 debilitated, mentally or bodily.

Roughly speaking, the percentage of poor is about 2 per cent. In other words, in a population of 165,000 we have about 3,000 indoor and outdoor.

4. Most of women's labour is in the textile trade, jute and linen, whose earnings average as per the undernoted list, and compared with cities like Belfast, engaged in the linen trade, it shows Dundee to be more favourably situated:—

Board of Trade Labour Gazette, February 1907.

Flax, linen, and jute returns of 47,626 employees, and wages paid £27,533, week ending 26th January 1907:—

Preparers	6,202	£3,235
Spinners	11,306	£5,197
Weavers	16,436	£9,753
Other departments	6,999	£5,410
Not specified	6,683	£3,938
	47,626	£27,533

APPENDIX No. CXXXIII.—*Continued.*

Belfast employ	33,535...	£18,881 ;—	aver. 11s. 3d.	p. head.
Fife and other Scottish places employ	12,583...	£7,749 ;—	„ 12s. 3d.	„
England employ	1,508...	£903 ;—	„ 11s. 11d.	„
Dundee, jute, employ	19,263...	£13,042 ;—	„ 13s. 6d.	„
Preparers			average 12s. 7d.	per head.
Spinners			„ 11s. 6d.	„
Weavers			„ 13s. 9d.	„
Otherwise employed in trade .			„ 19s. 10d.	„

5. There are portions of the jute trade that require very little trained skill, and so Dundee attracts a considerable amount of this kind of labour, Glasgow and Ireland contributing a large percentage, and it is from that class that a great percentage of the parochial poor are drawn.

Boys from fourteen to eighteen earn, comparatively speaking, large wages, and they incline to stay on at this instead of learning a trade; with the result that when they are about twenty they are earning little more than what they earned when they were sixteen years of age, and marriages are very general where husband and wife work.

6. There are 415 public-houses or licensed grocers; 5,526 charged with drunkenness; 577 from 2 to 9 appearances at the police court during 1905. Seven men and 35 women "Black Listed" during year, who have made 20 to 150 appearances during their career.

Police reports show on evening of 24th June 1905—

Vagrants, beggars, etc. in prison, 20 men and 8 women, ...	28
Vagrants, beggars, etc. in houses of refuge, 31 men and 16 women, ...	47
Vagrants, beggars, etc. in lodging-houses, Scotch, 64 men and 23 women, ...	87
Vagrants, beggars, etc. in lodging-houses, Irish, 31 men and 5 women, ...	36
Vagrants, beggars, etc. in lodging-houses, English, 5 men and 2 women, ...	7
Vagrants, beggars, etc. in lodging-houses, Foreign, 2 men, ...	2
	207

7. There are apparently twice as many women as men in Dundee. The population are very respectable, but when the people of lowest intelligence herd together the result is a Saturday night conviviality, which, once a habit, results in drunken debauchery, bringing ill-health, and resulting in poorhouse treatment, as our infirmaries will not take that class.

8. Cases of delirium tremens used to be treated in the lunatic asylum. The poorhouse has now observation wards, and the result is, many are now cured without feeling that they have been inmates of a lunatic asylum.

9. The administration of relief is as follows:—Applicant fills up form, stating every source of income. Inspector inquires into the truth of the statements, and sends in a written report to the chief inspector, who reads each case to committee, and they decide whether it is a case for testing with poorhouse or giving ontdoor relief, and my experience is that the average Parish Councillor is exceedingly careful in granting outdoor relief, although some are anxious to grant more freely, and not so strict with family responsibility.

The applicant having a family, who presumably could keep the applicant, is refused; but of late years it seems to be getting commoner to repudiate all liability on the part of family for the upkeep of their parents. In that case it is usual to offer the poorhouse, to compel them to support their parents.

10. Relief for the outdoor respectable poor—an average of 3s. for old age and infirmity. For widow and large family, 10s. per week is about the maximum.

If there is any hint even of drinking on the part of anyone receiving outdoor relief, it is withdrawn at once.

11. Indoor treatment for aged and infirm is the only decent way to keep the applicant, unless they are able to look after themselves properly at home, or have someone who can attend and keep clean.

12. Outdoor relief is given where there is a family helping to support parents, but yet not sufficient to enable them to support them wholly.

13. Indoor treatment is only way to relieve deserted wives, as, if relieved outside, it is impossible to trace the husband, or prevent collusion between husband and wife.

14. The chief classes of persons applying for relief are—

(*a*) The vagrant or in-and-out class.

(*b*) The mentally deficient, bodily infirmity, or old age. Then there is a large class who are classified as the debilitated; in other words, they are very often alcoholic cases, but frequently, of course, they are not, but simply run-down.

15. As a result of our police system of imprisonment for petty offences or drunkenness, we have frequently the families of the prisoners to keep until they come out of prison, and homes are often broken up, the relief granted not being enough to take the place of regular wages, and they have to sell what furniture they have to eke out what they get from the Council.

16. There is a very considerable class in Dundee suffering from phthisis. At present in the hospital are thirty-four; and if we could give a special room, and compel those suffering to take advantage of it, the hospital could be filled in Dundee; but many of them prefer to go on working until they are unfit for work, and then stay at home and look after the family, getting a small allowance from the Parish Council, which is practically useless, as it could never feed them in anything like the way they should be fed to overcome the disease, besides contaminating the home and endangering the lives of the family.

17. The causes of pauperism are chiefly old age, drink; and once in poorhouse, many learn that they can live without work, and drift backwards and forwards all their lives.

18. The class of persons seeking election are fairly representative of the community.

19. It would be a very serious business to consider the giving of able-bodied persons parochial relief; and yet, at the same time, it is often very hard to see men apparently willing to work and can't get it; and when they apply for assistance, it is not entertained, either for themselves or for their family, unless by the Sheriff's order, who can order them into the poorhouse, and then they are turned out again by the doctor certifying them as being able-bodied, as the law does not allow able-bodied persons to be relieved.

20. A respectable man may get out of work, but as long as he keeps in good health he will get nothing.

A man who drinks and debauches himself will soon get into the doctor's hands, and he will be certified as debilitated, and so will get relief at once, whereas the man who takes care of himself cannot get anything.

I know of no cure for this excepting some system of labour colony, but it would not be right to put this man among the lazy, vagrant class, who are being compelled to work in labour colonies.

21. To grant relief to all able-bodied would be difficult to administer, as there would be no check on their honesty as to whether they were desirous or had tried to get work, besides destroying habits of thrift.

22. The present areas are quite suitable, but it would be a good thing if they could be increased somewhat, for there are difficulties when those who worked on the land are unable to continue it. It is impossible to get a house to live in, and so they have to drift into the town, where, after a few years' struggle in a kind of work and surroundings they have not been accustomed to, they come very frequently to the Parish Council for help.

23. One of the most important things is to have power to deal with these vagrant classes by shutting them up for a time, and not allowing them to go in and out of the poorhouse as they think best. There are some cases who go in so frequently that their names get to be "household" words.

24. No applicant's name for outdoor relief should be allowed on the roll (except temporarily) till first meeting of Board or Relieving Committee after application. In this way all applications would have the same treatment, and possible irregularities would be prevented.

25. The undernoted are some suggestions which may not be quite relevant to the scope of your inquiry, but they are points that have struck me as being of some importance *re* the conduct of Parish Council work:—

APPENDIX No. CXXXIII.—*Continued.*

(*a*) All contracts should be advertised in local or other newspapers, and the lowest accepted as an understood rule (exceptions being such as probable inability to execute the contract).

(*b*) In auditing the accounts, the auditor would find it much easier to do same if the bulk of the goods that were bought had to be charged against contract prices. It is when there is no contract for goods purchased that irregularities may arise. In this way the accounts are then properly checked, and buying in quantity brings the lowest prices from those who quote.

(*c*) Buying, as far as possible, should take place once a year, or at most twice. All goods to be bought should be examined under a number, the said numbers in no way known to purchasing committee.

(*d*) I believe the question of collection of taxation for the poor would be very much simplified if the 37th section of the Poor Law Act was cancelled. These deductions vary in different parishes. It would simply mean a lower rate per £ if the 20 per cent. which Dundee allows from the rental of assessed properties was cancelled. The rate varies :—

In Alyth it is . .	5	per cent. deduction.
Aberdeen . .	12½	,, ,,
Blairgowrie . .	5	,, ,,
Alloa . . .	20	,, ,,
Stirling . .	10	,, ,,
Dundee . .	20	,, ,,
Greenock . .	15	,, ,,
Glasgow . .	20	,, ,,

The rate would be lowered all over if the 37th section of the Poor Law Act was cancelled.

APPENDIX No. CXXXIV.

STATEMENT OF EVIDENCE BY MR ARCHIBALD STEWART, MEMBER OF GOVAN PARISH COUNCIL.

1. I am a property owner, house agent and factor, with forty-one years' experience as such in Glasgow, Govan, and Partick. I may mention that at present I have under my charge 2,496 tenants, paying rents of £10 and under. I have been in the Govan Parish Council for six years.

2. We have a mixture of all classes, socially and industrially, under our Board, but those working in the many and varied industries are in the majority, such as joiners, shipwrights, engineers, engine-fitters, riveters, platers, frame-setters, boiler-makers, carters, labourers, casual workers, the latter earning a very precarious livelihood, and those under our charge living principally on the south side of the City of Glasgow. In some cases the highest paid men are to be found in the poorest of my houses.

3. The methods of administration in our Parish Council are very much the same as in most of the other parishes, being indoor relief, outdoor relief, and boarding out, the last mentioned being principally children and imbeciles.

4. I consider that the outdoor relief should be practised as much as possible : boarding out as many of our children as we can is the best and most useful work of the Council, most of these children turning out useful citizens afterwards. Some of the aged but respectable poor I would like to see boarded out, which can be done at a less cost than they can be maintained in the poorhouse. In many cases I think the aliment for widows, orphans, and other outdoor poor could be increased with advantage all round.

5. The chief classes who become paupers are the casual worker, who is not able to find regular employment; young persons who have never been trained to any particular work ; broken-down tradesmen, who, from their irregular habits, cannot keep work when they get it, the result principally of over-indulgence in strong drink.

6. The causes of pauperism are various. Take the casual labourers, who are principally and naturally to be found in the centre of large cities, who cannot well afford the high rent of a house, and who shift from place to place within the city, huddling together as best they can, being kept on the move by the police and sanitary inspectors ; at one time in prison, at another in the poorhouse, and at other times knocking about. Less than forty years ago these poor could have houses ranging from £2 upwards, and that all over the city and suburbs of Glasgow ; but, what with building regulations, sanitation, the pulling down of old buildings by closing orders, and under the different City Improvement Acts, no one provides for these class of tenants. The City Improvement pulled down to a large extent this class of property, and instead of providing for the dislodged poor, the authorities provided for the better-class tradesmen and others, at rents which builders could not compete with ; consequently they can select their tenants, and the poor have to seek the next poorest and cheapest houses and places they can get in the city. Being kept so much on the move, this also leads to drunkenness, and drink is responsible for much of the poverty. The high rents affect all classes of our poor. Then we have the young boys and girls brought up on our streets, selling newspapers and other things, growing up without any trade to follow in later life, and in many cases these find their way to prisons and poorhouses. Then there is ill-health and want of work, professional footballing, gambling, betting, and drinking.

7. For able-bodied persons work should be provided on farms or other colonies, and the younger, as far as possible, made to learn a trade of some kind, so as to be able to do for themselves in future. This should also be applied to the young boys and girls, and would require to be undertaken by the nation, and not by Parish Councils.

8. I think it would be to the advantage of the poor if Scotland was under one control, with local administrative boards, pretty much as we are. There should be no cause or question as to the residential qualification of the applicants for relief ; this would be a saving in many ways, and ultimately be a saving to the ratepayer.

APPENDIX No. CXXXV.

STATEMENT OF EVIDENCE BY REV. JAMES S. STEWART, MINISTER OF THE NORTH UNITED FREE CHURCH, ABERDEEN.

1. From 1883 to 1893 I was minister of the Free Church at Rathen, Aberdeenshire, where I saw the effects of an almost universal sobriety in the social happiness and moral welfare of the community.

From 1893 to 1903 I was minister of Rutherford Church, Aberdeen, and during this period my pastoral work brought me into close connection with the better class of working men, touching at the same time a narrow fringe of poverty.

From 1903 till now I have been minister of the North United Free Church, which is placed in the very poorest part of the city. I am brought constantly into connection with poverty of the most helpless kind, and I have been

APPENDIX No. CXXXV.—*Continued.*

specially set apart to consider carefully the destitution, social and economic, as well as moral and spiritual, of this district of the city.

2. The chief charities of the east end of the city are—

(*a*) The Assocation for Improving the Condition of the Poor.

(*b*) West Aberdeen Coal Fund.

(*c*) A small society for aiding respectable people who find it difficult to make payment of their rent.

(*d*) A clothing society.

(*e*) A society for supplying boots to poor children.

(*f*) The Aberdeen Educational Trust, which supplies dinners to the children or orphans of poor but respectable people.

(*a*) In extent and influence, in sagacity of administration and in real effectiveness, I regard the Association for Improving the Condition of the Poor as containing within itself the very best elements of a charitable society. No case is refused, but no person is helped until a thorough investigation into antecedents, habits, and circumstances is made. A separation is made between the deserving and the non-deserving poor, work is either provided temporarily, or when that is not possible, an allowance is made which helps to tide over present distress. The self-respect of those helped is not injured, and the relief afforded, which may not necessarily be money, is often greatly appreciated.

(*b*) The West Aberdeen Coal Fund supplies a small quantity of coal to the deserving poor during the winter. The recipients are generally recommended by a minister or biblewoman working in the district.

(*c*) (*d*) (*e*) have nothing specially distinctive, though they fufil a very useful function.

(*f*) The Aberdeen Educational Trust is a very wealthy corporation, the operations of which will doubtless receive special consideration on the part of the Commission.

3. With regard to the respective effects on the recipients of charity and poor-law out relief, this is much more marked at the beginning than after the relief has been continued for a time.

When the charity is administered directly and unofficially, and without being unduly made known within the district, the effect is not prejudicial to self-respect, nor does it hinder self-effort.

It is not always so with regard to poor-law out relief. To begin with, it is resorted to as a means to tide over an immediate necessity, but once taken there is less reluctance to continue accepting it. It is also associated with the sense of dependence, and in several cases the moral effect is not good.

4. My chief criticism of poor law methods would be—

(*a*) A want of flexibility in operation.

(*b*) A want of discrimination between poverty which is in no way the result of the recipient's habits and character, and the poverty created by intemperance, improvidence, and vice.

(*c*) Bringing into close association within the same house the thoroughly respectable poor and the victims of their own self-indulgence.

(*d*) In many cases a too rigid enforcement of the law by which children are made to support their parents.

5. From the purely economic point of view there are not a few difficulties in the way of a very extensive co-operation between charity and the poor law, but I think these difficulties could be overcome, and that in process of time the results would be eminently satisfactory.

It would bring into direct contact with the poor a large number of persons of purely disinterested motive and strong ethical and spiritual purpose; in some cases it would lead to a complete withdrawal or suspension of payments, because of the facts brought to light by a more intimate personal acquaintance, and in many cases it would bring cheer into homes, which cannot be done by a purely official visit.

6. As a goal towards which we might move I think it a very worthy aim, but for the present I do not regard the substitution of charity for out relief as practicable.

FRIENDLY CO-OPERATION AND OTHER SELF-HELP SOCIETIES.

7. I am not able to supply details with regard to the amount of subscription required, but I regard these societies as of the very highest service. Very frequently I visit families where the head of the house is ill, and he and his family are preserved from want by the weekly payment from the society of which he is a member. I should very mnch like to see an extension of the operations of self-help societies, and if possible I would have it imperative for every man before marriage to become a member of such a society.

8. It is possible to provide for old-age pensions by friendly societies under certain conditions, such as a Government or State grant, a state audit, and a very carefully defined arrangement by which a person should contribute a certain amount. I have great difficulty in agreeing heartily to a system of old-age pensions towards which the recipient has made no direct contribution.

9. Free medical state relief would be prejudicial to friendly societies, and is not widely desired by working men.

10. Voluntary hospitals would make no great difference to friendly societies.

11. At present most friendly societies make provision, not for old age, but for periods of sickness, and for deathbed and funeral expenses.

12. The class who receive poor-law out relief are usually not to a large extent members of a friendly society, except that provision is generally made for funeral expenses, but beyond this nothing.

13. Further co-operation between friendly societies and hospitals is quite possible, but this is not a burning question.

14. The progress of friendly thrift societies is quite as rapid among the better paid class of workpeople.

15. I should like very much to see the plan adopted by the Barony Board, Glasgow, in boarding out a number of their orphan and destitute children among the smaller farmers and tradespeople in the rural districts of Ross-shire, more extensively adopted. I have seen the effects in the children themselves, and have found these to be in every respect highly beneficial. Such a method would help to prevent rural depopulation; it would provide the healthiest of physicial and often of moral environments for the children, and it would give the children a healthy love for Nature which in after years would be most helpful.

APPENDIX No. CXXXVI.

STATEMENT OF EVIDENCE BY SIR MARK M'TAGGART STEWART, BART., WIGTOWNSHIRE.

1. The following reforms are suggested by my experience:—

(*a*) That power be given to Parish Councils to detain feeble-minded mothers of illegitimate children in a poorhouse or other institution.

(*b*) The extension of power of detention in poorhouse cases (24 hours, see 70th clause of Poor Law (Scotland) Act, 1845) to many who go out and in without reasonable cause, together with authority, upon sheriff's or magistrate's warrant, to remove to hospital or poorhouse cases of sick or infirm paupers whose condition and circumstances render home treatment a matter of the greatest difficulty, and sometimes an impossibility. Individual people must be protected against themselves for the good of the many.

APPENDIX No. CXXXVI.—*Continued.*

(*c*) Parish Councils should have the power (as at present)—full power—to determine the nature of relief—indoor or outdoor. All deserving old people should be allowed outdoor relief. It would be a great hardship to send an old man or his wife to the poorhouse, where they would be separated. I believe Parish Councils should refuse outdoor relief to young women with illegitimate children, and vagrants.

2. The majority of persons applying for relief in one of my Parishes, Stoneykirk, near Stranraer, Wigtownshire, are the old, broken-down men and women whose families have married and left them. The majority are of Irish extraction. These half-Irish and Irish people have done an immense amount of harm to those of a genuine Scotch lineage, in destroying the natural spirit of self-dependence and independence of the latter, and in ignoring the Fifth Commandment. This increases every day.

3. Improvidence, and the feeling that they are entitled to relief off the land, is a great cause of thriftlessness now so common. Intemperance in towns, but rarely in country districts, is a cause.

4. Able-bodied men should not be relieved as a rule. To relieve is a dangerous expedient, but some Parish Councils are of opinion that the relieving authority should have some power to assist in urgent cases, where labouring men are out of work, through no fault of their own, and have to battle with sickness in their families, or if the breadwinner is laid aside. Better to relieve before an absolute breakdown take place.

5. The areas ought to be extended, so as to save the expense and trouble of settlement, the smaller area for outdoor relief, the larger and the wider district for indoor; but the burghs would object to this, owing to immigration to the towns. One inspector might be given a large area, such as the Rhins or upper district of Wigtownshire, comprising some six parishes, and another over the lower district of seven or eight parishes. These parishes would be quite separate, but would require to have sub-inspectors. The chief inspector would require to know the Poor Law, and give a direction to those below him. This would promote a continuity of policy, and get rid of litigation and quarrelling between adjoining parishes. The inspectors are not now half occupied, and on a comparatively small salary good men are not forthcoming. By an extension of rating area, settlement disputes would be diminished, poor-rates would be equalised and reduced, and more equal costs for vagrants be adjusted. The deserving poor and sick suffer till the disputes of settlement are decided.

6. Our system is always, as far as possible, to board out the pauper children, and not to send them, if it is possible to avoid doing so, to the poorhouse. Formerly, not twenty years ago, all our pauper children were clad in fustian or moleskin; now we give them, like other children better born, tweed suits. The dress distinction marked this class of children, and was very unfair to the pauper. They now can attend school dressed like the others. In the Stewartry of Kirkcudbright the Glasgow parish authorities send about twenty children to Kirkcudbright to be boarded out. These little aliens compete with the children of ratepayers when able to take situations. This constitutes a grievance in the parish. The Glasgow officials supervise the homes to which these children are sent, and do not wish the local Parish Council to interfere.

7. The offer of indoor relief is found to be useful in many instances as a test, and is absolutely necessary in cases where outdoor relief would be misapplied; besides, the cost of untrained sick-nursing would be saved if paupers went to the poorhouse.

8. The law of settlement might be simplified in large parishes like Glasgow and Govan. Such sometimes try to bluff small country parishes; *e.g.* a case is now pending between Stoneykirk and Glasgow for a woman whose father was born in Stoneykirk.

9. Many vagrants, it is believed, go to Kirkcudbright because the Combination Poorhouse is there; *e.g.* in 1905–6 twenty-one vagrants were consequently charged to the parish of Kirkcudbright. The consequence is, the poor-rate is about double that of the surrounding parishes.

10. The wastrels and those addicted to drink should be refused relief, and a certain class of well-known vagrants. These can only be refused now after twenty-four hours has been allowed for inquiry.

11. In charities there is terrible overlapping in the large towns—very much owing to the disputes and disagreement of the Churches, though there is evidence of a better spirit. This is not felt much in the country, where little help is given except in kind by farmers, and little money is going. The poor are very kind to each other. A Poor Law official should be bound to give all reasonable information as regards actual paupers, not only to other parishes, but also to charitable associations which come under his observation. On the other hand, the charitable societies should requite this by giving the Poor Law officer any knowledge in their power.

12. For tables showing the number of ordinary paupers in County of Wigtown, see Appendix No. CXXXVI. (A).

13. I was some thirty years Chairman of the Parish of Stoneykirk Parochial Board—a very large rural parish, 40 square miles; and Chairman of the Combination Poorhouse, Stranraer, for a good many years; also have been Chairman of School Board of Stoneykirk since 1872. The School Board is much mixed up with the relief of the poor. In my own parish, Colvend and Southwick, in Kirkcudbrightshire, I also take much interest in parish matters, Poor Law, etc. I am connected with property with five parishes in the two counties—some very large ones.

14. *Parish Councils* should have the power to give their *Poor Law officials* pensions. The law is now evaded by their granting an assistant at a small salary, the old inspector receiving the major portion of the salary. No legislation has been carried to remedy this defect. Mr Maxwell's Bill, No. 14, brought in March 13, 1901, was talked out. The English, and, I believe, the Irish officials, have pensions.

15. *The governors of poorhouses and matrons* should be allowed pensions if the Committee think right, and their tenure of office should be made more secure, *e.g. poorhouse medical officers* are rarely ever removed; an *Inspector of Poor* cannot be removed without the sanction of the Local Government Board; no reason need be assigned by the Committee of a poorhouse in dismissing *a governor*. The same applies to a *medical officer in a parish*. There ought to be an appeal. In p. xxv. of *Tenth Annual Report of the Local Government Board for Scotland*, 1904–05, the Departmental Committee on Poor Law Medical Relief (Scotland) recommended that the offices of governor, matron, and outdoor medical officer should be made statutory. Mr Cathcart Wason's Bill, March 20, 1907, gives greater fixity of tenure to *parochial medical officers*, but does not include governors of poorhouses.

16. *The cost of maintenance* for pauper lunatics is paid by the Parish Council. The cost of patients in asylums, as regards providing building, repairing, fitting up, and furnishing district asylums, is charged on the district lunacy rate. The fairest plan would be a uniform rate for the whole county for maintenance, the counties and burghs providing for the building expenses.

17. *Labour colonies* appear to be by common consent the only solutions for relieving the unemployed. There are two sections to be considered:—

(1) The one partaking largely of the character of a penal settlement for tramps, vagrants, and persons of that ilk, whose prospects of reformation are almost nil.

(2) The other has more of the reformatory element introduced for the class who fail to support themselves by honest work, even if they ever resolutely attempted to do work.

In the larger poorhouses paupers can be classified. In the smaller houses this cannot be done, and the endeavour is made in dealing with the sick, and infirm, and aged poor, to make them as comfortable as possible. Consequently the idle and lazy often get too well treated.

18. I am opposed to *changing name of poorhouse* to that of *hospital*. If it were done hospitals would get a bad name, whereas now they are becoming popular with the working class, and the strong prejudice against them a few years ago is rapidly passing away. I would illustrate this by word *asylum*, which, to ordinary minds, means the *treatment of the insane*.

19. *At the Stranraer Combination Poorhouse* for registration purposes, the address 95 Dalrymple Street is substituted, so no stigma attaches to a *child born* there.

20. *I think Conferences* of Parish Councils should be

APPENDIX No. CXXXVI.—*Continued.*

encouraged. They not only give the official mind an awakening, but give them a knowledge of those who take a deep interest in this work. It is not the *actual meeting*, but a *personal interchange* of views *before* and *after* the meeting, that is so beneficial.

21. *Compulsory powers* should be given to remove sick to hospitals. Many Parish Councils approve of this. In the country it is most difficult to get good nurses. There ought to be greater powers of detaining the "*ins*" and "*outs*." In England such cases can be detained 168 hours. In Scotland I think 24 hours is allowed only.

22. Auditors' fees are, I believe, paid in England, but not in Scotland. The law should be made the same.

23. Poor Law inspectors complain that they have no right to a holiday, even though the medical officer of the parish will undertake their duties. Medical officers can nominate a doctor to take their duties if absent. Inspectors of poor complain of the expense of the guarantee premium.

APPENDIX No. CXXXVI. (A).

Handed in by Sir Mark M'Taggart Stewart, Bart.

TABLE I., showing the number of Ordinary Paupers that each parish in the County of Wigtown had on the 15th day of May for each year from 1895 until 1905 inclusive. Also the average of the 10 years under the Parish Councils.

Population. 1891	Population. 1901	Parish.	1895.	1896.	1897.	1898.	1899.	1900.	1901.	1902.	1903.	1904.	1905.	1905. With percentage over 65 years of age.	Average.
1154	887	Glasserton .	49	51	49	44	39	37	36	24	28	26	28	32·1	36·2
3981	3876	Inch . .	76	81	87	63	62	66	63	69	63	57	55	40·0	66·6
1705	1506	Kirkcolm .	33	43	38	42	51	51	52	53	54	45	39	46·2	46·8
1455	1255	Kirkinner .	36	41	47	63	68	50	54	44	36	53	46	36·9	50·2
2192	1943	Kirkmaiden .	92	89	84	85	91	84	79	79	73	70	64	34·4	79·8
1263	1153	Kirkcowan .	24	23	26	25	23	18	16	25	29	26	25	52·0	23·6
2320	2270	Leswalt. .	43	54	56	67	62	75	70	59	63	60	65	43·1	63·1
588	557	New Luce .	17	16	21	23	21	15	16	17	21	16	15	40·0	18·1
2517	2157	Old Luce .	70	64	72	68	75	81	75	85	82	71	76	42·1	74·9
2166	1958	Mochrum .	71	80	80	77	73	70	72	72	71	60	60	51·7	71·5
3593	3356	Penninghame	57	57	78	76	58	52	50	31	27	36	35	45·7	50·0
1219	1136	Portpatrick .	42	38	39	38	34	32	35	42	34	37	45	57·8	37·4
1563	1373	Sorby . .	36	40	42	33	28	26	27	25	30	33	32	37·5	31·6
2703	2420	Stoneykirk .	110	111	104	119	114	96	96	107	85	97	76	40·8	100·5
3158	2856	Stranraer .	103	99	92	94	96	83	108	98	87	87	94	33·0	93·8
2574	2235	Whithorn .	106	102	87	93	105	99	85	76	81	90	73	57·5	89·1
1911	1747	Wigtown .	46	40	51	48	42	50	30	41	51	51	55	36·4	45·9
36,062	32,685	Totals .	1011	1029	1053	1058	1042	985	964	947	915	915	883	37·4	97·9
	Estim	ated Population	34,706	34,369	34,032	33,695	33,359	33,022	32,685	32,349	32,013	31,677	31,341		33,054

TABLE II., showing the number of Ordinary Paupers per 1000 of population—estimated for each year—that each Parish in the County of Wigtown had on the 15th May each year from 1895 until 1905, inclusive. Also the average of the 10 years under the Parish Councils.

Parish.	1895.	1896.	1897.	1898.	1899.	1900.	1901.	1902.	1903.	1904.	1905.	Average
Glasserton	46·7	49·9	49·3	45·5	41·5	40·5	40·6	27·9	33·6	32·2	35·9	39·7
Inch	19·3	20·6	22·2	16·1	15·9	16·9	16·3	17·9	16·3	14·8	14·3	17·1
Kirkcolm	20·3	26·8	23·9	26·8	32·9	33·4	34·3	35·7	36·8	31·1	27·3	31·
Kirkinner	26·6	30·3	35·2	47·9	52·5	39·3	43·0	35·6	29·6	44·4	39·1	39·7
Kirkmaiden . . .	43·9	43·	41·1	42·1	45·7	42·7	40·7	41·2	38·5	37·4	34·7	40·7
Kirkcowan	19·7	19·	21·8	21·1	19·6	15·5	13·9	21·9	25·6	23·2	22·5	20·4
Leswalt	18·7	23·5	24·4	29·3	27·2	32·9	30·8	26·	27·9	26·6	28·9	27·8
New Luce	29·6	27·9	36·9	40·7	37·3	26·8	28·7	30·7	38·	29·4	27·5	32·4
Old Luce	29·5	27·4	31·3	30·	33·6	36·9	34·8	40·1	39·3	34·7	37·8	34·6
Mochrum	34·7	38·8	39·2	38·1	36·5	35·4	36·8	37·1	37·1	36·6	32·	36·7
Penninghame . . .	16·3	16·4	22·6	22·2	17·1	15·4	14·9	9·3	8·2	11·	10·7	14·8
Portpatrick	35·5	32·3	33·4	32·8	29·5	27·9	30·9	37·2	30·4	33·3	40·8	32·8
Sorby	24·2	27·2	28·9	23·1	19·9	18·7	19·7	18·5	22·5	25·1	24·7	22·8
Stoneykirk	42·5	43·4	41·1	47·5	46·0	39·2	39·7	44·7	35·9	41·5	32·9	42·5
Stranraer	33·9	32·9	30·9	31·9	32·9	28·8	37·8	34·7	31·1	31·4	34·4	32·7
Whithorn	43·5	42·4	36·7	39·8	45·6	43·6	38·	34·5	37·4	42·2	34·8	39·5
Wigtown	24·9	21·9	28·1	26·7	23·6	28·3	17·2	23·7	29·7	30·	32·7	26·2
Averages . . .	29·1	29·9	30·9	31·4	31·2	29·8	29·5	29·3	28·6	28·	27·8	29·6

APPENDIX No. CXXXVII.

STATEMENT OF EVIDENCE BY MR ROBERT STEWART, INSPECTOR OF POOR AND CLERK OF THE PARISH COUNCIL OF THE PARISH OF PERTH.

1. I have been Inspector of Poor for the Parish of Perth for twenty-one years. I am also Clerk of Parish Council, and Secretary and Treasurer to the Poorhouse Committee. I was previously eleven years Inspector's Clerk and Assistant in the Parish of Dundee.

2. The Parish of Perth is mostly burghal. Its area is 2653 acres, and its population 29,793. The landward population numbers 308, and they are mostly employed in public works in the burgh and on the railway.

3. The principal industries are dyeing, linen, jute, and glass manufactures. There are also railway engineering works and two small iron foundries. Two large cattle marts give precarious employment to a class of cattle drivers, who are usually men of a low type.

4. Perth does not suffer industrially from depressed trade as other centres do. The dyeing trade can be depended upon, its seasons of slackness being regular, periodical, and expected. Employees in the industries mentioned are always fully employed. The building trade has for the past two years been stagnant.

5. Relief has always been administered in this parish strictly in accordance with the recommendations of the Board of Supervision and Local Government Board. I believe these to be sound, and when administered by a Council and officials anxious to do justice as between pauper and ratepayer, are eminently fair. The methods are outdoor relief to all deserving poor, and indoor relief to all applicants of the dissolute class, including women with illegitimate children and vagrants. All relief is given under the personal supervision of the Inspector. Outdoor poor are visited quarterly, and cases requiring special supervision are carefully inspected and reported upon, with a view to stopping any tendency to vice and intemperance; and cleanliness and the regular attendance of children at school are insisted upon. The aliment of any lapsing pauper is withdrawn, and he or she put on probation. Satisfactory evidence of reform results in restoration of aliment. I find this system to be most salutary, and frequently the pauper is saved from permanent degradation.

6. Many children are admitted to the poorhouse as the dependents of dissolute mothers.

7. With the mother's consent I have boarded these children in private dwellings in the country, thus withdrawing them from the evil influence of the mother, and from the poorhouse influence which, in my opinion, is equally evil. Power should be given to Parish Councils to compulsorily remove such children from the parents' care whenever they become chargeable to the Parish.

8. I am at present boarding consumptive paupers in the country; using all known methods for safe-guarding persons in contact and residing in the neighbourhood. So far, the experiment appears to be completely successful.

9. Outdoor relief, when discriminately administered, is the proper and best method. No respectable person, legally entitled to relief, should be sent to a poorhouse. The recommendations of the Local Government Board thereanent are, in my opinion, sound and just. The poorhouse should be the sole method of relieving the dissolute class; but children should never be sent there unless in exceptional circumstances.

10. The classes of persons applying for relief in this parish are:—

(a) Aged and infirm persons.
(b) Widows with young children.
(c) Women with illegitimate children.
(d) Many persons of the vagrant class.

11. The causes of pauperism are in most cases intemperance and other vicious habits, early marriages, and what may be termed hereditary pauperism.

12. The class of persons seeking election as Parish Councillors are merchants, master tradesmen, and a better class working tradesman.

13. Able-bodied persons should not be granted a claim to relief. During my experience as an inspector I have not received an application for relief from an able-bodied person resident in the parish. Applications by able-bodied vagrants are frequent. The effect of granting relief to able-bodied persons would, although not immediate, ultimately tend to undermine the independence of the individual, which, in spite of indiscriminate and unlimited giving of charity, is a feature in the character of the poorer citizen of Perth.

14. Existing areas for the purpose of administering relief are unsuitable. Areas should be extended. A group of parishes could be more economically worked from a central office, while the administration of the law under a capable and thoroughly qualified head would be greatly improved.

15. It seems hopeless to even discuss the institution of Labour Colonies by single parishes, but with the extension of areas by the grouping of parishes the idea seems easy of accomplishment.

Suggested Reforms.

16. My Parish Council in their representation to the Royal Commission have suggested abolition of the law of settlement. Extension of areas would simplify this reform. Paupers would not, as at present, be transferred from one parish to another; the expense of litigation and the cost of investigation of claims would be saved; and the Inspector, relieved of this harassing work, would be free to devote himself to the duties of inspection.

17. All Parish Trusts for the relief of the poor, or Trusts for the relief of the poor of a section of a parish, presently administered by Kirk Sessions and Heritors, should be administered by Parish Councils; or, in any case, Parish Councils should have representation on the administering body.

18. Aged, sick, and infirm poor persons should be compulsorily removed to the poorhouse when not suitably housed, and when proper and effective nursing in their homes is impossible. Such cases are frequent, and a constant source of worry and anxiety.

19. Poorhouse "ins and outs" should be compulsorily detained in a poorhouse when they have become by habit and repute "ins and outs."

APPENDIX No. CXXXVIII.

STATEMENT OF EVIDENCE BY MR ROBERT STUART, INSPECTOR OF POOR, ARBROATH.

1. I am sixty-one years of age, and have had thirty-seven years' experience of Poor Law administration. I was appointed Inspector of Poor and Collector of Rates for the parish of Urquhart and Glenmoriston, Inverness-shire, in 1870, and also of the neighbouring parish of Boleskine and Abertarff in the spring of 1878, where I remained till May 1880, when I was appointed Inspector of Poor and Collector of Rates for the parish of St Vigeans, Forfarshire, and I have been Inspector of Poor for the combined parishes of Arbroath and St Vigeans since the summer of 1895.

2. Arbroath and St Vigeans is a burghal landward parish, and has chiefly a working-class population. The staple trade of the town is manufacturing flax into sailcloth and canvas, and there are besides large engineering works and

APPENDIX No. CXXXVIII.—*Continued.*

boot factories. For some years trade, especially in the mills and factories, has been exceptionally dull, but it seems to have greatly improved, and at present is fairly good.

3. There is no special peculiarity or experience to report in the method of administering relief in the parish. The Poor Law is administered by the Parish Council with care and discretion, and every effort made to secure that the deserving poor are well attended to, while the poorhouse test is regularly applied in doubtful cases.

4. As to the respective merits of indoor and outdoor relief:—

(*a*) Outdoor relief is most suitable in the cases of respectable married couples, widows with families, children, or infirm persons who can be suitably cared for, or whose chargeability is likely to be more or less of a temporary nature.

(*b*) Indoor relief is not only most suitable but necessary in cases of illness or infirmity, where proper nursing, care, and attention is required, and in special cases where relations may be able but unwilling to support, as well as in all cases where the pauperism arises from drunken, improvident, or dissolute habits.

5. The classes of persons applying for relief are—aged men and women who have never been in a position to save or provide for a rainy day, owing to irregularity of employment, low wages, or other causes; large numbers who have been careless or improvident; a few of the better class who have lost their positions through drink; vagrants, etc.

6. The chief causes of pauperism are—childhood, age, illness, improvidence, irregular employment and low wages, and in many cases drink—directly or indirectly.

7. With regard to the class of persons seeking election as Parish Councillors, though we have no great cause to complain in Arbroath, I rather fear that on the whole the tendency is for Parish Council honours to be more sought after than formerly by people of no great social position—socialists, representatives of trade councils, etc. It is important that the members of the Council should be of good social standing, intelligent, and independent of any clique or society.

8. With regard to the question of the expediency and probable effect of giving able-bodied persons a claim to parochial relief, there can be no doubt that there are cases of very exceptional distress among able-bodied persons and their families owing to want of employment or special causes, such as illness of children, etc. Whether this can be met by an extension of the powers of Distress Committees is open to question; and in view of the trend of public opinion, I think it would be wise to give Parish Councils power to deal with such cases. A careful and discriminating use of such power would not, in my opinion, add materially to the rates, as parish relief would be given only as a last resort, and the extent and nature of the relief given should be entirely in the hands of the Parish Council. Considerable difference of opinion exists among Poor Law officials on this point, but I am afraid the narrow professional outlook, and too great a regard to husband the funds under their charge, is responsible to some extent for the contrary view, as there appears no reason in principle why the extreme poverty of able-bodied persons should not be relieved by the public authority provided for the relief of distress. In practice it is understood that Sheriffs frequently order temporary relief in such cases.

9. With regard to the question of the suitability of the existing areas for the purpose of administering relief, it appears advisable that the areas should be enlarged. Persons employed in agricultural or outdoor work in country parishes, after they become unable for such, gravitate to the nearest town parish, while in the case of anyone breaking down in a country parish he is usually sent on to the nearest town. Apart from this, the assessment for the relief of the poor is, from its very nature, a tax which should be imposed as equally as possible on all ratepayers, and, pending a national or county rate, the union of a town and surrounding country parishes would tend greatly to equalise assessments, and be more equitable to all concerned, while such areas would not be too large for efficient administration. Suitable unions appear to be the immediate way out of the difficulty.

10. The following reforms in law and practice have been suggested to me by experience:—

(*a*) The recommendations of the Departmental Committee of the English Local Government Board as to vagrants should, as far as possible, be extended to Scotland, and the police empowered to deal with such in the manner recommended by that Committee, labour colonies being provided for habitual vagrants, local loafers, etc.

(*b*) The Parish Council should receive powers for compulsory removal to poorhouse, and detention there, under Sheriff's warrant, of persons requiring attention, as well as the class termed "ins and outs," who require to be protected from themselves.

(*c*) There should be complete separation and classification of the deserving and undeserving poor in poorhouses, where the aged and respectable class would receive liberal and sympathetic treatment, and the less respectable suitable employment and supervision.

(*d*) Mothers of legitimate children should be made liable to prosecution for desertion; married women with separate estates should be made legally liable for maintenance of husbands; and a son-in-law for maintenance of wife's parents, though not *lucratus* by the marriage; and to enable Parish Councils the better to recover advances from relations able and legally liable for maintenance, advances should be treated as aliment, and recoverable as such by arrestment or imprisonment.

(*e*) There should be proper representation of Parish Councils on the Boards of royal and district lunatic asylums, and the accounts of such asylums made subject to official audit.

(*f*) The 37th section of the Poor Law (Scotland) Act should be repealed.

(*g*) A compulsory register should be kept in every parish or union showing the various local charities, and whether and to what extent paupers were in receipt of relief from such charities.

(*h*) Town parishes should receive power to borrow for erection of offices; and, in short, the provisions of section 28, sub-sections 1, 5, and 6 of the Local Government (Scotland) Act, 1894, should be substituted for section 62 of the Poor Law Act.

(*i*) Parish Councils should receive powers to superannuate their officers.

APPENDIX No. CXXXIX.

STATEMENT OF EVIDENCE BY MR WILLIAM SUTHERLAND, INSPECTOR OF POOR OF THE PARISH OF WICK.

1. I have been Inspector of Poor of the Parish of Wick for the past eleven years from January 1896. Prior, I was a teacher in Wick, Liverpool, etc. I am sixty years of age, and a Graduate (M.A.) of Edinburgh University.

2. The parish of Wick is partly burghal and partly landward, the population of the burghal portion being slightly over 8,000, that of the landward being practically 4,000. A decided decrease in the population of the parish was reported for the decennial period ended 1901. Though the rate of decrease has continued, and has perhaps been intensified in the landward district since 1901, yet it does not appear to me that there has been any, or at the most a very slight, decrease in the population of the burgh within the past six years.

3. In the landward part of the parish the only industry is that of farming, which is carried on with much skill.

APPENDIX No CXXXIX.—*Continued.*

The crops are generally satisfactory, the pecuniary results, however, often being not quite so satisfactory. There is a fair proportion of large-sized farms, but the soil is tilled mainly by crofters and small farmers residing on their own holdings. As a rule, the crofts are too small to maintain a household in comfort without some of the members of the family having to engage in other work. Hence the children, as they grow up, have either to migrate to the larger towns of Scotland or England, or emigrate to the United States of America or to one or other of the British colonies. In this way the younger and more vigorous members of the community—its most valuable asset—are being lost locally, and too frequently also lost imperially.

4. The staple industry of the inhabitants of the burghal portion of the parish is the catching and the curing of fish, especially herring. When fishcurers and fishermen have an excellent season, coopers, carters, herring gutters, and all those engaged in the related industries are also fully employed. The parish of Wick is therefore subject to all the disadvantages which attend places possessing only one staple industry; when they are prosperous, they are often exceedingly prosperous, but when there is a bad season, or a succession of bad seasons, there are frequently straitened circumstances, and occasionally considerable distress.

5. The Wick Parish Council, in administering relief, have endeavoured loyally to give effect to what they understand to be the views of the legislature, as interpreted by the Local Government Board and the former Board of Supervision. Indoor relief is never offered to respectable aged people (unless they have grown-up families or collateral relatives in comfortable circumstances), nor to widows with young children. Prior to the passing of the Local Government (Scotland) Act, 1894, women with illegitimate children used, almost as a matter of course, to be afforded outdoor relief, but with the advent of the Parish Council there was a very decided change in practice. In all such cases, after the Council came to realise the state of matters, the poorhouse test was applied, such aid, however, being almost invariably declined, without any apparent hardship. The position the Council have taken up in this matter is so well known and recognised that it is seldom applications are now received from women with such dependants. It may therefore be of interest to state that there are no women in this parish at present receiving either indoor or outdoor relief solely because they have young illegitimate children. In this connection I may be permitted to point out that during the past ten years the proportion of illegitimate births to legitimate has fallen very materially in the parish of Wick. For the month ended 28th February 1907, the last completed month, twenty-eight births have been registered in this parish, all legitimate. I can hardly venture to assert that the two things are related as cause and effect, but to me at any rate they are very suggestive.

6. There has been a very marked decrease in the number of cases and dependants since the Parish Council entered on its duties. In January 1896 there were 399 cases and 201 dependants, a total of 600. In January 1907 the cases were 281 and the dependants 96, a total of 377. That is, the number of cases has decreased 30 per cent., the dependants 52 per cent., the decrease for both classes together being 37 per cent. This result is mainly due, I feel convinced, to a discriminating application of the poorhouse test.

7. On the other hand, the proportion which the insane bears to the other inhabitants of the parish is practically double of what it is throughout Scotland generally. During the past eleven years, 74 patients, for whom liability was ultimately admitted by Wick, have been sent to various asylums. Of those so sent, 45 went direct from the parish of Wick itself, and 29, whose settlement was found to be in Wick, from other parishes in Scotland. Those who leave the parish and continue to be physically and mentally robust tend to lower the ratio of persons of unsound mind in the places of their adoption, whilst the 29 who succumbed before acquiring a settlement help to swell the percentage of the parish of their nativity. Intermarriage, straitened circumstances, the want of variety in their lives, intemperance in the town and religious mania in the country, may be some of the exciting causes tending to increase the number of the insane.

8. In 1895–6 the poor-rate was 2s. 6¼d. per £, in 1906–7 it is not quite 1s. 4¾d. (16·7d.) per £.

9. The Council are very kind and considerate, that is, so far as a Parish Council can be said or allowed to be kind, in their treatment of orphan children, of widows with young families, and of the aged poor. There are no children in the poorhouse, all being boarded out, mainly with crofters. Frequently the children become identified with the family and are treated as members of it, whilst occasionally the money payment arranged to be paid to the guardian is declined, the children being practically adopted.

10. Outdoor relief should be the normal method of affording assistance to persons who require aid from a parish. Children, unless in very early childhood, should never be inmates of a poorhouse. It is necessary, however, that Parish Councils should possess the test of the poorhouse, otherwise they could not exercise any efficient control over an indefinite increase in the number of the legal poor.

11. Many of those applying for relief are persons who, through no fault of their own, have fallen into decayed circumstances, and are unable to support themselves, and have no relatives who can assist. To those unfortunate ones who have found the struggle for existence too hard for them, the utmost sympathy should be extended and aid liberally afforded. There is, however, a large and increasing contingent of applicants who, on account of wasted means and wasted lives, find themselves in poverty, a poverty which a wife and children are sometimes compelled to share with them. Too many applicants may be characterised (not uncharitably either) as lazy, drunken, and vicious.

12. Pauperism is often largely the product of environment. Persons see their neighbours and relatives in receipt of relief; and, from the atmosphere in which they live and breathe, they, imperceptibly perhaps, inhale the notion that they too are entitled to participate in the charity dispensed by the parish. To a considerable extent pauperism is hereditary. Many persons, though really able-bodied, will make application, and will state that their mothers or their aunts or other relatives were not quite so old as the applicants when they first received assistance from the parish. They display no delicacy in requesting, or rather demanding, this aid, apparently regarding it as a right—something to which they have a claim after attaining a certain age.

13. The trend of the population in the country districts is towards the towns. And this is especially true of those engaged in agricultural and outdoor labour generally. When those workers become advanced in years and not able to do a full day's work, they gravitate from the surrounding parishes and from the landward part of the parish of Wick into the town of Wick, where they procure casual employment, earning, it may be, a few shillings per week. They have possibly saved a few pounds, which, eked out by the few shillings earned and gratuities from local charities, enable them to exist for a few years without having to apply to the parish, their savings meanwhile disappearing gradually, and ultimately vanishing altogether. By and by they have recourse to the Parish Council. Before they require to make this application for relief they have probably resided in the parish for the three years needed for acquiring a residential settlement, and thereafter their names materially increase the number of poor supported by the parish of Wick. The existence of these charities is sometimes a determining factor in drawing persons of advanced years into Wick. Such a result was never contemplated by the founders of these charities, whose intentions were altogether admirable. On the other hand, many deserving poor persons are thus assisted to maintain themselves without requiring parochial aid.

14. The members of the Wick Parish Council are representative of every class and section of the community. The crofter and the landed proprietor, the merchant and the workman, the fisherman and the fishcurer are all working most harmoniously together, and endeavouring to do their best to be at the same time generous to the poor and just to the ratepayers. The present chairman, who has been chairman for the past five years, is also provost of the burgh. Two of the bailies are also members of the Parish Council—a truly representative body.

15. In my opinion it would not be expedient to give able-bodied persons a claim to parochial relief. It would only open the door for all kinds of abuses and unreasonable claims, giving the lazy and the shiftless a right to demand assistance. It would, moreover, be impossible to interpose any efficient check to the abuses sure to arise. Any possible cases of hardship could be easily coped with and satisfactorily disposed of by the exercise of a little

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common-sense applied to each individual case as it emerged.

16. The existing parochial areas seem very suitable for the purposes of administering relief and other parochial business. If they were very much larger, say counties, it would be impossible for those entrusted with the management to make themselves personally acquainted with the special circumstances of each district of this larger area. The actual administrative work would therefore require to be performed possibly by officials of not quite the same type as the present ones. The central representative body and the chief officials would be largely dependent on the reports sent them by the local men, or perhaps on the unsupported opinion of the representative from the district. If the poor-rate also were imposed over a wide area, the sense of responsibility would be lessened and the tendency would be towards extravagant, if not wasteful, management and expenditure. If the areas were very large, persons of limited means, but otherwise suitable, could not afford to become Parish Councillors, unless their travelling expenses, when engaged on council business, were paid. This would tend to restrict districts in the choice of representatives.

17. The present law of settlement, with its attendant litigation, should be abolished altogether. Paupers and lunatics should be relieved by the parish in which they are found. This might seem hard on parishes where persons quite unconnected with that parish might be found, but the probability is that, in the main, no great hardship would be entailed, and expensive litigation would be altogether abolished. One not unimportant result would be, that the administrators of the Poor Law could devote their energies to their proper work of considering the necessities of the poor, rather than in endeavouring to shift the expense incurred on to some other parish. It does seem hard, too, that some poor Highland parish, in which he has never paid any rates, should have, because of his birth there, to support in his old age one who, owing to roving habits or in quest of work, has never been able to acquire a residental settlement, or having acquired it, has not been able to retain it.

18. If, however, the change proposed appears to be too drastic, it would seem advantageous if a reference could be made to the arbitration of the Local Government Board in cases where it might be necessary to lead evidence, as well as in cases where a statement of the facts can be agreed upon. These decisions should not be subject to review. The freedom from the worry and expense attendant on the carrying of a case of appeal from Court to Court would more than counterbalance any little injustice that might conceivably arise. It is possible also that the decisions of the highest Court of Appeal might not invariably commend themselves as being in all cases both just and equitable.

19. It might also be advantageous if the Local Government Board were to appoint officials (not quite on the lines of the superintendents of the poor) who would have charge of districts consisting of a limited number of parishes, which they could visit at short intervals. During these visits they could assist the local inspectors with friendly advice, and, being in touch with the Local Government Board, they could see that the Poor Law was administered on similar lines over the whole country. Their experience and their knowledge of the law of settlement would be specially helpful in preventing parishes from entering into useless litigation.

20. If one were given a free hand in such matters, he would perhaps be inclined to add decidedly to the allowances made to the aged and infirm poor, giving them outdoor relief in all cases where they could be trusted to expend their aliment wisely. In the cases of widows with young children the allowances should be so large as, with what the mothers could earn in their own homes, would put them above suffering the pinch of poverty. The children should be plainly and warmly clad, and it should be impossible to recognise them as pauper children by their dress, either at school or at play. It would be the truest economy to save the children and prevent them from growing up with any taint of pauperism. In cases where the mothers might be careless or vicious, Councils should have the power to remove the children to other surroundings where they would be better cared for, both morally and physically.

21. Parish Councils ought to have the power to remove feeble or bedridden persons (not necessarily, however, to the poorhouse), for the purpose of affording facilities for their care and nursing, a warrant for their removal to be granted by a Sheriff or two J.P.'s after a medical certificate had been obtained.

22. These suggestions might probably at first increase the expenditure on the poor, but a large saving should be possible by either refusing relief altogether, or affording it only in the poorhouse, to persons who, though frequently admitted to the benefits of the Poor Law, are not really those to whom aid should be afforded.

23. Some method should be devised for dealing firmly with those who move about the country, becoming chargeable wherever they go, and putting their parishes of settlement to endless bother and expense. Those who are constantly entering the poorhouse and discharging themselves from it should also have some restraint put upon their movements.

24. Economies thus effected will probably more than counterbalance the increased expenditure on the aged or orphans, and on widows with young families. But whether they do so or not, I feel confident that the great majority of the ratepayers would cheerfully pay any additional rate (sure to be trifling) that might be required to meet the expenditure necessary to bring about a more satisfactory state of matters than exists at present, and which would inaugurate an attempt to deal with the problem of the poor in a spirit worthy of a great, a wealthy, an enlightened, and a Christian nation.

APPENDIX No. CXL.

STATEMENT OF EVIDENCE BY REV. A. P. SYM, PARISH MINISTER AND MEMBER OF THE PARISH COUNCIL OF LILLIESLEAF (ROXBURGHSHIRE).

1. I may say that my personal experience is of too limited a nature to make my opinion of weight. The parish of which I am minister is comparatively small in area and scanty of population, there being by last census only 592 inhabitants—a number which has become smaller, it is believed, since 1901.

2. There are few persons in it of the indigent class, and these are what may be termed the respectable poor. Nor is the number on the increase. In proof of this I may say that our kirk-session list for the supply of coal gratis is not more that half what it used to be in the early days of my ministry.

3. The money expended in this way is the interest of a fund at the disposal of the kirk-session, and for the last few years the sum (£3 annually) has sufficed to meet the claims upon it, though formerly a considerable grant had to be made from the church-door collections.

4. I have also a fund bequeathed to me in 1896 for the benefit of the poor in the parish. It originally was designed to be £100, but it was only a few months ago that I received from the testator's agents the last instalment. It is entirely at my own disposal, my name, and not my office, having been put in the bequest, and I give grants from it as seems good to myself, sometimes in money, sometimes in food, sometimes in clothing, sometimes in fuel. I keep careful accounts of the way in which the fund is employed.

5. There is an institution called the Sprot Almshouses, just beyond the bounds of my parish, but within half a mile of my manse, in which I take some interest. It was built and endowed by the late Miss Sprot some five-and-twenty years ago. The block of buildings contains six excellent houses, occupied by elderly women who receive, I understand, 7s. a week each, with a supply of coal and other privileges. They have been managed chiefly by Lieut.-General Sprot of

APPENDIX No. CXL.—*Continued.*

Riddell, nephew of the lady already mentioned; but as he died last month, I am not in a position just now to furnish information with regard to this charity. At present only five of the six houses are occupied,—the funds, I believe, not affording sufficient money for all the houses to be filled.

6. The Poor Law seems, from my experience, to work well in this parish. There being a village with low-rented houses, elderly people of the industrial and agricultural class frequently retire to this parish and spend the rest of their days in it. Sometimes they outlive their savings, or the ability or willingness of their families to support them, and so become chargeable to the Parish Council. This causes the poor-rate to rise more than it might do; but the chief reason for its height, compared with the rate in some of the neighbouring parishes, is that there are some asylum cases.

7. As to the class of persons seeking election as Parish Councillors, this is very representative. The chairman (lately deceased) was the largest landowner; the others are at present—parish minister, a farmer, the postmaster, and three local tradesmen.

APPENDIX No. CXLI.

STATEMENT OF EVIDENCE BY MR R. D. TAYLOR, M.D., DISTRICT MEDICAL OFFICER, GOVAN PARISH, AS TO THE MEDICAL ASSISTANCE OF THE POOR.

1. I qualified as physician and surgeon in 1866; graduated M.D., Glasgow University, in 1871; was appointed one of the Medical Officers for the parish of Govan Combination in 1873, and have held that appointment since. I have also had a large and extended private practice, principally on the south side of the river, during that time.

2. *Sanitary Authority.*—The Town Council of Glasgow is the Sanitary Authority. Dr Chalmers is Medical Officer of Health, with two or three assistant medical men. The city is divided into districts, each in charge of an inspector. They report daily to their chief, and are authorised to call in local medical men in doubtful cases they may meet with.

3. There are two fever hospitals in Glasgow,—Belvidere and Ruchill,—to either of which cases of fever notifiable as contagious are removed. These hospitals also take in cases of whooping-cough and measles.

4. The sanitary inspector sees to the disinfection and cleansing of the houses and clothing.

5. *The Poor Law.*—Parochial patients are all those persons and their dependants who are in receipt of outdoor relief, also those who apply for medical relief only —for themselves, their wives or their children. These people (a very numerous class) are attended by the medical officer, and supplied with medicines and medical comforts, such as beef-tea, stimulants, and flannel underclothing, at the discretion of the medical officer, in the same manner as those on the roll.

6. My average visits and consultations in parochial cases number 300 per month.

7. *Voluntary Effort — Hospitals, Medical Clubs, etc.* — There are three large general hospitals in Glasgow, the Royal, the Western, and the Victoria. Each of these have dispensaries for outdoor patients, some of them more than one, with physicians, surgeons, and specialists in attendance.

8. Then there is the Eye Infirmary, the Maternity Hospital, the Samaritan Hospital, the Children's Hospital, the Glasgow Medical Mission, the Central Dispensary, and other free dispensaries, too numerous to mention.

9. These dispensaries are attended by poor persons, who get medicines and advice free. They are also taken advantage of by many people who could well afford to pay. Besides those above mentioned, there are numerous friendly and work societies, such as Oddfellows, Foresters, Free Gardeners, etc., who pay a small annual sum for the services of the society doctor.

10. As to the causes of these poor people seeking medical assistance, the first is want of work; the second, long continued illness; and the third, intemperance and dissipation.

11. There is no doubt that many of these agencies overlap, for the reason that no proper inquiry is made in hospital dispensaries as to the circumstances of the patient, nor is there any home visit made. They seem to me to vie with each other as to the number of out-patients seen, in order to make an appeal to the charitable public.

12. I am strongly in favour of handing over the work of medical assistance to the poor to one authority, and that authority the Parish Council: first, because they are already in touch with the whole of the poor; second, because every case is thoroughly investigated and home visits made; and third, because dispensary patients, if unable to return to the dispensary, are dropped, and, as a rule, the district surgeon is called upon; and fourth, because it would prevent overlapping.

13. I am quite certain that no poor person suffers from want of medical assistance in this city, either in quality or quantity. What the health of the community suffers from is insanitary, overcrowded houses, apathy and ignorance of the ordinary laws of hygiene, intemperance, and neglect of personal cleanliness.

14. This is particularly noticeable in the upbringing of young children and infants, to the improper feeding and neglect of whom I attribute the great mortality of child life in the poorer districts of Glasgow.

APPENDIX No. CXLII.

STATEMENT OF EVIDENCE BY MR WILLIAM TAYLOR, J.P., CHAIRMAN, LEITH PARISH COUNCIL.

1. I have been a member of the Leith Parish Council for eight and a half years. I occupied the position of Chairman of the Relieving Committee for two years, and have been Chairman of the Council for the past two and a half years.

The Social and Industrial Conditions in Leith Parish.

2. The parish boundaries are those of the burgh.

Population	77,439
Rental	£571,707
Poor rate	10¼d. per £

There is a large shipping trade.

Industries are miscellaneous—shipbuilding and repairing, engineering, flour and oil mills, chemical and manure works, rope works, maltings, biscuit factories, printing, etc.

Trade at present fairly good. The number of applications for relief has been as under:—

In year ending,—

15th May 1901	2,024
„ 1902	2,040
„ 1903	2,348
„ 1904	2,626
„ 1905	2,677
„ 1906	2,306

APPENDIX No. CXLII.—*Continued.*

The number from 16th May 1906 to 19th March 1907 has been, 1,836, against 1,980 in corresponding period of the previous year—a decrease of 144.

Population mostly middle and working class.

Community is, on the whole, a well-behaved one, and, keeping in view that the town is a seaport, crime is not serious.

The erection of Corporation and other lodging-houses in recent years has increased the number of undesirables.

The Method of administering Relief in the Parish.

The Council and all Committee meetings, with exception of Law and Finance Committee, are held in the evening and are well attended. List of attendances for last year herewith:—

	No. of Notices.	No. of Attendances.
Councillor Taylor, Chairman,	164	135
" Bishop	111	89
" George Blackie	100	58
" James Blackie	126	105
" Briggs	140	98
" Dick	109	81
" Dresner,	122	110
" Gilmour	150	106
" Gumley	123	89
" Harcus	111	104
" Hodgson	133	98
" Kelly	137	84
" Miller	143	109
" Muirhead	165	149
" Pennycuick	131	98
" Robb	155	118
" Sutherland	130	110
" Wilson	104	74

4. The whole Council (eighteen) sit as a relieving committee fortnightly, when all applications are reviewed, the inspector and one of his staff being present. All cases fully considered on their merits. Town divided into two districts under charge of assistant inspectors, who visit all paupers on the roll at least three times yearly; but in any cases where there is the least doubt as to character, much more frequently and at all hours.

5. The revisal of the outdoor roll by the Chairman of the Relieving Committee is practically continuous, every name on the roll, with the assistant inspectors' reports thereon, coming under his observation at least thrice yearly. In all cases where any change in circumstances appears to warrant either an increase or decrease in aliment, he forthwith submits same to the Relieving Committee for their decision.

6. I may mention that Leith Parish Council is presently about completing the erection of a new poorhouse to accommodate some six hundred and fifty inmates, including hospital accommodation, which they expect to erect at a cost of not over £60,000. Being the latest and cheapest modern poorhouse, the Commission when in Scotland may think of paying it a visit. If so, I shall be glad to arrange for the architect accompanying the members.

The respective Merits of Indoor and Outdoor Relief.

7. Outdoor relief is given in all cases where the applicant is respectable and the home conditions suitable, but there is always a class practically homeless or of dissolute habits to whom indoor relief is the only satisfactory method applicable. It would, in my opinion, be a mistake to curtail the discretion of Parish Councils in making the offer of the house a sufficient offer of relief where so considered advisable. The present power of appeal to the Sheriff appears to be all that is required.

The Classes of Persons applying for Relief.

8. These are various and include:—

Widows and children, who, in most cases, are respectable and well doing; respectable old people, who may be getting certain assistance from friends or charitable institutions, and who, with 2s. 6d. to 3s. 6d. per week from the Parish Council, are able to get along.

9. The most unsatisfactory class are vagrants and inmates of lodging-houses, in many cases debilitated through indulgence in liquor and to whom the poorhouse is a "Hydro."

10. It may be of interest to give the following particulars of applications for parochial relief made during the month of February 1907:—

1. From common lodging-houses	48
2. Homeless	20
3. From police office	4
4. From Leith Hospital	5
5. From private lodgings	31
6. From own dwellings	50
Total	158

The Causes of Pauperism.

11. *First* and chiefly, *drink.*—In the poorhouse are at present such typical cases as the undernoted:—

(*a*) A builder who put up a large amount of property in the town and might to-day have been worth many thousands;

(*b*) A young man who in eighteen months spent £1500 left by his father, and is now physically unfit;

(*c*) A master dock porter, now up in years, who for a very long period probably earned an average of £4 per week;

(*d*) A dairyman } both at one time in good
(*e*) A shopkeeper } circumstances; all directly and solely attributable to the drink habit.

12. *Second.*—Improvidence and want of forethought. In numerous cases of accident and temporary illness of heads of families, parochial relief has to be applied for, when membership in a Friendly Society might easily have been provided for.

13. *Third.*—Early and injudicious marriages. I knew of a weakling who was able to earn a living for himself, but married a girl of similar type, with the result that after the birth of a child, all three landed in the poorhouse.

The Class of Persons seeking Election as Parish Councillors.

14. In this parish the class of persons seeking election as Parish Councillors is, on the whole, very satisfactory. They mostly belong to the middle class, with good business ability, and are prepared to give the necessary time and attention to the duties. It may be of interest to give the occupations of the present Councillors:—

Master builders	2
Master painters	2
Shopkeepers	2
Master bakers	2
Cashiers	2
Manufacturing confectioner	1
Lodging-house keeper	1
Pawnbroker and outfitter	1 (recently elected a town councillor)
House factor	1
Market gardener	1
Turkish bath proprietor	1
Engineer (working)	1
Vacant	1
	18

The Expediency and probable Effect of giving Able-bodied Persons a Claim to Parochial Relief.

15. I am much averse to giving relief to able-bodied persons except in such special circumstances as referred to in communication from the Council. My experience on the Distress Committee is that an able-bodied man is best qualified to look out for work for himself, and that this is the most satisfactory method for all concerned. Any parish relief to such would necessarily involve a further considerable extension of trading and manufacturing by Parish Councils, with undesirable complications and competition with private undertakings.

The Suitability of the existing Areas for the Purpose of administering Relief.

16. I consider the area of this parish a very satisfactory

one; large enough to admit of economical working, and not too large to prevent efficient supervision.

REFORMS SUGGESTED BY EXPERIENCE.

17. I need not repeat the various recommendations submitted by the Council.

18. I may, however, add that I am of opinion that in regard to the definition "able-bodied," that both on application and after admission to poorhouse, parish doctors are disposed to adhere too rigidly to the letter of the definition. In my opinion, the definition "not able-bodied" should be considered as only applying to those physically unfit to earn a living. Many people are earning a living—many doing hard work—who could as easily be described as not able-bodied as some who are in poorhouses.

19. Again, I consider some check should be placed on the fads of the medical officers of the Local Government Board in dietary and otherwise. To give one instance, it is, I think, quite absurd that vagrants and dissolutes should be pampered with suet puddings.

APPENDIX No. CXLIII.

STATEMENT OF EVIDENCE BY MR CHARLES TEMPLEMAN, M.D., D.Sc. (PUBLIC HEALTH), OF EDINBURGH UNIVERSITY; MEDICAL OFFICER OF HEALTH AND SURGEON OF POLICE FOR THE CITY OF DUNDEE; PHYSICIAN, KING'S CROSS HOSPITAL, DUNDEE; AND LECTURER ON MEDICAL JURISPRUDENCE AND PUBLIC HEALTH, AND LECTURER ON FEVERS IN THE UNIVERSITY OF ST ANDREWS.

1. I submit on behalf of the Dundee Branch of the British Medical Association, a list of the Hospitals, Institutions, and other organisations which are in operation in Dundee for medically assisting the poor with medicine and advice. (See Appendix No. CXLIII. (A).)

2. These are classified as (*a*) official, and (*b*) voluntary, and as far as can be ascertained show the number of persons assisted, as also the income and expenditure of each institution as shown by its last published report.

With reference to those hospitals with which I am personally connected:—

3. *King's Cross Hospital.*—Accommodation is provided for cases of typhoid, typhus, and scarlet fevers, and any other infectious disease, such as plague or cerebro-spinal fever, which might prevail for a time. Diphtheria and erysipelas are treated in the Royal Infirmary by special arrangement with the directors of that institution.

A special hospital for smallpox gives accommodation for that disease, and a small building for cholera provided some few years ago has never been required.

These hospitals are open to all who suffer from any of those diseases, whether in receipt of parochial relief or not.

Cases are frequently removed both to King's Cross Hospital and Smallpox Hospital from the Royal Infirmary and Eastern Hospital (Poorhouse).

The accommodation provided, though considerably under that generally considered necessary for large cities, has proved quite adequate here. Since I became Medical Officer of Health in 1895, the resources of these hospitals have never been overtaxed. The highest number of cases in King's Cross Hospital on any day during that period was seventy-nine, in October 1906; and in the Smallpox Hospital, sixteen in April 1902.

There is no resident physician.

4. The Municipality provides no hospital accommodation for measles, whooping-cough, or chickenpox. In the case of many of the poorer class this is frequently a hardship, as such children must be treated at home—generally by the outdoor medical officer of the Parish Council or of the Infirmary—and when serious complications are present, such children get very inadequate attendance and nursing.

In some cases, as, for instance, when the father is able-bodied but out of work, and unable to pay for medical attendance, he has difficulty in procuring this as there is no institution in Dundee to which he can apply for it.

5. The Municipality have now completed arrangements for assisting cases of phthisis by means of a Municipal Dispenary for Consumption and Diseases of the Chest. This dispensary will be open to all. It will be conducted for the first year in the Out-patient Department of the Royal Infirmary under my supervision, with the assistance of a medical officer and a trained nurse. The objects of this are (1) to assist the sufferers with advice, medicine, etc., and (2) to give such instructions as will, if carried out, prevent them being a source of danger to the other members of their families, or to the community generally. The nurse will make frequent visits to the homes of the patients to see that the necessary precautions are being carried out, and she will be able, from the knowledge gained of their circumstances, to put those requiring medical assistance in touch with one or other of the charitable and benevolent agencies in the city.

6. There is, however, no provision to be made at present for the sanatorium treatment of early cases, except to the extent of six beds for two years in the Auchterhouse Sanatorium—the expense of which is to be defrayed by three gentlemen in the city, who have offered me a sum sufficient to pay £1 per week for each case during that time.

We have as yet made no provision for the isolation and treatment of advanced cases of this disease (the most dangerous class) occurring in poor families living in one- and two-roomed houses. This is one of the most important preventive measures which can be adopted to check the spread of consumption amongst that class of the community in which it is most prevalent.

7. *Ambulance Service.*—There are two ambulance vans for service in the city. These are housed at the police office, and are given out free of charge.

During the past year these were used 833 times for the following purposes:—

To remove patients to the Royal Infirmary,	682 times,
" " " Maternity Hospital,	55 "
" " from Infirmary to their homes,	40 "
To remove patients from street to their homes,	39 "
" " to Royal Victoria Hospital,	15 "
" " to Incurable Home,	1 "
" " to private hospital,	1 "
Total,	833 times.

8. *Street Accidents.*—Street casualties are attended by the police surgeon; but members of the police force must at once attend to persons who have been injured by accident, or who have attempted suicide, and to persons suddenly taken ill on the street, or who from any other cause appear to require assistance. If considered necessary, the police surgeon should be at once called, and if life appear to be in imminent danger, he must on the instant procure the attendance of the nearest medical man.

All the members of the police force are trained in first aid. Every constable must obtain two certificates of proficiency from the St John Ambulance Association before he can obtain promotion in the police force. In a large number of street accidents they are able to render assistance at once, and get the patient removed to his home or to the infirmary as required.

9. I am also associated as a member of the Committee of

APPENDIX No. CXLIII.—*Continued.*

Management of the Auchterhouse Sanatorium for consumptives, and the Royal Victoria Hospital (for incurables).

The Auchterhouse Sanatorium was gifted to the city by the late ex-Provost Moncur. It cost £25,000, and accommodates forty patients (both sexes). These are admitted on payment of a sum per week, according to their ability—this varying from £1 in the case of persons residing in Dundee and district to £2, 2s. in the case of others. In many cases, of course, these contributions are actually paid by persons interested in the patient, and not by the patients themselves. Persons in receipt of parochial relief are not admitted. The admissions, and the charges to be made, are fixed by the committee.

The Royal Victoria Hospital (for Incurables) was built as a Jubilee memorial to the late Queen Victoria. It provides fifty-four beds—twenty of these being set apart for cases of incurable cancer. Patients are admitted from Dundee and district, but those who are or have been in receipt of parochial relief are ineligible. They are required to contribute to the funds as their circumstances permit, but during the past year only twenty out of forty-eight patients admitted were able to do so. The sum received was £104, 13s. 6d. of a total income of £2,227.

The new wing for cancer which was built by the late ex-Provost Moncur, at a cost of £5,500, was only completed last year, and, in my opinion, the accommodation now provided will meet the needs of the community for a number of years at least. In connection with this hospital financial assistance is also given to a number of cases of incurable disease, in which the patient can be properly cared for at home with the help thus obtained. The sum granted is generally from 10s. to £1 per month. Last year £266 were expended in this way on twenty-eight patients.

10. I am also a member of the Society for the Relief of the Indigent Sick, which gives assistance in any case in which poverty is combined with sickness. Strangely enough, though means have been taken to give publicity to this society, its income is each year in excess of its expenditure.

During the past year about 170 persons were assisted with sums varying from 2s. 6d. to 5s. a week for varying periods. The money is distributed by means of visitors who are attached to the various wards in the city. No difficulty is experienced in getting such assistance. Any person who subscribes 5s. yearly becomes a member, and can recommend cases. There are at present forty-two members. The income for the year 1905–6 was £261, 16s. 1d., and the expenditure £187, 3s. 1d.

(The last Annual Report of these or any of the other institutions can be submitted, if desired.)

I have not a sufficiently intimate knowledge of the working of the other institutions mentioned in my list to make any statement regarding them.

11. As regards overlapping, there is none in our provision for dealing with infectious diseases; and so far as I am aware, there is little or no overlapping in the strictly medical assistance given to the poor.

With regard to financial assistance, I fear there is considerable overlapping from want of co-operation between the different agencies; but I understand evidence on this point will be submitted by persons better qualified to speak upon it than I am.

12. I do not think it would be practicable to hand over to one authority the whole work and duty of medical attendance to the poor, but I consider some system of co-operation both desirable and practicable. We might have, for example, some central organisation, managed by a committee of representatives of the various institutions, to which a person in difficulty might apply for advice, and who would have the power in urgent cases to provide medical help *at once.*

13. The question of the sufficiency of the assistance provided in that branch of the work with which I am officially connected, I have already dealt with.

APPENDIX No. CXLIII. (A).

Handed in by Mr. Charles Templeman, M.D.

City of Dundee.

Hospital Accommodation.	Number of Beds.	Number of Cases Treated Last Year.	Daily Average.	Investment.	Income.	Expenditure During Year.
				£ s. d.	£ s. d.	£ s. d.
A. Official.—						
Town Council. 1. King's Cross Hospital,	104	369	41	...	...	...
2. Smallpox ,,	20	13	...	...	...	...
3. Cholera ,,	6	...	...	...	...	...
Parish Council. 1. Hospital, . . .	368	...	291	...	...	...
2. West Poorhouse, Sick Wards, . . .	48	...	48	...	...	...
B. Voluntary.—						
Royal Infirmary, ...	300 (16 maternity)	3938 (294 being maternity cases)	241	158,614 8 10	12,233 14 9	15,584 14 8
,, Cancer Hospital, .	100					
Royal Victoria Hospital (Incurable Diseases), ...	General 34 Cancer 20	107	...	55,580 6 8	2,179 14 7	2,227 0 5
King Street Home (Incurable Diseases),	22 (females)	...	...	...	...	...
Sidlaw Sanatorium, Auchterhouse, .	40	129	...	16,074 4 1	3,859 15 9	3,837 5 11
Private Hospital for Women, . .	10	...	...	...	...	...
Convalescent Home, Barnhill, . .	84	1312	69	44,664 9 9	1,426 17 10	1,810 7 9
Convalescent Home (William Street), .						
Comerton Home, Newport, Fife. A home in the country where poor children are kept for a time (generally a fortnight) in summer. The income for the year 1905 was £304, 19s. 11d. and the expenditure £272, 4s. 8d. The number of children admitted, 363.						

APPENDIX No. CXLIII. (A).—*Continued.*

CITY OF DUNDEE.

Assistance as Outpatients.

A. Official.—
Town Council, Dispensary for Consumption and Diseases of the Chest.
Parish Council, 4 Outdoor Medical Officers.

B. Voluntary.—
Royal Infirmary, Outpatient Departments, 16,628 cases.
" District Dispensaries, 6,744 "
" Vaccinations, 210 "
Eye Institution, 4,035 cases treated last year. Income, £184, 7s. 7d. Expenditure, £191, 18s. 4d.

Home Assistance, Personal Service.

A. Official.—
Parish Council, Outdoor Medical Officers.
Town Council, Health Visitors.

B. Voluntary.—
Royal Infirmary, District Surgeons, 6,744 cases.
" Maternity Service, 736 "

1905–6.

Sick Poor Nursing Society, number of patients, 2,014.
" " " visits paid, 46,875.
Income £886, 16s. 2d. Expenditure £826, 6s. 4d.
Parish Nurses, St Mary's Parish Church.
" Wallacetown "
Dundee Mission to Outdoor Blind, 172 on roll. £142, 12s. 2d. spent in Sick and Benevolent Department.
2. Provident—Friendly Societies, Medical Officers.

Home Assistance, Financial.

A. Official.—
Parish Council, Outdoor Relief.

B. Voluntary.—
1. Indigent Sick Society.
Royal Victoria Hospital (Incurable Disease)—Outdoor Relief.
Dundee Mission to the Outdoor Blind.
2. Provident
Yearly Societies—Secy., Chas. Mollison, 87 Albert Street, Dundee.
Friendly Societies.

Mental Affections.

A. Official.—
Dundee Lunacy Board, District Asylum (Parish Council).

B. Voluntary.—
Dundee Royal Asylum—Secretary, R. C. Walker, Whitehall Street, Dundee.
Baldovan Asylum for Imbeciles—Secretaries, Nicholson & Marquis, 32 Castle Street, Dundee.
The Home, Paton's Lane (Female Alcoholics).
Rescue Home, Union Place.
Salvation Army Home.

APPENDIX No. CXLIV.

STATEMENT OF EVIDENCE AS TO THE MEDICAL ASSISTANCE OF THE POOR, BY JAMES MAXTONE THOM, M.B., C.M., D.P.H., F.P.S.G., SUPERINTENDENT, GLASGOW ROYAL INFIRMARY; LATE RESIDENT MEDICAL OFFICER H.M. PRISON, GLASGOW (BARLINNIE); CONSULTING MEDICAL OFFICER H.M. PRISON, GLASGOW (DUKE STREET); MEDICAL OFFICER OF HEALTH, BURGH OF AUCHTERARDER AND DISTRICT OF LOGIEALMOND.

VOLUNTARY EFFORT.

1. The Glasgow Royal Infirmary is situated in the east end of the city, in the centre of a district occupied mainly by the poorer classes of the community.

In the year 1906 there were treated in its wards 8448 persons. In the out-patient department there were 43,710 first attendances, and 135,115 total attendances. The daily average number of patients resident in the wards was 580. The number of operations performed was 3812.

2. The following are the regulations respecting the admission of patients:—

(*a*) Applicants are admitted on the recommendation of a subscriber, if on examination they are found to be suitable.

Contributors and annual subscribers are entitled to recommend one patient annually for every single contribution of £10, and for every £1, 1s. of annual subscription. Incorporations, societies and church congregations who contribute £50 or subscribe £3, 3s. annually are entitled to send two patients annually, and one patient more for every £25 of additional contribution or £1, 11s. 6d. of annual subscription.

(*b*) Accidents and urgent cases are admitted without any subscriber's recommendation.

(*c*) Non-subscribers may be admitted on payment of £2, 2s., which covers a residence of not exceeding one month, and persons desirous of having separate accommodation are charged a sum of £1, 10s. a week.

3. Of those admitted, about one-half the number come under Regulation (*a*), and one-half under Regulation (*b*); while the proportion under Regulation (*c*) is almost a negligible quantity.

4. *Class of persons assisted.*—A large proportion of those admitted and of those seeking advice at the Dispensary belong to the labouring classes. A considerable proportion are housewives, and in smaller numbers school children, mill workers, porters, steel workers, pottery workers, etc. A considerable number are among the very poorest of the population, especially those attending the out-patient department. Generally speaking, the patients seek advice owing to inability to pay a general practitioner, and in some cases because they consider they get better advice.

5. *Convalescent Homes.*—Patients who are convalescent have the privilege, when accommodation is available, of going to convalescent homes, viz. the Glasgow Convalescent Home at Lenzie, in which Home 30 beds are placed at the disposal of the Managers of the Royal Infirmary, and the Schaw Convalescent Home at Bearsden (the Home of the Glasgow Royal Infirmary), which has accommodation for 55 patients.

CO-OPERATION WITH OTHER AGENCIES.

6. *Sanitary Authority.*—Persons suffering from infectious diseases are not admitted to the Infirmary, but are referred to the Sanitary Authority (Town Council). When any person, after having been admitted, is found to be suffering from infectious disease, the Sanitary Authority is informed and the patient is removed (if in a fit state to be removed) to a hospital for the treatment of infectious diseases.

7. Patients who are about to be dismissed and who have no home of their own or no friends to look after them, are, on application to the inspector of poor, removed by him and come under the care of the Parish Council of Glasgow. The Parish Council also co-operate in taking, by arrangement, patients who apply for help, but who for various reasons cannot be admitted to the Infirmary; for instance,

APPENDIX No. CXLIV.—*Continued.*

because of the wards being crowded, or because their cases are such as require sustenance rather than medical treatment, or, to put it in another way, cases requiring medical treatment in respect of conditions brought on by want of or insufficient sustenance. In the event of a patient being of unsound mind, application is made through the friends of the patient to the inspector of poor for the removal of such patient, and in the event of there being no friends, or if the friends will not act, application is made directly by the superintendent to the inspector of poor, who takes steps for the removal of the patient after the medical officers of the Parish Council have certified the patient to be of unsound mind.

8. Likewise, in the event of a patient suffering from phthisis, application is made by the friends of the patient or by the superintendent to the inspector of poor, who arranges for the removal of such patient to a hospital of the Parish Council.

9. The arrangements for co-operation with these two agencies, the Sanitary Authority and the Parish Council, have worked satisfactorily and have met all requirements.

10. In addition to the relief afforded by the Town Council and the Parish Council, there remains a large field which can only be overtaken by voluntary effort, viz. the working classes, for whose benefit the general hospitals exist.

11. The working classes themselves (employees in public works) contribute to the funds amounts increasing yearly, their contributions to the Royal Infirmary amounting in 1906 to £8815, 19s. 8d., or from one-fourth to one-third of the whole ordinary revenue. In doing so they display a spirit of charity and a desire to help each other which is deserving of every encouragement. For particulars of income see page 13 of the Annual Report which is sent herewith.

12. Without attempting at present to go fully into the question, a point of difficulty immediately presents itself in connection with any proposal to hand over to one authority or agency the whole work and duty of medical assistance to the poor, viz. relief given by the Parish Council—where the line is to be drawn between cases requiring medical relief and cases requiring maintenance. I am accordingly of opinion that it is undesirable, even if it were possible, to hand over the work to one authority.

13. So far as I can judge, it seems to me that the health of the community in Glasgow does not suffer from insufficiency in amount or quality of the medical assistance at present available for the poor, but it should be kept in mind that there are about 1000 persons waiting for admission to the three hospitals in Glasgow. To meet this demand the three infirmaries have recently increased or are in the act of increasing the accommodation.

14. The managers of the Glasgow Royal Infirmary are at present engaged in the process of reconstructing the Infirmary at a cost of £500,000. When the work is finished the Infirmary will afford additional accommodation for eighty patients, making a total accommodation of 700 beds, including the Ophthalmic Institution, which is a branch of the Infirmary. Further, I am given to understand that the Parish Council can do even more than they do at present for the relief of the sick poor.

APPENDIX No. CXLV.

STATEMENT OF EVIDENCE BY WM. THOMSON, INSPECTOR OF POOR FOR THE PARISH OF NEW KILPATRICK.

1. I have been two years Inspector of Poor for the parish of New Kilpatrick; was eight years Inspector of Poor for the parish of Kilsyth; and five years Assistant Inspector of Poor for the parish of Edinburgh.

2. The parish adjoins Glasgow, and is partly industrial and partly residential; its social condition is above the average, but a proportion reach a low stratum of society.

3. Outdoor relief is the general practice, except when the applicant has no suitable home, when indoor relief is given. There is no peculiarity in the method of administering relief, further than that a special endeavour is made to give all suitable cases out, or home, relief.

4. I am very strongly of opinion that the principle of out, or home, relief is the proper one, and all persons who have the semblance of a home should be encouraged to keep it together, as, it appears to me, the more homes there are in the country, the better the country is socially. In cases where the home is unsuitable the system of boarding out should prevail. There should be no such institution as a poorhouse. There must of necessity be a parish hospital for cases requiring nursing. There must also be a *separate* institution for the homeless, who are not suffering from ailments requiring nursing, and where work must be provided.

5. The classes of persons applying for relief are:—(*a*) widows with children; (*b*) orphans; (*c*) old people unable to work; (*d*) head of house suffering from sickness; (*e*) casual workers (male and female), who are on the verge of pauperism from reason of age or not being in good health, and who during winter are thrown out of employment for a time; (*f*) vagrants.

6. Intemperance is the cause of a proportion of pauperism, but paupers are mainly drawn from the labouring classes whose wages are not sufficient to save enough to provide for themselves in lengthened sickness or in old age.

7. The class of persons who are parish councillors, so far as my experience goes, are those who take an interest in local administration, and are very suitable; yet there are many people who would make excellent parish councillors but who refrain from doing so because public life seems to have no attraction for them.

8. The homeless and destitute, whether able-bodied or not, should be admitted to indoor relief. The expediency is, in my opinion, undoubted, because a person who is homeless and destitute will not be long in that condition until he acquires the qualification for relief. Besides, such a person is a very great danger to the community. His very desperate condition makes him a danger. To admit the able-bodied to indoor relief would probably considerably increase the number of legal poor and possibly the poor rates, but the increase would be more apparent than real, *because such persons must live, and they live off other people. A person who is homeless and destitute is as much a pauper although his name does not appear on the roll of legal poor as one whose name does appear on the roll of legal poor.*

9. While in sparsely populated districts it may be desirable, for the sake of having better administration, to join parishes, yet in industrial parishes the present areas should be adhered to, as local knowledge and local control are very necessary for administering poor relief.

10. With regard to reforms, I beg to submit the following:—

(*a*) Poorhouses should be abolished.

(*b*) There should be hospitals for the sick poor requiring nursing, and power given to Parish Councils to combine for that purpose.

(*c*) There should be institutions with land attached for the homeless poor and those who are fit to work, and power given to Parish Councils to combine for that purpose.

(*d*) That a residence in a parish for one year should qualify for a parochial settlement. The reason for this is that too much of the time of the local official is taken up with the determining of a pauper's settlement to the detriment of the administration. Many inspectors of poor are Poor Law

APPENDIX No. CXLV—*Continued.*

litigants first and Poor Law administrators afterwards.

(*e*) That when an applicant for *outdoor relief*, who has dependent children, is refused such relief and offered indoor relief, which the applicant declines to accept, an appeal should be at once lodged in the applicant's interest by the local official to the Local Government Board, and before such application is held to be disposed of the Local Government Board should consider the case and give a verdict. The same should apply in all cases where outdoor relief is withdrawn from a pauper who has dependent children. I make this recommendation because I am disposed to think that not sufficient thought is given in many cases to the results that may accrue from the breaking up of a home and compelling an applicant to enter the poorhouse. I know of a particular case in which such an offer was made to a woman with four young children, who had been a householder for ten years, and who, in consequence of the Parish Council refusing outdoor relief, had to break up her home, and she and her four children *became habitual vagrants.*

(*f*) That homeless persons of weak intellect should be compulsorily detained; that habitual vagrants should be compulsorily detained; and that children of habitual vagrants should be taken charge of by the Parish Council and boarded out.

(*g*) That the homeless and destitute able-bodied should be admitted to indoor relief.

(*h*) That there exists a very strong reason for more co-operation between charitable agencies and Parish Councils; the amount of wastage and the amount of harm following in the footsteps of indiscriminate charity is incalculable.

(*i*) That the Poor Laws of England, Ireland, and Scotland should be assimilated, that as far as possible there should be uniformity of administration, that a more complete system of inspection should be organised by the Local Government Board, so as to give the Board more control of the local administration; that the number of superintendents for Scotland is inadequate at the present time for thorough inspection; I think also that the staff of the Central Board would be strengthened by the inclusion of one or two men with a lengthened practical experience of administering poor relief—such as inspectors of poor.

APPENDIX No. CXLVI.

STATEMENT OF EVIDENCE BY MR WILLIAM THORBURN, CHAIRMAN OF PEEBLES PARISH COUNCIL.

1. As to my qualifications to express opinions on the various subjects you bring under my notice, I may say that I was Chairman of the Parochial Board of the Parish of Peebles for many years, and have been Chairman of the Parish Council ever since its inauguration.

I have been engaged in business here practically all my life, and have intimate knowledge of the locality in all its interests.

2. Peebles is an exceptionally clean and healthy border town. The population of the Parish is between six and seven thousand. The principal industry of the town is the manufacture of woollens, and is carried on in such a way as not to cause any injury to the place as a health resort. The people are of a decidedly better class than is generally to be found where manufacturing subsists. There are not many poor, and those are chiefly widows and their children, from whom the bread-winners have been taken away by premature death, and of course there are a few of the vicious and improvident, such as are found in every locality where men and women are gathered together.

3. Relief is administered generally as the result of an application made to the Parish Council. If there is any doubt as to the genuineness of the case, the Inspector of Poor is requested to personally investigate it, and is authorised to grant immediate relief if the case is urgent. On some occasions members of council report cases where the parties concerned have been too proud to claim relief. In such cases the Inspector has been instructed to make a personal call and ascertain the circumstances. I don't know of any experiments which have been made in this Parish.

4. Where the parties are vicious or intemperate, the only course to adopt is *indoor* relief. On the other hand, if they are well-living decent people, and poverty their misfortune, not so much their fault, then *outdoor* relief is the cheapest and best, provided that they are in a *position to take care of themselves.*

5. The classes of persons applying for relief are chiefly widows and their families left destitute by the bread-winners being taken away by premature death; also old widows, and decrepit men, whose families have left the district, and cannot be got hold of to contribute to their parents' support. Then there are a proportion of the vicious and intemperate who have brought poverty on themselves.

6. The main causes of pauperism are drink and want of thrift on the part of families earning big wages. The money is largely spent on dress and other luxuries, so when premature death overtakes the bread-winner there is often nothing to fall back upon. Drink is largely to blame, for even men who do not drink to excess spend far too much on this questionable luxury. Undoubtedly drunkenness is the prime cause of the worst kind of poverty.

7. The classes of persons seeking election as Parish Councillors are chiefly respectable tradesmen, also foremen in the woollen mills, while the Landward Committee is composed mainly of tenant farmers. On the whole a very efficient body of men.

8. I consider it would be fatal to give relief to able-bodied men. The effect on the *morale* of the ordinary unskilled labouring class would be most serious. I cannot imagine an easier way to make paupers.

9. With regard to the question of the suitability of the existing areas for the purpose of administering relief, our area is quite suitable, the Parish not being a very large one. I cannot speak for other places.

10. The present law on the whole works well so far as this Parish is concerned. There are only two points on which I would like to see reform:—

(*a*) I consider it a great hardship that the Parish Council should be compelled to maintain the wives and families of men convicted of crime and sentenced to long terms of imprisonment.

(*b*) The extent to which vagrancy is permitted is a perfect scandal. The Parish Council is compelled to provide a casual house for broken-down tramps. Since such a house was established here the place has been over-run with tramps from all parts of the United Kingdom. The parish doctor does his utmost to exclude those who are not ill or broken down, but when a man comes with a wife and several children on a winter's night, what can the doctor do? Those tramps tell each other of the comfortable house in Peebles, hence this flood of vagrancy.

The system is absolutely wrong. Those professional tramps should be arrested, and sent to labour colonies where they would be compelled to work. The present system encourages vagrancy. I cannot speak too strongly in condemnation of it.

APPENDIX No. CXLVII.

STATEMENT OF EVIDENCE BY MR THOMAS TURNER, ACCOUNTANT, AYR, CHAIRMAN OF AYR PARISH COUNCIL.

1. I am Chairman of Ayr Parish Council, of which I have been a member for the past twelve years, and prior to that for ten years a member of St Quivox Parochial Board, Ayr.

2. The parish of Ayr is partly burghal and partly landward,—the burghal part having a population of some 30,000, and the landward part, which is mostly agricultural, a population of 2,500. The burgh of Ayr is almost equally divided, on the south side of the river Ayr being chiefly residential and business premises, and on the north side of the river chiefly industrial. There are practically no public works of any size. The chief industry is shipping and shipbuilding.

3. Applications for relief are made in the first instance to the inspector, who makes full inquiry into the circumstances of the applicant. The information thus obtained is laid before the Relief Committee, which in our case consists of the whole Council. The Committee decide whether outdoor or indoor relief is to be given. Where the applicant is decent and respectable, or a widow with small family, outdoor relief is invariably given, varying in amount according to the circumstances of the applicant. Where the applicant is of the dissolute class, indoor relief is generally offered. In urgent cases the inspector uses his discretion what is best to be done, and reports to the Committee for approval. Sometimes the poorhouse test is applied, but not frequently.

4. I am entirely opposed to indoor relief being offered to the decent, respectable poor, but to parties requiring relief through their own misconduct outdoor relief should not be given, as a proper use would not be made of what was given. I am entirely opposed to orphan children being sent into the poorhouse, except temporarily, until a suitable place can be got outside. I am in favour of these being boarded out with as little delay as possible. I think it is cruel to offer indoor relief to the decent, respectable poor, who through no fault of their own require to apply for relief. Of course, in the case of infirm respectable poor, with no one to look after them, I am not opposed to indoor relief, as in such cases they can be properly treated in the hospital wards.

5. The applications for relief come chiefly from (*a*) the labouring classes, (*b*) widows with small families, (*c*) widows and old men past work, and (*d*) the tramp or wandering classes, in the latter class particularly from young unmarried men, and this class appears to be on the increase.

6. The chief cause of pauperism is undoubtedly intemperance; but there are other causes, such as the low rate of wages earned by the labouring classes, who are, as a rule, never in a position to lay past anything, either for a time of sickness or old age.

7. The classes of persons seeking election as Parish Councillors are chiefly business and professional men.

8. I am rather against outdoor relief to able-bodied persons.

9. There are undoubtedly defects in the existing areas for the purpose of administering relief, particularly in the rural parishes. (See par 10 (*b*) and (*c*).)

10. With regard to proposed reforms I think—

(*a*) That Parish Councils ought to have power to pay for the board of orphan children in institutions such as Quarrier's Homes. In many cases this would be in the best interests of the children. Of course, in all cases where this were done strict regard to the religious views of the parents would require to be carefully observed.

(*b*) A more equitable method of allocating the Government Grants should be adopted; and I am strongly in favour of the plan recommended by Lord Balfour of Burleigh and Lord Kinross in their recommendation as to the distribution of Exchequer Grants, which is fully explained in the Report on Local Taxation (Scotland), 1902, at pages 31 to 48. This would be more equitable than the present system, and would go far to meet objections to the present areas; and

(*c*) Exclusively rural parishes which are contiguous might be grouped together for the purposes of administering relief, and effect a very considerable saving in expenses of administration, and small rural parishes contiguous might be amalgamated, both for rating and administration.

APPENDIX No. CXLVIII.

STATEMENT OF EVIDENCE BY THE REV. DAVID WATSON, MINISTER OF ST CLEMENT'S PARISH CHURCH, MILE-END, GLASGOW, FOR TWENTY YEARS; VICE-CONVENER OF THE CHURCH OF SCOTLAND COMMITTEE ON SOCIAL WORK; FOR TEN YEARS CHAIRMAN OF THE MILE-END CHARITY ORGANIZATION SOCIETY; CHAIRMAN OF THE NATIONAL EXECUTIVE OF THE SCOTTISH CHRISTIAN SOCIAL UNION; AUTHOR OF VARIOUS PAMPHLETS DEALING WITH SOCIAL PROBLEMS, ETC., ETC.

Charities and Voluntary Effort.

1. The charities in my neighbourhood are the charities of the city generally, for which see the *Glasgow C.O.S. Handbook of Charities.* We have no special charities exclusively our own. The churches and missions are the principal sources of charity. We have also an office of the C.O.S. I may mention that one of the most popular of Glasgow charities in our neighbourhood (which is industrial and poor) is the *Widows' Friend Society*, which gives grants of £1 to £1, 10s. annually to respectable widows who are members of churches, and who may be in receipt of parish out-relief.

The Glasgow Benevolent Society is also very helpful with its bread tickets, which are carefully distributed by missionaries, parish sisters, etc.

2. As to the respective effect on the recipients of charity and Poor Law out-relief, my experience is that there is no difference. People take help as readily now from the one as from the other; if anything, more readily from the parish, on which they think they have a *claim.* The C.O.S. is unpopular with artisans, especially with trades-unionists and co-operators, who object to the "prying methods" of the C.O.S., and to the large amount spent on administration as compared with the amount given to the poor. The working classes resent searching inquiry and investigation, and they have failed to grasp the fact that the C.O.S. is not primarily a *relief* society at all. The standard of character, thrift, etc., set up by the C.O.S. is considered ridiculously high. On the other hand, I have known cases of *women* who have preferred to receive help from the C.O.S. rather than from the parish, but the general trend I should say is the other way.

3. There will be no lack of criticism of Poor Law methods from the point of view of those engaged in charitable work, so I need not enlarge upon it. My

APPENDIX No. CXLVIII—*Continued.*

criticism of Poor Law methods is simply that they are apt to become mechanical and unsympathetic, and even brutal at times. They lack the human touch and kindly interest which are so helpful and cheering to the poor. Of course, a great deal depends upon the agent. I have known an inspector walk into a poor woman's house and actually lift the lid off her pot to see what she was cooking! I have known another who was welcomed as the friend and adviser of the family. So the personal element and personal fitness play a considerable part. Certainly the almoner *should* be the friend and adviser of the family, as Chalmers' deacons were, and the German *armenflegers* are under the Elberfeld System.

4. There is a good deal of co-operation at present between charity and the Poor Law, and there might be more. The C.O.S. endeavours to work hand in hand with the Parish Council, respecting each other's sphere, the former dealing with the deserving, the latter with the undeserving. And that ideal is good. The difficulty is, that many of the deserving refuse to be transferred to the care of the C.O.S. This must either mean that the C.O.S. is considered *severer* than the parish, or that less dependence is involved in accepting help from the State than from a private association.

5. If the poorhouse were reserved for the undeserving and the infirm who have no one to wait upon them, might we leave the rest to charity? Would charity rise to the occasion and supply their needs? I am doubtful if it would, in cities at least. It might do so in country districts and villages where every poor person is known by several people who are quite willing to help. While out-relief may be frequently abused, the entire abolition of it would entail very great hardship. Besides, under a system of charity, many stingy people would be enabled to shirk their duty to their poorer brethren, whereas this duty needs rather to be more strongly affirmed by the State. I am in favour of the introduction of the Elberfeld System, modified to suit our national genius. What we need is a system, call it what we may, with a civic basis, which will ensure that every poor person and family are duly cared for, and that mendicity, mendacity and vagrancy are suppressed. This system could be worked in Glasgow through the present Ward Committees, with the Parish Councillors as chairmen, each member of committee having, in Chalmers' phrase, a "home-walk," with care of two or three families. Fresh powers would be needed to deal drastically with the loafer, the workshy, the wife-beating drunkard, etc., and the present "ins and-outs" of our poorhouse.

Friendly, Co-operative, and other Self-help Societies.

6. The *Co-operative Movement* is strong in my neighbourhood amongst the comparatively well-to-do; it does not touch the poor. "They can't afford to join a store," they say; "the prices are too high, and they don't sell small quantities such as we buy." It might also be added, they give no credit. The great advantage, it is frankly admitted by the wives, is that the dividends pay the rent, *i.e.* they save without effort and whether they will or not. As a rule, membership in a store signifies a good income and comfortable circumstances.

7. *Friendly Societies* are legion: Oddfellows, Druids, Rechabites, Gardeners, Foresters, etc., and they are of immense help to the working classes. I always advise young women to see that their sweethearts are members of a friendly society, for it means that they have passed the doctor, and that there is something against a "rainy day." In case of sickness, it is often the only income, the only means of subsistence. The usual benefits are (*a*) free medical attendance, (*b*) sick allowance, (*c*) funeral benefit for self, wife and family. For subscriptions, wage-limit, etc., you will have to consult the rules of the individual societies.

8. In order to provide old-age pensions by friendly societies, you would require to subsidise them from the State, and also make membership of a friendly society compulsory. The pension would depend upon being a member of such society. I am not sure that that would work, unless the amount of subscription were forcibly deducted, say weekly, from the worker's wages.

9. *Free Medical State Relief* would, in my opinion, have an injurious effect on friendly societies. "It would kill them," a friend said to me the other day. I would scarcely put it so strongly.

10. *Voluntary Hospitals* have no effect to speak of. A hospital is always a working man's last resort, and he never goes willingly.

11. *A State System of Old-age Pensions* might injure friendly societies and it might not. I would not dogmatise on this point. So far as my observation goes, men join a friendly society to provide against sickness and death, not against old age.

12. *Freely given Poor Out-relief* would be disastrous to friendly societies. That is obvious, and needs no elaboration. There would be little need then to provide against sickness, etc.

13. As to the possibility of further co-operation between friendly societies and hospitals, friendly societies might subsidise hospitals or grant lines; but as a matter of fact, those who use the hospitals pay for them pretty well through their works, churches, etc. In most public works, working men are not *asked* to subscribe to the hospitals; they are *obliged* to do so, the amount is deducted from their wages. Many of them also subscribe through their church on Hospital Sunday, and it might be hard to make them pay again through their friendly society.

14. I have no data, but I think friendly and thrift societies are progressing now as rapidly as they did ten years ago.

15. *The Causes of Poverty* in my district are want of employment, irregularity of employment, low wages, sickness and chronic ill-health, intemperance. *Three things are urgently wanted*: (*a*) Insurance against unemployment, as against sickness. Trade-unions provide that, in a measure, for their members, but all workers are not in unions.

(*b*) Some provision for old age. At sixty, say, every man should receive a pension of 7s. or 8s. a week, and this might be raised (as in Germany) by compulsory equal payments from three sources—employer, worker, and the State. This pension should be paid to all, irrespective of means, and this would ensure that no harm was done to friendly societies or trades-unions. It would thus encourage, and not discourage, thrift.

(*c*) Powers to deal with vagrants and incorrigibles. Once we have cleared our streets of these, the social problem will be greatly simplified.

APPENDIX No. CXLIX.

STATEMENT OF EVIDENCE BY MR WM. G. T. WATT, CHAIRMAN OF THE PARISH COUNCIL OF SANDWICK (ORKNEY).

1. I was a member of the Parochial Board of Sandwick from 1876 to 1895, and since then a Parish Councillor.

2. I was Chairman of the Parochial Board for about twenty years, and Chairman of the Parish Council from the time of its formation.

3. The parish of Sandwick is mainly agricultural; composed of tenant farmers, and a considerable number of small proprietors who occupy their farms. Others are labourers, and tradesmen such as blacksmiths, masons joiners, etc., who supply local wants.

4. Relief is granted to local poor by quarterly payments, and any extra relief such as occasion requires.

5. This parish has no claim on the Orkney Combination Poorhouse, and, consequently, the poor are all outdoor with the exception of lunatic paupers.

APPENDIX No. CXLIX—*Continued.*

6. Outdoor relief is considered cheaper and more satisfactory in every sense of the term for all deserving poor.

7. Cases of old and helpless poor who have no near relatives might form exceptions.

8. A poorhouse test, without doubt, is useful for cases of women with illegitimate children and vagrants.

9. The classes of persons applying for relief are farm servants, labourers, and others such like.

10. The chief causes of pauperism are old age and failing health, when few facilities could afford sufficient provision for these contingencies.

11. The classes of persons seeking election as Parish Councillors are, as a rule, working farmers, or farmers who work their own properties.

12. The present parish area seems most suitable, as such affords personal acquaintance with *every case*, which would not be so were the area extended.

13. *Suggested Reforms.*—Parish settlements should be abolished and made applicable to all Scotland. The present system leads to *considerable trouble* and *legal expense.*

14. Pauper lunatics should be made a charge on the nation; as at present, the expenses become a very great hardship on poor parishes.

15. Aged and infirm poor should be made to go to a poorhouse or other place where they could be properly looked after under a warrant of the Sheriff.

Great difficulty is frequently experienced in attending old people who live by themselves in unsuitable houses from which they refuse to remove. We had, for instance, a case some few years ago of a man refusing to go into hospital. This entails great responsibility on the Inspector of Poor, or others who look after them.

16. Poor rates, etc., should be collected along with the county assessments and paid over to the Parish Council. The Parish Council could intimate to the County Council the amount required for poor, school, and special rates. In this way the collection would be done cheaper, in my opinion, than having a collector for each parish.

17. Rates should be levied on the gross rentals as appearing in the County Valuation Roll, and thus made uniform. At present, every parish nearly has a different mode of assessment.

18. My general view, however, is that the rates for lunatic paupers, ordinary paupers, and *school rates* should be paid by Government grants.

APPENDIX No. CL.

STATEMENT OF EVIDENCE BY DR ALBERT WESTLAND, MEMBER OF ABERDEEN PARISH COUNCIL, CHAIRMAN OF THE DIRECTORS OF ABERDEEN FEMALE SCHOOL OF INDUSTRY, MEMBER OF THE COMMITTEE OF THE ASSOCIATION FOR IMPROVING THE CONDITION OF THE POOR, AND OF THE SOCIETY FOR THE PREVENTION OF CRUELTY TO CHILDREN.

1. My experience is, *1st*, some experience as assistant to a Poor Law medical officer in London. *2nd*, I held for twelve years an appointment as one of the medical officers of the Haverstock Hill and Malden Road Provident Dispensary, London, N.W. *3rd*, I have been for some years Chairman of the Directors of the Aberdeen Female School of Industry. *4th*, I have been for two and a half years a member of the Aberdeen Parish Council. *5th*, Having retired from practice, I have interested myself in philanthropic work, and am one of the Committee of the Association for Improving the Condition of the Poor, and of the Society for the Prevention of Cruelty to Children; and am also a visitor to the Aberdeen Prison in connection with the Prisoners' Aid Society. I am thus brought in contact with various phases of poverty.

Medical Assistance of the Poor.

2. The Town Council of Aberdeen, who are the Sanitary Authority, employ two women inspectors under the medical officer of health, who give advice to the poor about sanitary matters, and also the care of infants.

3. Under the Parish Council the city is divided into *five* districts, to each of which a visiting medical officer is attached.

4. There is a free Dispensary, supported partly by the interest of endowments, but mainly by voluntary contributions. It has *six* medical officers, to each of whom is assigned a district of the town where, when necessary, he attends patients at their own homes; one ophthalmic surgeon, and one dentist. In connection with the Dispensary is a Maternity Home, where women are received for confinement. Women are also attended at their own homes by medical students under the supervision of the medical officer of the Maternity Home. The large majority of the Dispensary patients attend as out-patients, the institution being open every forenoon.

5. The Royal Infirmary has also a large out-patient department, more than 20,000 patients being seen last year (1906).

6. The work of the parish medical officers and the dispensary medical officers tends to overlap. When poor people are taken ill they send as a rule to the Dispensary, if they are not already on the poor-roll. If the illness continues, relief may be required, and before the relief is given, they must be handed over to the parish district medical officer. There is no formal co-operation, but the different medical officers are usually on good terms and arrange matters.

7. Nominally the out-patient department of the Infirmary does not compete with the Dispensary, people residing in Dispensary districts not being considered eligible for the out-patient department of the Infirmary; but practically little inquiry is made, and there is considerable duplication.

8. There is also an out-patient department of the Sick Children's Hospital, and this competes with the Dispensary and the Infirmary.

9. There is undoubtedly scope both for increased efficiency and considerable economy if the three institutions mentioned would collaborate in a definite organisation. I do not think the parish medical relief would be much affected, as, on account of the facilities offered by the other agencies, it is limited mostly to persons actually in receipt of poor relief.

10. The great difficulty in Aberdeen in the way of handing over to one authority the whole gratuitous medical assistance is the existence of a large medical school. The students require for their education experience in outdoor work as well as teaching from indoor cases, and this is afforded by the Infirmary, the Dispensary, and the Sick Children's Hospital. If it were not for this, I see no great difficulty in organising the whole gratuitous attendance on the poor under the supervision of the Parish Council; it would necessitate an extension of an arrangement the Parish Council already has for sending cases requiring skilled operative surgery to the Royal Infirmary.

11. I am of opinion that gratuitous medical relief should carry with it the electoral disabilities attached to ordinary poor relief. Among doctors practising in the poorer districts there is much complaint of the unfair competition of the out-patient departments of the Infirmary and the Sick Children's Hospital.

12. The health of the community of Aberdeen does *not* suffer owing to the insufficiency in amount or quality of the medical assistance at present available for the poor.

APPENDIX No. CL.—*Continued.*

POOR LAW ADMINISTRATION.

13. Outdoor relief is administered by three committees of the Council, of eleven members each, the committees meeting on the Mondays of successive weeks. This is a very great improvement on the former method of the whole Council of thirty-one sitting. Even eleven members is more than enough; a committee of seven or eight would seem ample.

14. In 1905 more than 80 per cent. of these receiving outdoor relief were females; and of the females nearly 70 per cent. were over fifty years of age. Of the females under fifty, more than 80 per cent. had one or more dependants.

Of the males receiving outdoor relief almost 50 per cent. were over seventy years of age. Less than 10 per cent. were under thirty years of age, and probably the large majority of these were permanently disabled to some extent.

15. Some of the Parish Councillors are representative labour men, put forward by trades societies, and by socialist organisations. Others are tradesmen and shopkeepers, either in active work or retired. There is one solicitor, one architect, and two doctors, one of whom (myself) is retired.

There is a tendency in Aberdeen to consider the Parish Council a rather insignificant body, and there is a distinct reluctance among gentlemen of any position to take part in it. When a vacancy occurs there is little demand for admission to it.

16. I think it most inexpedient to give able-bodied persons a claim to parochial relief. There is a considerable amount of casual labour in Aberdeen, being a seaport; and if able-bodied persons could claim parish relief when they did not choose to find work, there would be an increase in the expenditure of earnings on drink, and a temptation to take advantage of relief rather than trouble to obtain employment. There are voluntary societies quite sufficient to meet the wants of such as really deserve temporary assistance. This applies also to their dependants. Relief to a dependant means relief to the responsible person.

APPENDIX No. CLI.

STATEMENT OF EVIDENCE BY MR ALEXANDER S. WHYTE, MEMBER OF THE CATHCART PARISH COUNCIL, AND OF THE ODDFELLOWS FRIENDLY SOCIETY, MANCHESTER UNITY.

FRIENDLY SOCIETY WORK.

1. The M. U. of Oddfellows is the largest Friendly Society in the world, numerically and financially. I have been a member of it for about forty years. I have held various offices during that period, and am a Past Provincial Grand Master. The members of the Order are drawn from the better class of working-men principally; together with that initial fact, and the teaching and training of the Order, there is to be found within its ranks a large proportion of members who have risen to better social conditions since joining the Society. There is no wage-limit.

2. There is a strong feeling in the Order against any State interference. It is believed that any co-operation between the State and the Order, which embodied the granting of money to the Society for old age pensions, would lead to such interference.

3. The Society provides for superannuation benefits. A comparatively small number take advantage of this. Sickness and death are present contingencies to young men; an old age benefit seems too remote to provide for. It would be a great help to the funds if members could be induced to go in for it, as undoubtedly a large amount of money is paid for so-called sickness in old age, which should be strictly superannuation. So much so is this the case, that there has been some talk of making it compulsory on future entrants to insure for superannuation at a given age, with, of course, cessation of sickness benefit at the same period. I am rather inclined to think it will require to come to that.

4. Any freely given State old age pension would practically frustrate any attempt of the Society to make superannuation compulsory.

5. I don't think "free medical State relief" would seriously affect friendly societies. They would probably require to drop that as one of the "objects" of the society. Members wouldn't pay for what they could get free.

6. I think "freely given Poor Law out-relief" would have a tendency to curtail the operations of friendly societies.

7. Anything that would discourage individual thrift should be avoided; on the other hand, self-help should be encouraged.

8. To know where to draw the line, and how to draw it, is of course the difficulty. I should, speaking generally, say, that if any State gifts are to be given, such gifts should be graded according to the thrift or thriftlessness of the individual; this seems right as an act of justice, but in addition, if both classes are to be rewarded alike, thrift will be discouraged. Membership of a sound friendly society should be taken as an evidence of thrift.

9. I do not think friendly societies are progressing numerically as rapidly as they did ten years ago.

POOR LAW ADMINISTRATION.

10. I have been a member of Cathcart Parish Council since the Local Government Act came into operation in 1895. I have also been Chairman of the Council.

11. I am not in favour of large areas for administering relief. I think the more members can personally know about applicants for relief, and be familiar with their circumstances, the more likely is the administration of relief to partake of kindliness and justice, and the avoidance of harshness, which must frequently obtain—and probably unavoidably obtains—in large areas where the members have neither time nor opportunity to know so well the whole circumstances.

I do not think large areas work out so well, economically, as medium-sized ones.

12. I do not think that money provided for the relief of the poor should be allowed to be spent in litigation about disputed "settlements," but that all such cases should be compulsorily submitted to the Local Government Board for final decision.

APPENDIX No. CLII.

STATEMENT OF EVIDENCE BY REV. HENRY WILLIAMSON, MINISTER OF THE UNITARIAN CHRISTIAN CHURCH, DUNDEE.

1. I have taken a deep interest in the condition of the neglected poor of this city for the past forty years, mainly as an independent observer, and whenever an opportunity arose, of assisting in efforts to relieve sufferers from unemployment and other causes.

My aim has been to sympathise with the sufferers and

APPENDIX No. CLII.—*Continued.*

to keep myself informed respecting the facts of their condition.

2. I served three years as a member of the Dundee Parochial Board.

Since 1891 I have been a member of the Dundee School Board.

In 1885 I founded the Dundee and District Mill and Factory Operatives' Union, especially designed to benefit the female operatives in the staple trade of the city.

I have also carried on an emigration scheme for sending young women for domestic service to the United States of America, and also for young women engaged in jute spinning, by advancing the whole cost of their ocean fares. The results have been satisfactory to the emigrants and to their families at home.

3. Since the change in the law respecting the employment of children over twelve years of age, I have in various ways endeavoured to influence my colleagues upon the School Board to relieve the pressure of poverty upon families by giving partial exemption from school attendance to boys and girls well able to work and help to earn their own living. I have no doubt much suffering is involved in the enforced attendance at day-schools of such persons, without any advantage to the future prospects of the boys and girls concerned.

SELF-HELP SOCIETIES, ETC.

4. Under this subject the establishment and work of the Dundee and District Mill and Factory Operatives' Union will probably interest you.

The Dundee jute industry is peculiar in the excessive employment of females and boys, and the comparatively limited number of positions for men.

In 1885 there were several mills standing idle owing to the operatives refusing to work for the wages then offered. It was felt that an organisation would help the work-people ; and with my promise to form a Union for them, the workers resumed their employment.

Since that time I have personally assisted in repeated appeals for increased wages. The wages now are 25 per cent. better than they were in 1885.

The Union also aids its members when thrown idle through lockouts, breakdowns, and accidents.

CHARITIES.

5. I have found very few persons have a knowledge of the fact that no able-bodied person in Scotland can obtain relief from the Parish Council. Working-people often have the impression that if they should require shelter in the poorhouse it would be available. If one hears of a family or individual destitute, the Parish Council cannot afford relief. I have heard of at least one case where the medical officer was able to certify that an applicant was suffering from starvation, and relief was afforded.

6. The law should be altered to permit the Parish Council to relieve cases of temporary distress, as by doing so permanent pauperism and loss would be prevented.

APPENDIX No. CLIII.

STATEMENT OF EVIDENCE AS TO THE MEDICAL ASSISTANCE OF THE POOR BY JOHN T. WILSON, COUNTY AND DISTRICT MEDICAL OFFICER OF HEALTH FOR LANARKSHIRE (WHICH HAS AN AREA OF 540,836 ACRES, AND A POPULATION OF 286,000) SINCE 1894. PREVIOUS TO THAT WAS ASSISTANT TO THE COUNTY AND DISTRICT MEDICAL OFFICER OF HEALTH FOR SHROPSHIRE.

1. *Sanitary Authority.*—The three county local authorities in dealing with the prevention of infectious diseases have provided hospitals in which patients are treated suffering not only from acute ailments, such as scarlet fever and typhoid fever, but also those suffering from pulmonary phthisis. Many of these patients are either on the poor roll as obtaining relief, or are in such circumstances that, but for the admission to the hospital of the local authority, they might require to apply for relief.

2. In connection with the prevention of diphtheria, the county local authorities have also recently arranged to supply diphtheria antitoxin free of charge to such patients as, in the opinion of the medical attendant and the medical officer of health, are unable to pay the cost of same. These measures have been adopted because of the great fatality which still occurs in mining districts from this disease, and the frequency with which there is delay in administering antitoxin as a remedy.

3. Visits are sometimes made by the medical members of the public health staff, with a view to giving advice either in connection with consumptive patients, or ordinary infectious diseases ; but these visits have perhaps no direct bearing on the subject of inquiry.

4. *Poor Law.*—As M. O. H., it is known to me that any destitute person may apply to the inspector of poor for relief, and, on obtaining a certificate from the Poor Law medical officer that he is not able bodied, obtains either admission to a poorhouse or outdoor relief. Such cases are occasionally brought under my notice if the ailment they are suspected to be suffering from is of an infectious nature, and I have known a tramp suffering from small-pox thus kept in charge until removed to an isolation hospital.

5. *Voluntary Effort, etc.*—Almost every work of any size has in connection therewith, what might be called a workman's medical club, or better known as a works' doctor. The money contributed weekly or fortnightly to this fund is deducted by the master from the wages due. The general hospitals are situated mostly in Glasgow. There is, however, at Douglas, and at Lanark, in the Upper Ward district, and at Coatbridge in the Middle Ward district, general hospitals, provided originally by some philanthropic person, and maintained by public subscriptions. The class of persons seeking the benefits of such institutions varies considerably, but as a rule they are working people who are unable otherwise to obtain the medical treatment and nursing their illnesses require. Special reference should be made in this county to the Jubilee Nursing Associations, partly provided by a fund established by the County Council mainly through the instrumentality of their county clerk, William Alston Dykes. A copy of the last annual report of the County Association is enclosed.*

6. There is considerable co-operation between county local authorities and Parish Council authorities, but difficulties not infrequently arise in the discharge of patients from fever hospitals, who have become mentally affected, and require treatment in an asylum. The parish in which the hospital is situated may decline responsibility. After consulting with the Local Government Board, it was arranged that we should take such patients to the place from whence they had been admitted ; but this is not always practicable. Again, some patients may become paupers while in hospital. Thus a whole family suffering from typhoid fever may be admitted ; the father dies, and the mother and children have to be provided for. These have been so far arranged.—Annual Report, 1900, pp. 119–121. (See App. No. CLIII. A).

7. The health of the community does, I believe, suffer owing to the insufficiency of the medical assistance at present available for the poor, especially in the difficulty and delay in recognising infectious ailments. Typhoid fever and diphtheria require sometimes, for the recognition thereof, two or more visits a day, and the taking of specimens for bacteriological examination. A busy medical practitioner can hardly be expected to do all this for a paltry fee of 1s. 6d.

* Not reproduced.

APPENDIX No. CLIII.—*Continued.*

8. There is one other matter which might be mentioned. In connection with insanitary property cases not infrequently occur where the persons, either through age and infirmity or mental defect, are unable or unwilling to keep their houses in a proper sanitary state. They refuse to go to the poorhouse, and the public health law is evoked. At the present moment there is a woman at a place called Greengairs, in New Monkland parish, who owns a row of small houses which has become so dilapidated that a closing order was obtained from the court the houses being unfit for human habitation. All the occupiers have left except the woman who owns the property, and she declines to make application for parochial relief although living in a most filthy state.

9. Some form of compulsory state insurance such as prevails in Germany would be an admirable remedy for many of the defects above referred to.

APPENDIX CLIII. (A).

Handed in by Dr J. T. Wilson, Lanark.

Extract from Tenth Annual Report of the County and District Medical Officer of the County Council of Lanark.

In connection with the occasional discharge of patients who find it necessary to apply for parochial relief, representations were made to the Local Government Board by the Parish Council of Dalziel (in whose area the hospital is situated) regarding the alleged hardship to the ratepayers of that parish by the discharge from this hospital of destitute persons who thereafter became chargeable to the parish. At the request of the Board the hospital committee met with representatives of the Parish Council, when, *inter alia*, the following facts were referred to as illustrating the position of the hospital committee :—

On 9th December 1898, a patient, John M'Quin, residing in lodgings at New Stevenston, within the parish of Bothwell, was admitted to the hospital certified to be suffering from enteric fever. During convalescence this patient was observed to be suffering from phthisis pulmonalis, or consumption. This ailment was probably of long duration, but it had, since his admission to hospital, rendered him quite unfit for work, so that he was unable to support himself. Having no relatives, and being without money, his landlady was unwilling that he should be discharged from the hospital to her home, and the inspector of poor for the parish of Dalziel having informed the hospital physician that the inspector of poor for the parish of Bothwell should deal with the case, the following correspondence ensued :—

Application to Bothwell Inspector of Poor by Hospital Physician on behalf of John M'Quin.

"With regard to this man, who entered this hospital ' from M'Guire's, Nelson's Land, New Stevenston, on the ' 9th December 1898, suffering from enteric fever, he is ' now free from infection, but is suffering from a lung ' disease, so that on his discharge from here he will be ' unable to support himself. He was a lodger in the house ' from which he was taken.

"The inspector of poor for the parish of Dalziel informs ' me that you are the proper person to apply to in this ' instance, as I am unable to find any relatives who can ' take charge of the man."

Reply from Bothwell Inspector of Poor.

"I have your letter of the 22nd inst., and refuse the ' application which you make on this man's behalf, in ' respect that he is residing in the parish of Dalziel, the ' inspector of that parish being the official bound to deal ' with the case. If the inspector should refuse again to ' take charge of the man, you should present an appeal to ' the Sheriff; but, first of all, ask the inspector for a ' written refusal of relief for the consideration of the ' Sheriff."

Application to Dalziel Inspector of Poor by Hospital Physician on behalf of John M'Quin.

"This is a man who was removed from the parish of ' Bothwell to this hospital suffering from enteric fever. ' He has recovered from this disease, but is now suffering ' from a lung disease, so that he cannot support himself. ' He is about to be discharged from this hospital, as he is ' now free from infection. I am informed by the inspector ' of poor for the parish of Bothwell that you are the proper ' person to deal with in this case, and I hereby make ' formal application to you on the man's behalf.

"Should you refuse to take the responsibility in this ' case, I shall be glad to have such intimation from you in ' writing, so that the matter may be in proper form."

Reply from Dalziel Inspector of Poor.

"I have to acknowledge receipt of your letter of the ' 23rd inst. in this case, and have to refer you to the letter ' from this Parish Council of the 13th February curt., and ' the instruction of the Local Government Board for the ' transmission of poor persons from county parishes to ' infirmaries and hospitals, dated the 27th December ' 1895.

"I refuse to take any responsibility in connection with ' cases sent to your institution from county parishes, that ' duty falling under the jurisdiction of the Parish Council ' from which they are removed."

Under the circumstances I felt it necessary to communicate with the Local Government Board on the matter, and as a result the following letter was received from the inspector of poor for Dalziel parish, and the patient removed on 3rd March 1899 to the poorhouse hospital :—

"Referring to our previous correspondence regarding the ' removal of John M'Quin, and my interview with you this ' afternoon, should our medical officer certify him able for ' removal and free from infectious disease, I will have him ' removed *to-morrow forenoon about mid-day to the hospital* ' *wards of our poorhouse.*

"As my Parish Council have already come to a resolution to refuse all liability for patients in your hospital ' removed from outside parishes, this removal must be ' distinctly understood to be made under protest, and ' without prejudice to any claim this Parish Council may ' have against the Middle Ward District Committee, or other ' Parish Council or Parish Councils, for the expenses incurred, or that may be hereafter incurred, to the Parish ' Council of Dalziel on behalf of the patient."

Consequent upon the conference with the Local Government Board a communication was received by the district clerk, from which I here quote :—

"They (the Board) understand that, in dealing with ' cases removed to the fever hospital under the provisions ' of the Public Health Act, 1897, which are chargeable in ' respect of settlement to parishes other than that in which ' the hospital is placed, the Local Authority are willing to ' undertake to, and that in point of fact they do now, ' remove such cases to the parishes from which they were ' brought on their discharge from the hospital. The Board ' incline to regard this obligation as implied in the provisions of section 54 of the Public Health Act, whether ' the patients be paupers or otherwise.

"As regards cases having no settlement in the parishes ' from which they are removed, the Board think that such ' cases must legally be dealt with by the Parish Council of ' Dalziel, who presumably will be recouped for their ' trouble and outlay by the assessments derived from the ' hospital.

"You are, of course, aware that the Board have no ' power to prescribe this arrangement, but they highly ' approve of it, and wish it to be understood that, if adopted, ' no exception or objection will be taken to it.

"I am only to add that the Board trust that the Local ' Authority and the Parish Council may be able to come to ' such an agreement as I have indicated, which will be, ' the Board believe, in the best interests of sound public ' health and poor law administration."

APPENDIX No. CLIV.

STATEMENT OF EVIDENCE BY MR THOMAS WILSON, SOLICITOR, CLERK TO THE PARISH COUNCILS OF HARRIS, NORTH UIST, SOUTH UIST, AND BARRA.

1. *Qualifications and Experience.*—Solicitor (passed 1879), age 52. In practice in the Long Island District of Inverness-shire for nearly twenty-six years. Educated Edinburgh Institution and Edinburgh University. Factor for The Right Honourable Viscount Fincastle, V.C., on his South Harris Estate. Clerk since 1894 to each of Harris, North Uist, South Uist, and Barra Parish Councils, and clerk since 1890 to each of North Uist and Harris District Committees of the County Council of Inverness. Collector of rates since 1890 for County (Inverness) districts of Harris, North Uist, South Uist, and Barra. Collector of parish rates for Harris since about 1886, for Barra since about 1901, also clerk and treasurer since about 1897 for Harris School Board, and agricultural, etc., correspondent for Harris for the Board of Agriculture and Fisheries since about 1904.

Social and Industrial.

2. My experience of all questions relating to the administration of the law by local authorities in the four parishes of Harris, North Uist, South Uist, and Barra, extends over a period of fully twenty-five years, and by personal knowledge I know the social and industrial conditions of the people, and the changes which have taken place since 1881.

3. The population of the four parishes is a little over 17,000. It may be put down as stationary. The birth-rate exceeds the death-rate by about two to one, but emigration and migration leave the population stationary.

4. The whole population almost is dependant on fishing or crofting, aided by auxiliary employment. Each parish is more or less different in local considerations. *Barra parish*, with a population of about 2,000 people, is mainly dependent on fishing. Almost all are of the Roman Catholic religion. The women of Barra, to a considerable extent, are occupied in fish-gutting in Barra, Shetland and the East Coasts of Scotland and England, and their earnings in this employment aid materially in household expenses. There are very few Barra men in the Naval Reserve or Militia. When fishing fails, the people of Barra are very poorly off; and when it succeeds, the reverse. The gross rental of the parish was £2,533, 13s. in 1906–7. There are five public schools in Barra, namely, at Castlebay, Braevig, Northbay, Craigston, and Mingalay Island. Fishing, agriculture, and tangle-ash, are the only industries of Barra. The tangle-ash industry is not great, but I cannot give figures. These could be had from John Macdonald, Esq, factor for Barra, Askernish, South Uist. The population is increasing. About three-fifths of the parish belongs to Lady Gordon Cathcart, one-fifth to Messrs Murdo and William M'Gillivray, and one-fifth to the Congested District Board Settlers.

5. *South Uist parish*, with a population of about 6,000, is partly dependant on fishing, but mainly on agriculture. About three-fifths the people are of the Roman Catholic and the remainder of the Protestant faith. Those living at Eriskay Island, and on the east side (next Minch) are fishers, while those residing on the Atlantic shore are crofters. The failure or success of the fishing leaves the fisher population poorly or well off, as the case may be. The crofters, that is, those who are tenants of lands, are fairly well off, but they are heavily burdened by having a mass of landless cottars living on their holdings. The young men are to a large number enlisted in the Militia or Lovat Scouts Yeomanry; indeed places cannot be found in those services for them all, which is unfortunate, as they are a fine body of men.

6. The home-spun tweed industry, fostered by the Scottish Home Industries Association under Her Grace the Duchess of Sutherland, has within recent years spread through South Uist, and is now a considerable industry engaged in by the women. The tangle-ash industry is also extensively carried on in South Uist, bringing in, I should say, from £2,000 to £3,000 a year. (Mr John Macdonald, factor, can give statistics.) A number of girls from South Uist are engaged in domestic service on the mainland.

7. The gross rental of the parish in 1906–7 was £6,039, 19s. 7d. There are ten public schools, namely, at Eriskay Island, Garranamonie, Daliburgh, Stoneybridge, Iochdar, Lochcarnan, Torlum, Kilervagh, Balivanich and Flodday. The birth-rate largely exceeds the death-rate, but the population is decreasing owing to emigration and migration. The whole parish belongs to Lady Gordon Cathcart.

8. *North Uist parish*, with a population of about 3,800, all Protestant faith, is mainly dependant on agriculture, not much fishing taking place. By a wise policy of migration, carried out by the proprietor Sir Arthur J. Campbell Orde, Bart., several large farms have been "cut up" into small holdings and landless cottars given holdings, relieving congestion and materially improving the condition of the crofters and new small landholders. The crofters are fairly comfortable, being well housed and contented. Most of the young men are enlisted in the Naval Reserve, Militia, or Lovat Scouts Yeomanry.

9. The home-spun tweed industry, under Her Grace the Duchess of Sutherland's Association, is also largely engaged in by the women at home. A large number of girls are on the mainland as domestic servants. The tangle-ash industry is vigorously prosecuted in North Uist. (H. H. Mackenzie, Esq., factor, Balelone, North Uist, can furnish particulars.)

10. The birth-rate is about two to one of the death-rate, but migration and emigration leave the population a decreasing one. The gross rental of the parish in 1906–7 was £5,133, 18s. 6d. There are twelve public schools, namely, at Grimisay Island, Glaic, Carinish, Baleshare Island, Claddach-Kirkibost, Bayhead, Tigharry, Dunskellar, Trumisgarry, Heisker Island, Boreray Island, and Lochmaddy. The parish is blessed with some seventeen or eighteen spiritual guides, but there is only one doctor and one nurse. Sir Arthur J. Campbell Orde, Bart., is proprietor of about three-fifths the parish, while the remainder is the property of Erskine Beveridge, Esq., of Vallay, F. A. Ranuld Macdonald, Esq., of Banranald, and Captain Macdonald of Waternish.

11. *Harris parish*, with a population of about 5,251, is dependant on fishing to a considerable extent; also to a large extent on seafaring. The young men of Harris are in all parts of the world. Those at home are many of them Naval Reserve men, and some in the Militia. None of them are in the Yeomanry. Harris is the home of the Harris tweed, which is manufactured to a very large extent, and has been so for upwards of fifty years.

12. The policy of creating small holdings has been followed in Harris since about 1882, and has been found eminently successful. The crofters of Harris are fairly well off, but are still burdened with a very large number of cottars who pay no rent or public burdens. The removal of those landless cottars to suitable lands elsewhere would improve their condition as well as that of those left behind.

13. Tangle-ash is not engaged in, save in Berneray Island, and there only to the extent of about £200 per year. A number of girls go to the mainland to domestic service.

14. The gross rental of the parish was in 1906–7 £6,177, 16s. 5d. There are eleven public schools and eight side schools. The public schools are at Scarp Island, Scalpay Island, Tarbert, Kylis-Scalpay, Drinishadder, Kylis-Stockinsh, Manish, Finsbay, Obbe, Scarrista, and Berneray Island. The side or sub. schools are at St Kilda, Northton, Tarransay Island, Amhuinsiudh, Ardvourlie, Eileananabuich, Bunavoneadder, and Rhenigadle.

15. The people are all of the Protestant faith, but, like North Uist, they are now divided up into several sects and are blessed in having some eighteen ministers and missionaries to attend to their spiritual welfare; while

APPENDIX No. CLIV.—*Continued.*

three doctors and two trained nurses attend their temporal ailments.

16. The birth-rate considerably overlaps the death-rate. The population is slightly on the increase, due, doubtless, to the creation of small holdings, but large numbers migrate and emigrate also. The Earl of Dunmore, V.C., owns about one half the parish, while Sir Samuel Scott, Bart., and Major Stewart and D. A. Stewart, Esq., own the remainder.

17. General to Outer Hebrides of Inverness-shire.—Between 1881 and 1907 the condition of the people all over has immensely improved. Destitution appeals were quite common up to 1882 or 1883. Now a destitution appeal is unheard of and undreamt of, save where a boating disaster may have occurred. The housing of cattle in dwelling-houses along with the human being, common fifteen years ago, is now uncommon. The hovels have given way to comfortable "black houses" or white houses. The opening up of districts by the creation of school footpaths or roads, allowing of access for children to school, has increased the average daily attendance of scholars immensely. In Harris, between 1893 and 1907, the average has risen from 430 to 760 (while the difference in population between the two periods did not exceed 300). To J. L. Robertson, Esq., H.M. Inspector of Schools for the North of Scotland, Inverness, almost solely this great improvement is due, and his evidence on educational matters cannot be surpassed by any man living. Education has made wondrous strides within my own recollection.

18. The opening up of the Islands by the establishing of a service of mail steamers in place of an antiquated sailing mail packet, affording access and egress to and from the Islands, now in force some twelve or fourteen years, has done great good and increased trade very much. The telegraph, parcel post, money and postal order service, also have served to kill the sweating prices of local merchants, and such are largely taken advantage of. In housing, clothing, and feeding, the social condition of the islanders has improved 50 per cent. in the last twenty-five years.

19. All the causes I have mentioned have contributed towards this result, more or less; while the security of tenure afforded under the Crofters' Holdings (Scotland) Act 1886, in lending an incentive to improvement and encouragement to small landholders, has proved an incalculable success and benefit. The question of providing small holdings with security of tenure is all important in dealing with the social and material improvement of the people of the Long Island District of Inverness-shire.

20. It is from the landless cottar and labouring class that the great majority of the paupers come, at least 90 per cent. of them being so. It is a comparatively rare thing to find on the poor roll a person who has been a small landholder and when such a case occurs, careful investigation will in almost every case show it has arisen from disaster unavoidable.

21. The small landholder settlements at Northton and Borve-in-Berneray (Harris), and at Sollas and Greinitote (North Uist), are marvellous illustrations of the success of such schemes carried out under the proprietor's guidance and care. Here are to be found to-day families, well housed, well clothed, and with good stock on their lands, punctually paying their rents and bearing a share of public burdens, who, seven and eight years ago, were living in wretched hovels, denied the opportunity of improving their condition, and in a condition disgraceful to humanity; then landless cottars, a burden on their neighbours, and paying no rent or public burdens, and who, if left in their former state, could not have any other fate ultimately than the poor roll. None of these settlers will ever now go on the poor roll, and it is an instructive fact that in Harris parish, where the policy of creating small landholders has been carried out for twenty-five years, the number of paupers on the poor roll in proportion to the population is the lowest of all four parishes; and the rate of assessment per £ also the lowest. In *North Uist Parish*, where this policy has prevailed for eight years, the pauper's roll is now a gradually decreasing one, being to-day the lowest in number it has been for years, and the rate of assessment next higher than Harris; while in *South Uist Parish*, where the creation of small landholders had been opposed in every way until 1906, the pauper roll was the highest and the rate of assessment higher than either Harris or North Uist. In *Barra parish* the system of peasant proprietorship has been tried by the Congested Districts Board for Scotland, but as yet has not proved a complete success; although it undoubtedly has greatly relieved congestion. In *South Uist parish* the proprietrix, Lady Gordon Cathcart, has now adopted the small landholders scheme and is settling small holders on large farms on her estate, a policy which will relieve congestion and aid in removing poverty.

22. The people of these four parishes are eager to obtain land, but save where I have mentioned, have invariably been denied. The fear of creating a nest of paupers by creating small landholders, strong in the minds of proprietors thirty years ago and probably well founded under the conditions then prevailing, has by most proprietors mistakenly been practised ever since, although the conditions in the meantime had been revolutionized, and the impossibility of creating paupers in small landholders demonstrated.

23. The creation of new holdings in the Islands where suitable, and the migrating of a large number of the landless cottars to vacant suitable lands on the sea-coast of the West Coast of Scotland elsewhere, would benefit all concerned, and do more to remove poverty than any other possible way. The people are not desirous of becoming a burden on others or on the rates, and would gladly avail themselves of any fair opportunity of creating homes for themselves in their youth against the frailties of old age. For want of this opportunity they are now numerously emigrating to Canada. No better old-age pension could be given an Outer Islander than a small-holding in his youth.

24. They are a very law-abiding people. Crime is almost unknown. I have not known of a single police case in fifteen years out of a population of over 2500 on Lord Dunmore's South Harris Estate.

Administration of Relief.

25. An application must be made to the inspector of poor for relief. He inquires into it. The parish medical officer also reports on the applicant's state of health. This application is considered by the Parish Council, and granted or refused, according to the circumstances. As a rule, the parish councillors (one or other of them) know the applicant's circumstances, and in my experience remarkable fairness in dealing with the application prevails, regard being had always to the applicant's circumstances, and the ratepayer's interests. The outdoor aliment is usually very small, running from 9d. to 2s. per week, but I should say the average rate per head does not exceed 1s. 3d. per week. It is a bare pittance, but sufficient, as all are related, and great kindness is shown by all to the poor in the district. The aliment is paid in cash monthly (that is, every fourth week). Clothing, bedding, fuel and housing are also supplied by the inspector where required.

Outdoor and Indoor Relief.

26. Most paupers are outdoor. They have greater freedom and cost less. Wherever possible, outdoor relief is given to deserving applicants falling within the operations of the Poor Law Act. The test of a poorhouse is of some slight value in North Uist parish, where the combination Poorhouse for the four parishes is situated, but the poorhouse is to the other three parishes of no real value and an intolerable burden. It has cost Harris parish, since it was built in 1883, upwards of £3,000, and during all that period there has only been three paupers from Harris in it, and these for so limited a time that the average cost of each has exceeded £1,000. The sending of a poor person who is a proper subject for relief, to this poorhouse, where his (or her) liberty is taken from him, and he is subjected to a species of imprisonment he has never before been accustomed to, while at the same time the cost to the parish in the poorhouse runs up to 4s. per week, as against 1s. 3d. outdoor, is not only not desirable, but it is absolutely wrong.

27. And so far as South Uist and Barra parishes are concerned, with a Roman Catholic population, it is unreasonable and unjust to expect poor old people of that faith to go into a poorhouse situated in North Uist, cut off from communication with and outside the reach of clergymen of their own church. I should rather expect them to die in preference to going inside its walls, and I am not at all surprised paupers from South Uist, Barra and Harris, do not go to the Lochmaddy Poorhouse, and I would be surprised if the councils of those parishes ever sent many paupers to it. This poorhouse was a gross and stupid blunder perpetrated at a time when public questions dared not be openly discussed in those islands, and was carried out by influences ignorant of the requirements of those districts, and really in direct opposition to public opinion. This poorhouse should be abolished as useless,

and as an intolerable burden on the four parishes. It costs 7d. per £ roughly of assessment (halved between owners and occupiers) to every ratepayer in the Long Island four parishes, and it is absolutely of no value as a test or otherwise. The conversion of part of it into lunatic wards in 1907 has been a step in the right direction.

28. *In South Uist parish* the council has built a neat little row of one-room paupers' houses at Daliburgh, capable of housing twelve paupers, the cost of which was £200. The stronger attend to the weaker paupers, the same fuel serves for two or more paupers, the paupers have liberty, and old age and infirmity are not dealt with as if such were crimes. I am entirely opposed to plucking poor old people who have lived honest and upright lives, suddenly up and away from a lifelong association, and sending them to a poorhouse to be confined as semi-criminals, and cut off from their friends. The scheme of paupers' houses as experimented with by South Uist Parish Council will, I am satisfied, prove cheaper for the ratepayers and more beneficial for the paupers than the poorhouse, and these rural poor cottages should be recognised as a test, equivalent to the offer of relief in a poorhouse, and encouraged. So satisfactory has this experiment been, the Council has now arranged to build another house in the centre of the parish on similar lines.

The Classes of Persons Applying for Relief.

29. These are mostly widows and orphans of fishermen or aged and infirm cottars. Disaster at sea every now and then throws a widow and orphan on the poor roll.

30. Lunacy charges as a rule fall entirely on the parish, the relatives of the lunatic mostly being unable to contribute. These charges are exceedingly grievous to be borne, being about 1s. per £ of the rating. All certified lunatics must be sent to the mainland to Inverness district asylum, and the cost runs up from £6 to £12 for removal in each case. Persons becoming lunatic nearly all fall on the parish. The number of lunatics is greater now than in former years. To some extent this arises from greater stringency. The religious squabbles of late years among Protestants account to some extent also for this.

31. Old cottars and labourers, and men and women disabled or sick, returning from the mainland to the parish of their birth also is not uncommon, and this class will, as years roll on, be more numerous unless the law of settlement be altered.

The Cause of Pauperism.

32. I have largely explained this already. The serious question facing us now is that the youths are emigrating largely, and the future may find us left with only the old and infirm.

33. I believe the mistaken policy of refusing small holdings to the landless cottars largely accounts for pauperism. The poor rolls show a considerable number of old maids, whose condition has arisen from the men in former years having left the Islands and gone abroad, leaving the women in the Islands, and they, being ignorant of any language but Gaelic, could not leave. Had the men got holdings, they would have remained in the Islands and married.

34. Owing to education, the girls are now leaving the Islands in as great numbers as the young men, all being taught English as well as Gaelic at school.

The Class of Persons seeking Election as Parish Councillors.

35. All classes: merchants, clergymen, crofters, farmers, and landlords. So far as my experience goes, perfect fairness in representation and administration prevails. The voting power is in the hands of the crofters, but it is not abused, perfect good will prevailing among all classes.

The Expediency and Probable Effect of giving Able-bodied Persons a Claim to Parochial Relief.

36. It is not expedient to grant this, and I have not known any occasion for it in the four parishes. The granting of it would not be wise, being no more than an encouragement to lazy characters to sorn upon their more industrious neighbours. Where an able-bodied person has been out of employment and hard pushed, if known to be industrious and honest, there will never be any difficulty of providing for such by their neighbours without parochial aid. It would certainly make it much more difficult for some parish councillors faithfully to discharge their duties if such a claim was allowed.

The Suitability of the Existing Areas for the Purpose of Administering Relief.

37. So far as the four parishes referred to are concerned, the parish areas for administration of relief could not be improved upon; but this does not apply to the question of rating.

Reform in the Law or Practice suggested by my Experience.

38. Abolish entirely the law of settlement by birth or residence in the parish, and substitute instead "birth in "Scotland." The existing law of settlement operates most unjustly. It is antiquated, ridiculous, and unsuited to the age we live in. It burdens the proprietor of lands who encourages the propagation of the human race on his lands, and relieves the proprietor of lands who evicts them. It is thus unequal in its effects and unfair.

39. The law of settlement has cost as much in law costs as would have given every pauper in Scotland a substantial permanent increase to his allowance. The litigation over "settlement" and its costs have been disgraceful; and as a lawyer myself, I have no manner of doubt my professional brethern in the future will keep that litigation going.

40. I illustrate the hardship of this birth settlement by a case which occurred in my own experience. A lady on a visit from South Uist parish to North Uist parish gave birth to a child during a temporary and only residence of less than fourteen days (M'Rury Case, North Uist), and years afterwards this child fell to be supported by North Uist parish.

41. Another case was that of a travelling tinker who gave birth to a child in Harris in a canvas hut during a week's temporary and only residence, yet the child fell upon Harris parish years afterwards (Macdonald's Case, Harris).

42. As a natural consequence of a national settlement, the poor rate (including all items falling under that head in the Local Government Board's Abstracts, *e.g.*, lunacy, medical relief and vaccination) should be a national rate. The cost of registration should also be included under the same head, there being no reason whatever in keeping separate accounts for same.

43. Under a national rate scheme a check upon excessive or unnecessary expenditure would be requisite, and this could be had by Local Government Board inspectors, after audit, certifying the amount which should fairly be paid to each parish, all expenditure in excess of the certified amount being left on the parish to be provided by a local rate levied within the parish. An appeal by the parish to the Local Government Board against the amount certified should be open.

43*a*. Failing a national rate and a national settlement, there should be compulsory arbitration to the Local Government Board, whose determination should be final, in all matters entrusted or to be entrusted to the administration of Parish Councils.

44. The incidence of taxation must be altered. (Reference is made to the report of Sheriff Fleming and Mr A. B. Miller on the burden of the existing rates and the general financial position of the Outer Hebrides, 1906).

45. It is impossible for those four parishes to continue indefinitely going on paying taxation far beyond what is just or fair, in proportion to what is paid in similar parishes elsewhere in Scotland. While the cost of administration has increased since the Local Government Act of 1894 came in force, the grants in aid have largely decreased. But the comparison made by Sheriff Fleming between 1895 and 1906 years in that report does not adequately represent the difference between the period prior to 1894 and the year 1906. The Local Government Act of 1894 provided machinery, necessitating a much more costly administration than existed prior to 1894, and the cost of administration prior to 1894 was much less than after that date.

46. As a protest against the burdensome taxation and unequal incidence thereof in *Barra parish*, five out of seven councillors resigned office in 1906; in *South Uist parish* nine out of eleven councillors resigned; and in *Harris*

APPENDIX No. CLIV.—*Continued.*

parish six out of seven councillors resigned office, leaving in the respective parishes two or one councillor to carry on the affairs of the parish and to prevent a stoppage; and on new elections being ordered by the Local Government Board to fill up the vacancies thus created, not a single candidate could be got in any of the parishes to stand for election.

47. Reference is made to the final report of His Majesty's Commissioners appointed to inquire into the subject of Local Taxation in Scotland, 1902, and to the recommendations by Lord Balfour of Burleigh and Lord Blair Balfour, which recommendations, if given effect to, would greatly ameliorate the burden of taxation these four parishes suffer under.

48. I would suggest also that in calculating the amount of grant payable, the whole cost of vaccination, registration, lunacy and poor, should be taken into account.

49. The inequalites existing under the Agricultural Rating Relief Act should be rectified so as to insure that the grant in relief should be commensurate with the loss sustained by reduction from assessable rental, which it is not under the Act; also that grant should be given under the Special Parish Act, at present not received in any of the four parishes, owing to no special parish rate having been levied in 1896.

50. In the matter of rating much reform is necessary.

(*a*) The 37th section of the Poor Law Act should be repealed, and the assessment levied on the gross rental as appearing in the valuation roll.

(*b*) The Parish Council should be the rating authority, and all sums requisitioned for by other authorities should be (as is done in education) by slump sum.

(*c*) The demand notice should be for one rate, the "parish rate" only, abolishing the distinction in the demand notice between poor registration, education and special parish purposes. Roads and public health rates should also be included under the "parish rate."

(*d*) One parish or district collector should collect all rates, which would give greater efficiency and less cost than several collectors.

(*e*) Recovery of rates should be simplified by making it competent, upon a summary warrant granted by the sheriff or a justice of the peace, to imprison the defaulting ratepayer; and

(*f*) Police officers should be bound to enforce such warrants free of cost.

51. Elections of Parish Councils in December should not then take place in rural districts. Such should take place in October or March. It is practically giving a man a vote and taking it away by weather, to make an election in December.

52. The December meeting of the Parish Council should be abolished. It is asking too much of elected councillors to turn out in rural districts in December for the formality of appointing office-bearers only, who could quite as easily be appointed at the October or February (statutory) meeting.

53. The Parish Council should form a committee of the County Council with power to nominate certain members to the County Council, and all road and public health matters should be administered in rural districts by the Parish Council. Education might also be entrusted to the Parish Council. With so many public authorities in rural districts, it is not always possible to get the most suitable men to act as councillors; whereas with one council dealing with all parish affairs, the very best men would be had, with greater efficiency and at much less cost. Besides, the various parish offices could be better and cheaper worked under one set of officials than under a number, and wherever possible such should be combined. The cost of administration of parochial affairs arising from this cause is out of all proportion in excess of the value received, and the ratepayers are needlessly overburdened in consequence.

In each parish there are at least the following officials:—

Under School Board.—Clerk, compulsory officer.

Under Parish Council.—Inspector of poor, clerk, collector, medical officer, public vaccinator, registrar, and footpath inspector.

Under District Committee.—Clerk, collector, road surveyor, chief district medical officer of health, district medical officer of health, chief district sanitary inspector, district sanitary inspector.

54. *Parish officials are over-inspected*, with the result that a great deal of valuable time is wasted. Every inspector has his own particular hobby to ride, which can only be done at the cost of the ratepayers. The following at present look after the four rural parishes:—Lunacy inspector, general superintendent Local Government Board, registration and vaccination inspector, education inspector, county sanitary inspector, Board of Agriculture and Fisheries inspector, factory and workshops inspector, county medical officer, Congested Districts Board inspector of roads, Food and Drugs Act inspector, weights and measures inspector, poorhouse inspector.

55. A visit from each of those officials, even only once a year, is rather a costly matter to the public, and harrassing to parish officials. Surely a combination of some of those inspectorships could be effected without loss of efficiency yet with greater economy.

Medical Relief and Medical Officers

56. The position of medical officers and their duties and emoluments in rural districts requires consideration.

57. The medical officer should be a Government official, and he should be bound to perform all duties falling to be carried out by the local authority (parish) for an adequate salary, including poor, lunacy, education, vaccination, and public health. It is nonsensical having one medical officer appointed by the Parish Council for the poor and lunatics, on salary, yet separately appointed by the same authority as public vaccinator on a separate salary, while if a lunatic falls to be certified a special fee is compelled by the Local Government Board to be paid to this already salaried official; while yet another medical practitioner appointed by the district committee or medical officer of health on another salary; while under the Notification of Diseases Act, this salaried official has also to be specially paid fees.

58. In rural districts as a rule there is not room for more than one, or at most, two medical officers, and but for the parish system of employing a doctor for the paupers and paying him a salary in that capacity out of all proportion to his services, there would be no doctor at all.

59. I would suggest that in rural districts the Local Government Board should have power, upon inquiry, to certify for Parish Councils employing a medical officer, not only for the paupers, but for all householders in the parish, and that where so authorised the parish should have the power to levy an assessment upon all householders for payment of the medical officer's salary, or such portion thereof as might be allocated upon the parishioners.

60. It often happens that a poor person not a pauper is worse off for medical relief than the pauper, and in rural districts this matter is so serious as to demand attention and a remedy.

61. The position of the county medical officer of health also requires attention. That is an office to which a large salary is attached, but for which no practical value is got by the ratepayers. He is nominally the county medical officer of health, but in reality he has no power over districts and does nothing for them. His position should be made a practical working one with a district to work upon and duties to perform.

Over-Multiplication of Authorities and Officials.

62. There need be no doubt whatever that the numerous authorities, with many officials, acting under various statutes granting Local Government piecemeal, has resulted in an over-multiplication of authorities and officials and over-inspection, at greatly increased cost, and without receiving the highest efficiency possible, and it would be of the greatest possible value in every way, in rural districts, to have all local administration overhauled and placed under one authority, with one set of officials, and fewer inspectors.

Statistics.

63. When examined before Sheriff Fleming's Local Taxation Commission in 1906, I produced statements for each of the four parishes of Harris, North Uist, South Uist, and Barra, giving particulars of expenditure (in all its branches) and income (from all sources), also showing the assessable rentals, deductions and rating, which, if desired, I could bring down to 15th May 1907 and produce.

APPENDIX No. CLV.

STATEMENT OF EVIDENCE BY MR JOHN GRAY WINNING, CHAIRMAN OF THE HAWICK PARISH COUNCIL.

1. As assistant at Branxholme to the Chamberlain to his Grace the Duke of Buccleuch, I have had a considerable experience in the working of the Poor Law in Scotland, it having been part of my duty to attend the meetings of the various parochial boards in the district belonging to the parishes in which his Grace's lands were situated. I was elected a member of Hawick Parish Council in 1895, and have been a member continuously since that date. I was appointed to the office of Chairman in 1900. I am also Chairman of Hawick Poor House Combination, and have been so since 1890. The Combination serves the parishes of Hawick, Cavers, Hobkirk, Teviothead, Roberton, Ashkirk, Lilliesleaf, Minto, Kirkhope, Langholm, Canonbie, and Ewes, and comprehends a population (census of 1901) of 28,646.

Social and Industrial Conditions of my Parish.

2. The parish of Hawick, as at present constituted for civil purposes, includes the parish of Wilton, which was conjoined with Hawick immediately subsequent to the passing of the Local Government (Scotland) Act of 1894. The total area of the combined parishes is 15,023 acres. Its greatest length is about nine miles, and its greatest breadth about five miles. The town of Hawick, which is situated nearly in the centre of the parish, had in 1901 a population of 17,303, and the landward portion of the parish 1,199, making a total of 18,502.

3. Hawick is a well-built and cleanly town, and has been fortunate in getting good men to enter the Town Council and take an interest in public affairs. The staple industries are the manufactures of tweeds and hosiery, which have given it a well-known reputation for these articles. Although there are times of dull trade, the average condition of employment is not below what will be found to prevail in towns of a similar character.

4. There was a decrease in the population, in the decade between 1891 and 1901, of 2,054 persons, of which number 1,901 applies to the burgh and 153 to the landward part of the parish. On the other hand, there has been a steady increase in the valuation of the parish, the gross rental for year to Whitsunday 1906 being £95,113 as against £88,780 for ten years ago.

5. Like other places engaged in textile manufactures, the majority of the employees in Hawick are women. They are in general a superior-looking class to the men, and in dress and conduct much above the ordinary standard.

The inhabitants may truly be described as sober and industrious. Crime of a serious nature is rare. The actual number of persons dealt with in the burgh for all crimes and offences during the year ended at 31st Dec. 1906 was 313, a percentage of 1·80 only. There is little or no scope in the parish for the advancement of able and enterprising young men; and many of this class find their way abroad. Facilities for higher education are very far from being what they should be in a manufacturing town like Hawick, but there are signs at present that steps will be taken to remedy this blot on the town.

6. As illustrating the condition of the inhabitants, the following points may be shortly noted:—

(*a*) A working-men's building and investment society has up to date built 429 dwellings.

(*b*) The savings bank (established in 1815) received during the year to 20th Nov. 1906, £33,588 on deposit, and at said last-mentioned date had £124,125 of invested funds. The number of accounts in the books was 5,373.

(*c*) There is an excellently managed co-operative society (established in 1839). Its gross sales for the year to 18th September 1906 amounted to £172,500. Its share capital at that date was £58,977; and its number of members 4,037. There is in connection with the store a penny savings bank which had at credit at 18th September 1906 £6,181.

The foregoing facts go to show that the town of Hawick enjoys a fair share of the national prosperity.

Method of administrating Relief in the Parish.

7. All applications for relief are made to pass through the hands of the inspector. He acts according to his personal judgment in dealing with the application, and whether the applicant is relieved or refused or the application abandoned, the case is submitted to the first meeting of the Parish Council, who fix an aliment or resolve otherwise as in their opinion the case demands. The usual practice is to grant outdoor relief to sober and industrious poor; to test or send to the poorhouse all cases where it is believed that drink, laziness, or dissolute conduct have occasioned the application. Where a case is not ripe for the poorhouse, and doubts exist as to the sobriety of the applicant, relief is given in provisions.

8. The Council consists of twenty-one members, fifteen of whom represent the burgh and the remaining six the landward part of the parish.

There are four standing committees, viz. Law and Finance Committee, Burial Grounds Committee, Children's Committee, and Poor House Committee, whose names explain their respective duties.

9. The only peculiarity or experiment in Poor Law administration which exists is with regard to the services of the medical officer. Instead of one doctor being employed, the various doctors in town take the duty by yearly rotation. This system was instituted in February 1904, on a vacancy arising, caused by the death of the medical officer who had held the position for many years. The reason for adopting this course was not in any way connected with the services of the deceased doctor. He had long and faithfully fulfilled the duties of the office; but it was considered that instead of appointing a permanent successor to him, it would be of service to all concerned were the whole doctors in the town induced to take an interest in the Poor Law administration. They agreed to the proposal, and the result has been hitherto satisfactory to the Council. I am inclined to think that the rotation system might be extended, unless all the public requirements of a parish could be placed in the hands of one man, who should be suitably paid, and debarred from private practice.

Respective Merits of Indoor and Outdoor Relief.

10. Each case, I consider, requires to be dealt with on its merits. In all cases where the applicant bears a good character, and requires relief through no fault except the inability to have made provision for old age or bodily infirmity, I am of opinion that outdoor relief is proper, and should not be refused. On the other hand, the drunkard and dissolute should not be given such relief, but should be sent indoors. Excepting as a home for aged and infirm poor, who are unable to look after themselves, and have no relative who will take them in outside, the poorhouse should be made more of a deterrent to the idle tramp than the regulations permit at the present time.

Classes of Persons applying for Relief.

11. These in the parish of Hawick practically belong all to the ranks of the working population—chiefly from the factories.

At 15th May 1906 there were on the roll of registered poor—

Outdoor list,	126
Poorhouse,	33
Asylum,	46
Total,	205

with 104 dependants.

Of the above number there were:—

Women,	144
Men,	54
Deserted children and orphans,	7
Total as before,	205

Causes of Pauperism.

12. These may be briefly stated as:—

(*a*) Incapacity to work owing to illness or injury.
(*b*) Widows with young children.
(*c*) Old age.

The ordinary list of outdoor poor—excluding children, poorhouse inmates, and insane—comprised 113 persons at 15th May 1906. Of these 60 were widows.

The average age of each of the 113 was 60·23 years. Infirmity, whether occasioned by causes outwith the

APPENDIX No. CLV.—*Continued.*

applicant's power, or induced by his own conduct, is by far the largest factor for the pauperism in this parish. Widows left unprovided for rank next, and drunkenness and laziness fill up the number.

Class of Persons seeking Election as Parish Councillors.

13. Hitherto the Parish Council has had a very fair representation of all the varied classes in the district, such as ministers, manufacturers, farmers, tradesmen, and working-men.

The Expediency of giving Able-bodied Persons a Claim to Relief.

14. I do not approve of this proposal. There are, I am aware, many cases of hardship, but I have always considered these could best be met by private efforts. In dealing with dubious cases under the present laws, a most useful deterrent to any inclination to give the benefit of the doubt to the lazy or depraved is the factor of whether or not a man is able-bodied and capable of working. Is it proposed that men should be supported from the rates in the case of idleness by strike? or that they may be put in the position of being able to cease work at any time on a slight pretence, feeling sure that they can get relief? I can only repeat that I think existing agencies outside the Poor Law are the proper means to deal with this side of poverty.

The Suitability of Existing Areas for the Purpose of Relief.

15. In Scotland, the parish has become so interwoven in the administration of the civil and religious life of the people that, in my opinion, it would be a matter for regret to see any steps taken towards its obliteration. So far as the Poor Law administration is concerned, personal knowledge of the applicants is of great importance, and as at presently constituted few cases occur about which one or other of the Parish Councillors do not possess this knowledge, and I would not place any economy which might be supposed to accrue through the creation of larger areas as against the foregoing advantage. Nor am I at all of opinion that either a money-saving or a better administration would be the result of a change to wider areas.

Suggestions for Reform in the Law or Practice of Poor Law Administration.

16. I have no heroic remedies to propose. My experience, and the observations which I have based upon it, are all in connection with a provincial district, and I cannot speak regarding such condition of matters as may exist in cities like Edinburgh or Glasgow. Many suggestions which I have noticed appear to me to be better adapted for giving ease to officials in carrying out their duties than in remedying any evil that may exist.

17. In dealing with what may be termed the honest poor, there can, I think, be only one method, and that is to consider each case fully and fairly and to deal in a sympathetic manner with it. I think such a course generally prevails, and I do not know that a better could be substituted.

18. With regard to the vicious and dissolute class, it appears to me hopeless to look for any improvement of conduct in cases where the applicants have reached maturity. The vagabond life seems to possess an attraction which when once the weakling has yielded to it, can never be overcome. I think a labour colony, combined with fuller powers of detention, might be a useful reform.

19. It is the children of this class, and, indeed, the case of all destitute children, that, in my opinion, calls for the greatest attention. I do not think mere economy should be considered in the reclamation and upbringing of such children; and I think that if fuller power with regard to the taking and keeping possession of them by the Parish Councils or other authority were granted, much benefit will accrue to the State.

20. I am aware that in many cases the parent or parents are only too pleased to be rid of the responsibility, and glad to be left free, to pursue their course of vicious living; but I would deal with such parents by detention or otherwise, so as to prevent the possibility of such a result.

21. Power also, I consider, is required to enable Parish Councils, after suitable procedure, to remove to the poorhouse all aged and sick or infirm poor, who are unable to look after themselves and have no relatives who will undertake the duty in an efficient manner. The need for this is, I think, well known, and need not be enlarged upon. I think Parish Councils should have representation on the District Lunacy Boards.

22. I am also of opinion that the liability of children for the upkeep of their parents should be extended so as to include their (the children's) brothers and sisters. The tendency at present appears to me to be the repudiation of all help by those immediately concerned; and that Parish Councils err too much in allowing this to go unchecked.

23. By the Workmen's Compensation Act of 1906, the brothers and sisters of the deceased (both full and half blood) have a right to claim compensation; and I think it would be right to create a corresponding obligation, and make them liable by law for the support of one another.

24. I would be pleased to see fuller powers bestowed upon the Local Government Board for Scotland, such as the right to settle all disputed Poor Law cases, without an appeal to Court.

25. They might also have a freer hand in dealing with expenditure, so as to put them in a position of giving latitude to a Council when special circumstances arose. I am aware that the Board get abuse now and again, but I think it ought to be kept in mind that each Council possesses at the best a limited or local knowledge; whereas the knowledge and survey of the Board extends over Scotland.

26. Great importance is attached to the ability and independence of the inspector of poor, on whose shoulders the practical work and odium of carrying out the law rests, and no steps, in my opinion, should be taken which would impair this independence or prevent the Local Government Board standing behind a faithful servant with whose services they are satisfied.

27. I think the Local Government Board might be authorised to consider a scheme for the superannuation of Poor Law officials. Such a scheme would not only place them on an equality with the Government teachers and other branches of the Civil Service, but might be the means of drawing good men to take up what is in many ways a very harassing and disagreeable profession.

28. I have only to add that I am alone responsible for the views before stated.

APPENDIX No. CLVI.

STATEMENT OF EVIDENCE BY REV. H. W. WRIGHT, ABERDEEN.

1. I have for thirty-two years been minister of the parish of Ferryhill, Aberdeen, and have had constant opportunities of becoming acquainted with the condition of the poor resident within its bounds.

2. I can speak with knowledge only of those charities from which parishioners and members of Ferryhill known to me receive aid. The following is a list of them:—

Kenn Mortification.
Midbeltie Fund.
Indigent Gentlewomen's Fund.
Calder Fund.
Annand Fund.
Burnett Fund.

From these funds parishioners and members of Ferryhill Parish Church known to me, receive annually about £29, in sums varying from £12 to 10s. These charities are, I believe, beneficial in their results, and are not in any way detrimental to the self-respect of those who benefit by them. The recipients are disabled by old age from doing much in the way of self-help, their ages varying from sixty to eighty-three.

3. There are some forty-one public charities in Aberdeen. Mr Alex. Machray, 152 Union Street, is intimately acquainted with the income and operation of most of these, and would, I am sure, be willing to give any information in his power.

The effect of charity is more satisfactory than the effect

APPENDIX No. CLVI.—*Continued.*

of Poor Law out-relief. There is a feeling of thankfulness on the part of the recipient, and a sympathy on that of the giver, which do not and cannot be expected to exist when legal relief is given. But I am bound to acknowledge that I have never found the distributors of parochial relief to be chargeable with anything like harshness.

5. Relief might be more frequently given in kind, especially in those cases where a tendency to thriftlessness or intemperance is known to exist.

6. More distinction might be made between deserving and undeserving cases.

7. The members of the Parish Council might acquaint themselves more accurately with the condition of those receiving help, instead of leaving the task of enquiry to so great an extent in the hands of officials.

8. In the case of most charitable funds known to me (in all, I think, of those above mentioned) there is a condition that the beneficiaries shall not be in receipt of parochial assistance: consequently, charity and the Poor Law operate for the most part in different provinces.

9. I have had very little experience of overlapping as regards charities. I do not know that I can at present recall more than one or two cases in which those whom I have been able to relieve from our church funds, or otherwise, have received relief from any other religious or charitable agency. But this may well be due to the fact that in Ferryhill parish we have no specially "poor district," so that the cases of distress I meet with are isolated. I can easily understand that in parts of the city like the Guestrow, for instance, where such cases are almost the rule rather than the exception, and where, consequently, charitable agencies naturally tend to concentrate themselves, the evil of overlapping must be very serious.

10. The great problem is, of course, to relieve distress without injury to character, but I think there is sometimes a little exaggeration on this head. Sometimes the acceptance of money or money's worth is represented as being necessarily destructive of self-respect. But I know not a few cases in which I do not believe that any such result follows. Two poor women, for example, receive a little assistance from us in the shape of coals, and money for rent. But neither of them ever asked for it, and both do what they can to keep themselves, one by keeping a lodger and the other by running a small shop. They are grateful for the little help we give them, without which, I believe, they would not succeed in keeping their heads above water. Their self-respect is not impaired, nor ought it to be so. It is more blessed to give than to receive; but there is a blessing in receiving also, and were there no receiving there could be no giving.

11. But while charity to able-bodied men and women without a *quid pro quo*, in the shape of some service or effort on the receiver's part, almost invariably leads to disinclination to exercise personal effort, there can be no doubt that the best way of giving help—of relieving others without injury to character—is by providing work.

12. The truth is, however, that no scheme for providing work can be proposed which is not open to objection, and the only thing to be done, it seems to me, in view of the clamant needs which exist and the absence of any scheme altogether free from objection, is to select the most likely plan, *and then experiment.* No doubt the experiment might cost money, pains, and fail in the end; but neither the money nor the pains would be lost—*one* plan at least would be definitely proved to be ineffective, and surely in the long run some practical solution would be arrived at.

13 There are certainly cases in which the system of outdoor relief might with advantage be extended. One case occurs to me of a woman (aged fifty-eight) subject to epileptic fits, who consequently cannot get employment, although quite willing to work. She has refused over and over again to go to the poorhouse, and on no other condition will the authorities give assistance. We generally pay the greater part of her rent and send coals in winter, and she sometimes comes to me for help at other times, but only I believe when she is on the very verge of starvation. I think a few shillings weekly, enough to secure her from absolute destitution, would, in such a case be well spent. The system which has worked so well at Elberfeld is well deserving of a trial.

14. I frequently meet with examples of the benefit of friendly societies. Two cases are known to me at present. One man, a stone-cutter, has been laid aside for some months by pleurisy, but being a member of a society he requires no assistance in keeping his wife and children. The other has been some months in the Newhills Sanatorium, but his wife, for the same reason, is getting on quite comfortably.

15. The present rush of emigrants to Canada, although in some ways perhaps regrettable, will surely tend to lessen the "Unemployed" evil. I was told the other day that three of the clerks and the principal carter employed by one firm were leaving for Canada. No doubt these men are all employed at present, but their leaving will create vacancies which will ultimately result in employment being thrown open to some who are presently doing nothing.

APPENDIX No. CLVII.

STATEMENT OF EVIDENCE BY MR M. CARTHEW YORSTOUN, CHAIRMAN OF CANONBIE PARISH COUNCIL.

1. Canonbie parish contains 1,959 inhabitants and is diminishing. It is entirely agricultural and pastoral, but there is a small colliery, in the hands of the Duke of Buccleuch, employing about 208 men and boys. 38 paupers, 33 dependants, 13 over 70 years of age. Pauperism 1 in 28. Poor-rate is usually just about 1s. per £.

2. Relief is given fortnightly or monthly to the poor, who generally apply to the inspector personally, but old and infirm are paid at their own residences. There is a very great aversion to going to the Combination Poorhouse at Hawick, and it is only resorted to in cases of bad characters. The poor's roll is revised by Parish Council twice each year, and the allowances vary from 3s. to 3s. 6d. per week, *with free houses*, and clothing when necessary. Children on the roll, when starting in service, are given a fair outfit of clothes. There is a resident medical officer in the parish, and a casual sick-house containing three beds.

3. As said above, outdoor relief is practically the rule, nearly all of the poor being of the respectable class who have broken down through old age, inability to work for a living, sickness, widows of resident workers with young children, etc.

4. The main road from Edinburgh to Carlisle running through the parish, there are many vagrants, some of whom apply for and obtain temporary relief, but are a burden to the residents.

5. The causes of pauperism are numerous, but may generally be ascribed to old age, deaths of breadwinners, illness, absence of thrift in not joining any friendly society, and too much reliance on the statutory provision under Poor Law.

6. Farmers, resident ministers—all men of education and intelligence.

7. In a rural parish as this, there will seldom be any real cause of want of employment for able-bodied men, but there will always be a small proportion of idly-disposed, who will shirk work if they can be maintained without it. Still it is thought that the power to grant relief to able-bodied persons in exceptional circumstances and cases should be given, as it is believed that the rigid scrutiny of so many having local knowledge would act as a sufficient check on above.

8. Strongly of opinion that rural parish areas should be maintained, not enlarged—the minute local knowledge of the members of Parish Councils and inspectors being invaluable, and impossible to replace.

With regard to reforms in the law, I beg to submit the following:—

(*a*) Abolition of chapters 37 and 90 of Poor Law Act of 1845, and imposition of all assessments on value as entered in Valuation Roll, and no exceptions, except to present incumbents.

(*b*) A general assimilation of law of England and Scotland as to settlement, which at present treats the one country as foreign to the other.

APPENDIX No. CLVIII. (A).

PAPER HANDED IN BY MR A. MURRAY. Q. 53,510 (1).

POOR LAW ADMINISTRATION.

Local Government Board,
Edinburgh, 30*th October* 1895.

SIR,—I am requested by the Local Government Board for Scotland to state that, in view of the important changes made in the system of parochial election by the Local Government Act of 1894, they deem it desirable to bring under the special attention of the Council certain points connected with Poor Law administration.

I. THE ASSESSMENT FOR RELIEF OF THE POOR.

(*a*) As the law stands, the relief of the poor is a burden which falls upon all owners and occupiers of lands and heritages within the parish who are able to contribute.

(*b*) The assessment should run from Whitsunday to Whitsunday, so as to correspond with the financial year. It should be imposed whenever the Valuation Roll for the year is available (say in October), and the collection completed not later than the following March. As the annual budget is to be submitted in July, an estimate of the amount of the assessment required for the year will have been prepared during that month.

(*c*) One-half of the total assessment is payable by the owners, one-half by the tenants or occupiers, within the parish. It was held by the Court of Session in the case of *Galloway* v. *Nicolson* (March 19th, 1875) that it is not one-half of the *rate*, but one-half of the entire assessment, that falls to be paid by each class respectively.

(*d*) There is no exemption from assessment except in the case of those who are unable to pay; and the Parish Council must satisfy themselves in each case of the inability to pay. They are not entitled to exempt a *class* on the ground that, in their opinion, persons who inhabit houses under a certain rental are unable to pay; no such general exemption is in terms of law; an appeal must be taken by every person desiring exemption, and on this appeal the Parish Council, after due inquiry, adjudicate.

(*e*) The assessment is not imposed on the gross rental, but on the "annual value," *i.e.*, the net rental, certain deductions having first been made. These deductions are made with the object of ascertaining the assessable rental; and on the assessable rental both owners and occupiers are rated.

(*f*) In the case of owners there is always a uniform rate.

But in the case of tenants and occupiers, the Parish Council may, if they see fit, adopt a classification of rates.

A classification is unnecessary where the lands and heritages in a parish are used for one purpose only, *e.g.*, when the parish is exclusively agricultural; but wherever there are different classes of property a classification is expedient.

The Parish Council will keep in view in adopting a classification—

(1) That it must be exhaustive, comprehending all classes of property in the parish. [Case of *North British Railway Company* v. *Paterson*, Inspector of Cardross, February 17, 1887.]

(2) That the different rates are to be fixed, *not according to rental*, but according to the purposes for which the properties are used.

(3) That it is desirable that a classification should not be unnecessarily complicated. It is in the interest of the ratepayers, and for the convenience of the officials, that it should be made as simple as is practicable, and that subdivision of similar subjects should be avoided. The two main classes are in most instances (*a*) dwelling-houses, (*b*) lands used for agricultural or pastoral purposes; and the rate on agricultural or pastoral subjects ought not to exceed one-third or one-fourth of the rate on dwelling-houses.* In the intermediate class or classes, shops, manufactories, railways, mines, quarries, and similar subjects are included.†

II. THE RELIEF OF THE POOR.

It is difficult to over-estimate the importance of a clear and settled policy in the administration of relief,—a policy which all classes can understand and appreciate. When rules have been framed with the view of giving effect to that policy, they should be inflexibly carried out, so that those likely to become chargeable, and their friends and relatives, may be made aware that the action of the Council is ruled by general considerations, and that no special or capricious exercise of favour is to be looked for in any case. It may be added that the real safeguard for sound administration is to be found in the existence of an enlightened public opinion,—the public opinion of the community at large; and no opportunity should be lost of interesting all classes in the wise and prudent management of that which so deeply affects the general well-being.

The subject of Poor Law relief may be regarded with reference to:—

1. Applications for relief.
2. The relief of orphan and deserted children.
3. The relief of the adult poor.
4. The administration of outdoor relief.
5. The administration of indoor relief.
6. The relief of the vagrant class.

1. *Applications for Relief.*

All applications for parochial relief should be made to the inspector of poor.

Direct applications to Parish Councillors should be discouraged, and personal pressure resisted. If an application be made to a Parish Councillor, it should be at once referred to the inspector, and intimation given to that effect to the applicant.

It is the duty of the inspector to make immediate inquiry, and to report the result of his inquiries to the Parish Council. If necessary, he may give interim relief pending the meeting of the Council or the Relief Committee.

This procedure, which has been followed by the best managed parochial boards, should be invariably observed.

2. *The Relief of Orphan and Deserted Children.*

The Board are of opinion that orphan and deserted children who become chargeable to the rates should be retained in the poorhouse for as brief a period as is practicable.

The system of "boarding out" pauper children with respectable guardians in country districts has been long in operation in Scotland, and, as repeated inquiries have proved, has been attended with the most beneficial results. But these inquiries have demonstrated at the same time that the continued success of the system depends (*a*) upon the care and judgment with which the selection of guardians is made, (*b*) upon the thoroughness of the inspection and supervision, (*c*) upon the limitation of the number of children boarded out in each dwelling, or with

* "Assessment for the relief of the poor was originally established on 'the equitable principle that every one should contribute in proportion 'to his income, and that principle has never been abandoned. . . . A 'farmer who paid £100 a year for his farm could not be supposed to have 'an income equal to that of a man who paid a rent of a £100 a year for 'his dwelling-house; and if the principle that every one should be re-'quired to contribute in proportion to his income was not to be lost 'sight of, it was obviously necessary that facilities should be afforded 'for imposing different rates with reference to the different amounts of 'means represented by the different kinds of occupancies. Accordingly, 'in the Act of 1845 it was provided (sect. 36), that it should be lawful to 'distinguish lands and heritages into two or more separate classes, 'according to the purposes for which such lands are used and occupied, 'and to fix such rate of assessment upon the tenants and occupants of 'each class respectively as may seem just and equitable. It was thus 'made lawful to vary the rate with reference to the presumed income of 'the different classes of occupants. The Act of 1861, which abolished 'direct assessment on means and substance, has given increased impor-'tance to the equitable exercise of this power of classification."—*Circular of Board of Supervision, December* 10*th*, 1868.

† To afford ample time for the imposition of the various rates that are assessed in like manner as the Poor Rate, any alteration in the mode of assessing the Poor Rate (as regards classification or otherwise) should be resolved on at a meeting of the Parish Council to be held not later than the month of July.

APPENDIX No. CLVIII. (A).—*Continued.*

Paper handed in by Mr A. Murray. Q. 53,510 (1).

each guardian, and (*d*) upon the limitation of the number of children boarded out in each parish.

Complaints have occasionally been made to the Board that the children of Roman Catholic parents have been boarded with Protestant guardians. It is obvious that friction will be avoided if the guardian to whose care an orphan or deserted child is entrusted by the Parish Council belongs to the religious denomination in which the child is registered; and this is the course which the Board recommend, and which is commonly followed. Any attempt at proselytism by Poor Law Authorities tends to impair public confidence in the impartial administration of the law.

3. *The Relief of the Adult Poor.*

The treatment of the adult poor involves questions regarding which there has been much controversy, but on which it is unnecessary at present to enter.

For the necessity of a *test*, in certain cases at least, is now generally acknowledged, and the only practically effective *test* that can be applied is the offer of indoor relief. While outdoor relief is, and has been, the rule in Scotland, prolonged experience satisfied the bodies to whom the administration of the Poor Law was entrusted that, without the right to use a poorhouse, they were powerless to check the growth of pauperism. It is now admitted on all hands that it is hurtful in practice (as tending to encourage imposture and immorality) to grant relief otherwise than in the poorhouse to the following classes: — mothers of illegitimate children, including widows with legitimate families who may fall into immoral habits; deserted wives; wives of persons sentenced to penal servitude or any considerable term of imprisonment; generally, all persons of idle, immoral, or dissipated habits.

The duty of children to support their aged and indigent parents is an obligation distinctly recognised and constantly enforced by the Law of Scotland; and the Parish Council are bound to see that this duty is not evaded, but duly discharged. Legal proceedings, however, are attended with expense and delay, and where children with sufficient means decline to support or to aid in the support of their disabled and destitute parents, the *test* may properly be applied,—as well as in those cases where there are collateral relatives in easy or affluent circumstances. From returns obtained some years ago by the Board of Supervision, it appeared that the application of the *test* in these and similar cases did not involve any hardship; on the contrary, it was attended with advantage (not only to the community at large — the demoralisation due to the unchecked growth of pauperism being a social evil of the first magnitude, but) to the paupers themselves.

4. *Administration of Outdoor Relief.*

(*a*) When the Parish Council are satisfied that the applicant is a proper object of parochial relief, and that outdoor relief may be safely and prudently given, the amount of the aliment (while not extravagant) should be sufficient to maintain him. But an allowance which puts him in a better position than others of the same class who are not in receipt of relief, must be regarded as excessive.

(*b*) The outdoor allowance must be allotted and fixed *by the week.*

(*c*) Removal from the parish of residence to the parish of settlement ought only to be insisted on when neither harsh nor unreasonable, or when it appears to be for the advantage of the pauper or his dependants.

(*d*) The rents of paupers' houses should not (except in exceptional circumstances) be paid or guaranteed by the Parish Council. It has been found that when paupers are left at liberty to act for themselves they obtain easier terms from their landlords than when the inspector or his Council intervene.

(*e*) The Board do not approve of lodging the outdoor poor in parochial lodging-houses, where there can be no sufficient classification of the inmates, where overcrowding may exist, and where discipline cannot be enforced.

(*f*) All the poor on the roll who are resident in the parish must be visited at least twice in the year by the inspector. The Parish Council should take care that this essential and indispensable duty is never neglected, and should issue such instructions as to more frequent visitation as they may deem advisable.

(*g*) While in certain cases the weekly aliment may, with advantage to the recipient, be given in kind, no Parish Councillor or inspector of poor should traffic with paupers, and the articles required should be obtained by contract for specified periods from merchants who are not members of the Parish Council.

5. *Administration of Indoor Relief.*

(*a*) Subject to the Rules and Regulations for Poorhouses approved by the Board, the guidance, government, and control of the poorhouse are placed in the hands of the Committee appointed by the Parish Council or Councils having interest in the house, and the responsibility for the management of the house, and the welfare of the inmates, rests with them and the Governor and other officers under their control. The responsibility is very serious, and the duty of systematic visitation by the members appointed for the purpose should be thoroughly and faithfully discharged.

(*b*) The inmates of a poorhouse may be broadly divided into two classes:—

(1) The Test class.
(2) The aged, the sick, and the infirm.

It is obvious that the treatment of the two classes should be conducted on widely different principles.

As regards the first class, strict discipline and deterrent administration are needed to make the *test* effective, and to secure order and decent conduct.

As regards the second, the poorhouse should be looked upon rather as a "House of Refuge for the Destitute," and the inmates should receive liberal and sympathetic treatment.

In the case of those parishes which are now in possession of two poorhouses—owing to the amalgamation of two or more parishes which has recently taken place—it is for the consideration of the respective councils whether they could not utilise *both* houses in the manner now suggested.

Where, however, there is only one house, the object may be secured in a measure by *classifying* the inmates.

Classification of a general kind is now common; but further sub-division, with reference more especially to the moral character and behaviour or to the previous habits of the inmates, is not impracticable, and appears to be desirable.

One plain line of demarcation, at least, should, as far as possible, be drawn. Under no circumstances, in the larger houses, should the dissolute be permitted to associate with the respectable inmates; and, even in the smaller houses, comparative, if not complete, separation may be effected by constant vigilance on the part of the officials.

(*c*) Aged couples who have lived respectable lives now receive as a rule outdoor relief. But when poorhouse relief is offered to and accepted by paupers of this class (and such cases must occasionally occur) they should be indulgently treated, and, whenever arrangements to that effect can be made, allowed to live together. The Board have sanctioned, as regards certain poorhouses, a modification of the Rules and Regulations for their management to the extent of enabling the House Committee to permit, in their discretion, a husband and wife to occupy the same apartment, provided (1) that they both desire to do so, (2) that they are both above the age of 60 years, and (3) that no other inmate is placed in the apartment so occupied.

(*d*) As a large proportion of the inmates of poorhouses belong to the sick or infirm class, it is most desirable that the arrangements for their treatment, while in the hospital or infirmary wards, should be as complete as possible. Considerable progress has already been made in this direction.

Twenty poorhouses, with accomodation for about 10,000 inmates, have now adopted the system of trained sick nursing, introduced by the Board of Supervision; but a number still remain where the sick pauper has no other nursing than that afforded by untrained officials and servants, with such assistance as the pauper inmates can give,—a state of matters which the Board view with regret. The value of trained nursing in the treatment of disease is now universally recognised, and the Board trust that the system which their predecessors did so much to promote (and for which a contribution from the Local Taxation Account is now made) may be further extended.

6. *The Relief of Vagrant Poor.*

The increase in the number of vagrants has of late years been considerable, and in some districts excessive. The Board would earnestly direct the attention of Parish Councillors and inspectors of poor to the circulars issued by the Board of Supervision on March 17th, 1869, and

APPENDIX No. CLVIII. (A)—*Continued.*

Paper handed in by Mr A. Murray. Q. 53,510 (1).

April 12th, 1887, and to the suggestions and recommendations therein made. The evil appears to be a growing one, and can only be effectually met by steady and consistent action on the part of local authorities.

The Board would also, in connection with this branch of Poor Law Administration, direct the attention of the Council to the opinion expressed by the Board of Supervision in their circulars of 6th March 1848, and 12th February 1855, that it is desirable that every parish should have at its command a house of one or more rooms fitted for the reception of such sick poor, having no domicile in the parish, as may become chargeable. I am, Sir, your obedient Servant,

JOHN SKELTON,
Vice-President.

MALCOLM M'NEILL,
Secretary.

The Inspector of Poor of.....

APPENDIX No. CLVIII. (B).

Paper handed in by Mr A. Murray. Q. 53,510 (10).

REPORT by Mr _____
General Superintendent of Poor, on the
Parish of _____, County of _____
Date of Visit _____ Date of Previous Visit _____
Population of Parish _____ Name of Inspector _____
Date of Appointment _____ Age _____
Other Occupation, if any _____
Remarks _____

NUMBER OF POOR.

	Chargeable to the Parish.						Outdoor Paupers (including boarded-out Children) residing in the Parish but whose settlement is in another Parish.
	Outdoor.		Indoor.				
	Residing in the Parish.	Residing in other Parishes.	In a Poorhouse.	In a Lunatic Asylum or Institution for Imbeciles.	Total.		
Ordinary Poor .							
Dependants . .							
Lunatics . .							
Total .							

Enquiry.	Reply by General Superintendent.
1. State whether the following books are properly kept, noting any deficiency :—	
Record of Applications .	
General Register of Poor .	
Children's Separate Register	
Pay Roll . . .	
Day Cash Book . . .	
Letter Book . . .	
Visiting Book or Reports .	
Minute Book . . .	
Ledger	
2. Is the clerical work of the Inspector's Office well done ? .	
3. Does the Inspector of Poor personally consider every application for relief ? If not, by whom are the applications first dealt with ? . . .	
4. In addition to the cases detailed under question **38**, how many paupers did you visit, and what is your opinion as to their condition and their treatment by the Parish Council ?	
5. What enquiry is made into the circumstances of applicants for relief before they are admitted to the Roll of Poor ? . .	
6. Is the poorhouse test applied when necessary ? . . .	
7. How often in each year are the paupers visited by the Inspector of Poor ? . . .	
8. How often does the Inspector receive reports as to non-resident paupers ? . . .	
9. Describe the arrangements for the medical relief of the sick poor. Do they seem satisfactory ?	
10. Where relatives are liable for the support of paupers, what effort is made to cause them to contribute ? . . .	
11. How many pauper children are boarded out by the Parish Council ?	
12. Are boarded-out children periodically inspected ? If so, state how often and by whom	
13. What aliment is usually allowed to the guardian in respect of each boarded-out child ? .	
14. What clothing is given ? . .	
15. When the children reach an age at which they might reasonably be expected to contribute to their own support, what action is taken by the Parish Council to give them a start in life ? . .	
16. How many children from other parishes are boarded in the parish ?	
17. Are they supervised, and, if so, by whom ?	

18. Give the following details regarding such of the children and their homes as you have been able to visit :—

Name.	Age.	Occupation of Guardians.	Parish of Settlement.	Aliment (state whether Clothing is extra).	How often visited during last 12 months.	Remarks as to Character of Guardians, Health of Child, etc.

APPENDIX No. CLVIII. (B).—*Continued.*

Paper handed in by Mr A. Murray. Q. 53,510 (10).

Enquiry.	Reply by General Superintendent.
19. How often do the Parish Council or Relieving Committee meet in a year?	
20. Have the Parish Council adopted standing orders?	
21. When did you last attend one of their meetings?	
22. Is the office of the Inspector suitable for the transaction of the business of the Parish Council?	
23. Is it distinguished by any sign?	
24. In the absence of the Inspector of Poor on Holiday, how does an applicant for relief know to whom he ought to apply?	
25. What provision is made for preserving the parochial records? Are they duly preserved? Is a safe provided for the books?	
26. How often is the outdoor aliment paid, and how is it paid?	
27. If there is in the parish a parochial lodging-house, or cottages belonging to or rented by the Parish Council, in which paupers are lodged, supply the following details—	Males. / Females. / Dependants. / Total.
(*a*) Number of inmates—	
(*b*) Is the house, or are the houses, clean and in order?	
(*c*) Do the inmates seem comfortable and well cared-for?	
(*d*) How often are they visited by the Medical Officer?	
(*e*) Specify any complaints received by you from the Inmates	
28. Have the Parish Council provided accommodation for casual and vagrant sick poor?	
29. If so, what is the nature of the accommodation, and how many such cases were relieved during the past year?	
30. If not, ought such accommodation to be provided?	
31. Why has it not been provided hitherto?	
32. How often in each year are lists of vaccination defaulters received from the Registrar?	
33. Are these lists duly submitted to the Parish Council, and is the Vaccinator instructed to visit at once?	
34. How many defaulters are at present outstanding?	
35. Is the parish prosperous industrially, or does its condition tend to the increase of pauperism? If the latter condition obtains, state the causes so far as you are aware	
36. Any other observations you may wish to make	
37. How many cases on the Roll of Poor, in your opinion, call for reconsideration by the Parish Council?	

38. Give the result of your enquiries in the annexed table, and state what cases you have visited :—

	Name of Pauper.	Registered Number.	Age.	Number, Sex, and Ages of Dependants.	Nature of Disability, stating whether wholly or partially disabled.	Aliment per week.	Earnings of Pauper, and other Income (if any).	Earnings of Children resident with Pauper.	Earnings of Children not resident with Pauper.	When was the Pauper last visited by the Inspector of Poor, or his Assistant?	Remarks (with special reference to character of Pauper).
1.											
2.											
3.											
4.											

Date _____ 190 .

General Superintendent.

APPENDIX No. CLVIII. (C).

Paper handed in by Mr A. Murray. Q. 53,510 (10).

Poorhouse of _____

REPORT BY Mr _____

General Superintendent of Poor.

Date of Inspection _____ Date of previous Inspection _____

Name of Governor _____ Age ____ Date of Appointment _____ Salary ____

Name of Matron _____ Age ____ Date of Appointment _____ Salary ____

Name of Lady Supt. of Nurses _____ Age ____ Date of Appointment _____ Salary ____

Name of M.O. or M.O.'s _____ Age ____ Date of Appointment _____ Salary ____

_____ Age ____ Date of Appointment _____ Salary ____

_____ Age ____ Date of Appointment _____ Salary ____

Whether Resident or Visiting _____

STATE OF POORHOUSE ON THE ABOVE DATE.

	Accommodation sanctioned by the Local Government Board.		Number of Inmates of all Classes.													
			Adults.						Children.						Total Number of Inmates.	
			Healthy.		Aged and Infirm.		Sick.		Under 5.		Between 5 and 8.		Between 8 and 15.			
	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.
Ordinary Wards .																
Hospital Wards .																
Probationary Wards .																
Totals . .																

Enquiry.	Reply by General Superintendent.	Enquiry.	Reply by General Superintendent.
1. Are the Governor's books properly kept, and his clerical duties efficiently performed? . . .		8. Is classification carried out in accordance with the rules sanctioned by the Board? Specify any differences. . . .	
2. Is any part of the Poorhouse overcrowded? . . .		9. How often are the inmates inspected, and their classification revised, by the Medical Officer? . .	
3. Are the wards properly heated?		10. Is the supply of clothing and bedding good and sufficient? . . .	
4. Is every ward properly ventilated? . . .		11. Are the provisions of good quality?	
5. Is cleanliness duly observed in every department? .		12. Is the water supply sufficient and wholesome? . .	
6. Is there proper lavatory accommodation for each class?		13. Is the drainage in a proper state?	
7. Is due order maintained among all classes? . .			

APPENDIX No. CLVIII. (C).—*Continued.*

Paper handed in by Mr A. Murray. Q. 53,510 (10).

Enquiry.	Reply by General Superintendent.
14. Do the duties of all the officials appear to be discharged efficiently and in the manner prescribed by the Regulations?	
15. Is the Poorhouse adequately staffed?	
16. Is a chaplain appointed? What are his duties? How often is divine service conducted in the Poorhouse?	
17. Are the airing yards in good order?	
18. Are the grounds neatly kept and properly tilled?	
19. Are the buildings maintained in proper repair in regard to—	
The slating and ridge covering?	
The gutters, rhones, and down pipes?	
The chimney shafts?	
The walls?	
The coping of the walls?	
The floors?	
The windows and doors?	
The locks and window fastenings?	
The painting inside and out?	
20. In the event of there being an outbreak of fire in the Poorhouse, are the arrangements such as would facilitate the escape of the inmates? Is a special fire-escape provided? If not, is such necessary, in your opinion?	
21. Is the Poorhouse insured against fire?	
22. Do the inmates receive diet according to a scale specially sanctioned by the Board, or according to one of the Board's prescribed scales?	
23. Is the sanctioned scale of diet carefully adhered to?	
24. Have you satisfied yourself that the food is well cooked and palatable?	
25. By whom is the cooking performed?	
26. Is the prescribed ration of food placed before each inmate, or are the inmates fed according to appetite? Have all the inmates knives and forks?	
27. Is a clearly-printed card of the dietary scales hung up in the dining hall?	
28. How often are the inmates bathed?	
29. Is there a sufficient number of baths?	
30. Is the bathing carried out by paid officials?	
31. Does each inmate receive a separate towel and fresh water?	

Enquiry.	Reply by General Superintendent.
32. In how many instances has punishment been inflicted during the past year?	
33. Specify the kinds of punishment inflicted	
34. Is the punishment cell in good order?	
35. Is good conduct recognised by reward? If so, specify the kind of reward	
36. How many inmates of the test class are in the Poorhouse?	
37. At what kind of work are they employed?	
38. Are only test inmates so employed? If not, state how many of the other inmates are so employed	
39. Has the Brabazon, or any similar, scheme of work been introduced into the Poorhouse?	
40. Is it desirable that a more varied form of work should be provided for the respectable inmates?	
41. Are sufficient books and papers available for the deserving inmates?	
42. How many inmates did you examine with a view to ascertaining whether they had any cause for complaint?	
43. What was the result of your examination?	
44. How many complaints have been made to the Governor or House or Visiting Committee by inmates during the past year?	
45. How were these complaints disposed of?	
46. Have inmates who desire to complain of illness direct access to the Medical Officer?	
47. How many children between five and fifteen years of age have been in the Poorhouse for more than a year?	
48. If any, give their names, the parishes to which they are chargeable, and the reason—so far as the Governor is aware—why they have not been boarded out	Name. / Parish of Chargeability. / How long in Poorhouse. / Why not boarded out.
49. Are the children taught to use knives and forks, and accustomed to handle earthenware dishes?	
50. Is attention paid to the children's personal appearance, and especially to the cleaning of their teeth?	
51. Do any of the children suffer from defective hearing or eyesight, or from eye or throat troubles?	

APPENDIX No. CLVIII. (C).—*Continued.*

Paper handed in by Mr A. Murray. Q. 53,510 (10).

Enquiry.	Reply by General Superintendent.
52. What is the condition of the children as regards general health, exercise, games, dietary, mental and physical development, clothing, boots, etc.? What attention does the Medical Officer pay to these matters, and does he carefully and regularly examine the children and their surroundings? . .	
53. Are the admission papers and certificates in proper order? Specify those which are defective, giving name of inmate, parish, date of admission, and nature of defect . .	Name of Inmate. / Parish. / Date of Admission. / Nature of Defect.
54. How often has the Visiting Committee visited the Poorhouse during the last half-year?	
55. Observations that do not fall under any of the preceding heads, but relate to matters that ought to be brought under the notice of the Local Government Board by the General Superintendent	

General Superintendent.

Date _____ 190 .

APPENDIX No. CLVIII. (D).

Paper handed in by Mr A. Murray. Q. 53,510 (10).

Poorhouse of _____

HOSPITAL OR SICK WARDS.

REPORT BY Mr _____

General Superintendent of Poor.

Date of Inspection _____ Date of Previous Inspection _____

1. EXTENT OF ACCOMMODATION AND NUMBER OF INMATES.

Wards.	Number of Wards.	Sanctioned Number of Beds.	Number of Patients.	Observations.
Male Wards . . .				
Female Wards . . .				
Midwifery . . .				
Totals. . .				

2. STAFF.

Nature of Office.	Number.
Resident Medical Officers	
Visiting Medical Officers	
Female Trained Nurses on Board's Register .	
Male Trained Nurses on Board's Register .	
Probationer Nurses	
Uncertified Nurses	
Female Servants in Sick Wards . . .	
Pauper Assistants in Sick Wards . . .	

Enquiry.	Reply by General Superintendent.
3. Are there convalescent wards or dayrooms? If so, to what extent; if not, are they required?	
4. Where are operations performed? And is any change desirable?	
5. Are cases properly classified in different wards for treatment?	
6. Are there satisfactory arrangements (by stretcher or bearer-chair) for removing patients from one ward to another for operations, etc.? . . .	
7. Are the walls of the wards in good repair, and of what colour are they; and is there any attempt at tasteful and cheerful decoration of the wards?	
8. Are the ceilings good? . .	
9. Are the floors smooth and well-fitted, and do the buildings externally and internally seem to require any repairs as far as you can judge by simple inspection?	

APPENDIX No. CLVIII. (D).—*Continued.*

Paper handed in by Mr A. Murray. Q. 53,510 (10).

Enquiry.	Reply by General Superintendent.
10. Is the ventilation good, and how is it effected?	
11. Is the light good, and are there blinds? What light is used at nights?	
12. How are the wards heated, and are the arrangements satisfactory?	
13. How is water supplied?	
14. What are the arrangements as to closets or commodes, etc.?	
15. What are the arrangements for baths, wash-basins, towels, etc.?	
16. What are the arrangements for the removal of "slops"?	
17. Are iron bedsteads with wire fittings in use? If not, what kind of bedsteads?	
18. What kind of mattress, bolster, and pillow is used? and is the supply of blankets and sheets, etc., sufficient and of suitable quality?	
19. Are patients' bedclothes and wraps for sitting up sufficient and of suitable quality?	
20. Are comfortable chairs and footstools provided for convalescent patients?	
21. Are bed-tables and back-rests supplied in any cases?	
22. Is the supply of drinking-vessels, plates, knives, forks, and spoons sufficient and suitable?	
23. Is there a separate laundry for the hospital or sick wards? or, if the clothes and bedding are washed in the general laundry for the poorhouse, does the arrangement answer sufficiently well?	
24. Is the food of good quality, and is it well cooked and properly served to the patients? Is the ration system in use for the sick, or is food carved or divided by the nurses in accordance with the individual requirements of the patients?	
25. Does the medical officer give instructions as to the diet of each person?	
26. Is cleanliness scrupulously observed as regards the persons of the patients, the condition of the clothes, bedding, wards, and premises generally? Do any of the patients suffer from bed-sores, so far as you were able to ascertain? Do the persons and bedding of the patients appear to be free from vermin?	
27. Are the arrangements for the open-air exercise of convalescent patients suitable? Are the walks in the grounds kept clean and dry, and are seats provided?	
28. Is there a disinfecting apparatus, and is it in ordinary use?	

Enquiry.	Reply by General Superintendent.
29. Is the Medical Officer, as far as you can judge, attentive, and does he appear to be desirous of raising his hospital or sick wards to a reasonably high standard of efficiency?	
30. If the Medical Officer does not reside in the Poorhouse, state how often he visits, and the average duration of each visit.	
31. Are the surgical instruments and drugs well kept, and are they in good condition? Are bed-cards used throughout the hospital or sick-wards?	
32. Does the Medical Officer give instructions in regard to the bathing of the sick?	
33. State your opinion as to the sufficiency and efficiency of the nursing staff both for day and night nursing, giving particulars of the day and night staff	
34. Are the nursing arrangements satisfactory for midwifery cases?	
35. Are the nurses provided with good apartments; is their dietary good and varied; is the ration system in use, or are they dieted according to appetite; do they get a sufficient time daily for rest and for open-air exercises?	
36. State how infants and children under two years of age, with and without mothers, are cared for. Is their condition of health satisfactory, and is there an experienced children's nurse in charge? If there is no such nurse, in whose charge are the infants?	
37. Is the feeding of the children supervised by an experienced official?	
38. Do the infants sleep in separate cots?	
39. Is milk for infants sterilised; and is milk consumed uncooked by adult inmates? What steps are taken to ascertain the quality of the milk?	
40. Are there any other matters worthy of remark as to the rearing of the infant children, feeding-bottles, bedding, open-air exercise by perambulator or otherwise, etc.?	

	Phthisis.	Other Tuberculous Diseases which are discharging, *e.g.*, Glands, Sinuses from Disease of Bone, Lupus, etc.
41. Give the number of cases in the sick wards of		
42. Number of cases treated in ordinary wards		
43. Are these cases separated in any way from the ordinary inmates?		
44. Do phthisical cases receive special open-air treatment?		

APPENDIX No. CLVIII. (D).—*Continued.*

Paper handed in by Mr A. Murray. Q. 53510 (10).

Enquiry.	Reply by General Superintendent.
45. If so, describe the arrangements for that purpose . . .	
46. If a special diet is prescribed, indicate the same . . .	
47. What precautions are taken against infection in dealing with—	
Feeding utensils? . .	
Spittoons?	
Dressings? . . .	
Washings, etc? . . .	
48. If phthisical inmates have received special treatment, describe generally the results obtained	
49. As far as your enquiries tend to show, has the Medical Officer such influence with the House Committee as to make it probable that they would be guided by his advice; and does the Medical Officer seem disposed to carry out necessary improvements? . . .	

Date _____ 190 .

General Superintendent.

APPENDIX No. CLVIII. (E).

Paper handed in by Mr A. Murray. Q. 53510 (51).

FORM OF APPLICATION FOR PAUPERS COMPLAINING OF INADEQUATE RELIEF.

TO THE LOCAL GOVERNMENT BOARD FOR SCOTLAND—EDINBURGH.

I, _____, one of the Poor on the Roll of the Parish of _____, complain that the Relief afforded to me is inadequate; and I pray the Local Government Board to investigate the nature and grounds of my complaint, and, in the event of my complaint being ascertained to be well founded, and not removed by the Parish Council of the said Parish, then to declare by a Minute that I have a just cause of action against the said Parish.

Signature or Mark of Applicant _____

If the Applicant cannot write, the Signature by a mark must be attested by a Witness in the following form:—"The above is the mark of_____."

Attestation _____

Signature of Witness _____

Dated _____ of _____ 190 .

N.B.—The Applicant must fill up the Answers to the Queries on the next page. The Inspector is bound, if required, to write down the Answers for him. The Schedule, when filled up, must be left with the Inspector, who is directed, within twenty-four hours, to fill up the column for his remarks, and either return the Schedule to the Applicant, or transmit it to the Local Government Board as the Applicant may desire.

*** If the relief offered or complained of is an offer of admission to the Poorhouse, the Inspector must state, either on the Schedule or along with it, THE GROUNDS UPON WHICH SUCH OFFER HAS BEEN MADE; and if in such a case the applicant alleges sickness, infirmity, or old age, the Inspector must transmit, along with the Schedule, A CERTIFICATE IN THE PRESCRIBED FORM BY THE MEDICAL OFFICER as to whether the Pauper (and dependants, if any) can be removed to the Poorhouse without injury or not.

When the Inspector does not admit the applicant's statement as to the extent and cause of his disability, or of the disability of his wife, the Inspector must transmit A CERTIFICATE BY THE MEDICAL OFFICER as to the disability alleged; and if the applicant has a wife living in family with him, the Inspector must state upon the Schedule her age, and the extent of her ability to contribute to the maintenance of the family.

APPENDIX No. CLVIII. (E).—*Continued.*

Paper handed in by Mr A. Murray. Q. 53510 (51).

Questions.	Answers of Applicant.	Inspector's Remarks. (Parish of Chargeability.)	Inspector's Remarks. (Parish of Residence.)
1. Present residence?			
2. Age?			
3. Whether single or married?			
4. Number of children or dependants (if any) living in family?			
5. Names and ages of such children or dependants?			
6. Employment and earnings of such children or dependants?			
7. If parents alive, and in what circumstances?			
8. Names, employment, and earnings of children not living in family?			
9. Present occupation of Applicant?			
10. Occupation previous to first receiving relief?			
11. How long has Parochial Relief been received?			
12. Amount of present Parochial Relief in money, clothing, or of any other kind?			
13. Whether wholly or partially disabled, and from what cause?			
14. Does Applicant pay any, and what, rent for house or room now occupied?			
15. Has Applicant any other means or resources besides Parochial Relief, and to what amount?			
16. What is the amount of Relief now claimed by Applicant?			
17. State any other circumstances which may seem material.			

Signature of Applicant_____ Signature of Witness attesting mark _____ Signature of Inspector _____ Parish_____ Date_____ Signature of Inspector _____ Parish_____ Date_____

ABSTRACT FOR LOCAL GOVERNMENT BOARD.

(*This sheet is not to be written on.*)

POOR LAW.

No. I., 1902.

APPENDIX No. CLVIII. (F).

Paper handed in by Mr A. Murray. Q. 53510 (56).

Local Government Board,
Edinburgh, *5th June* 1902.

RELIEF OF WIDOWS WITH YOUNG CHILDREN.

SIR,—I am directed by the Board to request the attention of the Parish Council to a class of cases which seems to require very careful administration, namely, that of respectable widows with young children who, being left destitute, are without relatives able to assist them.

The treatment accorded to such persons is often in strong contrast to that bestowed on orphan children, who, to the credit of Scottish administration of the Poor Law, are almost invariably the objects of a wise liberality. Thus 3s a week, with clothing, is a very usual aliment awarded to the boarded-out child, and cases are common in which, where special food is deemed expedient, the allowance is considerably greater.

On the other hand, it appears to have escaped the notice of many Parish Councils that the respectable widow with young children has claims not inferior—in some aspects even superior—to those of boarded-out orphans, and, in the opinion of the Board, Parish Councils would be well advised to consider each case of this class most carefully on its merits with a view to giving such aliment as shall at least approximate to the boarding rate.

Unless such cases are suitably alimented, it seems to the Board that the mother may have to choose between the sacrifice of her children's welfare on the one hand and starvation on the other. In such circumstances, the mother has probably no alternative but to seek employment away from home—a course which necessitates the children being left, to their great disadvantage, under the chance care of neighbours. This would, however, in many cases be avoided if the rate of aliment enabled the widow to remain at home engaged in such work as could be done there, and the Board cannot but think that the best security which the Parish Council have against the future pauperism of the children, would be an aliment of such an amount as would allow the mother to do her duty by them.

In the consideration of these cases, therefore, the Board would urge upon Parish Councils that they should not allow themselves to be influenced by any mere question of initial expense, but that they should aim at an aliment of such an amount as will enable worthy and diligent mothers so to devote themselves to the care of their families in childhood that the success of the latter may, in after life, as far as is possible, be assured.—I am, Sir, your obedient Servant,

G. FALCONAR STEWART.
Secretary.

The Inspector of Poor.

POOR LAW.

No. VI., 1905.

APPENDIX No. CLVIII. (G).

Paper handed in by Mr A. Murray. Q. 53510 (65).

Local Government Board,
Edinburgh, *10th August* 1905.

ANNUAL REPORT ON THE POORHOUSE.

SIR,—I am directed to transmit to you, for submission to the House Committee, a copy of a Circular which the Board have to-day issued to the Medical Officers of Poorhouses, requesting them, at the end of each year, to furnish the House Committee and the Board with a special Report on the Poorhouse.

I am also to say that the Board recommend that the House Committee should require you, as Governor, to furnish them annually with a somewhat similar Report, dealing with the general administration of the Poorhouse. A copy of your Report should be sent to the Board by the House Committee not later than the 31st of March in each year. I am to suggest that the Report should deal with the following matters :—

(*a*) The sufficiency of the accommodation for the various classes of inmates and for the total number of inmates usually in the Poorhouse ;

(*b*) Whether the staff of servants and officials is adequate, noting any changes in the staff during the year ;

(*c*) The dietary ;

(*d*) The discipline of the inmates ;

(*e*) The kind of work provided for the inmates ; whether it is profitable financially, and whether any changes might with advantage be introduced ;

(*f*) The Children,—stating how they are being trained, and what proportion of them have been boarded out ; and why those still in the Poorhouse have not been boarded out ;

(*g*) Any alterations, structural or otherwise, that have been carried out during the year ;

(*h*) Suggestions as to improvements in the buildings and administration ;

(*i*) Any other matters affecting the Poorhouse that you may think it desirable to bring under the notice of the House Committee and of the Board.—I am, Sir, your obedient Servant,

G. FALCONAR-STEWART.
Secretary.

The Governor of the Poorhouse.

POOR LAW.

No. V., 1905.

APPENDIX No. CLVIII. (H).

Paper handed in by Mr A. Murray. Q. 53510 (65).

Local Government Board,
Edinburgh, *10th August* 1905.

ANNUAL REPORT ON THE POORHOUSE.

SIR,—In the Report issued last year by the Departmental Committee on Poor Law Medical Relief, etc., it is recommended (Section 109) that the Medical Officers of Poorhouses should report annually to the House Committee and to the Board on the condition of the Poorhouse, and on any matters of administration to which they think it right to call attention. The Board have adopted this recommendation, as they think that such Reports would be of great value in enabling House Committees to maintain in each Poorhouse a high standard of efficiency. Accordingly, the Board will be obliged if, at the end of the current year, and annually thereafter, you will prepare a Report on the lines now suggested. The Report should, in the first instance, be sent to the House Committee, whose duty it will be to transmit a copy to the Board. The

APPENDIX No. CLVIII. (H).—*Continued.*

Paper handed in by Mr A. Murray. Q. 53510 (65).

Report should be in the hands of the Board not later than the 31st of March in each year.

The Report should deal with the following matters:—

(*a*) The sufficiency of the accommodation provided for the various classes of inmates;

(*b*) The heating and ventilation;

(*c*) The dietary;

(*d*) The quality and cooking of the food;

(*e*) The nursing arrangements, noting specially whether the staff of nurses is adequate;

(*f*) The sufficiency of the supply of medicines and medical appliances;

(*g*) The equipment of the sick-wards with medicines, medical appliances, disinfectants, hot and cold water, screens, chairs, bed-rests, etc.;

(*h*) The sanitary arrangements;

(*i*) The bathing of the sick;

(*j*) Suggestions as to the improvement of the buildings;

(*k*) The means adopted for the curative treatment of cases of phthisis, and for the isolation of cases of phthisis, itch, and all infectious or offensive cases;

(*l*) Any other matters affecting the Poorhouse that you may think it desirable to bring under the notice of the House Committee and of the Board.

I am to add that the primary purpose of your Report is that the House Committee and the Board should in each year have the benefit of a professional criticism of the Poorhouse, with special reference to the conditions affecting the health of the inmates, by a competent medical practitioner. I may state that the Governor of the Poorhouse has been asked to prepare a somewhat similar Report dealing with the general administration of the Poorhouse.

I am forwarding a copy of this circular to the Governor for submission to the House Committee.—I am, Sir, your obedient Servant,

G. Falconar-Stewart.
Secretary.

The Medical Officer of the Poorhouse.

APPENDIX No. CLVIII. (I).

Paper handed in by Mr A. Murray. Q. 53510 (81).

EXAMINATION AND CERTIFICATION OF TRAINED SICK NURSES BY THE LOCAL GOVERNMENT BOARD.

Memorandum for the Guidance of the Medical Officers of Poorhouses in which Probationer Nurses are Trained.

1. No nurse shall be engaged as a probationer whose age is under 20 or over 35 years.

2. No probationer shall be engaged unless she has produced evidence (1) that she is of good character, (2) that her health is good, and (3) that she has received a fair general education. The medical officer and lady superintendent of the hospital will satisfy themselves as to the candidate's character and health. In order to test the candidate's education, the Local Government Board will from time to time, as required, send an officer to the hospital to examine applicants in the following subjects:—

(*a*) Spelling, to be tested by dictation.

(*b*) Handwriting, to be judged from written papers.

(*c*) English, to be tested by easy questions in grammar and by ability to write a short essay.

(*d*) Arithmetic, including vulgar and decimal fractions and weights and measures.

(*Note.*—Candidates possessing a Leaving Certificate will be exempted from this examination.)

No fee will be charged for this examination. The Board will arrange the time and place of these examinations, having special regard to the convenience of the candidates.

After examining the papers, the Board will inform the House Committee of the names of the candidates who have passed the examination. A probationer should not be formally engaged until she has had a three months' trial of the work and has satisfied the Lady Superintendent and medical officer that she is in every way fitted for the profession of nurse.

3. A nurse's training will extend over a period of three years, including the period of probation. During that time she will be required to attend regularly lectures by the medical staff of the poorhouse. There shall be at least two hours of systematic instruction in each week during seven months of the year. The lecturer shall prescribe book-work to accompany and supplement the lectures, and shall periodically set written tests, based on the book-work and lectures jointly. In addition to these tests, he shall, at the end of each session, prescribe one or more papers designed to test thoroughly whether the probationer has gained adequate knowledge of the subjects taught during the session.

4. With a view to granting each qualified nurse a parchment certificate of efficiency, the Local Government Board will, at the end, or during the currency, of the period of training, examine the probationers in the following subjects:—

(a) *Elementary Anatomy and Physiology.*

(1) *Anatomy.*—Histological description of the tissues of the body. Description of the bones, joints, muscles, heart, blood-vessels, lymphatic vessels, brain, spinal cord, nerves, organs of sense, and the viscera.

(2) *Physiology.*—Mechanism of the skeleton. Properties and mode of action of muscular tissue. Secretion. Functions of the organs of secretion. Excretion. Functions of the organs of excretion. The chemistry of the body. Digestion. Physiology of the blood, and of the circulation of the blood. Physiology of respiration. Functions of the nervous system and of the organs of special sense.

(b) *Hygiene and Dietetics.*

Air in relation to health: its composition and impurities. Principles of ventilation. Heat in relation to health. Modes of heating and measurement of heat. Water in relation to health. Supply and impurities of water. Effects of impurities in air and in water on the health. Effects of exercise, rest, and occupation. Drainage of houses in relation to health. Effects of bad drainage. Clothing in relation to health. The causes of infection. Microbes: their activities and effects on health. Modes of infection. Prevention of infection. Modes of disinfection.

Classification of foods—proximate principles. Composition of foods and dietaries. Rationale of food-taking. Nutritive value of the common articles of diet. The preparation of simple articles of diet for invalids.

(c) *Medical and Surgical Nursing.*

(1) *Medical Nursing.*—General management of the sick-room and hospital ward.

Hospital ethics, and the position of nurses relative to medical practitioners.

Drugs: their administration and action.

First aid in cases of poisoning and in emergencies generally.

An elementary knowledge of the symptoms of diseases, including infectious diseases and diseases of children, with treatment and management.

An elementary knowledge of the types of insanity, with treatment and management of the insane.

(2) *Surgical Nursing.*—The principles of, and appliances used in, antiseptic surgery. The principles of aseptic

APPENDIX No. CLVIII. (I).—*Continued.*

Paper handed in by Mr A. Murray. Q. 53510 (81).

surgery and the methods of sterilisation. The management of a surgical operation. A knowledge of surgical instruments and their uses. Treatment before and after operation. An elementary knowledge of the common surgical cases, with treatment and nursing appropriate to each. Nursing of special surgical cases, *e.g.*, head cases, tongue and mouth cases, tracheotomy cases, surgical chest cases, abdominal cases, and rectal cases. Bandaging, splints, and other immobilising apparatus.

(d) *Midwifery.*

The bony pelvis and its contents. Organs of generation in the female. Ovulation and menstruation. Signs and symptoms of, and uterine changes in, pregnancy. Diseases of pregnancy. Abnormal pregnancy. Abortions. The fœtus: diameter of head, presentations, and positions. Phenomena of labour. Mechanism of labour. The management of normal labour. Asepsis and antisepsis. Care of mother and child during puerperium. Causes of precipitate and of tardy labour, with treatment. The complications of labour, hæmorrhages, etc. Obstetric operations. Complications of the puerperium. Accidents during delivery. Abnormalities and diseases of the newly born. Infant feeding.

(e) *Oral and Practical.*

The practical examination will embrace such work as bed-making; cooking of simple dishes for invalids; arranging instruments and appliances for surgical use; preparing splints and dressings; bandaging; preparing fomentations, poultices, baths, packs, steam-tents, enemata, and hypodermic injections; taking temperatures and pulse and respiration rates; testing urines; dressing ulcers and bedsores; and administering medicines.

The oral examination will include all the subjects of study.

5. A nurse will be permitted to divide this examination into two parts. Any two of the above sections may be taken at the end of the second year and the remainder at the end of the nurse's period of training. A fee of 10s. will be required for the complete examination. If a nurse fail to pass the examination, she shall be permitted to enter again on payment of a further fee of 5s. for each subsequent examination. Failure in one or more subjects will not necessitate re-examination in subjects in which the nurse may have satisfied the examiners.

6. Where there is more than one medical officer in the Poorhouse Hospital, the principal medical officer may allocate the duty of lecturing between himself and his assistants. Such allocation, or changes therein, should be intimated to the Local Government Board. The Board suggest the following scheme of lectures, which may, however, be modified to suit the special requirements of each hospital:—

First Year.

Lecture.—One hour each week on Elementary Anatomy and Physiology; one hour each week on Medical and Surgical Nursing.

Text-Books.—Physiology for Beginners: Foster and Shore (Macmillan, price 2s. 6d.).

Elementary Physiology: Murché (Blackie & Son, price 2s.).

Elementary Anatomy: Clarke (Blackie & Son, price 5s.).

Medical and Surgical Nursing: Humphry (Griffin & Co., price 3s. 6d.).

Practical Nursing: Stewart and Cuff (Blackwood & Sons, price 5s. nett).

A Complete System of Nursing: Honnor Mortem (Dent & Co., price 7s. 6d. nett).

General Nursing: Lückes (Kegan Paul, price 2s. 6d.).

Second Year.

Lecture.—One hour each week on Midwifery; one hour each week on Medical and Surgical Nursing.

Text-Books.—A short Practice of Midwifery for Nurses: Jellett (Churchill, price 6s.).

Textbook of Midwifery: Jardine (Kimpton, price 6s.).

Obstetric Nursing: Haultain and Ferguson (Pentland, price 5s.).

Handbook for Attendants on the Insane: Medico-Psychological Association (Baillière, Tindall & Cox, price 2s.).

Third Year.

Lecture.—One hour each week on Medical and Surgical Nursing; one hour each week on Hygiene and Dietetics.

Text-Books.—Practical Domestic Hygiene: Notter and Firth (Longmans, price 2s. 6d.).

Hygiene: Wakefield (Blackie & Son, price 2s.).

7. The lecturer will advise probationers as to the text-books that they should use. He may supplement these text-books by any others that he may think specially applicable to the phase of the subject under consideration. He should, as far as possible, illustrate his lectures by diagrams, drawings, lantern slides, models, specimens, and actual cases.

The lady superintendent will make it her special care to secure that probationers receive adequate training in the practical use of all medical and surgical appliances proper to their work. The nurses should be encouraged to independent reading and study in connection with their work. A small library containing books likely to assist them in their studies should be entrusted to the lady superintendent for the use of the nurses.

8. The Board will periodically intimate when and where examinations will be held. Application forms will at the same time be forwarded to the medical officer, who will see that a form is supplied to any nurse that may wish to present herself for examination. The form of application, when filled up, should be transmitted to the Secretary of the Local Government Board. Postage need not be paid.

9. These examinations will not meantime affect the system under which the Board place on their register the names of nurses qualified by two years of training in a hospital in which there is a resident medical officer. But parchment certificates will be granted only to those nurses that pass the Board's examination, and it is expected that all nurses in parochial service will endeavour to obtain this certificate.

G. Falconar-Stewart.
Secretary.

Local Government Board,
Edinburgh, 10*th January* 1907.

POOR LAW.

No. I., 1906.

APPENDIX No. CLVIII. (J.)

Handed in by Mr A. Murray. Q. 53510 (84).

Local Government Board,
Edinburgh, 11*th April* 1906.

Sir,—The Board have had under consideration the suggestion of the Departmental Committee on Poor Law Medical Relief, etc., that, in certain poorhouses, it might be desirable to provide for the observation and treatment of persons showing symptoms of mental disorder believed to be temporary and not to necessitate removal to an asylum. The Board think it right to bring this matter specially under the notice of House Committees, and, to assist them in arriving at a decision should they be disposed to favour the recommendation of the Departmental Committee, I enclose a note of the conditions under which the Board are prepared to sanction the reception of such cases in a poorhouse.

I append an extract, relating to this subject, from the Report of the Departmental Committee (page 27). I am, Sir, your obedient Servant,

G. Falconar Stewart.
Secretary.

The Governor of the Poorhouse.

APPENDIX No. CLVIII. (J).—*Continued.*

Paper handed in by Mr A. Murray. Q. 53510 (84).

Extract from the Report of the Departmental Committee.

"(*e*) *Wards for Nervous Cases with Symptoms of Threatening Insanity.*

"56. One witness spoke to the necessity for having an observation ward, or wards, attached to poorhouses, for cases of threatening insanity or temporary mental derangement, which, under the Lunacy Acts, would not be taken into the poorhouse. If placed in an observation ward, it might not be necessary to send them to an asylum. To quote the witness's words:—'It is my experience that once 'a person has been in an asylum, people have a strong 'objection to employing him or her afterwards. I have 'seen that occurring in the cases of females who have been 'out of an asylum for some time and who were quite well; 'they get into service, but the moment their employer finds 'out about the asylum they are dismissed.' In support of this suggestion, we have ascertained that, during the year ended 15th May, 1903, 242 cases with symptoms of insanity were treated in the observation wards of Glasgow (Barnhill) Poorhouse, of which only 36 were ultimately certified as insane and removed to the asylum.

"As the taint of an asylum appears to be a factor that tends to produce pauperism, we beg to direct the attention of the Board to the expediency of provision being made by poorhouse authorities for the treatment of such cases in observation wards. By such a course the cost of removal to an asylum would also be saved in many cases."

Memorandum of conditions on which the Local Government Board are prepared to approve of the Establishment or Continuance of Special Wards in Poorhouses for the Observation of Cases of Temporary Mental Disorder.

1. Observation Wards, when not in a building specially reserved for them, are to be separated from the other wards of the Poorhouse, and no inmate who is not medically certified as suitable for treatment in an Observation Ward shall be lodged therein. These wards should resemble ordinary hospital wards modified to suit their special purpose. They should form part of, or be as near as possible to, the Poorhouse Hospital.

2. At least 1000 cubic feet of air space and 100 square feet of floor space should be allowed per bed. There should be small single rooms in proximity to the main ward for those patients whom for any reason it is desirable to place by themselves. Where a comparatively large number of patients are received, the wards should be so arranged as to admit of the inmates being grouped in accordance with their mental condition.

3. Such wards should provide accommodation for not fewer than four patients of each sex.

4. No patient shall remain in an Observation Ward for a longer period than six weeks. If in any exceptional case the Medical Officer is of opinion that retention for a further period is necessary or advisable, he shall transmit to the Local Government Board a certificate to that effect, stating the grounds of his opinion and the period of further retention required.

5. Registers, for the accuracy of which the Medical Officer in charge of the Observation Wards shall be responsible, shall be kept in the annexed four forms.

6. Where the Observation Wards contain sixteen beds or upwards there must be at least one Medical Officer resident in the Poorhouse.

7. The patients shall be treated upon hospital lines and, as far as requisite, in bed.

8. In the larger wards day nurses shall be provided in the proportion of at least one nurse to eight patients In wards with not more than ten patients of either sex, one nurse to ten patients may be permitted, provided that the duties of the nurses are efficiently supervised by a responsible official and that extra nursing assistance shall always be available.

9. Night nurses shall be in the proportion of one nurse to ten or any smaller number of patients.

10. Where female nurses are employed for the nursing of male patients, either by day or by night, a male official should at all times be available in case of emergency.

11. The consent of the Local Government Board must be obtained before any portion of a Poorhouse is set apart for the observation of cases of temporary mental disorder. The Board will have to be satisfied that the proposed medical and nursing arrangements are adequate and proper before they give their consent.

Register of Admissions and Discharges.

Number of Case.	Name.	Age.	Sex.	Occupation.	Address.	Where Admitted from.	Nature of Mental Disorder.	Day and Hour of Admission.	Result of Treatment.	Where Discharged to.	Day and Hour of Discharge.

Register of Cases put under Restraint or Seclusion.

No. of Case in Admission Register.	Name.	Nature of Restraint or Seclusion.	Duration.	
			Beginning: Day and Hour.	End: Day and Hour.

Register of Accidents.

No. of Case in Admission Register.	Name.	Date of Accident.	Short Account of Accident, naming Officials or other Persons who witnessed it.

Register of Deaths.

Reference Number of Case in Admission Register.	Name.	Date and Hour of Death.	Cause of Death.	Whether a *Post-mortem* Examination was made.	Result of *Post-mortem* Examination.

APPENDIX No. CLVIII. (J).—*Continued.*

Paper handed in by Mr A. Murray. Q. 53510 (84).

FORM OF MEDICAL CERTIFICATE TO BE USED FOR PERSONS SENT TO THE OBSERVATION WARDS OF A POORHOUSE.

Parish of _____

Name of Pauper (or Applicant)* _____

I have this day examined the above-named _____ and hereby certify, on soul and conscience, the particulars under-written to be true, to the best of my knowledge and belief.

(Signed) _____
Medical Officer.

(Date) _____

Is the _____ in good health? _____

Is the _____ able to do any work? _____

Nature of _____ sickness or infirmity _____

NOTE.—*Where the circumstances are such as to give rise to a suspicion of the possible development of some form of infectious disease, special attention should be directed to the case.*

If _____ has dependants, state whether they, or any of them, suffer from sickness or infirmity _____

Nature of sickness or infirmity of dependants _____

Does the condition of _____ or dependants require immediate attention and medical advice? † _____

Is _____ or any dependant "*lunatic, insane, idiot, or of unsound mind*"? ‡ _____

Are _____ and dependants able to be removed to the Poorhouse of _____ without injury to their health? _____

If so, state the manner in which they are capable of removal without risk of injury to their health § _____

The Medical Officer is requested to state on this page the grounds that have led him to conclude that _____ is suitable for treatment in the Observation Wards of the Poorhouse.

MEMORANDUM AS TO CASES SUITABLE FOR TREATMENT IN THE OBSERVATION WARDS OF A POORHOUSE.

The Local Government Board feel that a wide discretion must be left to the Medical Officers in charge of these Wards, and to the Medical Officers who sign the certificates of admission. No doubt there will sometimes be diversity of opinion as to whether a patient sent to an Observation Ward should not more properly have been sent to an Asylum as a certified lunatic. In such cases, the considerations to be kept chiefly in mind are the immediate cause, and the probable duration, of the mental disturbance. As a general rule, it is not intended that cases should be kept in an Observation Ward longer than six weeks. It is difficult to limit or to specify exactly the type of case for which Observation Wards are suitable, but the following may be mentioned :—

(*a*) Where the mental symptoms are a sequel or accompaniment of diseases that in ordinary circumstances terminate within a definite time. The point specially to be kept in view here is the likelihood of the speedy disappearance of the symptoms of mental disturbance.

(*b*) Where, although the mental symptoms would seem to indicate lunacy, the Medical Officer is clearly of opinion that such symptoms are likely to be of short duration.

(*c*) Where the patient's mental state gives rise to apprehension, but where the symptoms are not sufficiently marked to enable the certifying physician to affirm either sanity or insanity.

(*d*) Where the mental disorder is associated with alcoholic abuse.

(*e*) Senile cases where there are temporary symptoms of mental derangement which make it undesirable that the patients should be treated in a general hospital ward.

(*f*) The presence of the following conditions should be regarded as contra-indicating suitability for such wards :—

(1) Homicidal tendencies.
(2) Dangerous violence.
(3) Acute and persistent suicidal tendencies.
(4) Long established insanity or known existence of chronic delusions.

It is intended that the Medical Officers of Parishes entitled to send patients to a Poorhouse that has Observation Wards should have a copy of this Memorandum.

* The Inspector will erase one or other of the words, and fill up the blanks in the Certificate with the designation applicable.

† If this question is answered in the affirmative in the case of a person to be removed to a Poorhouse not having a resident Medical Officer, the certifying Medical Officer should give all needful suggestions as to the immediate treatment of the patient on admission.

‡ No person so certified can be legally sent to or received in a Poorhouse, unless it possesses licensed lunatic wards, and then only with the sanction of the General Board of Lunacy. If the case is considered suitable for an Observation Ward, the Medical Officer should write "For Observation" in the space reserved for his answer. He should also read the Memorandum printed on the back of this form, and record in the space provided his reasons for thinking the case suitable for treatment in an Observation Ward.

§ The Medical Officer will note specially any precautions which he deems necessary in conducting the removal,—in particular, whether the patient can walk to the vehicle prepared for him, or whether he should be carried, and, if so, whether a stretcher is necessary; whether a nurse should accompany the patient; whether any preparation of the patient by the administration of food, stimulant, &c., is required; and any other matters to which attention should be directed.

APPENDIX No. CLVIII. (K).

Paper handed in by Mr A. Murray. Q. 53946.

SUMMARY OF CERTAIN COMPLAINTS OF INADEQUATE RELIEF IN WHICH THE LOCAL GOVERNMENT BOARD DID NOT AGREE WITH THE ATTITUDE TAKEN UP BY PARISH COUNCILS CONCERNED, AND IN WHICH THE PARISH COUNCILS, AFTER CORRESPONDENCE, AGREED TO ADOPT THE BOARD'S SUGGESTIONS.

(1). *Flora Rose or Mackay, a pauper of Alness, residing in Fodderty.*—Pauper appealed against the offer of indoor relief. She was a widow, 63 years of age, and certified to be suffering from debility and fit for only light work. She had seven of a family, four daughters and three sons. These were mostly married and had large families of their own. Alness offered indoor relief only in respect that family should support their mother. The incomes of the various members were, however, very slender and they could not, in the view of the Board, be expected to give much help. The Board represented this to the parish council, who agreed to grant aliment at the rate of 2s. 6d. per week.

(2) *William Jamieson, a pauper of Scoonie, residing in Inveresk.*—The pauper was 67 years of age. He was almost blind, due to an accident while working at his trade—that of a miner. His wife was also unable to work, as she suffered from rheumatism. Pauper had obtained compensation at the rate of 15s. a week for the accident. This, however, he had computed for a slump sum of £150, as he and his wife desired to go to America, in order to live with their daughter and son-in-law. They had been advised that the compensation would not be payable in America. Their son-in-law, however, was not good to them and they returned to Scotland. Pauper alleged that the £150 had been spent in maintaining themselves. Scoonie, however, insisted that a considerable portion of the money was still left, and decided to offer the poorhouse as a test. The Board caused inquiry to be made by their General Superintendent and requested the Inspector of Poor of Scoonie to confer with them. As a result the parish council of Scoonie agreed to grant aliment at the rate of 5s. a week.

APPENDIX No. CLVIII. (K).—*Continued.*

Paper handed in by Mr A. Murray. Q. 53946.

(3). *Helen Martin or Buglass, a pauper of Eyemouth, residing in Hutton.*—Pauper was a widow, 40 years of age. She had nine of a family, aged respectively, 1, 3, 5, 7, 11, 12, 14, 19, and 23 years. The three eldest daughters earned amongst them 26s. 6d. a week. Pauper had free house and 1800 yards of potatoes. She was receiving 3s. a week from the parish of Eyemouth and applied for an increase. It appeared to the Board unreasonable to ask the daughters to give up all their earnings, and on their recommendation, parish council of Eyemouth increased the aliment to 5s. a week.

(4) *Jemima Steven, a pauper of Cruden, residing in Aberdeen.*—Pauper was 21 years of age, and certified as suffering from phthisis. She lived with her aunt in Aberdeen. Parish council were allowing 3s. a week, which pauper desired should be increased to 5s. Parish council, on representation by the Board, increased allowance to 5s. a week, and agreed to procure suitable lodgings for the pauper in the country, if she so desired.

(5) *Bella Stevenson or Connon, a pauper of Monquhitter, residing in Inverurie.*—Pauper was 28 years of age, and a deserted wife. She had four dependants. She was in receipt of 5s. a week aliment, which she applied to get increased to 8s. Pauper was working with a local florist, but, owing to the nature of the work, she could only work in dry weather. Moreover, this source of work failed in the winter. When working she earned 1s. 8d. a day. The Board caused their General Surerintendent to examine into the case. The pauper then stated that she would endeavour to get along with 6s. a week, if the parish council would supply clothing for the children. The Board made representation to the parish council, when they agreed to grant aliment at the rate of 6s. a week and to give pauper clothing to the value of 30s.

(6) *Rose Downie or Ferguson, a pauper of New Monkland, residing in Glasgow.*—Pauper was 23 years of age, and a deserted wife. She had two dependants, aged respectively 3 years and 1 year 5 months. She applied to get Margaret, the elder, who was suffering from bronchial catarrh and tabes mesenterica, admitted to the hospital for treatment without she herself having to enter the poorhouse with her, as, by doing so, she must necessarily lose the situation which she was then engaged in. New Monkland refused to accede to this application. On representation from the Board, however, the parish council reconsidered the matter and granted application.

APPENDIX No. CLIX. (A).

PAPER HANDED IN BY MR JOHN T. MAXWELL.

TABLE No. 1. Q. 55076 (3).

STATEMENT showing for each County in Scotland the number of Parishes whose area in 1905 lay within certain limits.

	Number of Parishes having an Area								
	Under 2,000 Acres.	2,000 and under 4,000 Acres.	4,000 and under 7,000 Acres.	7,000 and under 10,000 Acres.	10,000 and under 20,000 Acres.	20,000 and under 50,000 Acres.	50,000 and under 100,000 Acres.	100,000 and under 200,000 Acres.	Over 200,000 Acres.
1. Aberdeen,	...	...	16	20	38	6	2	1	...
2. Argyll,	...	1	...	1	5	18	11	3	...
3. Ayr,	...	4	5	5	21	8	1	...	...
4. Banff,	1	...	4	4	8	4	1	...	...
5. Berwick,	1	5	10	7	6	3	...	...	...
6. Bute,	...	2	...	1	1	1	1	...	...
7. Caithness,	...	...	...	...	3	5	...	2	...
8. Clackmannan,	...	...	2	3	...	...	...	...	...
9. Dumbarton,	...	...	...	5	4	3	...	...	...
10. Dumfries,	...	...	6	8	17	12	...	...	...
11. Edinburgh,	1	4	11	3	6	2	...	...	...
12. Elgin,	...	...	6	3	6	3	1	...	...
13. Fife,	7	22	14	13	3	1	...	...	...
14. Forfar,	...	7	24	8	8	4	2	...	...
15. Haddington,	1	4	6	9	4	...	...	...	...
16. Inverness,	...	1	...	1	2	6	12	9	2
17. Kincardine,	...	2	2	8	3	4	...	...	...
18. Kinross,	...	...	1	2	2	...	...	...	...
19. Kirkcudbright,	...	1	...	4	14	7	2	...	...
20. Lanark,	...	7	6	4	14	7	1	...	...
21. Linlithgow,	...	...	6	3	2	...	...	...	...
22. Nairn,	...	...	...	1	1	2	...	...	...
23. Orkney,	...	1	2	7	9	2	...	...	...
24. Peebles,	...	2	1	...	8	3	...	...	...
25. Perth,	2	9	17	8	13	13	6	2	1
26. Renfrew,	1	2	3	3	7	...	...	...	...
27. Ross and Cromarty,	...	...	3	6	5	6	6	5	2
28. Roxburgh,	...	5	8	3	5	8	1	...	...
29. Selkirk,	...	...	1	...	3	3	...	...	...
30. Stirling,	1	1	3	7	7	3	...	...	...
31. Sutherland,	...	...	...	...	2	1	3	6	1
32. Wigtown,	1	...	...	3	7	6	...	...	...
33. Zetland,	...	...	...	2	1	8	1	...	...
Total,	16	80	157	152	235	149	51	28	6

Parish with largest area—Kilmonivaig (Inverness), 267,047 acres.
Do. smallest area—Anstruther Easter (Fife), 28 acres.
Average area—21,819 acres.

APPENDIX No. CLIX. (A).—*Continued.*

Paper handed in by Mr John T. Maxwell.

TABLE No. 2. Q. 55076 (4).

POPULATIONS OF PARISHES (CENSUS 1901).

STATEMENT showing for each County the number of Parishes which according to the 1901 Census had Populations within certain limits.

	Number of Parishes having Populations				
	Under 500.	500 and under 1,000.	1,000 and under 2,500.	2,500 and under 5,000.	Over 5,000.
1. Aberdeen,	4	24	38	13	4
2. Argyll,	10	8	14	4	3
3. Ayr,	...	3	11	10	20
4. Banff,	...	6	8	5	3
5. Berwick,	12	9	9	2	...
6. Bute,	...	...	4	1	1
7. Caithness,	...	1	6	...	3
8. Clackmannan,	...	...	1	2	2
9. Dumbarton,	...	3	1	1	7
10. Dumfries,	8	17	12	4	2
11. Edinburgh,	4	2	4	8	9
12. Elgin,	1	5	8	3	2
13. Fife,	9	10	25	6	10
14. Forfar,	15	18	11	1	8
15. Haddington,	5	9	5	2	3
16. Inverness,	1	6	18	5	3
17. Kincardine,	1	6	8	3	1
18. Kinross,	...	2	2	1	...
19. Kirkcudbright,	3	14	7	3	1
20. Lanark,	10	2	6	2	19
21. Linlithgow,	...	2	...	4	5
22. Nairn,	...	2	1	...	1
23. Orkney,	2	8	8	3	...
24. Peebles,	7	4	1	1	1
25. Perth,	17	16	28	8	2
26. Renfrew,	...	1	3	3	9
27. Ross and Cromarty,	2	6	16	7	2
28. Roxburgh,	10	14	2	3	1
29. Selkirk,	3	2	...	...	2
30. Stirling,	2	4	5	1	10
31. Sutherland,	1	1	9	2	...
32. Wigtown,	...	2	12	3	...
33. Zetland,	1	1	8	1	1
Total,	128	208	291	112	135

Parish with least Population—Lyne (Peeblesshire), 98.
Do. highest do. Glasgow, 571,615.
Average—5,117.

TABLE No. 3. Q. 55076 (5).

STATEMENT showing for each County in Scotland the number of Parishes whose Valuation in 1905 lay within certain limits.

	Parishes having a Gross Rental								
	Under £1,000.	£1,000 and under £5,000.	£5,000 and under £10,000	£10,000 and under £20,000.	£20,000 and under £50,000.	£50,000 and under £100,000.	£100,000 and under £500,000.	£500,000 and under £1,000,000.	Over £1,000,000.
1. Aberdeen,	...	10	34	24	12	2	...	1	...
2. Argyll,	...	11	13	10	2	2	1	...	...
3. Ayr,	...	...	2	12	23	5	2	...	...
4. Banff,	...	4	8	5	5	...	...	...	...
5. Berwick,	...	8	12	10	2	...	...	...	...
6. Bute,	...	...	...	4	1	1	...	...	...
7. Caithness,	...	1	5	2	1	1	...	...	...
8. Clackmannan,	...	...	...	3	1	1	...	...	...
9. Dumbarton,	...	...	1	2	2	4	3	...	...
10. Dumfries,	...	1	17	20	4	...	1	...	...
11. Edinburgh,	...	1	3	7	9	5	...	1	1
12. Elgin,	...	1	10	5	2	1	...	...	...
13. Fife,	...	9	17	17	10	4	3	...	...
14. Forfar,	...	10	19	15	3	4	1	1	...
15. Haddington,	...	2	9	7	6	...	...	...	...
16. Inverness,	...	8	11	10	3	...	1	...	...
Carry forward,	...	66	161	153	86	30	12	3	1

APPENDIX No. CLIX. (A).—*Continued.*

Paper handed in by Mr John T. Maxwell.

TABLE No. 3—*continued*

	Parishes having a Gross Rental.								
	Under £1,000.	£1,000 and under £5,000.	£5,000 and under £10,000.	£10,000 and under £20,000.	£20,000 and under £50,000.	£50,000 and under £100,000.	£100,000 and under £500,000.	£500,000 and under £1,000,000.	Over £1,000,000.
Brought forward,	...	66	161	153	86	30	12	3	1
17. Kincardine,	...	1	8	7	3	...	...	...	...
18. Kinross,	...	...	2	3	...	...	...	...	...
19. Kirkcudbright,	...	...	13	11	4	...	...	...	...
20. Lanark,	...	4	7	6	5	7	8	...	2
21. Linlithgow,	...	...	...	3	4	4	...	...	...
22. Nairn,	...	...	3	...	1	...	...	...	...
23. Orkney,	2	17	1	1	...	...	...	...	...
24. Peebles,	...	5	4	2	3	...	...	...	...
25. Perth,	...	11	19	24	16	...	1	...	...
26. Renfrew,	...	...	1	3	3	4	4	1	...
27. Ross and Cromarty,	...	8	15	9	1	...	...	...	...
28. Roxburgh,	...	4	15	6	4	1	...	...	...
29. Selkirk,	...	...	3	2	1	1	...	...	...
30. Stirling,	...	1	2	5	9	3	2	...	...
31. Sutherland,	...	3	6	4	...	...	...	...	...
32. Wigtown,	...	...	3	12	2	...	...	...	...
33. Zetland,	1	8	2	...	1	...	...	...	...
Total,	3	128	265	251	143	50	27	4	3

Parish having highest Gross Rental—Glasgow, £4,231,191.
Do. lowest do. Papa Westray (Orkney), £719.
Average Gross Rental—£35,329.

TABLE No. 4. Q. 55076 (6).

STATEMENT showing for each County in Scotland the number of Parishes whose Acreage per head of Population (Census 1901) lay within certain limits.

	Parishes having Acreage per head of Population									
	Under 1.	1 and under 5.	5 and under 10.	10 and under 20.	20 and under 40.	40 and under 70.	70 and under 100.	100 and under 150.	150 and under 200.	200 and upwards.
1. Aberdeen,	3	13	41	20	4	1	...	1	...	...
2. Argyll,	...	3	3	4	12	8	3	4	2	...
3. Ayr,	7	22	8	3	2	1	1	...	...	...
4. Banff,	1	6	9	3	1	1	1	...	...	...
5. Berwick,	1	4	9	11	6	...	1	...	...	...
6. Bute,	1	1	1	2	1	...	...	...	...	...
7. Caithness,	...	2	1	3	2	2	...	...	...	...
8. Clackmannan,	1	4	...	...	...	...	...	...	...	...
9. Dumbarton,	5	4	...	1	...	2	...	...	...	...
10. Dumfries,	1	6	9	13	10	2	2	...	...	...
11. Edinburgh,	6	13	4	1	3	...	...	...	...	...
12. Elgin,	...	5	6	6	1	1	...	...	...	...
13. Fife,	13	25	15	7	...	...	...	...	...	...
14. Forfar,	5	9	12	19	3	2	...	2	1	...
15. Haddington,	2	8	4	8	2	...	...	...	...	...
16. Inverness,	...	2	3	4	9	8	2	3	1	1
17. Kincardine,	1	5	6	5	1	1	...	...	...	...
18. Kinross,	...	1	1	3	...	...	...	...	...	...
19. Kirkcudbright,	...	4	2	13	5	3	...	...	1	...
20. Lanark,	12	8	7	6	4	2	...	...	...	...
21. Linlithgow,	3	6	2	...	...	...	...	...	...	...
22. Nairn,	...	1	...	1	1	1	...	...	...	...
23. Orkney,	...	2	8	10	1	...	...	...	...	...
24. Peebles,	...	1	1	2	7	1	2	...	...	...
25. Perth,	2	12	14	24	11	3	3	2	...	...
26. Renfrew,	7	7	1	1	...	...	...	...	...	...
27. Ross and Cromarty,	...	7	6	4	7	4	1	1	3	...
28. Roxburgh,	1	2	8	11	4	1	3	...	...	...
29. Selkirk,	1	1	...	...	2	1	1	1	...	...
30. Stirling,	4	9	3	3	1	1	1	...	...	...
31. Sutherland,	...	...	...	2	1	5	2	2	1	...
32. Wigtown,	1	1	8	5	1	1	...	...	...	...
33. Zetland,	...	1	1	6	4	...	...	...	...	...
Total,	78	195	193	201	106	52	23	16	9	1

Parish having highest Acreage per head of Population—Laggan, 205.
" lowest " " " Leith, ·0189.
Average " " " 4·264.

APPENDIX No. CLIX. (A).—*Continued.*

Paper handed in by Mr John T. Maxwell.

TABLE No. 5. Q. 55076 (8).

TABLE OF PAUPERISM.

County.	Number of Parishes at 15th May 1906 having									
	0 Pauper Families.	1 Pauper Family.	2–5 Pauper Families.	6–10 Pauper Families.	11–20 Pauper Families.	21–50 Pauper Families.	51–100 Pauper Families.	101–500 Pauper Families.	501–1000 Pauper Families.	Over 1000 Pauper Families.
1. Aberdeen,	...	...	7	11	22	29	10	3	...	1
2. Argyll,	...	2	4	2	9	8	11	3	...	...
3. Ayr,	...	1	...	1	8	9	13	11	1	...
4. Banff,	...	...	2	1	4	9	3	3	...	...
5. Berwick,	1	2	9	6	7	5	2	...	...	...
6. Bute,	...	...	...	...	3	2	...	1	...	...
7. Caithness,	...	...	...	...	1	4	2	3	...	...
8. Clackmannan,	...	...	...	...	...	2	2	1	...	...
9. Dumbarton,	...	...	2	1	...	1	1	7	...	...
10. Dumfries,	...	1	9	7	12	11	1	2	...	...
11. Edinburgh,	...	1	3	...	5	8	3	5	...	2
12. Elgin,	...	...	1	...	3	9	4	2	...	...
13. Fife,	1	3	5	8	15	16	7	5	...	...
14. Forfar,	...	1	18	15	7	4	2	5	...	1
15. Haddington,	...	...	4	6	4	6	3	1	...	...
16. Inverness,	...	...	...	1	2	12	15	2	1	...
17. Kincardine,	...	1	1	5	5	6	1	...	...	...
18. Kinross,	...	...	1	1	2	1	...	...	...	...
19. Kirkcudbright,	...	1	3	9	7	4	3	1	...	...
20. Lanark,	...	4	4	5	3	2	3	12	4	2
21. Linlithgow,	...	...	1	...	1	2	3	4	...	...
22. Nairn,	...	...	...	...	2	1	...	1	...	...
23. Orkney,	...	...	2	3	6	8	1	1	...	...
24. Peebles,	2	6	3	...	1	1	1	...	...	...
25. Perth,	1	2	15	15	10	23	4	1	...	...
26. Renfrew,	...	...	...	1	1	4	2	6	1	1
27. Ross and Cromarty,	...	...	...	...	...	15	9	9	...	...
28. Roxburgh,	...	3	12	5	6	1	2	1	...	...
29. Selkirk,	...	1	3	1	...	...	1	1	...	...
30. Stirling,	...	...	1	5	2	4	4	5	1	...
31. Sutherland,	...	...	...	...	1	6	5	1	...	...
32. Wigtown,	...	...	...	1	...	12	4	...	...	...
33. Zetland,	...	...	1	...	...	3	7	1	...	...
Total,	5	29	111	110	149	228	129	98	8	7

Parishes having no Pauper Families—Foulden, Moonzie, Kirkurd, Lyne, Lethendy.
Average number of " in a Parish—82·9
Largest " " " —(Glasgow), 11,418.

APPENDIX No. CLIX. (A).—*Continued.*

Paper handed in by Mr John T. Maxwell.

TABLE No. 6. Q. 55076 (9).

TABLE giving certain information as to Population, Pauperism, Assessment, and Assessable Rental of Parishes having a Population under 500 (Census 1901).

County and Parish.	Population in 1901.	Number of Poor at 15th May 1906.	Percentage of Poor to Population.	Rate per £ of Poor Law Assessment in 1905–6. Owners.		Rate per £ of Poor Law Assessment in 1905–6. Occupier.		Poor Law Assessable Rental in respect of Ownership in 1905–6.	Assessable Rental per head of Population.		
				s.	d.	s.	d.	£	£	s.	d.
Aberdeen—											
Bourtie,	408	6	1·5	0	1½	0	2	4,429	10	17	0
Clatt,	425	5	1·2	0	4	0	7	3,308	7	16	0
Glenbuchat,	403	5	1·2	0	2 17/20	0	1½	2,124	5	5	0
Leslie,	443	8	1·8	0	5⅜	0	1¾	2,715	6	3	0
Argyll—											
Coll,	432	11	2·5	0	8 41/50	0	6 12/25	2,500	5	16	0
Colonsay and Oronsay,	313	17	5·4	1	7	2	7	1,667	5	7	0
Craignish,	327	5	1·5	0	2¼		...	2,326	7	2	0
Gigha,	374	11	2·9	0	4¾	0	4¾	1,870	5	0	0
Inverchaolain,	334	2	·6	0	2⅓	0	2 7/16	3,900	11	14	0
Kilchrennan,	394	23	5·8	1	2	1	2	3,624	9	4	0
Kilmodan,	387	2	·5	0	2	0	2	4,105	10	12	0
Kilninver,	357	17	4·8	0	8	0	7	3,582	10	1	0
Strachur,	496	1	·2	0	3	0	2⅛	3,730	7	10	0
Stralachlan,	238	5	2·1	0	8	0	7	1,432	6	0	0
Berwick—											
Abbey St Bathans,	213	4	1·9	0	2	0	3¼	2,029	9	11	0
Cranshaws,	159	1	·6		...		...	1,704	10	14	0
Fogo,	445	2	·4	0	2	0	2¼	4,920	11	1	0
Foulden,	386	...	...	0	1⅛		...	3,822	9	18	0
Hume,	311	6	1·9	0	2¾	0	3	3,677	11	16	0
Ladykirk,	316	12	3·8	0	4	0	5	4,259	13	10	0
Langton,	398	10	2·5	0	3¼	0	4⅜	5,042	12	13	0
Legerwood,	431	2	·5	0	1 1/10	0	0 3/10	5,598	13	0	0
Longformacus,	281	4	1·4	0	1		...	5,230	18	12	0
Mordington,	284	1	·4	0	2 3/100	0	2 4/25	3,789	13	7	0
Nenthorn,	416	2	·5	0	1⅞	0	1⅝	3,726	8	19	0
Polwarth,	203	5	2·5	0	2	0	3	2,186	10	15	0
Dumfries—											
Eskdalemuir,	441	3	·7	0	2	0	3	8,271	18	15	0
Ewes,	261	2	·8	0	1⅝	0	1⅝	4,449	17	1	0
Half Morton,	346	3	·9	0	3	0	3¾	4,020	11	12	0
Mouswald,	475	4	·8	0	1¾	0	1¾	4,931	10	8	0
Tundergarth,	403	10	2·5	0	1	0	1	5,975	14	17	0
Tynron,	334	2	·6	0	1 7/10	0	2⅕	4,522	13	11	0
Wamphray,	396	5	1·3	0	2	0	3	5,465	13	16	0
Westerkirk,	415	10	2·4	0	2¼	0	2¼	5,405	13	0	0
Edinburgh—											
Carrington,	460	6	1·3	0	1⅝	0	1½	9,132	19	17	0
Fala and Soutra,	319	3	·9	0	2½	0	0½	2,786	8	15	0
Heriot,	417	1	·2	0	0⅜	0	0⅜	5,534	13	5	0
Temple,	385	5	1·3	0	1 1/16	0	0 11/16	11,519	29	18	0
Elgin—											
Birnie,	356	4	1·1	0	4¾	0	6	3,071	8	13	0
Fife—											
Creich,	297	3	1·0	0	1½	0	1¼	2,355	7	19	0
Dairsie,	464	7	1·5	0	1⅝		...	4,460	9	12	0
Denino,	272	1	·4	0	1¼	0	1¾	2,706	9	19	0
Dunbog,	286	1	·3	0	0½	0	0¼	2,989	10	9	0
Flisk,	232	2	·9	0	1¼	0	1¾	2,535	10	19	0
Kemback,	412	15	3·6	0	4½	0	5¼	3,597	8	15	0
Logie,	285	5	1·8	0	1½	0	1½	3,820	13	8	0
Moonzie,	138	...	...		...		...	...		...	
Newburn,	296	2	·7	0	0 5/12	0	0 3/50	4,242	14	7	0
Forfar—											
Caraldstone,	221	2	·9	0	3⅜	0	4¾	2,129	9	13	0
Essie and Nevy,	474	9	1·9	0	3½	0	4	5,902	12	9	0
Fearn,	322	2	·6	0	2½	0	3 49/100	4,006	12	9	0
Fowlis Easter,	254	6	2·4	0	2	0	2	2,673	10	10	0
Guthrie,	264	4	1·5	0	3½	0	4⅕	2,957	11	4	0
Kingoldrum,	355	3	·8	0	0 9/20	0	1¼	4,403	12	8	0
Kinnettles,	323	4	1·2	0	1½	0	0⅗	4,606	14	5	0
Lethnot,	238	8	3·4	0	3¾	0	4	3,796	15	19	0
Lochlee,	326	10	3·1	0	5½	0	5½	4,878	14	19	0
Lunan,	302	7	2·3	0	1⅜	0	0 13/16	4,225	14	0	0
Lundie,	268	1	·4	0	1¼	0	1¼	2,810	10	10	0
Marytoun	278	2	·7	0	2	0	0⅔	2,817	10	3	0
Oathlaw,	365	14	3·6	0	4	0	5¼	4,757	13	1	0
Ruthven,	169	2	1·2	0	3½	0	3½	1,852	10	19	0
Strickathrow,	430	2	·5	0	0¾	0	0¼	4,849	11	6	0
Haddington—											
Bolton,	298	10	3·4	0	1¾	0	1¾	2,735	9	4	0
Morham,	201	3	1·5	0	4	0	4	2,226	11	1	0
Oldhamstocks,	429	5	1·2	0	2⅝	0	3¼	4,269	9	19	0
Salton,	431	8	1·9	0	4	0	4½	4,602	10	14	0
Spott,	423	2	·5	0	1¾	0	1½	5,170	12	4	0

APPENDIX No. CLIX. (A).—*Continued.*

Paper handed in by Mr John T. Maxwell. Q. 55076 (9).

TABLE No. 6—*continued.*

County and Parish.	Population in 1901.	Number of Poor at 15th May 1906.	Percentage of Poor to Population.	Rate per £ of Poor Law Assessment in 1905–6. Owner.	Occupier.	Poor Law Assessable Rental in respect of Ownership in 1905–6.	Assessable Rental per head of Population.
				s. d.	s. d.	£	£ s. d.
Inverness—							
Small Isles,	495	11	2·2	0 4½	0 4½	2,871	5 16 0
Kincardine—							
Garvock,	368	1	·3	0 1¼	0 1⅜	3,986	10 17 0
Kirkcudbright—							
Carsphairn,	351	1	·3	0 1¼	0 1 9/16	8,152	23 5 0
Lochrutton,	497	9	1·8	0 4	0 4	6,756	13 12 0
Terregles,	454	2	·4	0 2½	0 2½	5,015	11 1 0
Lanark—							
Covington,	314	2	·6	0 0⅞	0 0⅞	5,412	17 5 0
Culter,	392	3	·8	0 1¼	0 1	6,459	16 10 0
Dolphinton,	250	4	1·6	0 1	0 1¼	2,611	10 9 0
Dunsyre,	200	1	·5	0 1	0 1	3,692	18 9 0
Libberton,	432	8	1·9	0 1½	0 2	6,756	15 13 0
Pettinain,	271	1	·4	0 0½	0 0½	4,116	15 4 0
Symington,	388	7	1·8	0 4	0 4	4,797	12 7 0
Walston,	283	1	·4	0 0¼	0 0¼	2,762	9 15 0
Wandell, etc.,	362	1	·3	0 0½	0 0½	9,658	26 14 0
Wiston, etc.,	412	4	1·0	0 2¼	0 2⅝	6,979	16 19 0
Orkney—							
Hoy, etc.,	485	6	1·2	0 11	1 1	747	1 11 0
Papa Westray,	295	3	1·0	1 10½	3 2	563	1 18 0
Peebles—							
Drumelzier,	194	1	·5	0 1¾	0 1	2,792	14 8 0
Kirkurd,	293	...	...	0 0⅞	0 0⅝	2,576	8 16 0
Lyne,	98	...	...	0 1½	...	1,125	11 10 0
Manor,	257	1	·4	0 1	0 1	4,050	15 15 0
Skirling,	230	1	·4	0 1⅜	0 0⅞	2,662	11 11 0
Stobo,	401	1	·2	0 0 11/16	0 0 9/16	5,019	12 10 0
Tweedsmuir,	435	2	·5	0 1 29/50	0 2 9/20	4,769	10 19 0
Perth—							
Aberdalgie,	278	2	·7	0 2	0 2½	3,771	13 11 0
Abernyte,	241	4	1·7	0 2 17/20	0 2 17/25	2,141	8 18 0
Bendochy,	473	6	1·3	0 1	0 0¾	8,009	16 19 0
Collace,	440	8	1·8	0 3¼	0 4¼	3,091	7 1 0
Dron,	232	8	3·4	0 4	0 5	3,669	15 16 0
Gask,	323	7	2·2	0 2½	0 2½	4,088	12 13 0
Glendevon,	147	3	2·0	0 0¾	0 0¾	5,104	34 14 0
Kinloch,	193	2	1·0	...	...	...	...
Kinnaird,	217	2	·9	0 1½	0 1	2,167	10 0 0
Lethendy,	158	...	...	0 1	0 1⅗	2,238	14 3 0
Madderty,	443	3	·7	0 1¾	0 2	6,351	14 7 0
Moneydie,	251	1	·4	0 1½	0 1½	3,120	12 9 0
Muckhart,	475	5	1·1	0 2	0 2	4,951	10 8 0
Rhynd,	183	4	2·2	0 1⅘	0 2	4,427	24 4 0
St Madoes,	336	10	3·0	0 3¼	0 3¼	4,673	13 18 0
Trinity Gask,	381	4	1·0	0 2½	0 3	5,136	13 10 0
Weem,	406	10	2·4	0 3	0 3	4,312	10 12 0
Ross and Cromarty—							
Glenshiel,	343	28	8·2	1 0	0 11	3,016	8 16 0
Kintail,	491	55	11·2	1 3¼	1 2½	4,710	9 12 0
Roxburgh—							
Bedrule,	206	2	1·0	0 2 5/12	0 2	2,897	14 1 0
Hownam,	192	5	2·6	0 0⅚	0 0⅔	4,402	22 19 0
Linton,	405	11	2·7	0 5¼	0 8¾	5,084	12 11 0
Makerstoun,	337	4	1·2	0 4	0 6⅕	4,027	11 19 0
Maxton,	411	2	·5	0 2⅜	0 3	5,995	14 12 0
Minto,	427	3	·7	0 1⅘	0 1 9/20	5,274	12 7 0
Roberton,	397	13	3·3	0 1¼	0 2	7,262	18 6 0
Smailholm,	341	5	1·5	0 1⅜	0 0 7/16	4,210	12 7 0
Stitchel,	304	1	·3	0 1¾	0 1½	3,240	10 13 0
Teviothead,	419	1	·2	0 0¾	...	7,384	17 12 0
Selkirk—							
Ashkirk,	404	2	·5	0 1 63/100	0 2	5,327	13 4 0
Ettrick,	331	2	·6	0 1½	0 0¾	7,722	23 7 0
Kirkhope,	399	7	1·8	0 2¼	0 2½	5,289	13 5 0
Stirling—							
Buchanan,	487	8	1·6	0 1 9/10	0 2⅕	8,994	18 9 0
Fintry,	314	9	2·9	0 5	0 5	3,867	12 6 0
Sutherland—							
Loth,	449	24	5·3	1 0	1 3½	2,538	5 13 0
Zetland—							
Fetlar,	347	5	1·4	1 8	1 1½	594	1 14 0
Parishes in Scotland with Populations under 500,	**43,573**	**702**	**1·6**	...	...	**526,441**	**12 4 0**
Whole of Scotland,	**4,472,103**	**109,234**	**2·4**	...	...	**25,425,799**	**5 14 0**

APPENDIX No. CLIX. (B).

Papers handed in by Mr John T. Maxwell.

Table No. 1. Q. 55076 (18).

Table showing, as at 15th May 1906, the number of Ordinary Poor—(*a*) Outdoor, and (*b*) in Poorhouse—and the number of Lunatic Poor in groups of Parishes comprehending Urban Areas of various Populations and the remainder (or predominantly Rural Area) of Scotland.

	Poor of all Classes.		
	Ordinary Poor.		Lunatic Poor.
	Outdoor.	In Poorhouse.	
Group I.—Parishes with town populations over 100,000,	31,151	8,543	5,932
Group II.—Parishes with town populations over 30,000 and under 100,000,	7,907	1,634	1,376
Group III.—Parishes with town populations over 10,000 and under 30,000,	6,802	638	1,056
Group IV.—Remainder of Scotland,	35,356	2,372	6,467
All Scotland,	81,216	13,187	14,831
Group IV. divided to show the *Northern Counties and the Other Counties separately.			
*Northern Counties,	9,172	456	1,776
Other Counties,	26,184	1,916	4,691

* The Northern Counties here include Argyll, Inverness, Ross, Sutherland, Caithness, Orkney and Zetland.

Table No. 2. Q. 55076 (24).

Table showing for each County in Scotland the Ratio per 1000 of Population of Ordinary Poor (excluding Dependants) 65 years of age and upwards, Orphans, Deserted, and Separated Children, and Poor between 14 and 65 years of age at 15th May 1906; also the Ratio of Population 65 years of age and upwards per 1000 of Population (Census 1901).

County.	Ratio per 1000 of Population of Ordinary Poor (excluding Dependants) at 15th May 1906.				Ratio of Population 65 Years of Age and upwards per 1000 of Population (Census 1901).
	Total.	65 Years of Age and upwards.	Orphans, Deserted, and Separated Children.	Of Ages between say 14 and 65.	
Aberdeen,	12·5	5·4	1·7	5·4	60·6
Argyll,	16·4	9·4	1·2	5·8	79·4
Ayr,	12·1	5·4	1·3	5·4	45·7
Banff,	13·4	6·5	1·4	5·5	73·3
Berwick,	10·1	4·8	·8	4·5	71·9
Bute,	9·9	4·7	1·2	4·0	79·2
Caithness,	20·9	14·4	1·1	5·4	102·1
Clackmannan,	8·7	3·4	·9	4·4	46·5
Dumbarton,	11·6	4·5	1·6	5·5	37·8
Dumfries,	11·5	5·5	·9	5·1	66·8
Edinburgh,	11·3	3·6	1·7	6·0	42·9
Elgin,	18·1	8·5	2·0	7·6	74·8
Fife,	8·7	3·7	·7	4·3	55·2
Forfar,	12·0	5·1	1·6	5·3	54·4
Haddington,	11·8	4·8	1·2	5·8	54·9
Inverness,	21·7	12·3	1·5	7·9	81·1
Kincardine,	8·7	4·2	1·1	3·4	66·2
Kinross,	4·9	1·6	·1	3·2	86·7
Kirkcudbright,	14·2	7·2	1·0	6·0	68·8
Lanark,	13·8	4·2	2·4	7·2	30·0
Linlithgow,	11·7	4·7	1·1	5·9	33·6
Nairn,	14·8	7·7	1·8	5·3	75·6
Orkney,	16·1	9·4	·8	5·9	108·5
Peebles,	6·0	2·5	·8	2·7	58·0
Perth,	9·0	4·2	·8	4·0	71·3
Renfrew,	10·7	4·3	1·3	5·1	38·0
Ross,	25·0	13·2	1·2	10·6	92·8
Roxburgh,	8·6	4·0	·7	3·9	61·2
Selkirk,	8·7	3·7	1·0	4·0	52·9
Stirling,	12·0	4·2	1·4	6·4	39·7
Sutherland,	29·4	19·6	·5	9·3	115·0
Wigtown,	19·2	11·4	1·0	6·8	69·0
Zetland,	21·4	14·5	·3	6·6	116·6
Whole of Scotland,	**12·9**	**5·2**	**1·6**	**6·1**	**48·4**

APPENDIX No. CLIX. (B).—*Continued.*

Papers handed in by Mr John T. Maxwell

TABLE No. 2A. Q. 55076 (26).

TABLE showing for certain Counties and for the whole of Scotland particulars as to Population and Ordinary Poor (excluding Dependants), (*a*) 65 years of age and upwards, and (*b*) under 65 years of age.

Counties.	65 Years of Age and upwards.			Under 65 Years of Age.		
	Population (Census 1901).	Ordinary Poor (excluding Dependants) at 15th May 1906.	Ratio of Ordinary Poor per 1000 of Population 65 years of Age and upwards.	Population (Census 1901).	Ordinary Poor (excluding Dependants) at 15th May 1906.	Ratio of Ordinary Poor per 1000 of Population under 65 years of Age.
Zetland, . . .	3,283	409	124·6	24,883	194	7·8
Orkney, . . .	3,113	270	86·7	25,586	191	7·5
Caithness, . .	3,457	488	141·2	30,413	220	7·2
Sutherland, . .	2,465	420	170·4	18,975	210	11·1
Whole of Scotland,	**216,457**	**23,156**	**107·0**	**4,255,646**	**34,459**	**8·1**

TABLE No. 2B. Q. 55076 (27).

TABLE showing for certain Counties and for the whole of Scotland particulars as to Ordinary Poor (including Dependants), (*a*) 65 years of age and upwards, and (*b*) under 65 years of age.

Counties.	Population (Census 1901).	Total Ordinary Poor (including Dependants).					
		Number at 15th May 1906 who were 65 years of Age and upwards.	Ratio per 1000 of total Population.	Number at 15th May 1906 under 65 years of Age.	Ratio per 1000 of total Population.	Total Number at 15th May 1906.	Ratio per 1000 of Population.
Zetland, . . .	28,166	423	15·0	280	9·9	703	24·9
Orkney, . . .	28,699	287	10·0	394	13·7	681	23·7
Caithness, . .	33,870	513	15·1	524	15·5	1,037	30·6
Sutherland, . .	21,440	423	19·7	422	19·7	845	39·4
Whole of Scotland,	**4,472,103**	**24,916**	**5·6**	**69,487**	**15·5**	**94,403**	**21·1**

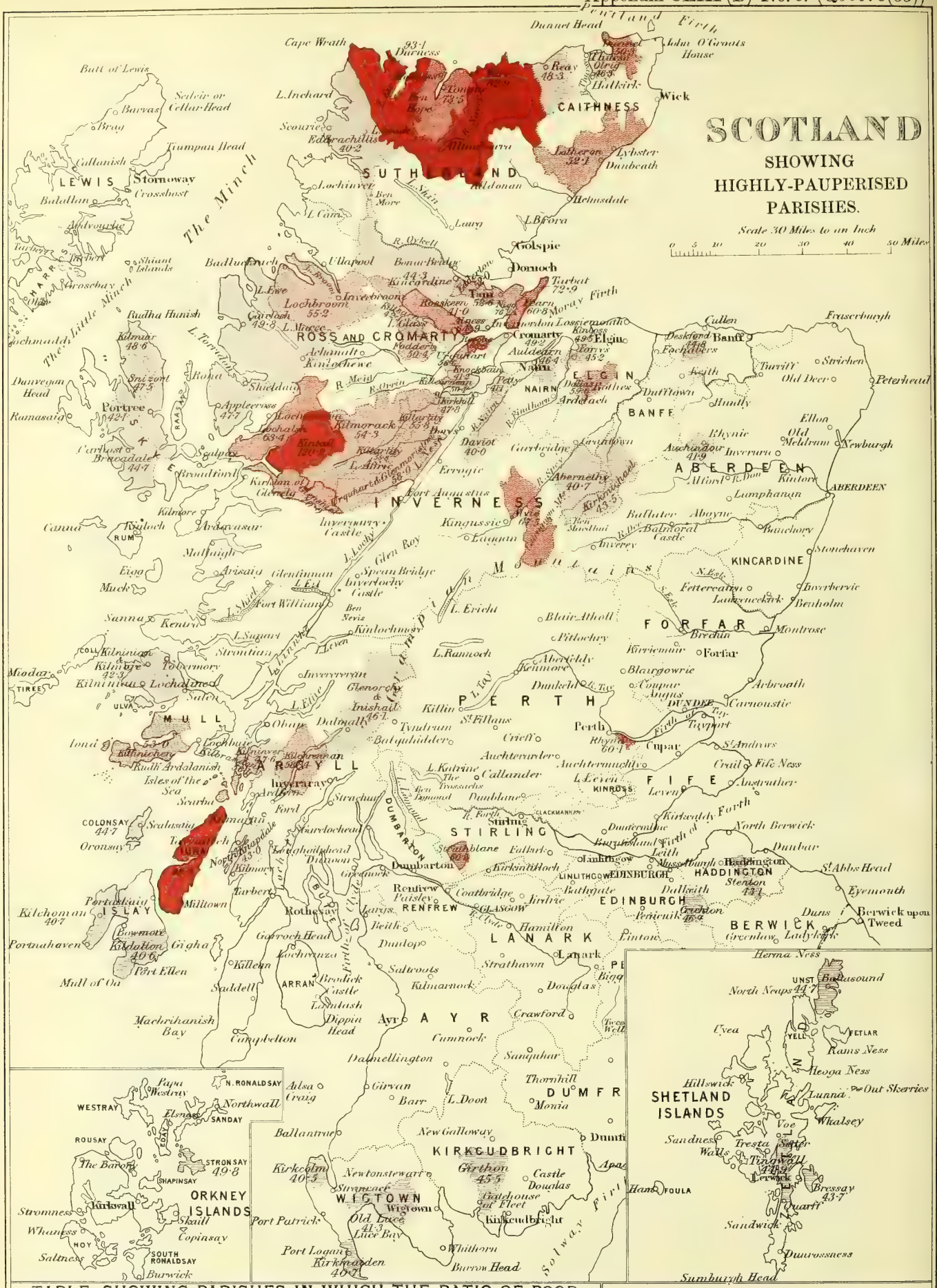
APPENDIX No. CLIX. (B).—*Continued.*

Papers handed in by Mr John T. Maxwell.

TABLE No. 3. Q. 55076 (28).

TABLE showing for each Parish in the Counties of Caithness and Lanark the ratio per thousand of Population of ordinary Poor (excluding Dependants) 65 years of age and upwards, Orphans, Deserted, and Separated Children, and Poor between 14 and 65 years of age at 15th May 1906; also the ratio of Population 65 years of age and upwards per 1000 of Population (Census 1901).

Parish.	Ratio per 1000 of Population of Ordinary Poor (excluding Dependants) at 15th May 1906.				Ratio of Population 65 Years of Age and upwards per 1000 of total Population (Census 1901).
	Total.	65 Years of Age and upwards.	Orphans, Deserted, and Separated Children.	Of Ages between say 14 and 65.	
Caithness—					
Bower,	15·1	8 2	2·1	4·8	97·0
Canisbay,	20·5	14·1	·9	5·5	129·1
Dunnet,	27·6	18·7	1·6	7·3	124·2
Halkirk,	23·8	17·4	·9	5·5	106·2
Latheron,	30·3	20·1	2·1	8·1	144·7
Olrig,	22·5	16·7	...	5·8	117·7
Reay,	19·5	12·3	2·1	5·1	106·8
Thurso,	18·7	12·4	...	6·3	89·2
Watten,	12·2	8·1	...	4·1	94·3
Wick,	18·2	13·2	1·1	3·9	80·7
Whole County,	**20·9**	**14·4**	**1·1**	**5·4**	**102·1**
Lanark—					
Avondale,	17·0	8·0	2·6	6·4	69·6
Biggar,	13·2	8·5	·5	4·2	91·7
Blantyre,	17·4	6 4	1·0	10·0	21·9
Bothwell,	9·2	3·6	1·2	4·4	24·2
Cadder,	10·3	4·9	1·2	4·2	39·1
Cambuslang,	8·6	2 4	1·0	5·2	21·9
Cambusnethan,	8·6	3·6	1·2	3·8	28·7
Carluke,	11·7	4·0	·4	7·3	43·4
Carmichael,	6·7	...	...	6·7	32·6
Carmunnock,	5·9	1·5	1·5	2·9	71·8
Carnwath,	13·7	6·3	·5	6·9	44·2
Carstairs,	4·8	·5	...	4·3	45·4
Covington,	3·2	...	3·2	...	73·2
Crawford,	9·9	5·0	...	4·9	69·4
Crawfordjohn,	11·3	8·5	...	2·8	77·8
Culter,	...	...	...	...	76·5
Dalserf,	13·4	6·1	·4	6·9	27·6
Dalziel,	8·2	2·6	·8	4·8	19·1
Dolphinton,	4·0	...	...	4·0	52·0
Douglas,	15·4	10·4	1·3	3·7	64·2
Dunsyre,	5·0	...	...	5·0	50·0
Glasgow,	16·2	4·5	3·7	8·0	29·7
Glassford,	9·1	4·5	·8	3·8	65·1
Govan,	13·2	3·9	1·7	7·6	28·7
Hamilton,	13·8	4·3	1·4	8·1	28·6
Kilbride, East,	9·6	6·8	...	2·8	62·3
Lanark,	11·5	4·9	2·5	4·1	62·1
Lesmahagow,	15·2	5·3	·9	9·0	46·2
Libberton,	16·2	11·6	2·3	2 3	44·0
Monkland, New,	10·9	4·5	1·0	5·4	29·1
Monkland, Old,	11·1	3·2	1·2	6·7	26·7
Pettinain,	...	...	...	...	62·7
Rutherglen,	11·7	4·7	·7	6·3	28·8
Shotts,	10·4	3·0	2·1	5·3	26·4
Stonehouse,	12·0	6·0	...	6·0	57·3
Symington,	7·7	2·6	...	5·1	121·1
Walston,	3·5	...	...	3·5	88·3
Wandell,	2·8	2·8	...	...	66·3
Wiston,	4·9	...	...	4·9	75·2
Whole County,	**13·8**	**4·2**	**2·4**	**7·2**	**30·0**


SCOTLAND
SHOWING
HIGHLY-PAUPERISED
PARISHES.
Scale 30 Miles to an Inch
0 5 10 20 30 40 50 Miles
CAITHNESS
SUTHERLAND
ROSS AND CROMARTY
LEWIS
HARRIS
SKYE
INVERNESS
NAIRN
ELGIN
BANFF
ABERDEEN
KINCARDINE
FORFAR
PERTH
MULL
ARGYLL
COLL
TIREE
ULVA
COLONSAY
JURA
ISLAY
STIRLING
DUMBARTON
RENFREW
KINROSS
FIFE
EDINBURGH
LINLITHGOW
HADDINGTON
BERWICK
LANARK
ARRAN
AYR
DUMFR
KIRKCUDBRIGHT
WIGTOWN
ORKNEY ISLANDS
WESTRAY
SANDAY
N. RONALDSAY
ROUSAY
STRONSAY
SHAPINSAY
HOY
SOUTH RONALDSAY
SHETLAND ISLANDS
UNST
YELL
FETLAR
FOULA
The Minch
The Little Minch
Pentland Firth
Moray Firth
Firth of Forth
Solway Firth
Cape Wrath
Dunnet Head
John O'Groats House
Wick
Thurso
Durness
Tongue
Reay
Helmsdale
Golspie
Dornoch
Tain
Cromarty
Elgin
Banff
Fraserburgh
Peterhead
Aberdeen
Stonehaven
Montrose
Arbroath
Forfar
Perth
Dundee
Cupar
St Andrews
Kirkcaldy
Leith
Edinburgh
Haddington
Berwick upon Tweed
Dunbar
Eyemouth
St Abbs Head
North Berwick
Stirling
Dumbarton
Glasgow
Greenock
Paisley
Ayr
Stranraer
Dumfries
Kirkcudbright
Wigtown
Portree
Stornoway
Lerwick
Scalloway
Kirkwall
Stromness
Burwick
Sumburgh Head
Duncansby Head
Mull of Kintyre
Ardnamurchan
Cape Wrath
Butt of Lewis
Tarbert
Lochmaddy
Uig
Dunvegan Head
Ramasaig
Carbost
Broadford
Kyle of Lochalsh
Ullapool
Lochinver
Durness
Kinlochewe
Achnasheen
Dingwall
Invergordon
Tain
Bonar Bridge
Lairg
Helmsdale
Thurso
Wick
Kyle of Tongue
Loch Ness
Loch Lochy
Loch Linnhe
Loch Eil
Loch Shiel
Loch Ness
Loch Tay
Loch Lomond
Loch Katrine
Loch Leven
Loch Ryan
Loch Doon
Loch Ken
Loch Maree
Loch Broom
Loch Carron
Loch Alsh
Loch Fyne
Loch Awe
Loch Ness
Loch Shiel
Loch Ard
Loch Vennachar
Loch Earn
Loch Rannoch
Loch Tummel
Loch Garry
Loch Ness
Loch Lochy
Loch Eil

APPENDIX No. CLIX. (B).—*Continued.*

Papers handed in by Mr John T. Maxwell.

TABLE No. 4. Q. 55076 (32).

TABLE showing for the Counties of Dumbarton, Lanark, and Renfrew the number of Poor of all Classes at 15th May 1906, and the number and percentage of the same who were Natives of Ireland.

County and Parish.	Number of Poor of all Classes at 15th May 1906.	Number of Irish-born Poor at 15th May 1906.	Percentage of Irish-born Poor, to Poor of all Classes.
Dumbarton—			
Arrochar,	11	...	...
Bonhill,	262	38	14·5
Cardross,	344	114	33·1
Cumbernauld,	85	4	4·7
Dumbarton,	359	109	30·4
Kilmaronock,	6	...	...
Kilpatrick, New,	246	62	25·2
Kilpatrick, Old,	706	88	12·5
Kirkintilloch,	375	50	13·3
Luss,	2	...	...
Roseneath,	35	3	8·6
Row,	220	27	12·3
Total,	2651	495	18·7
Lanark—			
Avondale,	146	17	11·6
Biggar,	34	1	2·9
Blantyre,	555	140	25·2
Bothwell,	881	182	20·7
Cadder,	230	44	19·1
Cambuslang,	402	65	16·2
Cambusnethan,	540	99	18·3
Carluke,	178	30	16·9
Carmichael,	11	...	...
Carmunnock,	8	1	12·5
Carnwath,	147	8	5·4
Carstairs,	27	10	37·0
Covington,	2	...	...
Crawford,	27	...	...
Crawfordjohn,	10	...	...
Culter,	3	...	...
Dalserf,	446	35	7·8
Dalziel,	749	138	18·4
Dolphinton,	4	...	...
Douglas,	56	...	...
Dunsyre,	1	...	...
Glasgow,	16,676	4,197	25·2
Lanark (contd.)—			
Glassford,	14	...	...
Govan Combination,	9,058	1,748	19·3
Hamilton,	1,236	167	13·5
Kilbride, East,	79	15	19·0
Lanark,	179	22	12·3
Lesmahagow,	342	11	3·2
Libberton,	8	...	...
Monkland, New,	896	135	15·1
Monkland, Old,	1,307	279	21·3
Pettinain,	1	...	...
Rutherglen,	485	106	21·9
Shotts,	378	78	20·6
Stonehouse,	81	2	2·5
Symington,	7	...	...
Walston,	1	...	...
Wandell, etc.,	1	...	...
Wiston, etc.,	4	1	25·0
Total,	35,210	7,531	21·4
Renfrew—			
Cathcart,	227	35	15·4
Eaglesham,	32	4	12·5
Eastwood,	470	114	24·3
Erskine,	15	7	46·7
Greenock,	1,432	255	17·8
Houston,	34	12	35·3
Inchinnan,	10	1	10·0
Inverkip, etc.,	126	9	7·1
Kilbarchan,	158	39	24·7
Kilmacolm,	43	11	25·6
Lochwinnoch,	73	9	12·3
Mearns,	117	24	20·5
Neilston,	357	87	24·4
Paisley,	2,093	349	16·7
Port Glasgow,	459	183	39·9
Renfrew,	271	60	22·1
Total,	5,917	1,199	20·3

TABLE No. 5. Q. 55076 (33).

STATEMENT showing for each County in Scotland, at 15th May 1903, the number of Parishes in which the ratio of Pauperism to Population lay within certain limits.

	Parishes in which the Number of Poor of all Classes per 1000 of Population was						
	Under 10.	10 and under 20.	20 and under 30.	30 and under 40.	40 and under 50.	50 and under 60.	60 and upwards.
1. Aberdeen,	7	32	34	9	1	...	...
2. Argyll,	3	4	11	10	7	3	1
3. Ayr,	1	18	20	5	...	...	...
4. Banff,	1	7	8	4	2	...	...
5. Berwick,	8	15	7	2	...	...	...
6. Bute,	1	4	1	...	...	...	...
7. Caithness,	...	...	1	5	2	2	...
8. Clackmannan,	...	3	2	...	...	...	...
9. Dumbarton,	2	4	6	...	...	...	...
10. Dumfries,	5	20	15	3	...	...	...
11. Edinburgh,	2	11	11	2	1	...	...
12. Elgin,	...	2	3	11	2	1	...
13. Fife,	5	32	18	5	...	...	...
14. Forfar,	16	22	9	6	...	...	...
15. Haddington,	2	10	11	...	1	...	...
16. Inverness,	...	1	10	10	8	3	1
17. Kincardine,	4	10	3	2	...	...	...
18. Kinross,	2	3	...	...	...	...	...
19. Kirkcudbright,	1	12	8	6	1	...	...
20. Lanark,	7	14	15	3	...	...	...
21. Linlithgow,	...	5	5	1	...	...	...
22. Nairn,	...	...	3	...	1	...	...
23. Orkney,	1	6	8	5	1	...	...
24. Peebles,	10	4	...	...	...	...	...
25. Perth,	13	29	23	5	...	...	1
26. Renfrew,	2	8	4	2	...	...	...
27. Ross and Cromarty,	...	1	3	8	7	6	8
28. Roxburgh,	8	10	9	3	...	...	...
29. Selkirk,	3	3	1	...	...	...	...
30. Stirling,	2	9	10	...	...	...	1
31. Sutherland,	...	1	2	6	1	...	3
32. Wigtown,	...	2	2	10	3	...	...
33. Zetland,	...	1	3	5	3	...	...
Total,	106	303	266	128	41	15	15

Parishes having no paupers :—Abbey St Bathans, Foulden, Ewes, Heriot, Walston, Drumelzier, Kirkurd, Lyne, Manor, Skirling, and Lethendy.

Parish having highest ratio of pauperism per 1000 of population :—Kintail, 120·2.

Average ratio of pauperism per 1000 of population for Scotland :—23·0.

APPENDIX No. CLIX. (B).—*Continued.*

Paper handed in by Mr John T. Maxwell.

TABLE No. 7. Q. 55076 (45).

TABLE showing for each Year from 1859 to 1906 (inclusive) the number of Poor of all Classes relieved on *15th May, the Increase or Decrease, and the ratio per 1000 of estimated Population.

Year.	Number of Poor of all Classes relieved on *15th May.			Increase.	Decrease.	Ratio of Poor per 1000 of estimated Population.
	Paupers.	Dependants.	Total.			
1859	81,854	40,159	122,013	...	...	40
1860	80,917	39,989	120,906	...	1,107	39
1861	82,324	41,867	124,191	3,285	...	40
1862	82,454	43,865	126,319	2,128	...	40
1863	82,381	45,179	127,560	1,241	...	40
1864	82,174	45,540	127,714	154	...	40
1865	81,429	46,914	128,343	629	...	40
1866	79,471	46,571	126,042	...	2,301	39
Average of the 8 years.	**81,626**	**43,760**	**125,386**	...	...	**40**
1867	80,313	48,048	128,361	2,319	...	39
1868	83,624	52,612	136,236	7,875	...	41
1869	84,024	52,041	136,065	...	171	41
1870	82,419	50,047	132,466	...	3,599	39
1871	80,675	48,582	129,257	...	3,209	38
1872	77,396	45,341	122,737	...	6,520	36
1873	73,646	42,461	116,107	...	6,630	33
1874	70,720	39,519	110,239	...	5,868	32
1875	67,854	37,751	105,605	...	4,634	30
1876	65,538	37,120	102,658	...	2,947	29
Average of the 10 years.	**76,621**	**45,352**	**121,973**	...	**2,338**	**36**
1877	64,472	36,168	100,640	...	2,018	28
1878	63,758	35,640	99,398	...	1,242	27
1879	65,003	37,896	102,899	3,501	...	28
1880	65,491	37,695	103,186	287	...	27
1881	64,705	37,601	102,306	...	880	27
1882	63,569	35,772	99,341	...	2,965	26
1883	62,084	35,013	97,097	...	2,244	25
1884	60,665	33,977	94,642	...	2,455	25
1885	60,873	34,643	95,516	874	...	25
1886	61,563	35,941	97,504	1,988	...	25
Average of the 10 years.	**63,218**	**36,035**	**99,253**	...	**515**	**26**
1887	61,286	35,250	96,536	...	968	25
1888	61,073	35,153	96,226	...	310	24
1889	60,544	34,292	94,836	...	1,390	24
1890	60,020	32,804	92,824	...	2,012	23
1891	59,063	32,000	91,063	...	1,761	23
1892	58,855	31,937	90,792	...	271	22
1893	59,826	32,178	92,004	1,212	...	22
1894	61,015	32,667	93,682	1,678	...	23
1895	62,052	33,816	95,868	2,186	...	23
1896	63,694	34,308	98,002	2,134	...	23
Average of the 10 years.	**60,743**	**33,440**	**94,183**	**50**	...	**23**
1897	64,646	34,857	99,503	1,501	...	23
1898	65,000	34,578	99,578	75	...	23
1899	64,513	33,434	97,947	...	1,631	22
1900	64,626	34,390	99,016	1,069	...	22
1901	64,680	34,348	99,028	12	...	22
1902	65,387	35,461	100,848	1,820	...	22
1903	66,703	36,313	103,016	2,168	...	22
1904	70,371	35,253	105,624	2,608	...	23
1905	72,148	36,495	108,643	3,019	...	23
1906	72,446	36,788	109,234	591	...	23
Average of the 10 years.	**67,052**	**35,192**	**102,244**	**1,123**	...	**23**

* Prior to 1896, 14th May.

APPENDIX No. CLIX. (B).—*Continued.*

Paper handed in by Mr John T. Maxwell.

TABLE No. 8. Q. 55076 (54).

CASES of Paupers receiving Outdoor Relief reported on by the Officers of the Board of Supervision, referred to in Circulars of 28th January 1878 and 26th July 1883.*

Parish.	Cases in which action was taken by the Parochial Board upon Report.					Subsequent Results as stated by Inspector of Poor.											Remarks.
			Offered Poorhouse.			Cases struck off Roll.						Cases who Declined the Offer of the Poorhouse.					
	Total Number of Cases.	Struck off Roll at Once.	Accepted Offer.	Declined Offer and struck off Roll.	Outdoor Aliment Reduced.	Self-supporting.	Supported by Family or Relatives	Partly Self-supporting and partly supported by Family or Relatives.	Re-admitted to Outdoor Roll.	Died.	Not stated.	Self-supporting.	Supported by Family or Relatives.	Partly Self-supporting and partly supported by Family or Relatives.	Re-admitted to Outdoor Roll.	Died.	Not stated.	
Strachan,	7	2	...	5	...	...	...	2	...	...	...	...	...	3	2	...	...	
Errol,	9	...	...	9	...	...	...	...	...	...	...	...	...	9	...	...	...	
Row,	4	4	...	...	...	2	2	...	...	...	...	...	...	...	...	...	...	
Forfar,	9	2	...	7	...	...	...	1	1	...	...	...	...	7	...	...	...	
Killean, etc.,	7	5	...	...	2	...	2	...	2	...	1	...	...	...	...	...	...	
Kirriemuir,	3	2	...	1	...	1	...	...	...	1	...	...	...	1	...	...	...	
Kilmory,	5	3	...	...	2	...	3	...	...	...	...	...	...	...	...	...	...	
Muthil,	2	2	...	...	...	...	2	...	...	...	...	...	...	...	...	...	...	
Tyrie,	2	...	...	2	...	...	...	...	...	...	...	...	2	...	...	...	...	
Kilfinichen,	6	3	...	3	...	3	...	...	...	...	...	3	...	...	...	...	...	
Longside,	18	...	...	18	...	...	...	...	...	...	...	...	...	7	11	...	...	
Logierait,	3	...	...	3	...	...	...	...	...	...	...	...	3	...	...	...	...	
Rothesay	3	...	...	3	...	...	...	...	...	...	...	...	3	...	...	...	...	
Ellon,	2	...	...	2	...	...	...	...	...	...	...	...	2	...	...	...	...	
Leslie (Aberdeen)	3	...	...	3	...	...	...	...	...	...	...	...	...	3	...	...	...	
Marykirk,	4	1	...	3	...	...	...	1	...	...	...	...	3	...	...	...	...	
Turriff,	3	...	...	3	...	...	...	...	...	...	...	2	...	1	...	...	...	
Monquhitter,	6	...	...	6	...	...	...	...	...	...	...	...	4	...	2	...	...	
Elgin,	40	...	1	39	...	...	...	...	...	...	...	23	1	6	4	4	1	
Mortlach,	4	...	...	4	...	...	...	...	...	...	...	4	...	...	...	...	...	
Bothkennar,	12	9	...	...	3	1	...	7	...	...	1	...	...	...	...	...	...	
Hoddam,	3	...	...	3	...	...	...	...	...	...	...	3	...	...	...	...	...	
Ruthwell,	4	...	...	4	...	...	...	...	...	...	...	2	...	2	...	...	...	
Irvine,	6	1	...	5	...	...	...	1	...	...	...	...	...	4	1	...	...	
Middlebie,	6	...	...	6	...	...	...	...	...	...	...	3	3	...	...	...	...	
Carry forward,	171	34	1	129	7	7	9	12	3	1	2	40	21	43	20	4	1	

* The particulars as to ten parishes are not included, as the information is stated in general terms, and the number of cases is not shown definitely.

APPENDIX No. CLIX. (B).—*Continued.*

Paper handed in by Mr John T. Maxwell. Q. 55076 (54).

TABLE No. 8.—*continued.*

Parish.	Cases in which action was taken by the Parochial Board upon Report.					Subsequent Results as stated by Inspector of Poor.												Remarks.
			Offered Poorhouse.			Cases struck off Roll.						Cases who Declined the Offer of the Poorhouse.						
	Total Number of Cases.	Struck off Roll at once.	Accepted Offer.	Declined Offer and struck off Roll.	Outdoor Aliment Reduced.	Self-supporting.	Supported by Family or Relatives.	Partly Self-supporting and partly supported by Family or Relatives.	Re-admitted to Outdoor Roll	Died.	Not stated.	Self-supporting.	Supported by Family or Relatives.	Partly Self-supporting and partly supported by Family or Relatives.	Re-admitted to Outdoor Roll.	Died.	Not stated.	
Brought forward,	171	34	1	129	7	7	9	12	3	1	2	40	21	43	20	4	1	
Troqueer,	(*a*) 10	...	...	10	...	...	...	...	...	...	...	...	...	...	...	...	(*b*) 10	(*a*) Includes 5 cases not reported on by Officers of the Board.
Tranent,	12	...	...	12	...	...	...	...	...	...	...	6	4	...	...	2	...	(*b*) None chargeable at date of subsequent report.
Cadder,	12	...	1	11	...	...	...	...	...	...	...	...	11	...	...	...	...	
Kirkpatrick-Juxta,	6	...	...	6	...	...	...	...	...	...	...	6	...	...	...	...	...	(*c*) Includes 4 cases not reported on by officers of the Board.
Stewarton,	(*c*) 11	...	...	11	...	...	...	...	...	...	...	...	...	...	...	...	(*d*) 11	(*d*) Presumably assisted by relatives.
Kilmaurs,	13	10	...	1	2	3	1	6	...	...	...	...	...	...	1	...	...	
Fintry (Stirling),	4	...	...	4	...	...	...	...	...	...	...	1	2	...	1	...	...	
Renfrew,	6	...	...	6	...	...	...	...	...	...	...	...	...	6	...	...	...	(*e*) Includes 13 cases not reported on by officers of the Board.
Whithorn,	(*e*) 20	2	...	18	...	...	...	...	...	...	2	...	...	18	...	...	...	
Kirkmaiden,	(*f*) 9	9	...	...	...	...	...	8	1	...	...	...	...	...	...	...	...	(*f*) Includes 4 cases not reported on by officers of the Board.
Glasserton,	7	4	...	3	...	...	4	...	...	...	...	...	3	...	...	...	...	
Kells,	4	2	...	2	...	2	...	...	...	...	...	2	...	...	...	...	...	(*g*) Includes 3 cases not reported on by officers of the Board.
Dalry (Kirkcudbright),	(*g*) 6	...	...	6	...	...	...	...	...	...	...	...	...	6	...	...	...	
West Linton,	6	...	...	6	...	...	...	...	...	...	...	6	...	...	...	...	...	
Newton-on-Ayr,	5	...	...	5	...	...	...	...	...	...	...	...	...	4	1	...	...	
North Berwick,	3	...	...	3	...	...	...	...	...	...	...	...	...	3	...	...	...	
Haddington,	15	...	...	15	...	...	...	...	...	...	...	7	8	...	...	...	...	
Dumfries,	10	...	...	10	...	...	...	...	...	...	...	2	6	...	2	...	...	
Tarbolton,	15	...	...	15	...	...	...	...	...	...	...	...	15	...	...	...	...	
Forfar,	7	2	1	4	...	...	...	...	...	...	(*h*) 2	...	...	3	1	...	...	(*h*) Neither again chargeable at date of subsequent report.
Cumbernauld,	4	4	...	...	...	...	3	...	...	1	...	...	...	...	...	...	...	
Beath (Fife),	7	...	...	5	(*i*) 2	...	...	...	...	...	...	1	4	...	...	...	...	(*i*) One of these afterwards became self-supporting.
Polmont,	4	...	...	4	...	...	...	...	...	...	...	...	4	...	...	...	...	
Longside,	4	3	...	...	1	...	2	1	...	...	...	...	...	...	...	...	...	
Kilrenny,	6	6	...	...	...	...	2	2	...	1	1	...	...	...	...	...	...	
Campsie,	7	7	...	...	...	3	...	2	2	...	...	...	...	...	...	...	...	

Arbroath,	3	3	..	...	...	...	3	...	...	...	...	...	...	...	...	...	...	
Rothesay,	6	...	(j) 2	4	...	...	...	...	...	...	...	...	3	...	1	...	...	
New Kilpatrick,	7	2	1	4	...	2	...	...	...	...	...	...	4	...	...	...	...	
Morven,	4	3	...	1	...	...	3	...	...	...	...	...	1	...	...	...	...	
Dalmeny,	9	4	...	5	...	...	3	...	1	...	...	...	4	...	1	...	...	
Coldingham,	4	4	...	...	...	4	..	...	...	...	...	...	...	...	...	...	...	
Galston,	13	1	1	6	5	...	...	...	...	...	1	...	...	4	2	...	...	
Dysart,	7	...	1	6	...	...	...	...	...	...	...	1	2	3	...	...	...	
Muiravonside,	5	5	...	...	...	...	...	...	...	...	(k) 5	...	...	...	...	...	...	
Annan,	11	...	...	11	...	...	...	...	...	...	...	10	...	...	1	...	...	
Bunkle, etc.,	4	2	...	...	2	...	2	...	...	...	...	...	...	...	...	...	...	
Lanark,	24	...	1	23	...	...	...	...	...	...	...	12	11	...	...	...	...	
Auchinleck,	(l) 10	...	...	10	...	...	...	...	...	...	...	...	9	...	1	...	...	
Cardross,	(m) 22	...	...	20	2	...	...	...	...	...	...	15	...	...	5	...	...	
Lesmahagow,	8	3	...	5	...	...	...	...	1	...	2	5	...	...	...	...	...	
Kirkconnel,	6	...	...	6	...	...	...	...	...	...	...	...	5	...	1	...	...	
Minnigaff,	5	...	...	5	...	...	...	...	...	...	...	...	...	5	...	...	...	
Kirkmaiden,	(n) 10	...	...	10	...	...	...	...	...	...	...	5	1	3	...	1	...	
Whithorn,	22	...	...	22	...	...	...	...	...	...	...	...	22	...	...	...	...	
Kelton,	8	...	...	8	...	...	...	...	...	...	...	3	3	...	2	...	...	
Stewarton,	3	...	...	3	...	...	...	...	...	...	...	...	3	...	...	...	...	
Hamilton,	9	9	...	...	...	3	1	5	...	...	...	...	...	...	...	...	...	
Stoneykirk,	9	...	...	9	...	...	...	...	...	...	...	...	3	4	2	...	...	
Kilmarnock,	8	6	...	...	2	5	...	...	...	...	1	...	...	...	...	...	...	
Dalmellington,	23	23	...	...	...	1	1	19	...	2	...	...	...	...	...	...	...	
Erskine,	3	...	...	3	...	...	...	...	...	...	...	...	...	3	...	...	...	
Houston,	20	2	3	15	...	2	...	...	...	...	...	12	...	...	3	...	...	
Carluke,	6	...	...	6	...	...	...	...	...	...	...	...	5	...	...	...	1	
Barony,	22	4	...	18	...	...	...	...	...	...	4	...	...	...	...	...	(o) 18	
Total,	(p) 675	154	12	486	23	32	34	55	8	5	(q) 20	134	154	105	45	7	(r) 41	

(j) One afterwards supported by relatives, other became self-supporting.

(k) None again chargeable at date of subsequent report.

(l) Includes 6 cases not reported on by officers of the Board.

(m) Includes 4 cases not reported on by officers of the Board.

(n) Includes 3 cases not reported on by officers of the Board.

(o) None chargeable at date of subsequent report.

(p) Includes 42 cases in which action was taken by the Parochial Board, though not reported on by the officers of the Board of Supervision.

(q) It was definitely stated by the Inspectors of Poor that 7 cases were not chargeable at date of subsequent report.

(r) It was definitely stated by the Inspectors of Poor that 39 cases were not chargeable at date of subsequent report.

APPENDIX No. CLIX. (B).—*Continued.*

Paper handed in by Mr John T. Maxwell.

No. 8A. Q. 55076 (54).

CIRCULAR LETTER as to the Use of the Poorhouse as a Test.

BOARD OF SUPERVISION,
EDINBURGH, 28*th January* 1878.

Sir,—The Parochial Board are aware that for several years the officers of the Board of Supervision, so far as their other duties permitted, have been carefully examining the Registers of Poor, with the view more especially of drawing the attention of the Parochial Boards in their respective districts to the cases in which it appeared advisable that outdoor relief should be withdrawn, and the offer of the poorhouse substituted. The report of the officer is sent down by the Board to the Parochial Board, is considered by them, and a copy of their minute is forwarded by the chairman or the inspector for the information of the Board. In any case where a considerable number of paupers is struck off the outdoor roll, the inspector of the parish is communicated with after a reasonable interval, with the view of ascertaining what effect the action of the Parochial Board has had; whether the persons so dealt with have been again admitted to outdoor relief or whether (permanently ceasing to be a burden on the ratepayers) they are maintaining themselves or are maintained by the relatives legally or morally liable for their support.

In the Board's Circular Letter, dated February 2, 1850, it is pointed out that the proper subjects for admission into a poorhouse form two separate classes, easily distinguishable from other classes of paupers and from one another:—

'The first of these two classes of paupers, for whom 'relief in a poorhouse is preferable to outdoor relief, 'comprises all destitute persons who are incapacitated 'by youth or old age, or by disease, whether mental or 'physical, from contributing in any way to their own 'support, and who, at the same time, from being 'friendless, or from requiring more than ordinary 'attendance, cannot be adequately maintained and 'cared for by means of outdoor relief. . . .

'The other class of paupers for whom relief in a 'poorhouse is preferable to outdoor relief, and to 'whom it is peculiarly applicable, either as a test or 'as affording the means of needful restraint, consists 'of applicants for, or recipients of, relief of every kind 'whose claims are doubtful:—such as persons who 'are suspected of concealing or of misrepresenting the 'extent of their means and resources, whether arising 'from their own exertions and earnings or from the 'aid afforded by friends or relatives; or persons who, 'though not able-bodied, are yet not so disabled as, 'in the opinion of the Parochial Board, to render 'them incapable of maintaining themselves and their 'dependants, if any, without relief from the parish; 'but more especially all persons of idle, immoral, or 'dissipated habits, who, if admitted to outdoor relief, 'would squander their allowances in drunkenness 'and debauchery, or otherwise misapply them. Poor 'persons may not be allowed to starve because they 'or their parents are vicious, but the law leaves to the 'bodies to whom its administration is entrusted a 'choice as to the manner of affording relief; and if 'Parochial Boards desire to discourage indolence, to 'detect imposture, to check extravagance, and to 'reform or control vice, they must make *work, confinement,* and *discipline* the conditions upon which 'paupers of this class are relieved.'

The experience which those charged with the administration of the Poor Law have acquired since 1850 has established that it is hurtful in practice to grant relief otherwise than in the poorhouse to the following classes:—(1) mothers of illegitimate children, including widows with legitimate families who may fall into immoral habits; (2) deserted wives; (3) persons having grown-up families settled either in this country or abroad; (4) persons having collateral relatives in comfortable circumstances; (5) wives of persons sentenced to terms of imprisonment or penal servitude; (6) generally, all persons of idle, immoral, or dissipated habits.

The results which have been obtained from the revision of the registers of poor suggested by the reports of the Board's officers during the past three years* are so striking, that the Board desire to call the special attention of the Parochial Board to the information which they have thus obtained.

That information clearly establishes—1st, that a judicious but firm and vigilant use of the poorhouse test has a marked effect in diminishing pauperism; 2nd, that it is not attended with any evil consequences, such as the increase of crime or vagrancy; 3rd, that the great majority of the paupers by whom the offer of the poorhouse has been refused become self-supporting or are supported by their relatives.

In the subjoined memorandum the Parochial Board will find a number of cases taken from the records in this office, which prove how much may be done by a Parochial Board acting upon approved principles of administration in reducing the number of paupers, and the demoralisation which accompanies an excessive amount of pauperism in any district. It is a most mistaken kindness which prompts the members of Parochial Boards to expend the assessment levied under the Poor Law Act in outdoor relief upon persons who are able to support themselves, or who have relatives who are bound legally or morally to support them; for it may be stated as an axiom of Poor Law administration, that cases of the "test class" are rare in which outdoor relief is not directly pernicious either to the recipient or to his neighbours.

The Board regret to observe that in some cases, within a few weeks or months after relief in the poorhouse has been offered to and declined by paupers, outdoor relief has been again awarded without any change of circumstances in the interval. The Board desire to impress upon the members of your Board the importance of a resolute adherence to the offer of indoor relief only in all such cases, in spite of any pressure that may be brought to bear on them.

The Board have also to remind those Parochial Boards which have poorhouses of their own, either singly or in combination, that to make the poorhouse a thorough test, it is necessary to divide the inmates for purposes of discipline into the two classes described in the Board's Circular Letter of February 2, 1850;—the first or test class including those who fall under one or other of the above definitions; the second including sick and infirm inmates and children;—and that the Parochial Board will best consult the interests of the ratepayers, as well as those of the industrious poor, by insisting, through their representatives in the House Committee, on the maintenance of such discipline as shall tend to unmask imposture, stimulate filial duty, and strengthen family ties.

I am directed by the Board to transmit this Circular Letter to all parishes in Scotland, and to require you to lay it before your Parochial Board at their next meeting.—I am, sir, your obedient servant,

JOHN SKELTON, *Secretary.*

To the Inspector of Poor.

* The cases reported on prior to 1875 will be found in the Thirtieth Annual Report of the Board, App. A, page 91.

CASES of PAUPERS receiving Outdoor Relief reported on by the Officers of the Board of Supervision.

Parish.	Date and Substance of Report.	Action taken by Parochial Board upon Report.	Subsequent Statement of Results by Inspector of Poor.
Strachan.	2*nd March* 1875.—Two women receiving outdoor relief on account of illegitimate children; ten cases in which there appeared to be families or relatives who should support.	21*st May* 1875.—Two struck off roll; five offered poorhouse.	13*th November* 1875.—None accepted offer of poorhouse; two have been readmitted; the remaining five have been supported partly by relatives and partly by their own exertions.

APPENDIX No. CLIX (B).—*Continued.*

Paper handed in by Mr John T. Maxwell. Q. 55076 (54).

No. 8A—*continued.*

CASES of PAUPERS receiving Outdoor Relief reported on by the Officers of the Board of Supervision—*continued.*

Parish.	Date and Substance of Report.	Action taken by Parochial Board upon Report.	Subsequent Statement of Results by Inspector of Poor.
Errol.	4*th March* 1875.—Thirteen cases in which the poorhouse test appeared to be applicable.	11*th May* 1875.—Nine offered poorhouse.	11*th November* 1875.—The only answer to the offer of the poorhouse was a distinct refusal. They are now supported by their own efforts or by their children.
Row.	1*st March* 1875.—Twelve cases in which the poorhouse test appeared to be applicable.	12*th June* 1875.—Majority of those cases offered poorhouse.	18*th December* 1875.—Four paupers have been permanently removed from the roll; two support themselves, and two are supported by relatives.
Forfar.	15*th July* 1875.—Nine cases in which the poorhouse test appeared to be applicable.	9*th November* 1875.—Seven offered poorhouse; two struck off roll.	23*rd February* 1876.—None accepted offer of poorhouse; one readmitted to outdoor roll; the remaining eight are supported partly by their own exertions and partly by assistance from relatives.
Killean and Kilkenzie.	13*th July* 1875.—Several cases in which outdoor relief seemed to be improperly given.	30*th November* 1875.—Five cases struck off roll, and aliment of two others reduced.	15*th March* 1876.—The families of two of the cases provided for them, while the Board was under the necessity of relieving to a small extent two of the others, both on account of ill-health.
Kirriemuir.	19*th July* 1875.—Eleven cases in which there appeared to be families or relatives who should support.	25*th January* 1876.—Two struck off roll; one offered poorhouse.	24*th May* 1876.—One dead; one now supports herself, and the other is supported partly by her own exertions and partly by assistance from her relatives.
Kilmory.	21*st September* 1875.—Six cases in which there appeared to be families or relatives who should support.	10*th January* 1876.—Three struck off roll, and the allowance of two reduced.	15*th May* 1876.—The three paupers struck off the roll appear to be supported by their families.
Muthil.	20*th September* 1875.—Seven cases in which there appeared to be families or relatives who should support.	10*th January* 1876.—Two struck off roll.	20*th July* 1876.—Now supported by relatives.
Tyrie.	10*th December* 1875.—Two cases in which there appeared to be families or relatives who should support.	12*th February* 1876.—Poorhouse offered in both cases.	29*th June* 1876.—Both declined offer, and are supported by their families.
Kilfinichen.	25*th August* 1875.—Thirteen cases in which there appeared to be families or relatives who should support.	14*th February* 1876.—Poorhouse offered in three cases, and in two cases families to be prosecuted.	3*rd July* 1876.—Six paupers have been struck off roll, and are now supported by themselves or by their relatives.
Longside.	31*st December* 1875.—Thirteen cases in which there appeared to be families or relatives who should support. No outdoor relief should be given to single women with illegitimate children.	10*th February* 1876.—Outdoor relief withdrawn from the thirteen paupers, and from five women receiving relief on account of illegitimate children.	3*rd July* 1876.—None of those paupers accepted offer of poorhouse. Eleven are again receiving outdoor relief. The remaining seven are now supported by themselves or by their relatives.
Logierait	6*th July* 1876.—Eight cases in which there appeared to be families or relatives who should support.	11*th October* 1876.—Three offered poorhouse.	2*nd April* 1877.—All declined offer of poorhouse; since supported by relatives and neighbours.
Rothesay	5*th September* 1876.—Twelve cases in which there appeared to be families or relatives who should support.	25*th December* 1876.—Three offered poorhouse.	19*th July* 1877.—All declined offer of poorhouse; since supported by relatives.
Ellon.	13*th November* 1876.—Five cases in which there appeared to be families or relatives who should support.	15*th February* 1877.—Two offered poorhouse.	19*th July* 1877.—Both declined offer; since supported by relatives.
Leslie (Aberdeen).	13*th November* 1876.—Four women receiving relief on account of illegitimate children. Three cases in which relatives should support.	1*st January* 1877.—Three offered poorhouse.	21*st July* 1877.—All declined offer of poorhouse; now supported by their own exertions and some assistance from the older members of their families.
Marykirk.	29*th December* 1876.—Twelve cases in which there appeared to be families or relatives who should support.	14*th March* 1877.—Three offered poorhouse; one struck off roll.	18*th July* 1877.—None of those paupers now chargeable; supported by themselves or relatives.

APPENDIX No. CLIX. (B).—*Continued.*

Paper handed in by Mr John T. Maxwell. Q. 55076 (54).

No. 8A—*continued.*

CASES of PAUPERS receiving Outdoor Relief reported on by the Officers of the Board of Supervision—*continued.*

Parish.	Date and Substance of Report.	Action taken by Parochial Board upon Report.	Subsequent Statement of Results by Inspector of Poor.
Turriff.	6*th February* 1877.—Seven cases in which there appeared to be families or relatives who should support.	14*th June* 1877.—Three offered poorhouse.	22*nd November* 1877.—None accepted offer of poorhouse; two support themselves and families without assistance; one is assisted by relatives.
Campbeltown.	10*th March* 1877.—Nine cases in which there appeared to be families or relatives who should support. Two widows who have had illegitimate children since the death of their husbands.	23*rd May* 1877.—Outdoor relief discontinued in almost every case referred to.	23*rd November* 1877.—All refused offer of poorhouse; relatives support in one or two cases, but all the others are self-supporting, and are quite as well off as when they were receiving parochial relief.
Monquhitter.	6*th February* 1877.—Six cases in which the poorhouse test appeared to be applicable.	21*st May* 1877.—Six offered poorhouse.	27*th November* 1877.—All declined offer of poorhouse. Four now support themselves with the assistance of relatives. Two have have been readmitted to outdoor roll.
Keith.	11*th January* 1875.—Recommend that the poorhouse should be offered to single women receiving relief on account of illegitimate children.	11*th February* 1875.—Poorhouse test has been very strictly applied, thirteen women with twenty-seven dependants having ceased to receive relief through being offered poorhouse relief.	19*th August* 1875. — Since the parish obtained poorhouse accommodation in May 1874, fourteen women with twenty-seven illegitimate children have been struck off roll. The whole of them declined the offer of the poorhouse, and thirteen of them have continued to support themselves, and are apparently as well off as when in receipt of relief. The other lives in family with her parents.
Elgin.	21*st January* 1875.—The report pointed out decrease in number of poor.	5*th February* 1875.—Stated that no fewer than forty applicants were offered poorhouse during last year, who declined acceptance thereof.	26*th August* 1875.—At this date the inspector reports the following results: — Entirely self-supporting, 23; supported by relatives, 1; get assistance from relatives, 6; admitted to outdoor relief, 4; admitted to poorhouse, 1; not known, 1; dead, 4; total, 40.
Mortlach.	23*rd January* 1877.—Six women receiving relief on account of illegitimate children.	23*rd April* 1877.—Poorhouse to be offered in all cases when practicable. No outdoor relief to be given to class of cases referred to in report.	27*th November* 1877.—In four cases poorhouse was offered and declined. All since self-supporting and seemingly getting on well. The offer of the poorhouse is to be made in other two cases, and there is every reason to believe they will decline also.
Bothkennar.	10*th October* 1874.—Numerous paupers appear to have families well able to support them.	6*th February* 1875.—Nine paupers struck off roll, and the allowances of three others reduced.	21*st September* 1875. — One has wholly maintained herself. In seven cases the relatives came forward and assisted them.
Kirkmabreck.	1*st May* 1875.—Several cases of very doubtful aspect on the roll.	13*th August* 1875. — The Parochial Board, fully recognising the advantage of the poorhouse test, have been rigid in refusing outdoor relief to single women with illegitimate children, and it has been their endeavour to apply the same test to worthless characters.	18*th February* 1876.—There have been no applications for relief by single women on account of illegitimate children, it being known that no outdoor relief would be granted.
Hoddam.	29*th May* 1875.—Three women with nine illegitimate children receive outdoor relief, and several cases of doubtful aspect exist on the roll.	26*th November* 1875. — The poorhouse offered to all women with illegitimate children and several others on the roll; some have refused to go, and others have not yet decided. The Parochial Board have determined to give women with illegitimate children no outdoor relief, and otherwise to use the poorhouse more than they have done.	25*th February* 1876.—No applications have been made for relief by single women on account of illegitimate children since the meeting in November. At that meeting three women with illegitimate children were offered the poorhouse, but none accepted; they have since been self-supporting.
Stair	22*nd May* 1875.—Three women with eight illegitimate children receiving outdoor relief; one case in which there appeared to be relatives who should support the pauper.	26*th October* 1875. — The Parochial Board resolved unanimously not to give in future outdoor relief to women with illegitimate children, and also, as far as possible, to meet the views of the visiting officer in respect to children supporting their parents.	24*th February* 1876. — Only one application has since been made for relief by single women on account of illegitimate children; the poorhouse was offered and refused; she has since supported herself.

APPENDIX No. CLIX. (B).—*Continued.*

Paper handed in by Mr John T. Maxwell. Q. 55076 (54).

No. 8A—*continued.*

CASES of PAUPERS receiving Outdoor Relief reported on by the Officers of the Board of Supervision—*continued.*

Parish.	Date and Substance of Report.	Action taken by Parochial Board upon Report.	Subsequent Statement of Results by Inspector of Poor.
Hawick.	8*th January* 1876.—Some cases which appear to demand a trial of indoor relief.	23*rd February* 1876.—Outdoor relief stopped in a number of cases, and poorhouse offered.	30*th June* 1876.—Paupers struck off roll have been able to exist without parochial relief.
Ruthwell.	17*th December* 1875.—Seven cases in which there appeared to be families or relatives able to support.	21*st January* 1876.—Poorhouse offered in four cases.	10*th July* 1876.—All refused offer; since supported either by their own exertions or by assistance from relatives.
Irvine.	28*th October* 1875.—Two single women with six illegitimate children receiving outdoor relief; thirteen cases in which there appeared to be families or relatives able to support.	18*th February* 1876.—Five offered poorhouse; one struck off roll.	10*th July* 1876.—None entered poorhouse; one readmitted to roll; the others supported partly by their own exertions and partly by relatives.
Middlebie.	10*th March* 1876.—Four single women receiving outdoor relief on account of illegitimate children; three cases in which there appeared to be families or relatives able to support.	16*th May* 1876.—Poorhouse offered in six cases.	23*rd November* 1876.—None accepted offer; three have since supported themselves, and three have been supported by relatives.
Troqueer.	17*th March* 1876.—Five cases in which the poorhouse test appeared to be applicable.	27*th April* 1876.—Poorhouse offered in ten cases.	24*th November* 1876.—None accepted offer; and, so far as can be judged, seem as comfortable without parochial assistance as they were with it.
Tranent.	2*nd June* 1876.—Twenty-six cases in which the poorhouse test appeared to be applicable.	14*th August* 1876.—Poorhouse offered in twelve cases.	23*rd November* 1876.—None accepted offer; two are now dead, six support themselves by their own exertions, and four are supported by relatives.
Cadder.	10*th March* 1876.—Five single women with eleven children receiving outdoor relief. Seven cases in which there appeared to be families or relatives able to support.	9*th June* 1876.—Roll considerably reduced, including all the women with illegitimate children, with one exception. The other cases were either struck off roll or offered poorhouse.	5*th December* 1876.—With the exception of one, all the paupers from whom outdoor relief was withdrawn declined offer of poorhouse. They have been supported partly by their own exertions and partly by assistance from their grown-up children.
Kirkpatrick-Juxta.	17*th March* 1876.—Three single women with six illegitimate children receiving outdoor relief. Three cases in which there appeared to be families or relatives able to support.	8*th July* 1876.—Poorhouse offered in those cases.	2*nd December* 1876.—None accepted offer. Supported by their own exertions, or by assistance from their children or relatives.
Stewarton.	26*th October* 1875.—Two single women with six illegitimate children receiving outdoor relief. Five cases in which there appeared to be families or relatives who should support.	5*th April* 1876.—Outdoor relief withdrawn in eleven cases.	27*th November* 1876.—None accepted offer of the poorhouse. It is presumed they are assisted by relatives.
Kilmaurs.	25*th October* 1875, 24*th May* 1876.—Pointed out that pauperism was excessive, and referred to cases in which the poorhouse test appeared to be applicable.	30*th August* 1876.—Ten paupers with nine dependants struck off roll; one pauper with four dependants offered poorhouse; aliment of two reduced.	22*nd January* 1877.—Only one again become chargeable. One supported by relatives; six supported partly by their own exertions, and partly by assistance from relatives; three have supported themselves.
Fintry (Stirling).	24*th March* 1876.—Eight cases in which there appeared to be families or relatives who should support; one woman with five illegitimate children receiving outdoor relief.	2*nd September* 1876.—Poorhouse offered in four cases.	3*rd April* 1877.—One readmitted; other three continue off roll; one who used to loaf about when on the roll, at once left the parish on being offered poorhouse, and has been in constant work as a labourer in Balfron; the others are supported by their families.
Renfrew.	28*th July* 1876.—Two women receiving outdoor relief on account of illegitimate children; thirteen cases in which there appeared to be families or relatives who should support.	30*th September* 1876.—Poorhouse offered in six cases.	29*th March* 1877.—All declined offer; partly doing some work, and partly receiving assistance from relatives.

APPENDIX No. CLIX. (B).—*Continued.*

Paper handed in by Mr John T. Maxwell. Q. 55076 (54).

No. 8A.—*continued.*

CASES of PAUPERS receiving Outdoor Relief reported on by the Officers of the Board of Supervision—*continued.*

Parish.	Date and Substance of Report.	Action taken by Parochial Board upon Report.	Subsequent Statement of Results by Inspector of Poor.
Whithorn.	12*th August* 1876.—Eight cases in which there appeared to be families or relatives who should support.	27*th November* 1876.—Poorhouse offered in seven of the cases referred to; the Parochial Board further struck two paupers off the roll, and offered indoor relief to eleven others not mentioned in Report.	25*th May* 1877.—The whole of those paupers declined the offer of the poorhouse; since been supported by their own exertions, and assistance from their children.
Kirkmaiden.	10*th August* 1876.—Thirteen cases in which there appeared to be families or relatives who should support.	16*th December* 1876.—Five of the paupers referred to removed from roll; four others not mentioned in Report also removed.	26*th May* 1877.—Only one again chargeable; rest maintain themselves by their own exertions and assistance from their families and relatives.
Glasserton.	12*th August* 1876.—Twelve cases in which there appeared to be families or relatives who should support.	19*th February* 1877.—Three offered poorhouse; four struck off roll.	26*th July* 1877.—The three paupers offered poorhouse declined offer; the four struck off roll have not again become chargeable; it is supposed they are supported by relatives.
Kells.	13*th October* 1876.—Three women receiving relief on account of illegitimate children; four cases in which there appeared to be families or relatives who should support.	7*th February* 1877.—Two offered poorhouse; two struck off roll.	20*th July* 1877.—The two paupers declined the offer of the poorhouse, and have since supported themselves; the two paupers struck off the roll have not again become chargeable.
Dalry (Kirkcudbright).	13*th October* 1876.—Three women receiving relief on account of illegitimate children; six cases in which there appeared to be families or relatives who should support.	7*th February* 1877.—Six paupers offered poorhouse (three not referred to in Report).	19*th July* 1877.—None accepted offer of poorhouse; by their own extra exertions and the assistance of their families and relatives they are living as comfortably as formerly; in all those cases the offer of the poorhouse was not only refused, but treated with the utmost contempt.
West Linton.	9*th February* 1877.—Two women receiving relief on account of illegitimate children; five cases in which there appeared to be families or relatives who should support.	26*th March* 1877.—Six offered poorhouse.	19*th July* 1877.—None accepted offer of poorhouse; since been supported either entirely by their own exertions or by assistance from relatives.
Newton-on-Ayr.	24*th November* 1876.—Eight cases in which there appeared to be families or relatives who should support.	5*th January* 1877.—Five offered poorhouse.	25*th July* 1877.—One readmitted; none of the others accepted offer of the poorhouse; they have since been supported by their own exertions and partly by assistance from relatives.
North Berwick.	2*nd April* 1877.—Three single women receiving relief on account of illegitimate children.	28*th May* 1877.—Poorhouse offered to those cases.	23*rd November* 1877.—All declined offer, and are living in family with their mother.
Haddington.	6*th April* 1877.—Twenty-one cases in which the poorhouse test appears to be applicable.	3*rd July* 1877.—Fifteen offered poorhouse.	21*st December* 1877.—None accepted offer; seven now support themselves, and the remaining eight are maintained by relatives.
Dumfries.	16*th March* 1877.—Thirty-nine cases in which the poorhouse test appeared to be applicable.	7*th June* 1877.—Ten offered poorhouse.	1*st January* 1878.—None accepted offer of poorhouse; two restored to outdoor roll; two support themselves, and the remainder are supported by relatives.
Tarbolton.	30*th October* 1877.—A remarkable reduction of pauperism in the parish has resulted from a judicious use of the poorhouse test. In the year 1873 there were on the roll eighty-two names, whereas at this date there are but forty.	24*th December* 1877.—The number offered the poorhouse up to this date is fifteen. Some of them are supported by their own industry, and to all appearance as well as when receiving aliment from parochial funds. Widows who had large families, some of whom were working, but would not assist their mothers as long as they received relief, are now doing so, rather than allow them to go to the poorhouse. In no case has any hardship been experienced by offering the poorhouse; it has turned out a real test in the parish, causing no hardship whatever.	

APPENDIX No. CLIX. (B).—*Continued.*

Paper handed in by Mr John T. Maxwell.

No. 8B. Q. 55076 (54).

CIRCULAR LETTER as to the Use of the Poorhouse as a Test.

BOARD OF SUPERVISION,
EDINBURGH, 26*th July* 1883.

Sir,—The Parochial Board are aware that for a considerable number of years the officers of the Board of Supervision, so far as their other duties permitted, have been carefully examining the Registers of Poor, with the view more especially of drawing the attention of the Parochial Boards in their respective districts to the cases in which it appeared advisable that outdoor relief should be withdrawn, and the offer of the poorhouse substituted. The report of the officer is sent down by the Board to the Parochial Board, is considered by them, and a copy of their minute is forwarded by the chairman or the inspector for the information of the Board. In any case where a considerable number of paupers is struck off the outdoor roll, the inspector of the parish is communicated with after a reasonable interval, with the view of ascertaining what effect the action of the Parochial Board has had; whether the persons so dealt with have been again admitted to outdoor relief, or whether (permanently ceasing to be a burden on the ratepayers) they are maintaining themselves or are maintained by the relatives legally or morally liable for their support.

The Board think it right to repeat their Circular Letter of January 28, 1878, in order that the attention of the Parochial Board may again be called to the subject.

In the Board's Circular Letter, dated February 2, 1850, it is pointed out that the proper subjects for admission into a poorhouse form two separate classes, easily distinguishable from other classes of paupers and from one another:—

'The first of these two classes of paupers, for whom 'relief in a poorhouse is preferable to outdoor relief, 'comprises all destitute persons who are incapacitated 'by youth or old age, or by disease, whether mental 'or physical, from contributing in any way to their 'own support, and who, at the same time, from being 'friendless, or from requiring more than ordinary 'attendance, cannot be adequately maintained and 'cared for by means of outdoor relief. . . .

'The other class of paupers for whom relief in a 'poorhouse is preferable to outdoor relief, and to 'whom it is peculiarly applicable, either as a test or 'as affording the means of needful restraint, consists 'of applicants for, or recipients of, relief of every kind, 'whose claims are doubtful; such as persons who are 'suspected of concealing or of misrepresenting the 'extent of their means and resources, whether arising 'from their own exertions and earnings, or from the 'aid afforded by friends or relatives; or persons who, 'though not able-bodied, are yet not so disabled as, in 'the opinion of the Parochial Board, to render them 'incapable of maintaining themselves and their de-'pendants, if any, without relief from the parish; 'but more especially all persons of idle, immoral, or 'dissipated habits, who, if admitted to outdoor relief, 'would squander their allowances in drunkenness 'and debauchery, or otherwise misapply them. Poor 'persons may not be allowed to starve because they 'or their parents are vicious, but the law leaves to the 'bodies to whom its administration is entrusted a 'choice as to the manner of affording relief; and if 'Parochial Boards desire to discourage indolence, to 'detect imposture, to check extravagance, and to 'reform or control vice, they must make *work, confine-'ment*, and *discipline* the conditions upon which 'paupers of this class are relieved.'

The experience which those charged with the administration of the Poor Law have acquired since 1850 has established that it is hurtful in practice to grant relief otherwise than in the poorhouse to the following classes:—(1) mothers of illegitimate chidren, including widows with legitimate families who may fall into immoral habits; (2) deserted wives; (3) persons having grown-up families settled either in this country or abroad; (4) persons having collateral relatives in comfortable circumstances; (5) wives of persons sentenced to terms of imprisonment or penal servitude; (6) generally, all persons of idle, immoral, or dissipated habits.

The results which have been obtained from the revision of the Registers of Poor suggested by the reports of the Board's officers during the past five years* are so striking, that the Board desire to call the special attention of the Parochial Board to the information which they have thus obtained.

That information clearly establishes—1st, that a judicious but firm and vigilant use of the poorhouse test has a marked effect in diminishing pauperism; 2nd, that it is not attended with any evil consequences, such as the increase of crime or vagrancy; 3rd, that the great majority of the paupers by whom the offer of the poorhouse has been refused become self-supporting or are supported by their relatives.

In the subjoined Memorandum the Parochial Board will find a number of cases taken from the records in this office, which prove how much may be done by a Parochial Board, acting upon approved principles of administration, in reducing the number of paupers, and the demoralisation which accompanies an excessive amount of pauperism in any district. It is a most mistaken kindness which prompts the members of Parochial Boards to expend the assessment levied under the Poor Law Act in outdoor relief upon persons who are able to support themselves, or who have relatives who are bound legally or morally to support them; for it may be stated as an axiom of Poor Law administration, that cases of the "test class" are rare in which outdoor relief is not directly pernicious either to the recipient or to his neighbours.

The Board regret to observe that in certain cases, within a few weeks or months after relief in the poorhouse has been offered to and declined by paupers, outdoor relief has been again awarded, without any change of circumstances in the interval. Some of these cases will be found in the subjoined Memorandum. The Board desire to impress upon the members of your Board the importance of a resolute adherence to the offer of indoor relief only in all such cases, in spite of any pressure that may be brought to bear on them. Applications for relief should be made to *the inspector only*, whose statutory duty it is to inquire and report to the Parochial Board on the circumstances of each case. Applications to the Parochial Board through individual members should not be entertained.*

The Board have also to remind those Parochial Boards which have poorhouses of their own, either singly or in combination, that to make the poorhouse a thorough test, it is necessary to divide the inmates for purposes of discipline into the two classes described in the Board's Circular Letter of February 2, 1850;—the first or test class including those who fall under one or other of the above definitions; the second including sick and infirm inmates and children;—and that the Parochial Board will best consult the interests of the ratepayers, as well as those of the industrious poor, by insisting, through their representatives in the House Committee, on the maintenance of such discipline as shall tend to unmask imposture, stimulate filial duty, and strengthen family ties.

I am directed by the Board to transmit this Circular Letter to all parishes in Scotland, and to require you to lay it before your Parochial Board at their next meeting.—I am, sir, your obedient servant,

JOHN SKELTON, *Secretary.*

To the Inspector of Poor.

* The cases reported on, prior to 1878, will be found in the Thirtieth Annual Report of the Board, App. A, p. 91, and in the Thirty-third Annual Report, App. A, p. 18.

* The following extract from a letter of an inspector is, in this connection, of general interest:—

"Allow me to explain that the administration of the Poor 'Law in this parish is largely controlled by a small knot of 'members who seek to pose as the special guardians of the poor, 'and advocates of their kind and generous treatment. (I need 'scarcely explain that their interests as ratepayers in the wise 'administration of the law is not great.) This small band, 'taking advantage of the timidity or indifference of others in 'the Board, exercise an influence most disastrous in the public 'interest, and most demoralising upon the classes from which 'paupers spring. I may say that I am more and more con-'vinced that our only hope lies in a thorough reform of the 'constitution of Parochial Boards, not such as is contemplated 'by Dr Cameron's Bill now before Parliament, which, in my 'opinion, would make things not better but perhaps worse, but 'such a reform as would entirely exclude a class of men who 'maintain very close relations in trading and otherwise—who 'are indeed in some cases related themselves by blood to the 'paupers, and who are not sufficiently intelligent to be entrusted 'by the State with the discharge of so important and responsible 'a trust as the administration of the Poor Law."

APPENDIX No. CLIX. (B).—*Continued.*

Paper handed in by Mr John T. Maxwell. Q. 55076 (54).

No. 8B.—*continued.*

CASES of PAUPERS receiving Outdoor relief reported on by the Officers of the Board of Supervision.

Parish.	Date and Substance of Report.	Action taken by Parochial Board upon Report.	Subsequent Statement of Results by Inspector of Poor.
Forfar.	29*th December* 1877.—Eight cases in which there appeared to be families or relatives who should support the paupers.	7*th February* 1878.—Five offered poorhouse; two struck off roll.	24*th October* 1878.—One re-admitted to roll; one accepted offer and continued in poorhouse for one week; remaining three are still supported by their own exertions, with assistance from relatives. The two paupers struck off the roll are not now chargeable.
Cumbernauld	26*th January* 1881.—Five cases where the families appeared to be in a position to support the paupers.	7*th April* 1881.—Four cases struck off roll.	10*th February* 1882.—Three have since been supported by their families. One died in November; was supported by daughter till death.
Beath (Fife).	31*st January* 1881.—Eleven very questionable cases for outdoor relief. Parochial Board should seriously consider the Circular of the Board regarding the use of the poorhouse as a test.	28*th January* 1882.—The report was considered in May 1881 with the following results:—Five cases offered poorhouse; two cases aliment reduced, and same relief continued in four cases.	27*th February* 1882.—Four have been supported by relatives and two have become self-supporting.
Polmont.	4*th March* 1881.—Ten cases appear to have families which should support the paupers.	9*th April* 1881.—Two cases poorhouse offered; one case outdoor relief to be withdrawn in a month, and poorhouse to be offered if pauper again applies; one case to be offered poorhouse as soon as certified able to be removed.	9*th February* 1882.—None of the paupers to whom the poorhouse was offered accepted. They have either become self-supporting or have been maintained by their families.
Longside.	5*th April* 1881.—Six cases with families which should apparently support them.	24*th May* 1881.—Three cases struck off roll; one case aliment reduced; two cases families unable to support.	15*th February* 1882.—Of the three struck off the roll, two have been entirely supported by relatives, and the other supports herself with some little assistance from friends. None of the three have again applied for relief.
Kilrenny.	21*st May* 1881.—Eleven cases recommended for the poorhouse test, there being apparently families which should support the paupers.	6*th August* 1881.—Six cases struck off the roll.	11*th February* 1882.—Two supported by relatives, one partly self-supporting and partly supported by family. One is in receipt of a pension, and is otherwise supported by family. One since dead. The action taken has had a deterrent effect on those having families presumably able to support them, from making application for relief.
Campsie.	23*rd May* 1881.—Eleven cases with families which should apparently support the paupers.	5*th September* 1881.—Seven cases struck off the roll.	21*st March* 1882.—Three self-supporting. Two do. with assistance from relatives, and two re-admitted at a small allowance to outdoor relief.
New Kilpatrick.	15*th June* 1881.—Ten cases with families who should apparently enable paupers to do without parochial relief.	31*st January* 1882.—The roll was revised in September, and in the majority of the cases referred to, the suggestions in the report were given effect to.	8*th May* 1882.—Those paupers who were struck off the roll have been supported by their families, and from observation they appear to be quite as comfortable now as they were when in receipt of parochial relief. There has not been any case of hardship.
Arbroath.	10*th December* 1881.—Several cases mentioned as doubtful ones for outdoor relief.	8*th March* 1882.—Outdoor relief to be withdrawn at end of month in three cases.	17*th November* 1882.—The three struck off the roll are now either self-supporting or supported by their friends.
Rothesay.	25*th January* 1882.—Eight cases with families who should apparently support the paupers; one widow with an illegitimate child.	5*th April* 1882.—Six cases to be offered poorhouse; one do. do. when able to be re-removed; one do. do. when son-in-law is able to work.	17*th November* 1882.—Four are supported by their families (one went to poorhouse for a month or so, and left of own accord). One now self-supporting (went to poorhouse for four weeks). One self-supporting for a time, when became chargeable again for a few weeks from sore hand. Two have never been able to be removed.

APPENDIX No. CLIX. (B).—*Continued.*

Paper handed in by Mr John T. Maxwell. Q. 55076 (54).

No. 8B.—*continued.*

CASES of PAUPERS receiving Outdoor Relief reported on by the Officers of the Board of Supervision—*continued.*

Parish.	Date and Substance of Report.	Action taken by Parochial Board upon Report.	Subsequent Statement of Results by Inspector of Poor.
St Ninians.	24*th April* 1882.—Ten cases with families who should apparently support the paupers, and three widows whose elder children should be able to assist them to do without parochial relief.	22*nd June* 1882.—Roll revised; several cases offered poorhouse, struck off roll, etc.	20*th February* 1883.—Three supported by families. Two self-supporting with assistance from families. One received clothing for her boys in the beginning of winter, is not now chargeable; assisted by family.
New Kilpatrick.	28*th April* 1882.—Several cases mentioned as doubtful or improper ones for outdoor relief.	11*th September* 1882.—The cases referred to were specially considered, and the suggestions in the report were adopted in the majority of the cases.	15*th March* 1883.—Of the five paupers offered the poorhouse in September only one accepted the offer; the others have been supported by their relatives. The two paupers struck off the roll in respect of family earnings have become self-supporting. There has not been any case of hardship.
Morven.	10*th June* 1882.—The pauperism continues very high. A much freer use of the poorhouse test, where the paupers have families which by adequate exertion might support them, is necessary in order to bring matters into a sound and healthy condition.	29*th August* 1882.—The roll of paupers was carefully gone over, and the allowance of three paupers was to be discontinued after two months. In another case outdoor relief was withdrawn, and an offer of the poorhouse substituted.	7*th March* 1883.—All the paupers referred to in letter of 29th August 1882 have since been supported by their families.
Row.	25*th January* 1882.—Nine cases noted in which outdoor relief had been awarded to persons whose families ought to support them.	16*th October* 1882.—Nearly all the cases referred to were either removed from the roll or offered the poorhouse.	24*th April* 1883.—Two still in receipt of relief; three readmitted to roll, one not at present chargeable; three self-supporting with help from families.
Dalmeny.	9*th May* 1877.—Eleven cases in which the poorhouse test appeared to be applicable.	27*th August* 1877.—Four struck off roll; five offered poorhouse.	30*th March* 1878.—None accepted offer of poorhouse. One has been readmitted to outdoor roll; the remaining four are supported by relatives. Of the four paupers struck off the roll, one has been readmitted; the remaining three are not chargeable.
Coldingham.	12*th April* 1877.—Four single women with eight illegitimate children receiving outdoor relief.	30*th November* 1877.—All struck off roll.	18*th July* 1878.—Supposed to be supported by their own exertions. No applicant of that class has applied for relief since these women were struck off.
Galston.	25*th July* 1877.—Recommended a more consistent application of the poorhouse test to certain classes of cases, as, for example, deserted wives, mothers of illegitimate children, and paupers having grown-up families.	10*th December* 1877.—Seven paupers offered the poorhouse; one struck off the roll; outdoor aliment of five reduced.	20*th July* 1878.—Six refused, one accepted offer. Of the six who refused, four are supporting themselves with the assistance of their relatives, and two have been readmitted to the outdoor roll; the one who went to the poorhouse only remained in it a few weeks, and is now self-supporting with assistance from family.
Dysart.	15*th December* 1877.—Several cases which should be tested by the offer of indoor relief.	7*th March* 1878.—Seven offered poorhouse.	4*th November* 1878.—All with one exception declined offer. Two supported by families, three partly by families and partly by their own exertions, and one entirely by own exertions.
Muiravonside.	6*th December* 1877.—Nine cases in which there appeared to be families or relatives who should support the paupers.	15*th March* 1878.—Five struck off roll.	26*th October* 1878.—None have again become chargeable.
Annan.	5*th February* 1878.—Pointed out that the pauperism of the parish continued excessive.	2*nd July* 1878.—Eleven cases offered poorhouse.	26*th December* 1878.—None accepted offer; one readmitted to outdoor roll; remainder have since been supported either entirely by their own exertions or by assistance from relatives.
Bunkle and Preston.	15*th March* 1878.—Four cases in which the poorhouse test appears to be applicable.	7*th May* 1878.—Two struck off the roll; allowance of two reduced.	23*rd December* 1878.—The two paupers struck off the roll have since been supported by relatives.

APPENDIX No. CLIX. (B).—*Continued.*

Paper handed in by Mr John T. Maxwell. Q. 55076 (54).

No. 8B.—*continued.*

CASES of PAUPERS receiving Outdoor Relief reported on by the Officers of the Board of Supervision—*continued.*

Parish.	Date and Substance of Report.	Action taken by Parochial Board upon Report.	Subsequent Statement of Results by Inspector of Poor.
Lanark.	5*th April* 1878.—Need of poorhouse accommodation apparent. Ratio of pauperism to population one in 17·9, and there were on the roll no fewer than sixteen single women with thirty-four children.	16*th August* 1878.—Parish obtained the right to use a poorhouse. Nine cases removed from the roll; five cases offered the poorhouse; three new cases also offered poorhouse. The roll is to be revised monthly.	1*st March* 1879.—Out of the twenty-four removed from the roll during the months of August, September, and October last, and offered the poorhouse, only one accepted that offer. Twelve have supported themselves by their own exertions, nine by the increased earnings of their families, and two have been supported by relatives. The Committee have been able, notwithstanding the severity of the winter and the depression of trade, to considerably reduce the roll without refusing a single case that was considered deserving. They are of opinion that the wholesome dread of the poorhouse acts as a preventive from unnecessary application.
Auchinleck.	8*th August* 1878.—Four cases in which the poorhouse test appeared to be applicable.	25*th September* 1878.—The four cases noted were offered the poorhouse. Six cases not noted were also offered poorhouse.	27*th February* 1879.—None accepted offer; one readmitted to the outdoor roll; the remainder are supported by relatives, and the inspector states that, so far as he is aware, no serious hardship has resulted in any of the cases, but the action taken has had a salutary effect in keeping in check the pauperism of the parish.
Cardross.	29*th April* 1878.—Nineteen cases in which the poorhouse test appeared to be applicable.	17*th July* 1878.—Sixteen paupers offered poorhouse and allowances of two reduced. Four paupers not referred to in report also offered poorhouse.	7*th March* 1879.—None accepted offer; five have since been receiving outdoor relief; as regards the remainder, the inspector believes their circumstances are fully as good as when they were struck off the outdoor roll, and so far as he knows they are being supported by their own exertions or by assistance from relatives.
Lesmahagow.	21*st March* 1879.—Twenty-nine cases recommended to be tested by an offer of the poorhouse. The report also stated that six women with illegitimate children receive outdoor relief.	20*th June* 1879.—Cases considered and poorhouse offered to a number on a month's notice.	9*th February* 1882.—One was off roll for a year, two are off the roll, and five refused the offer of the poorhouse, and have since been supported by their families.
Kirkconnell.	9*th May* 1879.—Numerous cases should be tested by the offer of indoor relief.	6*th June* 1879.—Six cases offered poorhouse.	10*th February* 1882.—All refused the offer of the poorhouse, and have since been supported by their relatives, with the exception of one widow whose son has latterly been in bad health, and who has consequently been readmitted to outdoor relief.
Minnigaff.	30*th August* 1880.—Six cases recommended for the offer of indoor relief.	13*th November* 1880.—Five cases offered the poorhouse.	21*st February* 1882.—None accepted the offer. The inspector, although coming in contact with them weekly, has never heard a word of complaint. He believes they are partly supported by their relatives and partly by the Ewart Trust.
Kirkmaiden.	30*th June* 1881.—Seven cases recommended for the poorhouse test.	26*th August* 1881.—Board have tested some of the cases noted and others which they consider more suitable to be tested. Total number of cases tested, ten.	11*th February* 1882.—Five self-supporting, three supported partly by self and partly by relatives, one supported by relatives, and one dead.
Whithorn.	18*th June* 1881.—Pauperism continues excessive. Parochial Board's attention directed to numerous cases on the roll.	.—Twenty-two paupers struck off roll.	1*st March* 1882.—The twenty-two paupers who had been offered the poorhouse declined that offer. Inspector believes that in the majority of the cases their families have come forward.
Kelton.	19*th May* 1881.—Nine cases on the roll of doubtful aspect.	22*nd September* 1881.—Poorhouse test applied in eight cases.	12*th April* 1882.—Three have become self-supporting, three receive support from relatives, and two have been readmitted to the outdoor roll.

APPENDIX No. CLIX. (B).—*Continued.*

Paper handed in by Mr John T. Maxwell. Q. 55076 (54).

No. 8B.—*continued.*

CASES of PAUPERS receiving Outdoor Relief reported on by the Officers of the Board of Supervision—*continued.*

Parish.	Date and Substance of Report.	Action taken by Parochial Board upon Report.	Subsequent Statement of Results by Inspector of Poor.
Stewarton.	1*st September* 1881.—Numerous cases of imposture are disclosed by the visiting schedules.	29*th September* 1881.—Board have applied the test in those cases where the family income appears to be equal to that of able-bodied labourers, and in three cases mentioned in report.	19*th April* 1882.—The three noted in the report refused the offer of the poorhouse, and are now being supported by their families or grandchildren.
Hamilton.	11*th August* 1881.—Twenty cases mentioned as being of doubtful aspect and there are probably others.	4*th October* 1881.—Nine cases struck off the roll.	4*th May* 1882.—Five self-supporting with families' assistance; three self-supporting; one supported by family. None of the above appear to have suffered in any way by being struck off the roll.
Stoneykirk.	2*nd June* 1881.—An examination of the General Register sufficiently explains the high ratio which pauperism bears to population.	31*st January* 1882.—Nine cases to be tested by the offer of indoor relief.	7*th June* 1882.—None accepted the offer of the poorhouse. Four are self-supporting with assistance from families; three are supported by families; and two were supported by families for a time, but were subsequently admitted again to outdoor relief.
Kilmarnock.	15*th September* 1881.—Ten cases on the roll of a very doubtful aspect, in which the test should probably be applied.	11*th November* 1881.—Cases considered in September with the following results:—One, aliment to be continued for two months and then to be withdrawn; one delayed, son-in-law to be prosecuted; one, no change in meantime; two, aliment reduced; five, aliment withdrawn.	7*th June* 1882.—All the paupers referred to in letter of 11th November as removed from the roll are self-supporting, with exception of one.
Dumfries.	29*th October* 1881.—Nine cases in which outdoor relief seems inapplicable.	27*th January* 1882.—Poorhouse offered in some of the cases noted, but not accepted; hence struck off roll.	14*th June* 1882.—All those (including some not noted in the report) who have been struck off the roll have either become self-supporting or have been maintained by their friends. Inspector is not aware of any case of hardship having occurred through outdoor relief having been withdrawn.
Dalmellington.	26*th April* 1882.—Four cases on the roll noted as being apparently abuses of the Poor Law.	6*th June* 1882.—The roll has been revised and adjusted in accordance with rules generally advocated and approved of, applicable to outdoor relief.	12*th January* 1883.—The following information sent regarding those persons whose aliment has been withdrawn since 14th of May last:—Nineteen have been supported by their families and friends, combined in some cases with their own industry; one became self-supporting; one went to reside with father; two died.
Caerlaverock.	17*th March* 1882.—Thirteen cases in which the poorhouse test appears to be applicable.	2*nd June* 1882.—Acting upon the suggestions in the report, the Parochial Board have been able to reduce the rate from one shilling to tenpence.	16*th January* 1883.—In several of the cases of paupers who have been struck off the roll or have been offered poorhouse relief, the parties have become self-supporting. In at least two cases the friends have come forward to help them. Inspector thinks the action of the Parochial Board will have a good effect in deterring parties from applying for relief who are not truly in need.
Erskine.	14*th June* 1882.—Outdoor relief should not be granted in those cases formerly pointed out.	22*nd August* 1882.—The poorhouse test has been applied in three cases.	10*th March* 1883.—The three paupers did not accept offer of poorhouse. They are self-supporting. Their relatives or friends came forward and helped them; and, so far as inspector can judge, they are better off in their circumstances than when in receipt of relief.

APPENDIX No. CLIX. (B).—*Continued.*

Paper handed in by Mr John T. Maxwell. Q. 55076 (54).

No. 8B.—*continued.*

CASES of PAUPERS receiving Outdoor Relief reported on by the Officers of the Board of Supervision—*continued.*

Parish.	Date and Substance of Report.	Action taken by Parochial Board upon Report.	Subsequent Statement of Results by Inspector of Poor.
Houstoun.	14*th June* 1882.—Ratio of pauperism to population 1 in 18·1, or more than 5 per cent.	5*th December* 1882.—Roll revised with the following results:—Three cases offered poorhouse; twelve do. in a month; two do. in three months; one do. when son resumes work; two cases off roll; one to be warned and brought up again at next revision.	19*th April* 1883.—Fourteen of the cases struck off the roll on 5th December last have become self-supporting or are being supported by their relatives or friends. Three accepted poorhouse (one of whom has died, one left and is being supported by friends, and one remains); three had their aliments continued (one of these, however, has since been struck off). Inspector states that several of them made repeated applications to be reinstated, and being offered the poorhouse, they strongly declined to accept.
Carluke.	26*th April* 1882.—Fifteen cases, apparently improper ones for outdoor relief.	18*th November* 1882.—Six cases offered poorhouse in August, which offer was declined, and their names accordingly struck off the roll.	12*th June* 1883.—None of the cases struck off the roll have since been chargeable. Five have been supported by their families.
Barony.	17*th March* 1883.—Memorandum of thirty-six cases in which the granting of outdoor relief appeared to be open to question.	18*th July* 1883.—Memorandum considered on 8th May with following results:—Eighteen cases offered poorhouse (some of these were offered poorhouse in April and March); seven to be offered poorhouse; four struck off roll; one to be struck off roll; two dead; and four continued on outdoor roll.	20*th July* 1883.—In no case was the offer of the poorhouse accepted at the time of the Committee's decision, and none of those to whom it was offered are now chargeable.

APPENDIX No. CLIX. (B).—*Continued.*

Paper handed in by Mr John T. Maxwell. Q. 55076 (54).

No. 8B.—*continued.*

CASES in which Outdoor Relief was Restored, although the offer of Indoor Relief had been refused by the Applicants.

Parish.	Date and Substance of Report.	Action taken by Parochial Board upon Report.	Subsequent Statement of Results by Inspector of Poor	Reasons of Parochial Board for readmitting Paupers to Outdoor Relief.
Fraserburgh.	12*th Augt.* 1879.—Ten cases where the families should support; one widow with illegitimate child.	23*rd September* 1879.—Six offered poorhouse; one struck off roll.	8*th February* 1882.—None accepted offer of poorhouse; one dead, one self-supporting, one not now chargeable, and four readmitted to outdoor relief.	7*th March* 1882.—No reasons stated. Two applied by letter to Parochial Board; one (man and wife) old people; grandson to be asked to contribute. Remaining case considered, and also readmitted to outdoor roll.
Kilfinichen.	21*st July* 1880.—Fifteen cases where the families should support.	17*th September* 1880.—Twenty cases offered poorhouse (some of above not referred to in report).	9*th February* 1882.—Results in fourteen cases referred to in report forwarded, as follows:—Four not offered poorhouse; five refused poorhouse and are supported either by themselves, their relatives, or families; five refused poorhouse, and were again put on the outdoor roll (in one of the latter cases £20 of a son's money was arrested in his employer's hands).	28*th February* 1882.—The reason for admitting many of the paupers again to outdoor relief was that a number of them were old and frail, and had been in receipt of outdoor relief for such a length of time. Nearly all these cases came before the Board by a petition from the pauper addressed to the "Chairman and Members" of the Board.
Troqueer.	25*th March* 1881.—Thirty-three doubtful cases for relief.	30*th March* 1881.—Twenty cases, outdoor relief withdrawn and poorhouse offered.	9*th February* 1882.—Six supported by families or relatives; four not now chargeable; one dead; and nine readmitted to outdoor roll (one of latter since died).	27*th February* 1882.—Two unable to be removed to poorhouse. Four readmitted—no change in circumstances. One readmitted—granddaughter who was working at home left and went to domestic service; pauper admitted, however, that there was still 16s. a week coming into the house for maintenance of himself, daughter, and one grandchild. One readmitted; sons out of work. The last six cases all applied personally either at Committee or Parochial Board meetings.
Colmonell.	3*rd August* 1881.—One clear case for the poorhouse test.	4*th February* 1882.—Pauper offered poorhouse in September 1881; declined; applied to some private members of the Board, who, without any application or notice to inspector, brought the case before the Board in December, when outdoor relief was again granted.		
Sanquhar.	7*th June* 1882.—A number of abuses on the roll.	21*st November* 1882.—In several of the cases the poorhouse test was applied.	13*th June* 1883.—At this date the inspector reports the following results:—One not now chargeable; five receiving outdoor relief; one received outdoor relief till death. In the majority of these last cases there appeared to be no reasons why they should have received outdoor in preference to indoor relief	

APPENDIX No. CLIX. (B).—*Continued.*

Papers handed in by Mr John T. Maxwell.

TABLE No. 9. Q. 55076 (55).

TABLE showing for the Years 1870 to 1906 inclusive the Number of Poor of all Classes on three given days, and the Average of the three-day counts.

Year.	Estimated Population.	Number of Poor of all Classes relieved on											
		15th January.*			15th May.†			15th September.‡			Average of the three-day counts.		
		Paupers.	Dependants.	Total.	Paupers.	Dependants.	Total.	Paupers.	Dependants.	Total.	Paupers.	Dependants.	Total.
1870	3,330,240	83,428	49,499	132,927	82,419	50,047	132,466	81,406	48,495	129,901	82,418	49,347	131,765
1871	3,360,018	82,578	48,871	131,449	80,675	48,582	129,257	79,513	46,786	126,299	80,922	48,080	129,002
1872	3,397,460	79,296	45,900	125,196	77,396	45,341	122,737	75,520	42,737	118,257	77,404	44,659	122,063
1873	3,434,902	75,783	43,050	118,833	73,646	42,461	116,107	72,535	40,860	113,395	73,988	42,124	116,112
1874	3,472,344	72,211	39,929	112,140	70,720	39,519	110,239	69,916	39,184	109,100	70,949	39,544	110,493
1875	3,509,786	69,955	39,180	109,135	67,854	37,751	105,605	67,253	37,671	104,924	68,354	38,201	106,555
1876	3,547,228	67,468	37,661	105,129	65,538	37,120	102,658	64,807	36,387	101,194	65,938	37,056	102,994
1877	3,584,670	66,082	36,786	102,868	64,472	36,168	100,640	64,414	36,126	100,540	64,989	36,360	101,349
1878	3,622,112	64,952	36,184	101,136	63,758	35,640	99,398	63,395	35,215	98,610	64,035	35,680	99,715
1879	3,659,554	66,079	37,748	103,827	65,003	37,896	102,899	65,121	38,034	103,155	65,401	37,893	103,294
1880	3,696,996	66,982	38,429	105,411	65,491	37,695	103,186	65,209	37,444	102,653	65,894	37,856	103,750
1881	3,735,573	67,352	38,103	105,455	64,705	37,601	102,306	63,875	36,253	100,128	65,311	37,319	102,630
1882	3,764,580	64,871	36,739	101,610	63,569	35,772	99,341	62,681	35,225	97,906	63,707	35,912	99,619
1883	3,793,587	63,992	36,161	100,153	62,084	35,013	97,097	61,151	33,917	95,068	62,409	35,030	97,439
1884	3,822,594	62,096	34,559	96,655	60,665	33,977	94,642	60,320	33,629	93,949	61,027	34,055	95,082
1885	3,851,601	61,969	34,984	96,953	60,873	34,643	95,516	61,151	34,615	95,766	61,331	34,747	96,078
1886	3,880,608	63,200	36,303	99,503	61,563	35,941	97,504	61,469	35,187	96,656	62,077	35,810	97,887
1887	3,909,615	63,408	36,326	99,734	61,286	35,250	96,536	61,577	34,650	96,227	62,090	35,409	97,499
1888	3,938,622	63,085	35,667	98,752	61,073	35,153	96,226	60,777	34,426	95,203	61,645	35,082	96,727
1889	3,967,629	62,212	34,647	96,889	60,544	34,292	94,836	60,201	33,640	93,841	60,996	34,193	95,189
1890	3,996,636	61,577	33,463	95,040	60,020	32,804	92,824	59,371	31,997	91,368	60,323	32,755	93,078
1891	4,025,647	60,844	32,578	93,422	59,063	32,000	91,063	58,875	31,771	90,646	59,594	32,116	91,710
1892	4,070,293	60,633	32,651	93,284	58,855	31,937	90,792	58,638	31,304	89,942	59,375	31,964	91,339
1893	4,114,938	60,734	32,762	93,496	59,826	32,178	92,004	59,885	31,714	91,599	60,148	32,218	92,366
1894	4,159,584	61,978	33,218	95,196	61,015	32,667	93,682	60,990	32,489	93,479	61,328	32,791	94,119
1895	4,204,239	63,307	33,611	96,918	62,052	33,816	95,868	62,360	33,985	96,345	62,573	33,804	96,377
1896	4,248,885	64,766	34,855	99,621	63,694	34,308	98,002	63,362	33,988	97,350	63,941	34,384	98,325
1897	4,293,531	65,918	34,996	100,914	64,646	34,857	99,503	64,305	33,862	98,167	64,956	34,572	99,528
1898	4,338,176	66,519	34,889	101,408	65,000	34,578	99,578	64,343	33,647	97,990	65,287	34,371	99,658
1899	4,382,822	66,755	34,755	101,510	64,513	33,434	97,947	64,221	33,353	97,574	65,163	33,847	99,010
1900	4,427,467	65,929	34,003	99,932	64,626	34,390	99,016	63,752	33,821	97,573	64,769	34,071	98,840
1901	4,472,103	65,868	35,028	100,896	64,680	34,348	99,028	64,480	34,322	98,802	65,009	34,566	99,575
1902	4,531,299	66,836	35,663	102,499	65,387	35,461	100,848	65,111	35,116	100,227	65,778	35,413	101,191
1903	4,579,223	68,001	36,674	104,675	66,703	36,313	103,016	66,215	36,236	102,451	66,973	36,408	103,381
1904	4,627,656	71,182	35,668	106,850	70,371	35,253	105,624	70,312	35,082	105,394	70,622	35,334	105,956
1905	4,676,603	73,363	37,297	110,660	72,148	36,495	108,643	71,898	36,082	107,980	72,470	36,625	109,095
1906	4,726,070	73,984	37,421	111,405	72,446	36,788	109,234	71,844	35,360	107,204	72,758	36,523	109,281

* Prior to 1884, 1st January; from 1884 to 1897 inclusive, 14th January. † Prior to 1896, 14th May.
‡ Prior to 1883, 14th August; from 1884 to 1896 inclusive, 14th September.

TABLE No. 10. Q. 55076 (56).

TABLE showing the Number of Ordinary Poor and of Lunatic Poor at 15th May in each year from 1859 to 1906; the Ratio which the Ordinary Poor and Lunatic Poor respectively bear to each 1000 of the estimated Population, and the Ratio of Lunatic Poor per 1000 of Poor of all Classes.

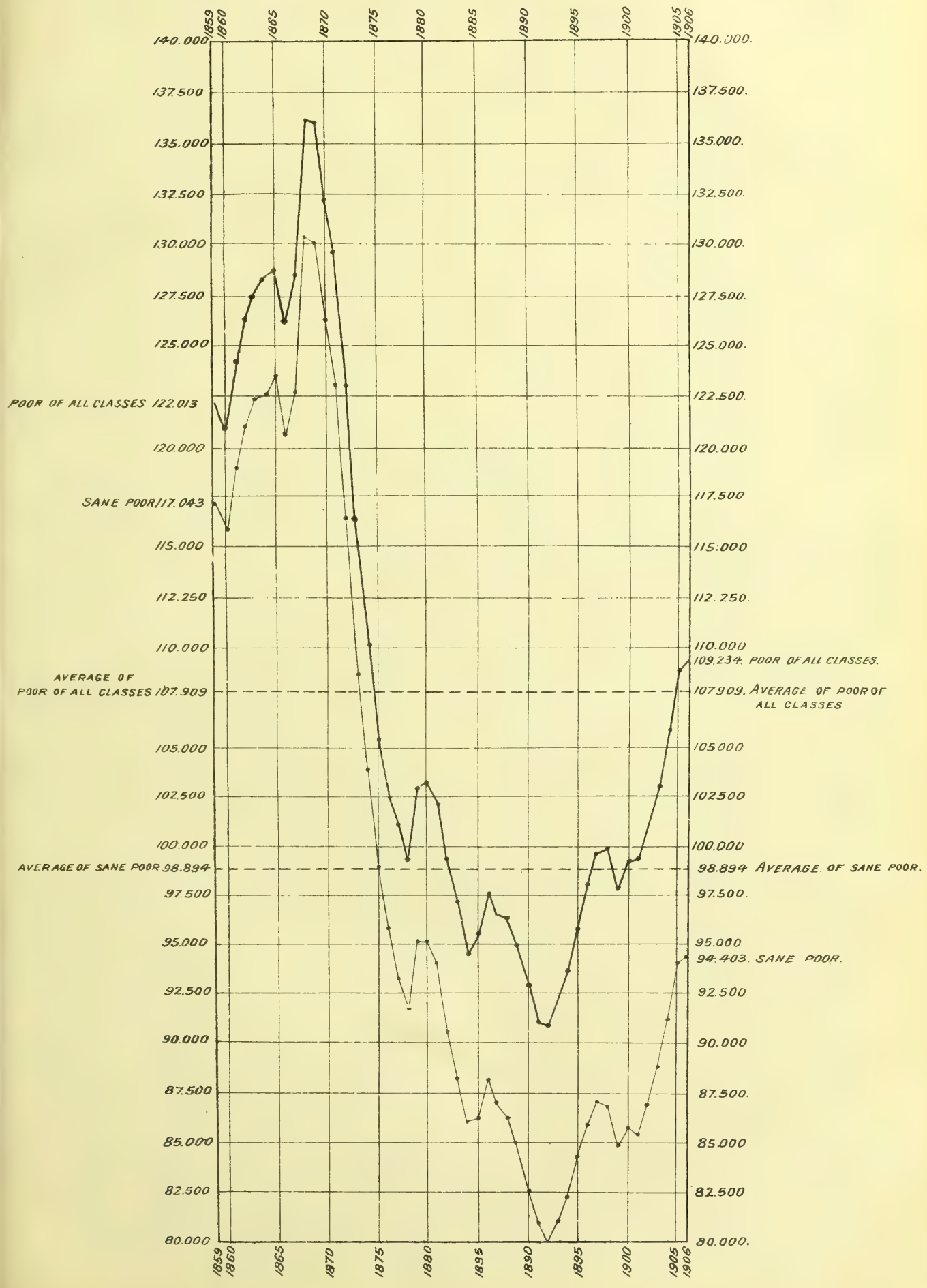
Year.	Number of Poor at *15th May.		Ratio per 1000 of Estimated Population.		Ratio of Lunatic Poor per 1000 of Poor of all Classes.
	Ordinary.	Lunatic.	Ordinary Poor.	Lunatic Poor.	
1859	117,043	4,970	39	1·6	41
1860	115,878	5,028	38	1·6	42
1861	119,015	5,176	39	1·7	42
1862	121,115	5,204	39	1·7	41
1863	122,348	5,212	39	1·7	41
1864	122,494	5,220	39	1·6	41
1865	122,985	5,358	39	1·7	42
1866	120,583	5,459	38	1·7	43
1867	122,735	5,626	38	1·7	44
1868	130,446	5,790	40	1·8	42
1869	130,003	6,062	39	1·8	45
1870	126,239	6,227	38	1·9	47
1871	122,909	6,348	37	1·9	49
1872	116,356	6,381	34	1·9	52
1873	109,634	6,473	32	1·9	56
1874	103,688	6,551	30	1·9	59
1875	98,868	6,737	28	1·9	64
1876	95,682	6,976	27	2·0	68
1877	93,380	7,260	26	2·0	72
1878	91,795	7,603	25	2·1	76
1879	95,138	7,761	26	2·1	75
1880	95,089	8,097	26	2·2	78
1881	93,958	8,348	25	2·2	82
1882	90,624	8,717	24	2·3	88
1883	88,216	8,881	23	2·3	91
1884	85,608	9,034	22	2·4	96
1885	86,362	9,154	22	2·4	96
1886	88,070	9,434	23	2·4	97
1887	86,984	9,552	22	2·4	99
1888	86,394	9,832	22	2·5	102
1889	84,766	10,070	21	2·5	106
1890	82,454	10,370	21	2·6	112
1891	80,454	10,609	20	2·6	117
1892	80,014	10,778	20	2·6	119
1893	81,002	11,002	20	2·7	120
1894	82,320	11,362	20	2·7	121
1895	84,317	11,551	20	2·7	120
1896	86,063	11,939	20	2·8	121
1897	87,221	12,282	20	2·9	123
1898	86,941	12,637	20	2·9	127
1899	84,969	12,978	19	3·0	133
1900	85,850	13,166	19	3·0	133
1901	85,432	13,596	19	3·0	137
1902	86,999	13,849	19	3·1	137
1903	88,823	14,193	19	3·1	138
1904	91,240	14,384	20	3·1	136
1905	94,027	14,616	20	3·1	135
1906	94,403	14,831	20	3·1	136

* Prior to 1896, 14th May.

ROYAL COMMISSION ON THE POOR LAWS & RELIEF OF DISTRESS.

APPENDIX CLIX (B) Nº 11. (Q 55076 (56))

CHART, SHOWING THE FLUCTUATIONS IN THE NUMBER OF POOR OF ALL CLASSES & ALSO IN THE NUMBER OF ORDINARY (SANE) POOR RELIEVED AT THE MIDDLE OF MAY IN EACH YEAR FROM 1859 TO 1906.



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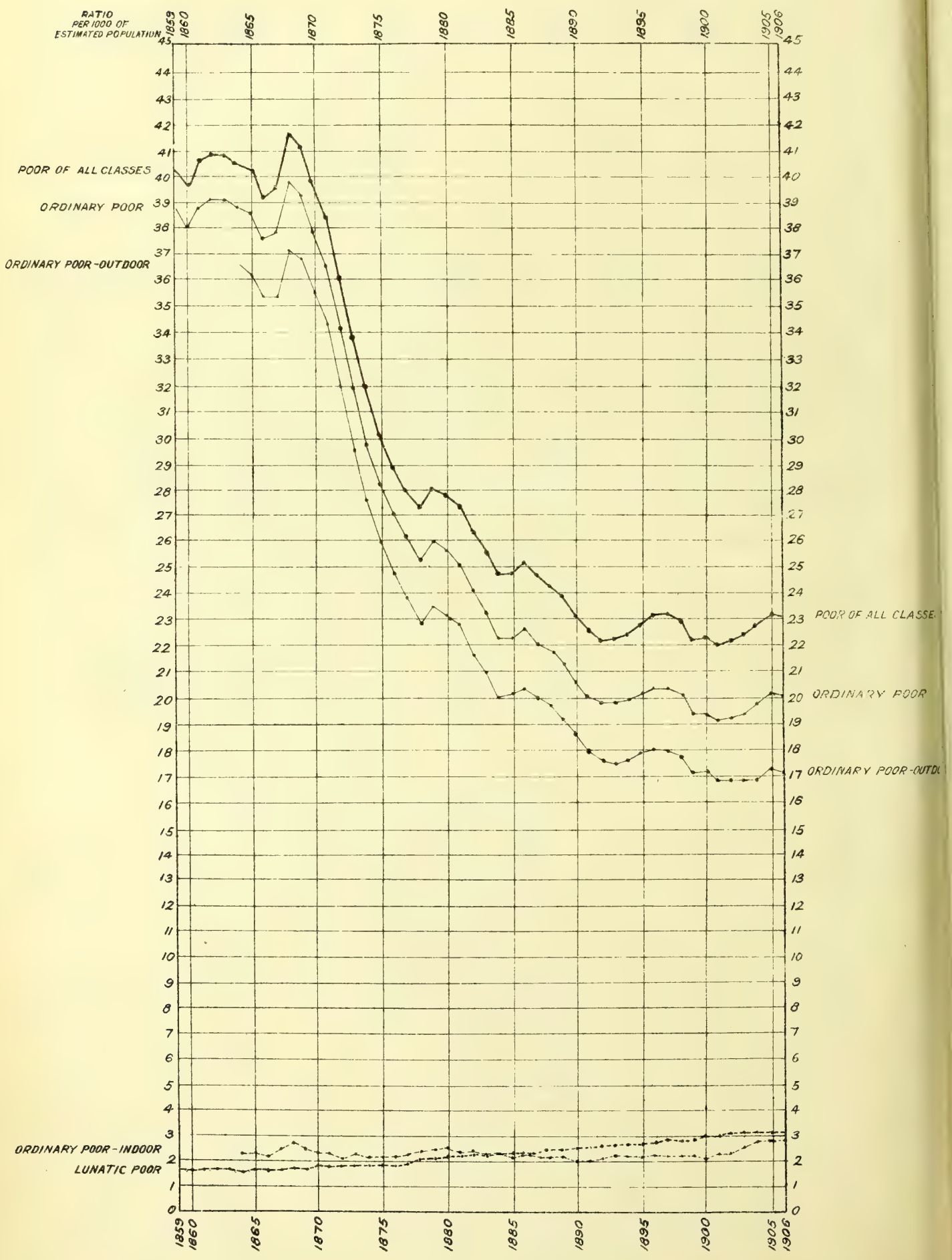
ROYAL COMMISSION ON THE POOR LAWS & RELIEF OF DISTRESS

APPENDIX CLIX (B) Nº 12. (Q 55076 (56))

CHART SHOWING FLUCTUATIONS IN THE RATIOS PER 1000 OF ESTIMATED POPULATION FOR CERTAIN YEARS IN RESPECT OF (A) POOR OF ALL CLASSES, (B) TOTAL ORDINARY POOR (C) ORDINARY POOR - OUTDOOR, (D) ORDINARY POOR - INDOOR &c, (E) LUNATIC POOR.



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APPENDIX No. CLIX. (B).—*Continued.*

Paper handed in by Mr John T. Maxwell.

TABLE No. 13. Q. 55076 (59).

STATEMENT showing for each Year from 1848 to 1906 particulars of the Accommodation and Population of Poorhouses in Scotland.

Year.	Number of Poorhouses in operation. (1)	Sanctioned Accommodation for Ordinary Poor. (2)	Number of Inmates at 15th May.* (3)	Number of Parishes having Poorhouses. (4)	Number of Parishes having Boarding Rights. (5)	Number of Parishes not having use of Poorhouse. (6)	Population of Parishes having Poorhouse accommodation. (7)	Population of Parishes not having Poorhouse accommodation. (8)
1848	14	3,193	†...	14	†...	...	‡548,745	‡2,071,471
							Census Population, 1841.	
1849	19	4,360	†...	25	†...	...	693,558	1,926,626
1850	21	6,058	4,192	29	†...	...	714,210	1,905,974
1851	23	7,536	5,312	43	48	790	1,034,744	1,585,440
1852	24	8,147	5,680	44	119	719	1,283,805	1,336,379
							Census Population, 1851.	
1853	26	9,007	5,684	62	120	700	1,442,735	1,446,007
1854	26	9,504	5,714	81	93	709	1,336,736	1,552,006
1855	29	10,323	6,070	104	138	641	1,512,894	1,375,848
1856	30	10,443	6,118	120	166	597	1,639,916	1,248,826
1857	33	11,059	6,094	130	177	576	1,760,728	1,128,014
1858	33	10,689	6,571	131	187	565	1,785,752	1,102,990
1859	33	10,906	6,344	141	194	548	1,839,489	1,049,253
1860	34	10,887	6,322	154	210	519	1,901,392	987,350
1861	39	11,688	7,031	188	233	462	2,067,985	820,757
							Census Population, 1861.	
1862	46	12,279	7,465	225	184	475	2,109,923	952,371
1863	48	12,369	7,163	230	188	466	2,211,942	850,352
1864	52	12,770	7,165	257	187	440	2,269,919	792,375
1865	56	13,398	7,344	300	193	391	2,364,643	697,651
1866	58	13,630	7,473	326	178	381	2,362,743	699,551
1867	60	13,846	8,291	332	146	407	2,278,497	783,797
1868	62	14,194	8,798	358	135	392	2,332,578	729,716
1869	63	14,423	8,386	376	149	360	2,418,105	644,189
1870	63	14,179	7,984	379	157	349	2,427,801	634,493
1871	62	14,048	7,629	382	185	320	2,527,831	534,463
							Census Population, 1871.	
1872	62	14,462	7,144	392	190	305	2,829,166	530,852
1873	62	14,375	7,371	397	207	282	2,917,808	442,210
1874	62	14,217	7,318	400	206	280	2,924,906	435,112
1875	62	14,219	7,673	405	207	274	2,918,819	441,199
1876	62	14,358	7,586	411	189	286	2,914,616	445,402
1877	62	14,290	8,046	420	214	252	2,943,900	416,118
1878	62	14,352	8,763	426	227	234	3,219,977	140,041
1879	62	14,399	9,140	428	211	247	3,203,319	156,699
1880	62	14,902	9,296	428	194	264	3,182,356	177,662
							Census Population, 1881.	
1881	63	15,027	9,040	432	227	227	3,394,917	340,656
1882	63	15,432	8,964	435	225	226	3,395,620	339,953
1883	63	15,548	8,722	436	243	207	3,428,447	307,126
1884	64	15,618	9,041	450	235	201	3,381,839	353,734
1885	65	15,590	9,007	455	238	193	3,463,233	272,340
1886	65	15,719	9,495	458	251	177	3,484,262	251,311
1887	65	15,721	9,095	456	229	201	3,433,518	302,055
1888	66	15,748	8,863	468	258	160	3,540,063	195,510
1889	66	15,510	8,471	471	266	149	3,544,405	191,168
1890	66	15,591	8,182	480	287	119	3,593,811	141,762
1891	66	15,615	8,160	480	296	110	3,610,671	124,902
1892	66	15,400	8,527	479	299	107	3,618,420	117,153
							Census Population, 1891.	
1893	66	15,186	8,824	480	306	99	3,919,822	105,825
1894	66	15,360	9,212	480	307	98	3,920,173	105,474
1895	66	15,392	9,083	480	310	87	3,920,593	105,054
1896	65	15,037	9,569	476	311	90	3,933,841	91,806
1897	64	15,065	9,908	478	311	88	3,941,629	84,018
1898	65	15,133	10,032	481	314	82	3,973,694	51,953
1899	65	15,349	9,965	482	317	78	3,976,188	49,459
1900	65	15,509	9,868	483	318	75	3,979,627	46,020
							Census Population, 1901.	
1901	65	15,467	10,306	483	319	73	4,430,809	41,294
1902	66	15,700	10,865	485	323	66	4,430,651	41,452
1903	67	16,199	11,711	489	323	62	4,431,079	41,024
1904	68	18,052	12,827	489	322	63	4,424,679	47,424
1905	70	18,263	13,255	491	319	64	4,427,707	44,396
1906	70	18,861	13,187	501	315	58	4,426,600	45,503

* Prior to 1875, 1st July. † Particulars not shown. ‡ Estimated population.

APPENDIX No. CLIX. (B).—*Continued.*

Paper handed in by Mr John T. Maxwell.

TABLE No. 14. Q. 55076 (62).

TABLE showing for the Years 1864 to 1906 inclusive the number of Ordinary Poor in Poorhouses and not in Poorhouses at 15th May, and the Ratio per cent. which the Number of Poor in Poorhouses bears to the Total Number of Ordinary Poor.

Year.	Ordinary Poor at 15th May.*				
	In Poorhouses.	Not in Poorhouses.	Ratio per cent. of Poor in Poorhouses to the Total Number of Ordinary Poor.	Ratio per 1000 of Estimated Population.	
				Indoor.	Outdoor.
1864	7,257	115,237	5·92	2·3	36·6
1865	7,348	115,637	5·97	2·3	36·3
1866	7,070	113,513	5·86	2·2	35·4
1867	7,929	114,806	6·46	2·5	35·4
1868	8,794	121,652	6·74	2·7	37·2
1869	8,346	121,657	6·42	2·5	36·9
1870	7,928	118,311	6·28	2·4	35·5
1871	7,749	115,160	6·30	2·3	34·3
1872	7,402	108,954	6·36	2·2	32·0
1873	7,898	101,736	7·20	2·3	29·6
1874	7,769	95,919	7·49	2·2	27·6
1875	7,673	91,195	7·76	2·2	26·0
1876	7,586	88,096	7·93	2·2	24·8
1877	8,046	85,334	8·62	2·3	23·8
1878	8,763	83,032	9·55	2·4	22·9
1879	9,140	85,998	9·61	2·5	23·5
1880	9,296	85,793	9·78	2·5	23·2
1881	9,040	84,918	9·62	2·4	22·8
1882	8,964	81,660	9·89	2·4	21·7
1883	8,722	79,494	9·89	2·3	21·0
1884	9,041	76,567	10·56	2·4	20·0
1885	9,007	77,355	10·43	2·3	20·1
1886	9,495	78,575	10·78	2·4	20·3
1887	9,095	77,889	10·46	2·3	20·0
1888	8,863	77,531	10·26	2·2	19·7
1889	8,471	76,295	9·99	2·2	19·2
1890	8,182	74,272	9·92	2·0	18·6
1891	8,160	72,294	10·14	2·0	18·0
1892	8,527	71,487	10·66	2·1	17·6
1893	8,824	72,178	10·89	2·2	17·5
1894	9,212	73,108	11·19	2·2	17·6
1895	9,083	75,234	10·77	2·2	17·9
1896	9,569	76,494	11·12	2·3	18·0
1897	9,908	77,313	11·36	2·3	18·0
1898	10,032	76,909	11·54	2·3	17·8
1899	9,965	75,004	11·73	2·3	17·1
1900	9,868	75,982	11·49	2·2	17·2
1901	10,306	75,126	12·06	2·3	16·8
1902	10,865	76,134	12·49	2·4	16·8
1903	11,711	77,112	13·18	2·6	16·8
1904	12,827	78,413	14·06	2·8	16·9
1905	13,255	80,772	14·10	2·8	17·3
1906	13,187	81,216	13·97	2·8	17·2

* Prior to 1896, 14th May.

APPENDIX No. CLIX. (B).—*Continued.*

Paper handed in by Mr John T. Maxwell.

TABLE No. 15. Q. 55076 (65).

TABLE showing (1) the Total Number of Persons in Poorhouses, and the Number and Percentage on the Sick List, and the Number and Percentage of Children; and (2) the Number of Persons receiving Relief on 30th June and 31st December, and the Number and Percentage on the Sick List, and the Number and Percentage of Children on 30th June and 31st December, for each Year from 1860 to 1905.

Year.	Number of Persons receiving Indoor Relief during the Year.	Of whom on Sick List.	Percentage of Persons Relieved during the Year who were on Sick List.	Number of Persons receiving Relief on 30th June.	Of whom		Number of Persons receiving Relief on 31st December.	Of whom		Percentage of Persons Relieved on 30th June and 31st Decr. who were on Sick List.	Percentage of Persons Relieved on 30th June and 31st Decr. who were Children.
					On Sick List.	* Children.		On Sick List.	* Children.		
1860	21,699	10,309	47·5	6,322	832	...	7,416	992	...	13·3	...
1861	25,152	10,571	42·0	7,031	924	...	8,232	1,173	...	13·7	...
1862	29,038	13,295	45·8	7,465	1,130	...	8,356	1,235	...	14·9	...
1863	28,453	13,141	46·2	7,163	1,202	...	8,073	1,353	...	16·8	...
1864	30,540	14,758	48·3	7,165	1,236	...	8,270	1,447	...	17·4	...
1865	31,072	14,742	47·4	7,344	1,341	...	8,037	1,467	...	18·3	...
1866	30,778	14,853	48·3	7,473	1,361	...	8,890	1,559	...	17·8	...
1867	34,955	17,755	50·8	8,291	1,549	..	9,811	2,031	...	19·8	...
1868	35,243	17,001	48·2	8,798	1,647	...	9,426	1,741	...	18·6	...
1869	33,997	16,868	49·6	8,386	1,592	...	9,447	1,927	...	19·7	...
1870	33,907	19,480	57·5	7,984	1,783	...	9,359	2,328	..	23·7	...
1871	31,265	17,406	55·7	7,629	1,862	...	8,191	1,911	...	23·8	...
1872	27,940	15,469	55·4	7,144	1,643	...	8,172	1,792	...	22·4	...
1873	29,404	13,862	47·1	7,371	1,917	...	8,189	2,183	...	26·3	...
1874	29,116	15,448	53·1	7,318	2,058	...	8,653	2,470	...	28·4	...
1875	29,063	15,040	51·7	7,289	1,809	1,645	8,354	2,065	1,695	24·8	21·4
1876	30,466	13,985	45·9	7,618	2,000	1,463	8,833	2,158	1,672	25·3	19·1
1877	34,073	15,761	46·3	7,948	2,137	1,622	9,391	2,410	1,945	26·2	20·6
1878	37,531	17,484	46·6	8,761	2,184	1,769	10,307	2,721	2,031	25·7	19·9
1879	40,541	19,466	48·0	9,125	2,486	1,775	10,733	2,864	2,200	26·9	20·0
1880	42,462	19,248	45·3	9,246	2,308	1,902	10,504	2,644	2,114	25·1	20·3
1881	40,858	18,954	46·4	8,945	2,361	1,872	10,155	2,537	2,047	25·6	20·5
1882	39,834	18,717	47·0	8,683	2,307	1,708	9,915	2,614	1,825	26·5	19·0
1883	39,800	20,354	51·1	8,600	2,308	1,791	9,646	2,539	1,779	26·6	19·6
1884	41,609	20,515	49·3	8,817	2,374	1,739	10,022	2,433	1,811	25·5	18·8
1885	40,267	18,947	47·1	8,757	2,245	1,667	10,388	2,571	1,963	25·2	19·0
1886	41,399	19,392	46·8	8,986	2,385	1,732	10,233	2,633	1,771	26·1	18·2
1887	40,894	19,763	48·3	8,841	2,345	1,503	10,099	2,731	1,525	26·8	16·0
1888	40,044	18,857	47·1	8,740	2,336	1,356	9,544	2,613	1,415	27·1	15·2
1889	38,564	18,858	48·9	8,203	2,334	1,230	9,417	2,678	1,313	28·4	14·4
1890	38,740	19,854	51·2	8,078	2,331	1,127	9,591	2,691	1,322	28·4	13·9
1891	41,311	20,032	48·5	8,403	2,466	1,103	9,589	2,847	1,390	29·5	13·9
1892	43,723	20,112	46·0	8,542	2,507	1,277	10,061	2,787	1,501	28·5	14·9
1893	46,002	19,289	41·9	9,084	2,532	1,348	10,593	2,870	1,464	27·5	14·3
1894	46,192	19,235	41·6	9,515	2,724	1,394	10,689	2,921	1,468	27·9	14·2
1895	47,896	20,925	43·7	9,326	2,719	1,362	10,897	3,132	1,462	28·9	14·0
1896	48,180	20,826	43·2	9,612	2,812	1,442	11,247	3,235	1,520	29·0	14·2
1897	50,860	21,991	43·2	9,820	2,835	1,351	11,414	3,123	1,578	28·1	13·8
1898	50,701	21,680	42·8	10,046	2,875	1,536	11,280	3,206	1,443	28·5	14·0
1899	51,049	23,170	45·4	9,829	3,068	1,325	11,348	3,257	1,453	29·9	13·1
1900	52,041	23,159	44·5	9,732	3,061	1,472	11,807	3,383	1,684	29·9	14·7
1901	57,049	24,171	42·4	10,308	3,064	1,475	12,542	3,535	1,732	28·9	14·0
1902	58,391	26,192	44·9	10,708	3,325	1,618	12,485	3,640	1,721	30·0	14·4
1903	62,521	25,974	41·5	11,254	3,414	1,646	13,917	3,945	1,849	29·2	13·9
1904	67,126	26,099	38·9	12,425	3,828	1,739	14,783	4,195	1,862	29·5	13·2
1905	66,365	26,791	40·4	13,266	4,187	1,881	14,745	4,318	1,922	30·4	13·6

* Board's Statistics prior to 1875 do not show the number of children relieved.

APPENDIX No. CLIX. (B).—*Continued.*

Paper handed in by Mr John T. Maxwell.

TABLE No. 16. Q. 55076 (69).

STATEMENT of Pauperism at the middle of May 1876, 1881, 1886, 1891, 1896, 1901, and 1906. Group I.—Parishes having Town Populations over 100,000 (Census 1901).

Burghs.	Comprehended in the Parishes of	1876.			1881.			1886.			1891.			1896.			1901.			1906.		
		Census Population, 1871.	Poor of all Classes (incl. Depts.) at 14th May.	Ratio of Total Poor per 1000 of Population.	Census Population, 1881.	Poor of all Classes (incl. Depts.) at 14th May.	Ratio of Total Poor per 1000 of Population.	Census Population, 1881.	Poor of all Classes (incl. Depts.) at 14th May.	Ratio of Total Poor per 1000 of Population.	Census Population, 1891.	Poor of all Classes (incl. Depts.) at 14th May.	Ratio of Total Poor per 1000 of Population.	Census Population, 1891.	Poor of all Classes (incl. Depts.) at 15th May.	Ratio of Total Poor per 1000 of Population.	Census Population, 1901.	Poor of all Classes (incl. Depts.) at 15th May.	Ratio of Total Poor per 1000 of Population.	Census Population, 1901.	Poor of all Classes (incl. Depts.) at 15th May.	Ratio of Total Poor per 1000 of Population.
Glasgow, Govan, Kinning Park, and Partick,	Glasgow, Cathcart, Govan, and Barony.	573,463	14,977	26·1	681,311	17,293	25·4	681,311	17,802	26·1	789,426	16,197	20·5	789,426	19,021	24·1	941,423	21,523	22·9	941,423	25,961	27·6
Edinburgh and Leith,	Cramond, Duddingston, Edinburgh, N. and S. Leith, Liberton, St Cuthbert's,	260,745	6,639	25·5	314,130	7,157	22·8	314,130	7,180	22·9	353,641	6,665	18·8	353,641	7,663	21·7	404,784	8,403	20·8	404,784	9,128	22·6
Dundee, Broughty-Ferry, and Monifieth,	Dundee, Liff, etc., Mains, etc., and Monifieth.	132,082	2,402	18·2	156,799	2,555	16·3	156,799	3,090	19·7	171,888	3,043	17·7	171,888	3,760	21·9	180,784	3,962	21·9	180,784	4,047	22·4
Aberdeen. . . .	Aberdeen and Old Machar,	89,554	2,343	26·2	106,527	2,551	23·9	106,527	2,338	21·9	126,375	2,432	19·2	126,375	2,722	21·5	154,960	3,100	20·0	154,960	3,965	25·6
Hamilton, Wishaw, and Motherwell,	Cambusnethan, Dalziel, and Hamilton,	46,304	1,823	39·4	60,907	1,881	30·9	60,907	1,712	28·1	76,649	1,615	21·1	76,649	1,660	21·7	106,022	1,784	16·8	106,022	2,525	23·8
Total of Parishes with Town Populations over 100,000 (Census 1901),		1,102,148	28,184	25·6	1,319,674	31,437	23·8	1,319,674	32,122	24·3	1,517,979	29,952	19·7	1,517,979	34,826	22·9	1,787,973	38,772	21·7	1,787,973	45,626	25·5

APPENDIX No. CLIX. (B).—*Continued.*

Paper handed in by Mr John T. Maxwell. Q. 55076 (69).

TABLE No. 16—(*continued*).

Group II.—Parishes having Town Populations over 30,000 and under 100,000 (Census 1901).

Burghs.	Comprehended in the Parishes of	1876.			1881.			1886.			1891.			1896.			1901.			1906.		
		Census Population, 1871.	Poor of all Classes (incl. Depts.) at 14th May.	Ratio of Total Poor per 1000 of Population.	Census Population, 1881.	Poor of all Classes (incl. Depts.) at 14th May.	Ratio of Total Poor per 1000 of Population.	Census Population, 1881.	Poor of all Classes (incl. Depts.) at 14th May.	Ratio of Total Poor per 1000 of Population.	Census Population, 1891.	Poor of all Classes (incl. Depts.) at 14th May.	Ratio of Total Poor per 1000 of Population.	Census Population, 1891.	Poor of all Classes (incl. Depts.) at 15th May.	Ratio of Total Poor per 1000 of Population.	Census Population, 1901.	Poor of all Classes (incl. Depts.) at 15th May.	Ratio of Total Poor per 1000 of Population.	Census Population, 1901.	Poor of all Classes (incl. Depts.) at 15th May.	Ratio of Total Poor per 1000 of Population.
Paisley and Johnstone,	Abbey and Paisley,	62,496	2,455	39·3	72,530	1,877	25·9	72,530	1,667	23·0	83,969	1,547	18·4	84,000	1,817	21·6	99,899	1,907	19·1	99,899	2,093	21·0
Greenock,	Greenock,	59,794	1,074	18·0	69,238	1,086	15·7	69,238	1,099	15·9	66,247	989	14·9	66,247	1,413	21·3	68,217	1,325	19·4	68,217	1,432	21·0
Coatbridge,	Old Monkland.	34,073	1,036	30·4	37,323	1,178	31·6	37,323	761	20·4	44,733	684	15·3	44,733	1,175	26·3	53,248	1,088	20·4	53,248	1,307	24·5
Kilmarnock,	Kilmarnock, Riccarton,	29,917	780	26·1	32,976	799	24·2	32,976	862	26·1	35,285	788	22·3	35,285	800	22·7	41,222	912	22·1	41,222	1,109	26·9
Kinghorn, Kirkcaldy, and Dysart,	Abbotshall, Dysart, Kinghorn, Kirkcaldy,	25,793	645	25·0	30,214	670	22·2	30,214	554	18·3	34,391	518	15·1	34,391	560	16·3	41,350	569	13·8	41,350	686	16·6
Perth,	Kinnoull, Perth, Tibbermore.	28,178	914	32·4	31,580	957	30·3	31,580	990	31·3	32,216	656	20·4	32,216	547	17·0	35,531	458	12·9	35,531	527	14·8
Falkirk and Grangemouth,	Bothkennar, Polmont, Falkirk, Grangemouth,	24,416	713	29·2	32,369	680	21·0	32,369	663	20·5	39,324	701	17·8	39,324	959	24·4	54,091	1,117	20·7	54,091	1,441	26·6
Ayr,	Ayr, Newton-on-Ayr, St Quivox,	20,535	730	35·5	24,045	649	27·0	24,045	668	27·8	27,456	551	20·1	27,456	637	23·2	31,537	599	19·0	31,537	721	22·9
Dunfermline,	Dunfermline,	23,313	727	31·2	26,568	896	33·7	26,568	876	33·0	28,667	726	25·3	28,667	773	27·0	31,697	617	19·5	31,697	705	22·2
Airdrie,	New Monkland,	22,752	937	41·2	27,816	946	34·0	27,816	843	30·3	33,743	578	17·1	33,743	763	22·9	36,786	852	23·2	36,786	896	24·4
Total of Parishes with Town Populations over 30,000 and under 100,000 (Census 1901),		331,267	10,011	30·2	384,659	9,738	25·3	384,659	8,983	23·4	426,031	7,738	18·2	426,062	9,444	22·2	493,578	9,444	19·1	493,578	10,917	22·1

APPENDIX No. CLIX. (B).—*Continued.*

Paper handed in by Mr John T. Maxwell. Q. 55076 (69).

TABLE No. 16.—*continued.*

Group III.—Parishes having Town Populations over 10,000 and under 30,000 (Census 1901).

Burghs.	Comprehended in the Parishes of	1876.			1881.			1886.			1891.			1896.			1901.			1906.		
		Census Population, 1871.	Poor of all Classes (incl. Depts.) at 14th May.	Ratio of Total Poor per 1000 of Population.	Census Population, 1881.	Poor of all Classes (incl. Depts.) at 14th May.	Ratio of Total Poor per 1000 of Population.	Census Population, 1881.	Poor of all Classes (incl. Depts.) at 14th May.	Ratio of Total Poor per 1000 of Population.	Census Population, 1891.	Poor of all Classes (incl. Depts.) at 14th May.	Ratio of Total Poor per 1000 of Population.	Census Population, 1891.	Poor of all Classes (incl. Depts.) at 15th May.	Ratio of Total Poor per 1000 of Population.	Census Population, 1901.	Poor of all Classes (incl. Depts.) at 15th May.	Ratio of Total Poor per 1000 of Population.	Census Population, 1901.	Poor of all Classes (incl. Depts.) at 15th May.	Ratio of Total Poor per 1000 of Population.
Arbroath,	Arbroath, St Vigeans,	22,682	512	22·6	24,475	498	20·3	24,475	453	18·5	25,253	430	17·0	25,253	392	15·5	24,677	400	16·2	24,677	491	19·9
Inverness,	Inverness,	18,552	778	41·9	21,725	797	36·7	21,725	822	37·8	24,186	922	38·1	24,186	934	38·6	27,046	993	36·7	27,046	952	35·2
Dumbarton,	Cardross, Dumbarton,	16,013	461	28·8	20,267	340	16·8	20,267	431	21·3	24,615	516	21·0	24,615	591	24·0	26,554	634	23·9	26,554	703	26·5
Clydebank,	Old Kilpatrick,	5,346	189	35·4	8,862	158	17·8	8,862	148	16·7	17,775	184	10·4	17,775	295	16·6	27,448	545	19·9	27,448	706	25·7
Stirling,	Stirling, St Ninians,	22,160	528	23·8	23,903	609	25·5	23,903	568	23·8	23,741	533	22·5	23,741	533	22·5	26,761	653	24·4	26,761	782	29·2
Hawick,	Hawick, Wilton,	12,861	305	23·7	17,716	236	13·3	17,716	207	11·7	20,556	315	15·3	20,556	425	20·7	18,502	356	19·2	18,502	313	16·9
Port-Glasgow,	Port-Glasgow,	9,912	296	29·9	10,913	313	28·7	10,913	402	36·8	14,708	306	20·8	14,708	405	27·5	16,888	359	21·3	16,888	459	27·2
Rutherglen,	Rutherglen,	10,766	353	32·8	13,801	366	26·5	13,801	293	21·2	16,178	278	17·2	16,178	385	23·8	21,011	511	24·3	21,011	485	23·1
Galashiels and Melrose	Galashiels and Melrose,	15,494	301	19·4	20,873	377	18·1	20,873	352	16·9	22,823	322	14·1	22,823	403	17·7	18,676	451	24·1	18,676	344	18·4
Dumfries and Maxwell-town,	Dumfries, Terregles, and Troqueer,	20,790	630	30·3	22,836	561	24·6	22,836	470	20·6	24,243	538	22·2	24,243	565	23·3	25,199	600	23·8	25,199	656	26·0
Montrose,	Montrose,	15,783	595	37·7	16,303	542	33·2	16,303	423	25·9	14,428	474	32·9	14,428	418	29·0	14,027	425	30·3	14,027	471	33·6
Peterhead,	Peterhead,	11,506	431	37·5	14,257	424	29·7	14,257	588	41·2	15,830	547	34·6	15,830	514	32·5	15,146	404	26·7	15,146	375	24·8
Musselburgh,	Inveresk,	10,071	242	24·0	10,537	232	22·0	10,537	199	18·9	11,509	229	19·9	11,509	259	22·5	14,650	256	17·5	14,650	311	21·2
Alloa,	Alloa, Clackmannan,	14,593	325	22·3	16,181	312	19·3	16,181	289	17·9	18,858	257	13·6	18,858	278	14·7	19,359	319	16·5	19,359	315	16·3
Forfar,	Forfar,	12,585	280	22·2	14,470	247	17·1	14,470	269	18·6	13,665	302	22·1	13,665	358	26·2	12,879	316	24·5	12,879	288	22·4
Pollokshaws,	Eastwood,	13,098	417	31·8	13,915	536	38·5	13,915	357	25·7	16,042	398	24·8	16,042	364	22·7	18,900	391	20·7	18,900	470	24·9
Kirkintilloch,	Kirkintilloch,	8,257	228	27·6	10,591	322	30·4	10,591	280	26·4	12,427	216	17·4	12,427	327	26·3	14,401	323	22·4	14,401	375	26·0
Total of Parishes with Town Populations over 10,000 and under 30,000 (Census 1901),		240,469	6,871	28·6	281,625	6,870	24·4	281,625	6,551	23·3	316,837	6,767	21·4	316,837	7,446	23·5	342,124	7,936	23·2	342,124	8,496	24·8

APPENDIX No. CLIX. (B).—*Continued.*

Paper handed in by Mr John T. Maxwell. Q. 55076 (69).

TABLE No. 16—(*continued*).

Summary.

	1876.			1881.			1886.			1891.			1896.			1901.			1906.		
	Census Population, 1871.	Poor of all Classes (incl. Depts.) at 14th May.	Ratio of Total Poor per 1000 of Population.	Census Population, 1881.	Poor of all Classes (incl. Depts.) at 14th May.	Ratio of Total Poor per 1000 of Population.	Census Population, 1881.	Poor of all Classes (incl. Depts.) at 14th May.	Ratio of Total Poor per 1000 of Population.	Census Population, 1891.	Poor of all Classes (incl. Depts.) at 14th May.	Ratio of Total Poor per 1000 of Population.	Census Population, 1891.	Poor of all Classes (incl. Depts.) at 15th May.	Ratio of Total Poor per 1000 of Population.	Census Population, 1901.	Poor of all Classes (incl. Depts.) at 15th May.	Ratio of Total Poor per 1000 of Population.	Census Population, 1901.	Poor of all Classes (incl. Depts.) at 15th May.	Ratio of Total Poor per 1000 of Population.
(Group I.)—Parishes with Town Populations over 100,000,	1,102,148	28,184	25·6	1,319,674	31,437	23·8	1,319,674	32,122	24·3	1,517,979	29,952	19·7	1,517,979	34,826	22·9	1,787,973	38,772	21·7	1,787,973	45,626	25·5
(Group II.)—Parishes with Town Populations over 30,000 and under 100,000,	331,267	10,011	30·2	384,659	9,738	25·3	384,659	8,983	23·4	426,031	7,738	18·2	426,062	9,444	22·2	493,578	9,444	19·1	493,578	10,917	22·1
(Group III.)—Parishes with Town Populations over 10,000 and under 30,000,	240,469	6,871	28·6	281,625	6,870	24·4	281,625	6,551	23·3	316,837	6,767	21·4	316,837	7,446	23·5	342,124	7,936	23·2	342,124	8,496	24·8
(Group IV.)—Remainder of Scotland, . .	1,686,134	57,592	34·2	1,749,615	54,261	31·0	1,749,615	49,848	28·5	1,764,800	46,606	26·4	1,764,769	46,286	26·2	1,848,428	42,876	23·2	1,848,428	44,195	23·9
All Scotland, ...	3,360,018	102,658	30·6	3,735,573	102,306	27·4	3,735,573	97,504	26·1	4,025,647	91,063	22·6	4,025,647	98,002	24·3	4,472,103	99,028	22·1	4,472,103	109,234	24·4
	*3,547,228	...	28·9	...	...	...	*3,880,608	...	25·1	...	...	...	*4,248,885	...	23·1	...	...	...	*4,726,070	...	23·1

* Estimated population.

Group IV. divided to show the *Northern Counties and the other Counties separately.

*Northern Counties, ...	354,651	15,812	44·6	348,876	14,648	42·0	348,876	14,195	40·7	337,623	13,521	40·0	337,623	12,956	38·4	325,895	11,813	36·2	325,895	11,404	35·0
Other Counties, ...	1,331,483	41,780	31·4	1,400,739	39,613	28·3	1,400,739	35,653	25·5	1,427,177	33,085	23·2	1,427,146	33,330	23·4	1,522,533	31,063	20·4	1,522,533	32,791	21·5

* The Northern Counties here include Argyll, Inverness, Ross, Sutherland, Caithness, Orkney and Zetland.

APPENDIX No. CLIX. (B).—*Continued.*

Papers handed in by Mr John T. Maxwell.

Table No. 17. Q. 55076 (79).

Statement showing the estimated Population 65 years of age and upwards and the Number of Ordinary Poor in Scotland 65 years of age and upwards in each Year from 1893 to 1906.

Year.	Estimated Population 65 years of age and upwards.	Total Ordinary Poor including Dependants 65 years of age and upwards.	Percentage of Ordinary Poor 65 years of age and upwards to Estimated Population 65 years of age and upwards.
1893	205,768	22,072	10·7
1894	207,104	22,563	10·9
1895	208,440	22,600	10·8
1896	209,776	23,158	11·0
1897	211,112	23,832	11·3
1898	212,448	24,009	11·3
1899	213,784	24,136	11·3
1900	215,121	23,972	11·1
1901	216,457	23,836	11·0
1902	217,793	23,654	10·9
1903	219,129	23,759	10·8
1904	220,465	24,003	10·9
1905	221,801	24,277	10·9
1906	223,137	24,916	11·2

Table No. 18. Q. 55076 (80).

Table showing for each Year from 1890 to 1906 (inclusive) the Number of Pauper Children and the Number of Boarded-out as at *15th May.

Year.	Pauper Children chargeable at *15th May.				Pauper Children Boarded-out at *15th May.		
	Orphans.	Deserted.	Separated from Parents.	Total.	With Relatives.	With Strangers.	Total.
1890	3,201	1,435	1,145	5,781	2,007	2,991	4,998
1891	3,165	1,316	1,190	5,671	1,914	2,969	4,883
1892	2,906	1,400	1,159	5,465	1,833	2,733	4,566
1893	2,940	1,417	1,188	5,545	1,822	2,807	4,629
1894	2,948	1,364	1,296	5,608	1,879	2,837	4,716
1895	2,994	1,322	1,357	5,673	1,913	2,781	4,694
1896	2,807	1,289	1,534	5,630	1,888	2,967	4,855
1897	2,857	1,310	1,695	5,862	1,918	3,075	4,993
1898	2,861	1,231	1,708	5,800	1,806	3,186	4,992
1899	2,867	1,213	1,844	5,924	1,802	3,417	5,219
1900	2,819	1,175	2,149	6,143	1,884	3,562	5,446
1901	2,838	1,205	2,325	6,368	1,754	3,808	5,562
1902	2,805	1,253	2,635	6,693	1,798	3,923	5,721
1903	2,891	1,299	2,920	7,110	1,800	4,395	6,195
1904	2,954	1,280	3,199	7,433	1,895	4,560	6,455
1905	2,919	1,331	3,170	7,420	1,844	4,687	6,531
1906	2,947	1,269	3,044	7,260	1,903	4,714	6,617

* Prior to 1896, 14th May.

Table No. 19. Q. 55076 (81).

Table showing the Average Annual Number of Applicants (*a*) refused Relief, (*b*) subsequently Relieved by Order of the Sheriff, and (*c*) offered Relief in Poorhouse only, and declined that offer, in the Decennial Periods ended May 1856, 1866, 1876, 1886, and 1896; and the Actual Number of such in each of the 10 years from 1897 to 1906:—

Decennial Period ended 15th May.	Number of Applicants refused Relief.	Subsequently Relieved by Order of Sheriff.	Offered Relief in the Poorhouse only, and declined that offer.
	Average Annual Number in each Decennial Period.		
1856	8,591	467	Not Ascertained.
1866	5,551	219	
1876	5,496	293	
1886	4,339	247	
1896	3,308	109	6,822
Year ended 15th May.	Actual Number during Year.		
1897	2,809	179	5,961
1898	2,722	181	5,888
1899	2,436	114	5,584
1900	2,287	80	5.213
1901	2,240	105	5,371
1902	2,667	87	6,120
1903	2,932	122	5,904
1904	3,017	149	6,097
1905	4,989	249	7,791
1906	4,835	316	7,713

APPENDIX No. CLIX. (B).—*Continued.*

Papers handed in by Mr John T. Maxwell

TABLE No. 20. Q. 55076 (82).

TABLE showing the Average Annual Number of Applications complaining of Inadequate Relief in each Quinquennial Period since 1845, and the manner in which they have been disposed of; also the Actual Number for the last Six Years:—

Quinquennial Period.	Applications.	Dismissed on information contained in Schedule.	Dismissed after being remitted.	Refused, not in receipt of Parochial Relief.	Refused as informal or incompetent.	Withdrawn or stopped by death.	Ground of Complaint removed.	Minute issued declaring that Applicant had just cause of action.
	Average Annual Number in each Quinquennial Period.							
1850	742	336	109	28	8	6	252	3·4
1855	663	375	92	18	7	7	163	1·2
1860	509	256	99	21	5	4	123	0·8
1865	523	293	86	22	2	2	118	...
1870	488	316	67	22	2	2	79	0·6
1875	340	247	36	10	1	1	45	...
1880	254	166	47	10	1	...	30	...
1885	242	144	55	9	1	1	32	0·2
1890	204	115	50	8	1	1	29	0·4
1895	141	76	30	5	...	1	29	...
1900	122	48	40	6	...	2	26	...
1905	106	49	26	2	...	1	28	0·2
Year.	*Actual Number during Year.*							
1901	87	54	13	2	...	1	17	...
1902	114	58	23	2	...	3	28	...
1903	110	48	32	4	...	...	25	1
1904	101	43	26	...	...	...	32	...
1905	118	41	35	3	...	2	37	...
1906	*113	44	35	7	...	1	23	...

* Three of these applications are undisposed of.

TABLE No. 21. Q. 55076 (83).

TABLE showing the Number and Percentage of Deaths in Poorhouses in each Year from 1864 to 1906, and also the Number and Percentage of Poor not in Poorhouses in each Year from 1883 to 1906.

Year.	Number of Paupers who Died.		Ratio of Deaths per 100 Paupers.		Year.	Number of Paupers who Died.		Ratio of Deaths per 100 Paupers.	
	In Poorhouses.	Outdoor Poor.	In Poorhouses.	Outdoor Poor.		In Poorhouses.	Outdoor Poor.	In Poorhouses.	Outdoor Poor.
1864	1,952	...	26·9	...	1886	2,596	5,353	27·3	6·8
1865	2,216	...	30·2	...	1887	2,400	5,253	26·4	6·7
1866	2,083	...	29·5	...	1888	2,480	5,239	28·0	6·8
1867	2,493	...	31·4	...	1889	2,360	5,040	27·9	6·6
1868	2,246	...	25·5	...	1890	2,512	5,140	30·7	6·9
1869	2,479	...	29·7	...	1891	2,758	5,203	33·8	7·2
1870	2,549	...	32·2	...	1892	3,016	5,282	35·4	7·4
1871	2,528	...	32·6	...	1893	2,571	4,335	29·1	6·0
1872	2,323	...	31·4	...	1894	2,590	4,369	28·1	6·0
1873	2,447	...	31·0	...	1895	3,229	4,739	35·5	6·3
1874	2,159	...	27·8	...	1896	2,777	4,315	29·0	5·6
1875	2,470	...	32·2	...	1897	3,128	4,479	31·6	5·8
1876	2,209	...	29·1	...	1898	3,004	4,552	29·9	5·9
1877	2,452	...	30·5	...	1899	3,347	4,669	33·6	6·2
1878	2,366	...	27·0	...	1900	3,930	5,297	39·8	7·0
1879	2,840	...	31·1	...	1901	3,481	4,607	33·8	6·1
1880	2,703	...	29·1	...	1902	4,213	4,722	38·8	6·2
1881	2,728	...	30·2	...	1903	3,757	4,605	32·1	6·0
1882	2,253	...	25·1	...	1904	3,970	4,884	31·0	6·2
1883	2,606	5,512	29·9	6·9	1905	3,853	4,586	29·1	5·7
1884	2,403	5,235	26·6	6·8	1906	4,015	4,720	30·4	5·8
1885	2,558	5,190	28·4	6·7					

APPENDIX No. CLIX. (C).

Paper handed in by Mr John T. Maxwell.

TABLE No. 1. Q. 55076 (84).

TABLE showing Receipts and Expenditure for the Year ended 15th May 1906.
Group I.—Parishes having Town Populations over 100,000 (Census 1901).

Burghs.	Comprehended in the Parishes of	Ordinary Receipts.									Payments out of Ordinary Receipts.													Bonded or Mortgage Loans outstanding at the Close of the Year.	Gross Rental as in Valuation Roll.	Poor Law Assessable Rental in Assessed Parishes.	
		Poor Rates.	Grants in Aid.		Revenue from Mortifications.	Contributions by or Sums received from the Relatives of Paupers.	From other Parishes.		All other Receipts.	Total.	*Relief.			General Administration Charges.													
			Local Taxation Account.	Treasury Subventions.			Determinations as to Boundaries.	Interest on Advances less Interest paid.			Ordinary Poor. Outdoor.	Ordinary Poor. Indoor.	Lunatic Poor.	Inspectors' Department.	Collectors' Department.	Audit Expenses.	Law.	Other Parishes. Determinations as to Boundaries.	Other Parishes. Interest on Advances, less Interest Received.	Election Expenses.	Miscellaneous.	Total.			In Respect of Ownership.	In Respect of Occupancy.
		£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£
Glasgow, Govan, Kinning Park, and Partick,	Glasgow, Cathcart, Govan,	371,474	41,466	1,624	...	7,709	...	33	993	423,299	123,977	151,152	90,812	18,787	1,719	436	718	...	48	23	498	388,170	686,542	6,812,514	5,340,104	5,155,131
Edinburgh and Leith,	Cramond, Edinburgh, Leith, Liberton,	99,693	18,141	859	208	3,179	...	13	187	122,280	38,781	25,188	38,768	7,725	1,091	222	899	...	25	...	577	113,276	9,871	3,834,900	3,244,486	3,209,343
Dundee, Broughty-Ferry, and Monifieth,	Dundee, Liff, etc., Mains, etc., and Monifieth,	43,292	8,371	173	...	904	...	...	3	52,743	16,093	16,349	17,797	3,191	1,280	85	120	...	5	...	269	55,189	20,583	1,059,619	828,382	818,728
Aberdeen, . .	Aberdeen, Old Machar,	43,532	6,000	168	340	1,011	...	42	141	51,234	17,805	12,172	16,103	3,302	223	62	64	...	16	...	219	49,966	100,048	908,974	779,196	768,515
Hamilton, Wishaw, and Motherwell,	Cambusnethan, Dalziel, and Hamilton,	26,322	3,313	107	...	374	...	1	14	30,131	13,433	6,590	5,238	3,584	379	57	53	...	3	...	31	29,368	28,717	643,086	499,722	487,011
Total of Parishes with Town Populations over 100,000 (Census 1901).		584,313	77,291	2,931	548	13,177	...	89	1,338	679,687	210,089	211,451	168,718	36,589	4,692	862	1,854	...	97	23	1,594	635,969	845,761	13,259,093	10,691,890	10,438,728

* This head includes charges for Aliment, Medical Relief, Salaries of Poorhouse Officials, Removals to Poorhouses, Hospitals, Asylums, etc., Annual Instalment of Bonded Debt and Interest, etc.; but it excludes General Administration charges.

APPENDIX No. CLIX. (C).—*Continued.*

Paper handed in by Mr John T. Maxwell. Q. 55076 (84).

TABLE No. 1—*continued.*

GROUP II.—Parishes having Town Populations over 30,000 and under 100,000 (Census 1901).

Burghs.	Comprehended in the Parishes of	Ordinary Receipts.									Payments out of Ordinary Receipts.													Bonded or Mortgage Loans outstanding at the close of the Year.	Gross Rental as in Valuation Roll.	Poor Law Assessable Rental in Assessed Parishes.	
		Poor Rates.	Grants in Aid.		Revenue from Mortifications.	Contributions by, or Sums received from the Relatives of Paupers.	From other Parishes.		All other Receipts.	Total.	*Relief.			General Administration Charges.													
			Local Taxation Account.	Treasury Subventions.			Determinations as to Boundaries.	Interest on Advances, less Interest paid.			Ordinary Poor.		Lunatic Poor.	Inspectors' Department.	Collectors' Department.	Audit Expenses.	Law.	Other Parishes.		Election Expenses.	Miscellaneous.	Total.			In respect of Ownership.	In respect of Occupancy.
											Outdoor.	Indoor.						Determinations as to Boundaries.	Interest on Advances less Interest received.							
		£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£
Paisley and Johnstone,	Paisley, . .	21,422	3,625	70	...	731	...	14	1	25,863	9,875	5,775	7,568	1,652	272	77	12	...	...	...	95	25,326	19,900	532,271	414,258	414,258
Greenock, . .	Greenock, . .	16,207	2,709	202	...	832	...	...	...	19,950	5,473	5,139	7,502	1,242	305	79	62	...	1	...	250	20,053	7,947	418,478	334,858	334,858
Coatbridge, . .	Old Monkland, .	12,579	1,841	...		401	...	...	14	14,835	5,850	4,089	2,962	700	294	38	3	...	8	...	114	14,058	1,600	305,933	233,030	227,200
Kilmarnock, . .	Kilmarnock and Riccarton,	9,141	1,651	8	...	460	...	3	45	11,308	5,940	1,575	2,815	584	155	28	130	...	...	...	...	11,227	...	214,807	162,296	149,413
Kinghorn, Kirkcaldy, and Dysart,	Kinghorn and Kirkcaldy,	7,667	1,591	45	...	433	...	7	...	9,743	3,277	2,072	2,999	959	657	24	2	...	5	...	50	10,045	260	219,347	174,964	169,166
Perth, . . .	Kinnoull, Perth, Tibbermore,	7,838	1,569	156	...	345	...	14	...	9,922	1,833	3,030	3,206	786	176	23	6	...	...	...	24	9,084	1,190	238,505	200,444	191,496
Falkirk and Grangemouth,	Falkirk and Grangemouth,	12,307	1,626	14	3	301	...	...	15	14,266	6,669	4,821	2,896	718	397	39	43	...	2	8	...	15,593	22,450	285,386	202,035	191,621
Ayr, . . .	Ayr, . . .	7,072	1,410	41	38	391	...	...	...	8,952	3,356	1,702	2,969	468	124	26	5	...	1	58	22	8,731	7,333	238,959	176,497	166,847
Dunfermline, .	Dunfermline, .	4,835	1,237	7	82	400	...	5	1	6,567	2,867	1,007	2,360	372	96	10	6	...	...	...	40	6,758	350	161,764	123,171	112,685
Airdrie, . .	New Monkland, .	7,133	1,487	4	...	311	...	...	36	8,971	3,164	2,387	2,722	633	165	24	1	...	...	...	3	9,099	...	158,920	120,027	114,719
Total of Parishes with Town Populations over 30,000 and under 100,000 (Census 1901),		106,201	18,746	547	123	4,605	...	43	112	130,377	48,304	31,597	37,999	8,114	2,641	368	270	...	17	66	598	129,974	61,030	2,774,370	2,141,580	2,072,263

* This head includes charges for Aliment, Medical Relief, Salaries of Poorhouse Officials, Removals to Poorhouses, Hospitals, Asylums, etc., Annual Instalment of Bonded Debt and Interest, etc.; but it excludes General Administration charges.

APPENDIX No. CLIX. (C).—*Continued.*

Paper handed in by Mr John T. Maxwell. Q. 55076 (84).

TABLE No. 1—*continued.*

GROUP III.—Parishes having Town Populations over 10,000 and under 30,000 (Census 1901).

Burghs.	Comprehended in the Parishes of	Ordinary Receipts.									Payment out of Ordinary Receipts.												Bonded or Mortgage Loans outstanding at the Close of the Year.	Gross Rental as in Valuation Roll.	Poor Law Assessable Rental in Assessed Parish.	
		Poor Rates.	Grants in Aid.		Revenue from Mortifications.	Contributions by, or Sums received from the Relatives of Paupers.	From other Parishes.		All other Receipts.	Total.	*Relief.			General Administration Charges.											In respect of Ownership	In respect of Occupancy.
			Local Taxation Account.	Treasury Subventions.			Determinations as to Boundaries.	Interest on Advances, less Interest paid.			Ordinary Poor. Outdoor.	Ordinary Poor. Indoor.	Lunatic Poor.	Inspectors' Department.	Collectors' Department.	Audit Expenses.	Law.	Other Parishes. Determinations as to Boundaries.	Other Parishes. Interest on Advances, less Interest received.	Election Expenses.	Miscellaneous.	Total.				
		£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£
Arbroath,	Arbroath,	5,969	1,247	22	...	161	...	...	...	7,399	2,366	1,350	2,622	619	125	21	34	...	3	1	48	7,189	500	118,026	98,614	90,644
Inverness,	Inverness,	9,973	1,605	163	...	162	...	24	...	11,927	4,866	1,638	2,932	985	417	21	81	...	...	...	173	11,113	395	158,849	124,807	124,807
Dumbarton,	Cardross, Dumbarton,	5,478	934	13	244	344	...	...	...	7,013	3,510	1,033	1,638	544	178	17	29	...	1	3	16	6,969	350	127,507	109,613	103,022
Clydebank,	Old Kilpatrick,	5,744	925	...	...	209	...	1	17	6,896	3,975	726	1,592	671	72	14	1	...	...	...	24	7,075	172	199,364	141,844	137,644
Stirling,	Stirling, St Ninians,	6,319	1,154	132	...	188	...	1	27	7,821	4,451	1,005	2,470	504	148	23	24	...	...	...	...	8,625	...	184,697	155,482	155,482
Hawick,	Hawick,	3,155	760	7	...	169	...	4	4	4,099	1,474	688	1,468	337	78	15	60	...	...	...	...	4,120	...	95,114	70,484	64,521
Port Glasgow,	Port Glasgow,	4,250	558	4	...	122	...	...	2	4,936	2,406	598	1,552	290	149	13	3	...	1	...	6	5,018	...	70,834	58,585	58,010
Rutherglen,	Rutherglen,	4,829	694	2	...	60	...	7	14	5,606	2,909	747	1,167	444	78	15	418	...	...	...	...	5,778	6,377	135,268	112,941	111,112
Galashiels and Melrose,	Galashiels, Melrose,	4,213	887	8	13	295	...	2	72	5,490	2,234	461	1,688	478	254	21	1	...	1	...	144	5,282	...	115,284	85,761	74,899
Dumfries and Maxwelltown,	Dumfries, Terregles, and Troqueer,	6,185	1,248	52	...	41	...	3	1	7,530	3,599	1,047	1,858	598	120	27	5	...	...	...	29	7,283	...	150,912	121,063	106,833
Montrose,	Montrose,	4,488	688	26	16	119	...	3	53	5,393	2,675	214	1,588	328	102	16	289	...	...	...	4	5,216	...	72,617	56,550	56,550
Peterhead,	Peterhead,	4,080	836	182	...	135	...	...	...	5,233	2,543	258	2,027	293	64	20	2	...	1	...	46	5,254	1,112	66,390	50,915	45,333
Musselburgh,	Inveresk,	2,864	595	...	...	71	...	4	...	3,534	1,459	638	850	255	79	12	2	...	...	...	4	3,299	626	89,397	76,960	70,378
Alloa,	Alloa, Clackmannan,	2,826	718	6	5	128	...	2	82	3,767	1,463	413	1,166	272	76	13	3	...	...	...	1	3,407	...	119,991	96,543	91,858
Forfar,	Forfar,	2,319	739	8	286	104	...	4	7	3,467	1,099	501	1,611	165	65	10	...	...	...	...	11	3,462	...	57,442	45,679	45,679
Pollokshaws,	Eastwood,	4,727	684	...	...	120	...	1	35	5,567	2,196	1,117	1,213	410	111	8	1	...	...	...	...	5,056	8,639	128,792	99,900	96,103
Kirkintilloch,	Kirkintilloch,	3,288	436	...	31	45	...	2	...	3,802	2,200	564	644	284	63	13	8	...	6	...	20	3,802	1,028	78,952	63,088	63,088
Total of Parishes with Town Populations over 10,000 and under 30,000 (Census 1901),		80,707	14,708	625	595	2,473	...	58	314	99,480	45,425	12,998	28,086	7,477	2,179	279	961	...	13	4	526	97,948	19,199	1,969,436	1,568,829	1,495,963

* This head includes charges for Aliment, Medical Relief, Salaries of Poorhouse Officials, Removals to Poorhouses, Hospitals, Asylums, etc., Annual Instalment of Bonded Debt and Interest, etc.; but it excludes General Administration charges.

APPENDIX No. CLIX. (C).—*Continued.*

Paper handed in by Mr John T. Maxwell. Q. 55076 (84).

TABLE No. 1.—*continued.*

SUMMARY.

	Ordinary Receipts.									Payment out of Ordinary Receipts.													Bonded or Mortgage Loans outstanding at the Close of the Year.	Gross Rental as in Valuation Roll.	Poor Law Assessable Rental in Assessed Parishes.	
		Grants in Aid.				From other Parishes.				* Relief.			General Administration Charges.													
										Ordinary Poor.							Other Parishes.									
	Poor Rates.	Local Taxation Account.	Treasury Subventions.	Revenue from Mortifications.	Contributions by or Sums received from the Relatives of Paupers.	Determinations as to Boundaries.	Interest on Advances, less Interest paid.	All other Receipts.	Total.	Outdoor.	Indoor.	Lunatic Poor.	Inspectors' Department.	Collectors' Department.	Audit Expenses.	Law.	Determinations as to Boundaries.	Interest on Advances, less Interest received.	Election Expenses.	Miscellaneous.	Total.			In Respect of Ownership.	In Respect of Occupancy.
	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£
Group I. Parishes with town populations over 100,000,	584,313	77,291	2,931	548	13,177	...	89	1,338	679,687	210,089	211,451	168,718	36,589	4,692	862	1,854	...	97	23	1,594	635,969	845,761	13,259,093	10,691,890	10,438,728
Group II. Parishes with town populations over 30,000 and under 100,000,	106,201	18,746	547	123	4,605	...	43	112	130,377	48,304	31,597	37,999	8,114	2,641	368	270	...	17	66	598	129,974	61,030	2,774,370	2,141,580	2,072,263
Group III. Parishes with town populations over 10,000 and under 30,000,	80,707	14,708	625	595	2,473	...	58	314	99,480	45,425	12,998	28,086	7,477	2,179	279	961	...	13	4	526	97,948	19,199	1,969,436	1,568,829	1,495,963
Group IV. Remainder of Scotland,	404,144	128,883	904	2,375	13,831	70	343	1,480	552,030	250,452	58,428	162,020	47,885	15,100	4,273	2,308	160	393	87	2,172	543,278	57,089	13,283,956	11,023,500	8,534,382
All Scotland, . . .	1,175,365	239,628	5,007	3,641	34,086	70	533	3,244	1,461,574	554,270	314,474	396,823	100,065	24,612	5,782	5,393	160	520	180	4,890	1,407,169	983,079	31,286,855	25,425,799	22,541,336

Group IV.—Predominantly Rural Area divided to show the †Northern Counties and the Other Counties separately.

†Northern Counties, . .	99,402	34,061	379	144	1,801	70	34	160	136,051	63,640	13,124	40,092	9,874	3,638	949	195	70	61	34	823	132,500	10,585	1,566,209	1,327,500	1,026,070
Other Counties, . .	304,742	94,822	525	2,231	12,030	...	309	1,320	415,979	186,812	45,304	121,928	38,011	11,462	3,324	2,113	90	332	53	1,349	410,778	46,504	11,717,747	9,696,000	7,508,312

* This head includes charges for Aliment, Medical Relief, Salaries of Poorhouse Officials, Removals to Poorhouses, Hospitals, Asylums, etc., Annual Instalment of Bonded Debt and Interest, etc.; but it excludes General Administration charges.

† The Northern Counties here include Argyll, Inverness, Ross, Sutherland, Caithness, Orkney and Zetland.

APPENDIX No. CLIX. (C).—*Continued.*

Papers handed in by Mr John T. Maxwell.

TABLE No. 2. Q. 55076 (87).

AVERAGE COST per head of Ordinary Poor—(*a*) Outdoor and (*b*) in Poorhouse—and of Lunatic Poor in Groups of Urban Parishes, in the predominantly Rural Area, and in all Scotland, in the Year 1905–6.

	Average Cost per head of Poor.		
	Ordinary Poor.		Lunatic Poor.
	Outdoor.	In Poorhouse.	
	£ s. d.	£ s. d.	£ s. d.
Group I.—Parishes with town populations over 100,000,	6 14 11	24 15 0	28 8 10
Group II.—Parishes with town populations over 30,000 and under 100,000,	6 2 2	19 6 9	27 12 4
Group III.—Parishes with town populations over 10,000 and under 30,000,	6 13 7	20 7 6	26 11 11
Group IV.—Remainder of Scotland (predominantly rural area),	7 1 8	24 12 8	25 1 1
All Scotland, ...	6 16 6	23 16 11	26 15 2

Group IV. divided to show the *Northern Counties and the other Counties separately.

*Northern Counties, ...	6 18 9	28 15 7	22 11 6
Other Counties, ...	7 2 8	23 12 11	25 19 10

* The Northern Counties here include Argyll, Inverness, Ross, Sutherland, Caithness, Orkney and Zetland.

TABLE No. 3. Q. 55076 (97).

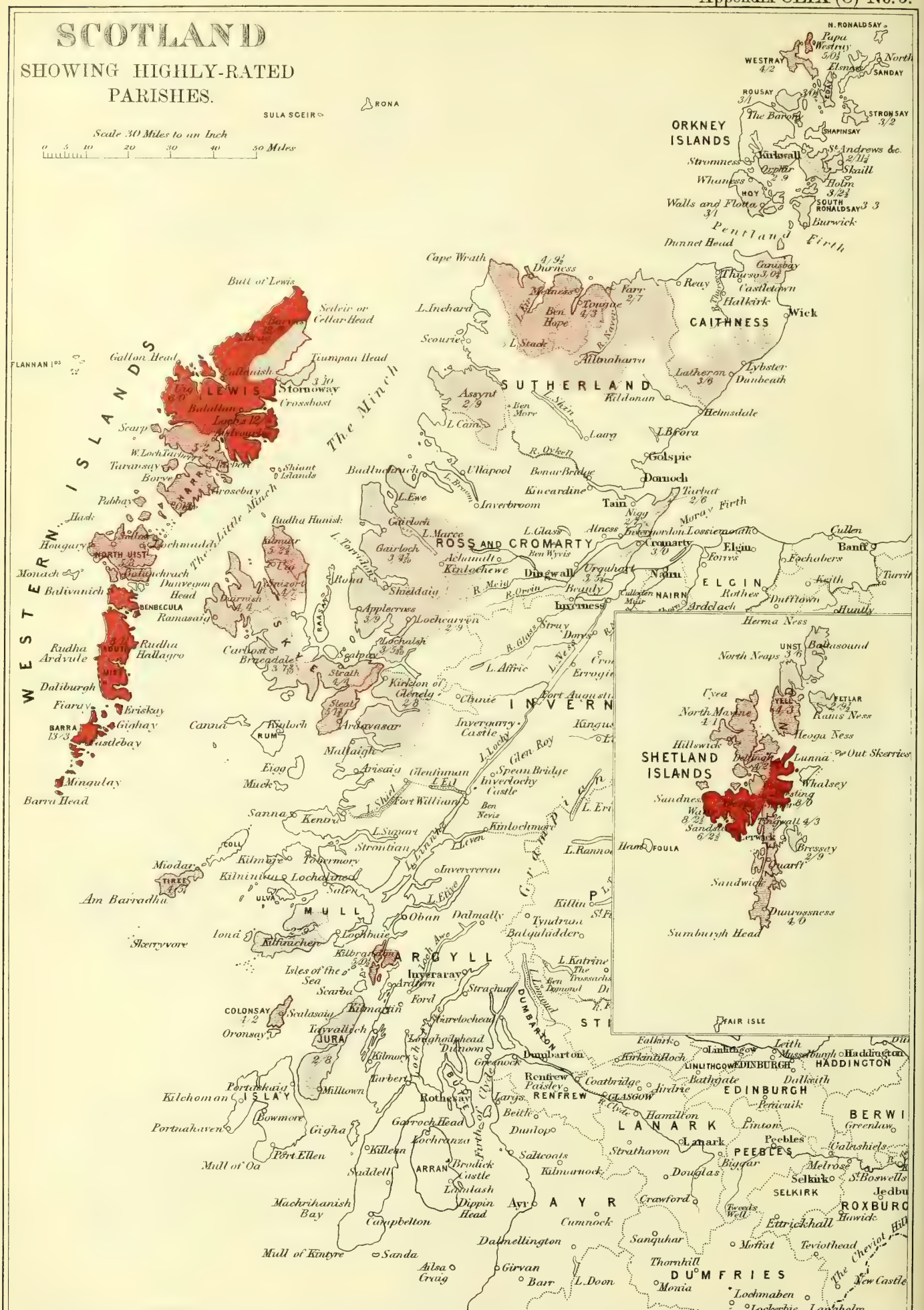
STATEMENT showing for Groups of Urban Parishes, the predominantly Rural Area, and the Whole of Scotland, the Total Expenditure on Poor Relief in the Year 1905–6, and the Sources from which it was met; also the Rate of Assessment per £ of Gross Rental, and the Rate per £ of Gross Rental required to produce a Sum equal to the Government Grants.

	Total Expenditure.	Receipts other than Assessment.			Expenditure falling to be met by Assessment.	Rate per £ of Gross Rental required to produce Sum entered in preceding column.	Rate per £ of Gross Rental required to produce a Sum equal to Grants.
		Government Grants.	Other Sources.	Total.			
	£	£	£	£	£	d.	d.
Group I.—Parishes with town populations over 100,000,	635,969	80,222	15,152	95,374	540,595	9·8	1·5
Group II.—Parishes with town populations over 30,000 and under 100,000,	129,974	19,293	4,883	24,176	105,798	9·2	1·7
Group III.—Parishes with town populations over 10,000 and under 30,000,	97,948	15,333	3,440	18,773	79,175	9·6	1·9
Group IV.—Remainder of Scotland (predominantly rural area),	543,278	129,787	18,099	147,886	395,392	7·1	2·3
All Scotland, ...	1,407,169	244,635	41,574	286,209	1,120,960	8·6	1·9

Group IV. divided to show the *Northern Counties and the other Counties separately.

						s. d.	d.
*Northern Counties, ...	132,500	34,440	2,209	36,649	95,851	1 2·7	5·3
Other Counties, ...	410,778	95,347	15,890	111,237	299,541	6·1	2·0

* The Northern Counties here include Argyll, Inverness, Ross, Sutherland, Caithness, Orkney and Zetland.


SCOTLAND
SHOWING HIGHLY-RATED PARISHES.
Scale 30 Miles to an Inch
0 5 10 20 30 40 50 Miles
ORKNEY ISLANDS
WESTERN ISLANDS
SHETLAND ISLANDS
CAITHNESS
SUTHERLAND
ROSS AND CROMARTY
INVERNESS
ELGIN
NAIRN
ARGYLL
MULL
ARRAN
BUTE
JURA
ISLAY
COLL
TIREE
ULVA
COLONSAY
RUM
EIGG
MUCK
BARRA
BENBECULA
NORTH UIST
SOUTH UIST
HARRIS
LEWIS
STORNOWAY
AYR
LANARK
RENFREW
DUMBARTON
STIRLING
PERTH
FIFE
EDINBURGH
LINLITHGOW
HADDINGTON
PEEBLES
SELKIRK
ROXBURGH
DUMFRIES
BERWICK
KIRKWALL
LERWICK
WICK
INVERNESS
DINGWALL
TAIN
DORNOCH
GOLSPIE
BONAR BRIDGE
ULLAPOOL
STRANRAER
GIRVAN
AYR
CAMPBELTOWN
OBAN
INVERARAY
FORT WILLIAM
KINGUSSIE
BANFF
ELGIN
FORRES
FOCHABERS
CULLEN
NAIRN
FORT AUGUSTUS
KYLE OF LOCHALSH
STORNOWAY
LERWICK
KIRKWALL
STROMNESS
THURSO
WICK
HELMSDALE
LYBSTER
DUNBEATH
CASTLETOWN
HALKIRK
REAY
TONGUE
DURNESS
LOCHINVER
ULLAPOOL
BADCALLAT
ROSS
CRAIGNURE
TOBERMORY
ARDRISHAIG
INVERARAY
DUNOON
ROTHESAY
GOUROCK
GREENOCK
DUMBARTON
RENFREW
PAISLEY
GLASGOW
HAMILTON
LANARK
PEEBLES
SELKIRK
JEDBURGH
KELSO
DUNBAR
HADDINGTON
EDINBURGH
LINLITHGOW
KIRKCALDY
DUNFERMLINE
STIRLING
DUMFRIES
MONIA
LOCKERBIE
LANGHOLM
NEW CASTLE
THE CHEVIOT HILLS
THE MINCH
THE LITTLE MINCH
PENTLAND FIRTH
MORAY FIRTH
LOCH NESS
LOCH LOMOND
LOCH LINNHE
LOCH SHIEL
LOCH LOCHY
LOCH OICH
LOCH TAY
LOCH ALSH
LOCH BROOM
LOCH EWE
LOCH MARCE
LOCH GAIRLOCH
LOCH TORRIDON
LOCH SHIELDAIG
LOCH CARRON
LOCH ALSH
LOCH DUICH
LOCH ERICHT
LOCH LAGGAN
LOCH LOCHY
LOCH ARKAIG
LOCH SUNART
LOCH ALINE
LOCH SCRIDAIN
LOCH BUIE
LOCH FYNE
LOCH GARE
LOCH LOMOND
LOCH ARD
LOCH KATRINE
LOCH VENNACHAR
LOCH TAY
LOCH RANNOCH
LOCH ERICHT
LOCH LAGGAN
LOCH LOCHY
LOCH OICH
LOCH NESS
LOCH MORAR
LOCH SHIEL
LOCH LOCHY
LOCH LINNHE
LOCH EIL

APPENDIX No. CLIX. (C).—*Continued.*

Paper handed in by Mr John T. Maxwell.

TABLE No. 4.—Q. 55076 (100).

STATEMENT showing for each County in Scotland the Number of Parishes rated at different Rates for Poor Rates in 1906.

	Under 6d.	6d. and under 1s.	1s. and under 1s. 6d.	1s. 6d. and under 2s.	2s. and under 2s. 6d.	2s. 6d. and under 4s.	4s. and under 5s.	5s. and under 6s.	6s. and over.
1. Aberdeen.	14	46	17	6	...	...	...	...	...
2. Argyll,	5	10	8	7	4	2	2	1	...
3. Ayr,	9	22	13	...	...	...	...	...	...
4. Banff,	2	4	10	6	...	...	...	...	...
5. Berwick,	17	14	...	1	...	...	...	...	...
6. Bute,	2	3	1	...	...	...	...	...	...
7. Caithness,	...	...	3	2	3	2	...	...	...
8. Clackmannan.	...	3	2	...	...	...	...	...	...
9. Dumbarton,	4	4	4	...	...	...	...	...	...
10. Dumfries,	20	22	1	...	...	...	...	...	...
11. Edinburgh,	9	12	6	...	...	...	...	...	...
12. Elgin,	1	3	11	4	...	...	...	...	...
13. Fife,	23	31	6	...	...	...	...	...	...
14. Forfar,	28	15	9	1	...	...	...	...	...
15. Haddington,	14	9	1	...	...	...	...	...	...
16. Inverness,	2	3	9	6	2	2	3	4	2
17. Kincardine,	9	7	3	...	...	...	...	...	...
18. Kinross,	5	...	...	...	...	...	...	...	...
19. Kirkcudbright,	13	10	5	...	...	...	...	...	...
20. Lanark,	14	14	9	2	...	...	...	...	...
21. Linlithgow,	4	6	1	...	...	...	...	...	...
22. Nairn,	...	1	2	1	...	...	...	...	...
23. Orkney,	...	...	2	4	5	8	1	1	...
24. Peebles,	12	2	...	...	...	...	...	...	...
25. Perth,	39	30	2	...	...	...	...	...	...
26. Renfrew,	2	8	5	1	...	...	...	...	...
27. Ross and Cromarty,	...	2	7	5	7	9	...	...	3
28. Roxburgh,	20	6	4	...	...	...	...	...	...
29. Selkirk,	5	1	1	...	...	...	...	...	...
30. Stirling,	7	10	4	1	...	...	...	...	...
31. Sutherland,	...	1	3	2	3	2	2	...	...
32. Wigtown,	2	6	7	2	...	...	...	...	...
33. Zetland,	...	...	...	1	...	3	5	...	3
Total,	282	305	156	52	24	28	13	6	8

Parish having highest Poor Rate :—Barra (13s. 3d.).
*Parish „ lowest „ :—Traquair ($\frac{1}{16}$d.).

* There were also four "unassessed" parishes (Craigie, Moonzie, Kettins, and Kinloch), and one parish (Cranshaws) in which no assessment was necessary.

APPENDIX No. CLIX. (C).—*Continued.*

Paper handed in by Mr John T. Maxwell.

TABLE No. 6. Q. 55076 (105).

TABLE showing for the Years 1846 to 1905, both inclusive, the Total Gross Rental and Particulars of Poor Law Receipts and Expenditure of all Parishes in Scotland.

Year ended May.	[1] Gross Rental.	Receipts.				[9] Expenditure on Relief and Management.					Rate of Expenditure on Relief and Management.		Average Cost of each Poor Person chargeable at 15th May.	
		Assessments.	Grants in Aid.	Other Receipts.	Total.	[5] Maintenance.	[6] Medical Relief.	[7] Management.	[8] Law Expenses.	[9] Total Relief and Management including Law.	Per £1 of Gross Rental.	Per head of Estimated Population.	For Maintenance.	For Relief and Management.
	£	£	£	£	£	£	£	£	£	£	s. d.	s. d.	£ s. d.	£ s. d.
1846	9,870,055	...	...	...	306,044	271,176	4,056	17,455	2,545	295,232	0 7¼	2 1¾	Not ascertainable.	Not ascertainable.
1847	10,053,142	356,703	...	78,664	435,367	372,855	12,879	43,158	5,023	433,915	0 10¼	3 1¼		
1848	10,236,229	464,867	...	68,206	533,073	455,270	30,340	42,034	5,719	533,363	1 0½	3 9½		
1849	10,419,316	521,476	...	62,137	583,613	468,933	33,010	51,805	8,520	562,268	1 0¾	3 11⅕		
1850	10,602,403	518,813	[3] 9,922	54,855	583,590	446,238	26,574	50,881	10,660	534,353	1 0¾	3 8¾		
1851	10,785,490	492,098	9,993	53,954	556,045	430,137	20,311	52,009	10,872	513,329	0 11¼	3 6½		
1852	10,968,577	479,499	9,993	52,397	541,889	427,941	21,436	51,645	13,266	514,288	0 11¼	3 6½		
1853	11,151,664	491,394	9,963	53,343	554,700	435,250	21,737	52,352	13,037	522,376	0 11	3 6¾		
1854	11,334,751	504,082	9,970	56,661	570,713	453,095	27,875	56,069	9,780	546,819	0 11½	3 8½		
1855	11,517,838	549,463	9,998	54,962	614,423	488,600	27,166	58,767	10,290	584,823	1 0	3 11¼		
1856	11,744,969	588,067	9,996	52,937	651,000	508,879	24,008	61,462	8,474	602,823	1 0¼	4 0½		
1857	11,994,873	612,484	9,995	47,374	669,853	512,988	24,205	63,142	7,637	607,972	0 11¾	4 0		
1858	12,288,811	606,671	9,998	51,803	668,472	524,213	24,949	66,307	7,166	622,635	1 0	4 1½		
1859	12,582,749	622,101	9,994	51,817	683,912	538,503	25,692	67,167	9,753	641,115	1 0	4 2	4 8 3¼	5 5 1
1860	13,428,403	615,409	10,000	46,106	671,515	540,765	26,739	67,049	8,750	643,303	0 11¼	4 2½	4 9 5½	5 4 6¾
1861	14,274,058	628,712	10,012	45,630	684,354	555,353	26,909	67,717	7,975	657,954	0 11	4 3⅕	4 9 5¼	5 5 11¼
1862	14,605,140	649,803	10,009	52,415	712,227	573,592	27,623	71,276	8,209	680,700	0 11	4 4½	4 10 9¾	5 7 9¼
1863	14,936,222	692,555	9,998	47,630	750,183	589,133	28,627	77,917	9,170	704,847	0 11¼	4 6	4 12 4½	5 10 6
1864	15,267,304	720,142	9,995	46,318	776,455	602,521	30,601	81,738	8,284	723,144	0 11¼	4 7	4 14 4¼	5 13 2¾
1865	15,598,386	727,933	10,005	47,533	785,471	604,209	31,400	84,257	11,988	731,854	0 11¼	4 7	4 14 1¾	5 14 0½
1866	15,929,468	730,849	10,014	49,348	790,211	614,913	31,688	85,660	7,053	739,314	0 11	4 7¼	4 17 6¾	5 17 3⅕
1867	16,260,554	758,496	10,011	51,874	820,381	626,694	31,587	90,328	8,602	757,211	0 11	4 8	4 17 7¾	5 17 11¾
1868	16,775,048	756,382	10,024	60,593	826,999	662,186	32,858	94,452	5,987	795,483	0 11¼	4 10¼	4 17 2½	5 16 9¼
1869	17,289,542	809,556	9,978	54,861	874,395	684,656	33,784	95,626	7,118	821,184	0 11¼	4 11¼	5 0 7¾	6 0 8¼
1870	17,804,036	841,361	9,979	47,035	898,375	677,808	35,516	98,771	6,294	818,389	0 11	4 10¾	5 2 4	6 3 6½
1871	18,318,530	832,790	9,974	52,132	894,896	663,939	35,526	101,716	9,275	810,456	0 10½	4 9¾	5 2 8¾	6 5 4¼
1872	18,833,028	797,781	9,988	[4] 76,736	884,505	661,093	36,762	104,748	7,086	809,689	0 10¼	4 9¼	5 7 8¾	6 11 11¼
1873	19,199,665	790,371	9,995	50,756	851,122	653,535	34,066	108,577	5,716	801,894	0 10	4 8	5 12 7	6 18 1½
1874	19,566,302 [2]	793,969	9,976	48,049	851,994	647,242	34,576	112,623	4,688	799,129	0 9¾	4 7¼	5 17 5	7 4 11¾
1875	19,571,152	792,702	9,991	44,637	847,330	647,682	34,771	116,801	5,662	804,916	0 9¾	4 7	6 2 8	7 12 5¼
1876	20,242,061	761,983	[10] 69,465	38,988	870,436	638,676	36,735	114,270	8,117	797,800	0 9¼	4 5¾	6 4 5¼	7 15 4¾
1877	21,246,513	752,829	72,612	43,776	869,217	647,994	37,402	114,973	5,939	806,308	0 9	4 5¾	6 8 9¼	8 0 2¾
1878	21,846,839	748,577	75,459	46,162	870,198	658,925	38,888	118,726	7,712	824,251	0 9	4 6½	6 12 7	8 5 10

[1] In the earlier years the gross rentals were estimates based on Parliamentary returns.

[2] According to a return prepared for the House of Commons at a later date, the valuation in 1874 was £18,920,714.

[3] Medical Relief Grant.

[4] Other receipts in Edinburgh parish £25,962 as against £1,940 in previous year.

[5] Maintenance is the total cost of all poor, indoor and outdoor, for aliment in money or kind, repair of pauper dwellings, privilege of using poorhouse, and expenses of removals to poorhouses, to asylums, and to other parishes.

[6] Medical relief includes salaries and fees of Poor Law medical officers; cost of medicines and surgical appliances, and similar expenditure in poorhouses; cost of removals to infirmaries and hospitals; and cost of trained sick-nursing in poorhouses.

[7] Management represents the Poor Law administration charges, including salaries of officials, rent and taxes of offices and buildings connected therewith, stationery, postages, etc., expenses of inquiries as to settlements of paupers, travelling expenses, and such-like; also, when a parish has a poorhouse of its own, or a parochial asylum, or has shares in a poorhouse combination, the sums expended on establishment charges, including salaries of governor, matron, and other officials (except the medical officer and teacher).

[8] Law includes sums expended on litigation and on law business generally, also cost of obtaining warrants of removal to England and Ireland, and Sheriffs' orders for the removal and reception of lunatics, and expenses of Procurators-Fiscal in obtaining the commitment of dangerous lunatics.

[9] Annual expenditure in respect of repayment of debt and interest, and of upkeep of buildings, and miscellaneous charges on vaccination of non-pauper children, cost of collection of school rate, etc. are *not* included.

[10] Pauper Lunacy Grant first paid.

APPENDIX No. CLIX. (C).—*Continued.*

Paper handed in by Mr John T. Maxwell. Q. 55076 (105)

TABLE No. 6—*continued.*

Year ended May.	[1] Gross Rental.	Receipts.				[17] Expenditure on Relief and Management.					Rate of Expenditure on Relief and Management.		Average cost of each Poor Person chargeable at 15th May.	
		Assessments.	Grants in Aid.	Other Receipts.	Total.	[9] Maintenance.	[10] Medical Relief.	[12] Management.	[14] Law Expenses.	[17] Total Relief and Management including Law.	Per £1 of Gross Rental.	Per head of Estimated Population.	For Maintenance.	For Relief and Management.
	£	£	£	£	£	£	£	£	£	£	s. d.	s. d.	£ s. d.	£ s. d.
1879	22,169,141	745,242	78,533	51,682	875,457	664,408	40,128	119,926	6,963	831,425	0 9	4 6½	6 9 1¾	8 1 7
1880	22,263,612	781,212	81,256	49,284	911,752	673,318	40,757	123,176	6,813	849,064	0 9	4 7	6 10 6	8 4 6¾
1881	22,276,468	800,913	83,826	54,628	939,367	682,745	40,438	125,423	4,743	853,348	0 9¼	4 6¾	6 13 5¾	8 6 10¼
1882	22,689,006	823,475	86,841	53,297	963,613	679,835	40,224	119,036	5,687	844,782	0 8¾	4 5¾	6 16 10½	8 10 0¾
1883	23,006,697	810,139	[2] 100,316	48,389	958,844	668,477	40,419	119,811	5,230	834,657	0 8¾	4 5	6 17 8¼	8 11 11
1884	23,388,500	774,650	103,863	48,577	927,090	665,993	39,509	120,248	6,365	832,115	0 8½	4 4¼	7 0 8¾	8 15 10
1885	23,549,869	750,421	105,136	48,342	903,899	664,212	39,878	121,962	4,589	830,641	0 8½	4 3¾	6 19 1	8 13 11
1886	23,410,188	754,958	107,333	42,852	905,143	670,412	40,299	122,320	5,004	838,035	0 8½	4 3¾	6 17 6¼	8 11 11
1887	23,170,641	774,780	109,543	45,911	930,234	675,058	40,780	121,188	6,264	843,290	0 8¾	4 3¾	6 19 10¼	8 14 8½
1888	23,119,693	774,416	110,675	45,472	930,563	674,959	41,107	121,579	7,185	844,830	0 8¾	4 3½	7 0 3½	8 15 7
1889	23,049,923	774,018	[3] 161,539	41,444	977,001	673,655	41,604	121,982	5,485	842,726	0 8¾	4 3	7 2 0¾	8 17 8½
1890	23,583,775	728,472	[3] 166,666	[8] 53,250	948,388	666,119	42,311	128,608	4,914	841,952	0 8½	4 2½	7 3 6¼	9 1 4¾
1891	23,924,882	728,636	112,556	44,181	885,373	663,510	42,566	130,291	5,278	841,645	0 8¼	4 2¼	7 5 8¾	9 4 10¼
1892	23,979,566	753,744	112,609	48,880	915,233	689,055	44,124	132,792	5,335	871,306	0 8¾	4 3½	7 11 9½	9 11 11
1893	24,180,483	750,696	[4] 138,054	44,292	933,042	688,786	45,651	134,048	5,462	873,947	0 8¾	4 3	7 9 8¾	9 9 11¾
1894	24,641,792	738,396	[5] 236,919	44,620	1,019,935	706,913	47,011	135,586	4,990	894,500	0 8¾	4 3½	7 10 11	9 10 11½
1895	24,928,715	721,595	188,592	46,246	956,433	730,101	48,091	138,274	[15] 10,293	926,759	0 9	4 5	7 12 3¾	9 13 4
1896	25,063,675	784,250	187,837	48,302	1,020,389	742,163	50,696	143,457	5,721	942,037	0 9	4 5¼	7 11 5½	9 12 3
1897	25,571,416	816,662	188,153	57,593	1,062,408	775,858	52,440	151,324	4,864	984,486	0 9¼	4 7	7 15 11¼	9 17 10½
1898	26,513,458	785,136	[6] 238,382	62,320	1,085,838	792,934	52,631	152,123	5,203	1,002,891	0 9	4 7½	7 19 3	10 1 5¼
1899	27,107,045	807,759	238,189	54,765	1,100,713	819,186	53,568	150,600	5,039	1,028,393	0 9	4 8¼	8 7 3¼	10 10 0
1900	27,784,053	841,966	[7] 244,233	55,461	1,141,660	844,148	53,468	151,407	[16] 7,941	1,056,964	0 9¼	4 9¼	8 10 6	10 13 6
1901	28,490,856	870,489	244,345	63,338	1,178,172	876,646	55,278	156,327	5,013	1,093,264	0 9¼	4 10¾	8 17 0½	11 0 9½
1902	28,889,061	902,258	244,071	61,594	1,207,923	902,329	56,742	160,508	5,230	1,124,809	0 9¼	4 11½	8 18 11½	11 3 0¾
1903	28,939,281	919,767	244,085	61,308	1,225,160	933,025	58,902	166,253	5,712	1,163,892	0 9¾	5 1	9 1 1¾	11 5 11½
1904	30,144,822	1,005,374	244,082	63,437	1,312,893	972,079	61,332	174,011	5,388	1,212,810	0 9¾	5 3	9 4 0¾	11 9 7¾
1905	30,877,840	1,073,560	244,516	61,846	1,379,922	1,027,410	[11] 66,651	[13] 186,472	5,188	1,285,721	0 10	5 6	9 9 1½	11 16 8¼

[1] In the earlier years the gross rentals were estimates based on Parliamentary returns.

[2] Medical Relief Grant increased from £10,000 to £20,000.

[3] Includes Probate Duty Grants in aid of cost of management other than collection of rates, of pauper lunatics, boarded-out children, and blind and deaf mute children (under sect. (2) (1) (*a*) iii. of the Probate Duties Act of 1888), and in accordance with scheme sanctioned by Secretary for Scotland.

[4] Increase of £25,000 in Pauper Lunacy Grant.

[5] Contributions in aid of local rates under Education and Local Taxation Account (Scotland), 1892, were first paid to Parochial Boards during the year. The amount included here represents two years' payments (£100,000).

[6] Agricultural Rates Grant first paid.

[7] Agricultural Rates Grant increased.

[8] Increase due to sale of property by Govan Parochial Board.

[9] Maintenance is the total cost of all poor, indoor and outdoor, for aliment in money or kind, repair of pauper dwellings, privilege of using poorhouse, and expenses of removals to poorhouses, to asylums, and to other parishes.

[10] Medical relief includes salaries and fees of Poor Law medical officers; cost of medicines and surgical appliances, and similar expenditure in poorhouses; cost of removals to infirmaries and hospitals; and cost of trained sick-nursing in poorhouses.

[11] Increase due to opening of Glasgow Poor Law hospitals, etc.

[12] Management represents the Poor Law administration charges, including salaries of officials, rent and taxes of offices and buildings connected therewith, stationery, postages, etc., expenses of inquiries as to settlements of paupers, travelling expenses, and such-like; also, when a parish has a poorhouse of its own, or a parochial asylum, or has shares in a poorhouse combination, the sums expended on establishment charges, including salaries of governor, matron, and other officials (except the medical officer and teacher).

[13] Increase of over £9,000 in Glasgow.

[14] Law includes sums expended on litigation and on law business generally, also cost of obtaining warrants of removal to England and Ireland, and Sheriffs' orders for the removal and reception of lunatics, and expenses of Procurators-Fiscal in obtaining the commitment of dangerous lunatics.

[15] Increase due to amalgamation of Edinburgh and St Cuthbert's parishes.

[16] Increase due to £2,450 litigation expenses in Brechin.

[17] Annual expenditure in respect of repayment of debt and interest, and of upkeep of buildings, and miscellaneous charges on vaccination of non-pauper children, cost of collection of school rate, etc. are *not* included.

APPENDIX No. CLIX. (C).—*Continued.*

Paper handed in by Mr John T. Maxwell.

TABLE No. 7. Q. 55076 (106).

TABLE showing Particulars of Financial Transactions under the Poor Law Act for each of the Years 1894 to 1905.

Year.	Ordinary Receipts.				Expenditure out of Ordinary Receipts.											Capital Receipts.	Expenditure out of Capital Receipts.	Rate of Ordinary Expenditure.		
	Assessments.	Grants in Aid.	Other Receipts.	Total.	Maintenance.		Medical Relief.	Management.	Law.	Debt Charges.		Buildings.	Election Expenses.	Miscellaneous.	Total.			Per £1 of Gross Rental.	Per head of Estimated Population.	Per head of Poor of all Classes at 15th May.
					Ordinary Poor.	Lunatic Poor.				Repayment.	Interest.									
	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	d.	s. d.	£ s. d.
1894	738,396	236,919	44,620	1,019,935	468,188	238,725	47,011	135,586	4,990	21,191	12,001	18,239	...	10,884	956,815	284	14,263	9¼	4 7	10 4 3
1895	721,595	188,592	46,246	956,433	482,564	247,537	48,091	138,274	10,293	25,201	11,906	18,635	...	11,513	994,014	35,636	21,461	9½	4 9	10 7 4
1896	784,250	187,837	48,302	1,020,389	489,112	253,051	50,696	143,457	5,721	24,354	13,488	17,893	24,451	15,604	1,037,827	6,025	15,751	10	4 11	10 11 10
1897	816,662	188,153	57,593	1,062,408	514,360	261,498	52,440	151,324	4,864	26,455	10,969	21,814	3,071	10,944	1,057,739	30,244	23,594	10	4 11	10 12 7
1898	785,136	238,382	62,320	1,085,838	522,704	270,230	52,631	152,123	5,203	26,472	10,103	34,787	222	11,475	1,085,950	16,872	20,139	9¾	5 0	10 18 1
1899	807,759	238,189	54,765	1,100,713	536,141	283,045	53,568	150,600	5,039	*13,584	*7,376	29,661	12,611	11,719	1,103,344	2,395	14,103	9¾	5 0	11 5 4
1900	841,966	244,233	55,461	1,141,660	546,420	297,728	53,468	151,407	7,941	12,215	5,109	20,855	727	13,749	1,109,619	63,126	33,275	9½	5 0	11 4 2
1901	870,489	244,345	63,338	1,178,172	565,031	311,615	55,278	156,327	5,013	16,205	6,646	25,229	...	14,019	1,155,363	21,648	40,625	9¾	5 2	11 13 4
1902	902,258	244,071	61,594	1,207,923	578,900	323,429	56,742	160,508	5,230	15,596	7,446	23,363	10,004	12,433	1,193,651	114,780	85,997	10	5 3	11 16 9
1903	919,767	244,085	61,308	1,225,160	602,118	330,907	58,902	166,253	5,712	20,710	12,835	25,343	622	11,651	1,235,053	156,400	250,135	10¼	5 5	11 19 9
1904	1,005,374	244,082	63,437	1,312,893	635,826	336,253	61,332	174,011	5,388	23,758	19,424	32,532	1	12,218	1,300,743	193,702	284,246	10¼	5 7	12 6 4
1905	1,073,560	244,516	61,846	1,379,922	676,703	350,707	66,651	186,472	5,188	31,476	26,566	34,563	10,353	13,675	1,402,354	282,932	184,689	11	6 0	12 18 2

* In 1898–9 the debt on the Barony Parochial Asylum, amounting to £151,308, was transferred to the District Lunacy Board for Glasgow, a body created in that year, and the annual debt charges ceased to be a payment out of the Poor Funds.

APPENDIX No. CLIX. (C).—*Continued.*

Papers handed in by Mr John T. Maxwell.

TABLE No. 8. Q. 55076 (106).

TABLE showing the Gross Valuation and Poor Law Assessable Rental and Indebtedness of Poor Law Authorities in each Year from 1894 to 1906.

Year.	Valuation.			Loans Outstanding at the close of the Year.	Indebtedness per £ of Gross Rental.	Indebtedness per head of Estimated Population.
	Gross Rental.	Poor Law Assessable Rental.				
	£	£		£	d.	s. d.
1894	24,641,792	20,213,915		314,757	3	1 6¼
1895	24,928,715	20,479,408		325,411	3¼	1 6½
1896	25,063,675	20,691,086		305,663	3	1 5¼
1897	25,571,416	21,153,000		310,536	3	1 5¼
		Owners.	Occupiers.			
1898	26,513,458	21,845,062	18,994,327	300,938	2¾	1 4¾
1899	27,107,045	22,313,430	19,408,281	*140,391	1¼	7¾
1900	27,784,053	22,848,464	19,935,238	190,456	1¾	10¼
1901	28,490,856	23,426,170	20,476,051	204,164	1¾	11
1902	28,889,061	23,752,076	20,827,371	303,037	2½	1 4
1903	28,939,281	23,835,702	20,921,486	426,934	3½	1 10½
1904	30,144,822	24,720,793	21,764,454	598,603	4¾	2 7
1905	30,877,840	25,219,280	22,245,834	814,126	6¼	3 5¾
1906	31,286,855	25,425,799	22,541,536	997,477	7¾	4 2¾

* In 1898–9 the debt on the Barony Parochial Asylum, amounting to £151,308, was transferred to the District Lunacy Board for Glasgow, a body created in that year.

TABLE No. 9. Q. 55076 (109).

STATEMENT showing for the Years 1890 to 1906, both inclusive, particulars as to the Cost, exclusive of Repayment of Debt, of Ordinary Poor in Poorhouses, the average Daily Number of Inmates, and the Average Annual Cost per Inmate.

Year.	Maintenance and Education.	Management.	House Accommodation, Repairs, Rates, etc.	Medical Relief.	Total (exclusive of Instalment of Debt).	Average Daily Number of Ordinary Inmates during the Year.	Average Annual Cost per head of Ordinary Inmates.
	£	£	£	£	£		£ s. d.
1890	64,877	24,817	18,498	9,525	117,717	8,773	13 8 0
1891	67,760	25,472	18,652	9,459	121,343	8,769	13 17 0
1892	70,586	26,177	18,574	10,377	125,714	9,027	13 19 0
1893	72,585	25,551	14,548	11,334	124,018	9,285	13 7 0
1894	74,511	26,606	19,063	12,133	132,313	9,784	13 10 0
1895	75,745	26,936	21,071	12,517	136,269	10,099	13 10 0
1896	76,166	27,417	19,814	13,009	136,406	10,063	13 11 0
1897	78,319	28,030	23,331	13,587	143,267	10,411	13 15 0
1898	80,487	28,815	24,688	13,624	147,614	10,508	14 1 0
1899	84,417	29,018	21,593	14,623	149,651	10,554	14 4 0
1900	87,350	30,021	23,501	14,683	155,555	10,469	14 17 0
1901	97,049	32,372	22,655	16,034	168,110	10,769	15 12 0
1902	98,918	33,194	24,125	16,777	173,014	11,325	15 6 0
1903	107,006	34,555	24,871	18,057	184,489	11,782	15 13 0
1904	121,632	38,275	32,131	20,293	212,331	12,567	16 18 0
1905	136,535	48,713	43,127	24,563	252,938	13,912	18 4 0
1906	132,037	49,529	52,897	26,780	261,243	14,050	18 12 0

Maintenance includes all expenditure on account of food and clothing of every description, fuel, light, water, stimulants, and all other necessaries actually used and consumed by, and furniture, furnishings, and bedding required for the comfort and subsistence of the pauper inmates, under deduction of profits derived from the sale of surplus produce, live stock, and refuse, etc., also from industries carried on in the poorhouse.

Education includes salaries, rations, etc. of teachers, books and other teaching requisites when the children are taught in the Poorhouse, and books, etc. when the children are taught in outdoor schools.

Management includes the cost of books, stationery, etc., and all expenditure on account of the establishment, viz.—salaries and wages of the officers, untrained nurses, probationer nurses, and house servants; also the rations, fuel, light, etc. required for non-pauper persons who are employed in the care and management of the poorhouse, omitting the Medical Relief and Teaching Departments.

House Accommodation is valued at the rate of 3 per cent. on the actual indebtedness outstanding on capital account at the beginning of the year, and the cost incurred during the year for upkeep of the house in ordinary repairs and alterations, rates, taxes, insurance, feu-duties, etc. Prior to 1893 the house accommodation consisted of the gross rental as per Valuation Roll, less the estimated value of lunatic wards and of accommodation required for officers and servants.

Medical Relief includes the salaries of medical officers, trained sick-nurses, and the estimated value of their rations, also the cost of medicines or drugs, and such medical and surgical appliances as are admissible as medical relief under the rules of the Local Government Board, without deduction of sums received from the Medical Relief Grant.

APPENDIX No. CLIX. (C).—*Continued.*

Papers handed in by Mr John T. Maxwell.

Table No. 10. Q. 55076 (120).

Table showing (1) the Expenditure on Trained Sick-Nursing in Poorhouses in Scotland, and the Amount of Grant Paid in respect of such Expenditure for each Year from 1885 to 1906 inclusive, and (2) the Expenditure on Poor Law Medical Relief Chargeable against the Grant, the Amount of Grant Distributed, and the Rate of Grant per £ of Expenditure, for each Year from 1883 to 1906 inclusive.

Year.	Trained Sick-Nursing Grant.		Medical Relief Grant.		
	Expenditure on Trained Sick-Nursing in Poorhouses.	Amount of Grant Paid in respect of Expenditure on Trained Sick-Nursing.	Expenditure on Poor Law Medical Relief Chargeable against the Grant.	Amount of Grant Distributed.	Rate of Grant per £ of Expenditure.
	£	£	£	£	s. d.
1883	...	...	37,135	19,998	10 9¼
1884	...	...	37,304	19,974	10 8½
1885	528	264	37,592	19,736	10 6
1886	1,002	501	38,228	19,473	10 2¼
1887	1,102	551	38,358	19,419	10 1½
1888	1,326	663	39,171	19,319	9 10⅜
1889	1,544	772	39,234	19,209	9 9½
1890	1,942	971	39,732	18,997	9 6¾
1891	2,110	1,055	40,107	18,968	9 5½
1892	2,724	1,362	41,123	18,634	9 0¾
1893	3,596	1,798	41,838	18,174	8 8¼
1894	3,873	1,936	42,408	18,068	8 6¼
1895	4,162	2,081	43,569	17,927	8 2¾
1896	4,462	2,231	43,604	17,760	8 1¾
1897	4,774	2,387	44,694	17,599	7 10½
1898	5,023	2,511	45,076	17,467	7 9
1899	5,403	2,701	45,419	17,317	7 7½
1900	5,596	2,798	44,540	17,213	7 8¾
1901	6,200	3,100	45,779	16,929	7 4¾
1902	6,737	3,369	46,347	16,608	7 2
1903	7,422	3,711	47,582	16,307	6 10¼
1904	7,778	3,889	49,682	16,095	6 5¾
1905	9,124	4,562	53,454	15,424	5 9¼
1906	11,137	5,568	53,303	14,436	5 5

Table No. 11. Q. 55076 (121).

Table showing the Total Cost of Maintenance of Pauper Lunatics in Scotland as appearing in the Pauper Lunacy Grant Claims, the Admissible Expenditure Chargeable against the Grant, and the Rate per £ at which the Grant was Distributed, for each Year from 1892 to 1906 inclusive.

Year.	Pauper Lunacy Grant.		
	Total Cost of Maintenance.	Admissible Expenditure Chargeable against Grant.	Rate per £.
	£	£	s. d.
1892	230,344	199,193	11 7¼
1893	233,681	202,346	11 5¼
1894	238,725	205,089	11 3½
1895	247,537	211,836	10 10¾
1896	253,051	216,205	10 8½
1897	261,498	222,293	10 5
1898	270,230	230,511	10 0½
1899	283,045	239,763	9 8
1900	297,728	247,845	9 4¼
1901	311,615	253,913	9 1½
1902	323,428	260,805	8 10¾
1903	330,907	267,960	8 8
1904	336,253	273,591	8 5¾
1905	350,707	280,004	8 3½
1906	356,057	284,012	8 2

Table No. 12. Q. 55076 (124).

Statement showing for certain years the Amount of *Ordinary Church Collections* and the Amount of such *expended on Relief of the Poor* and *other Purposes* respectively, according to Returns received by Board of Supervision and Local Government Board.

Year.	Receipt.	Expenditure.	
		On Relief of Poor.	On other Purposes.
	£	£	£
1847	17,096	8,588	6,827
1850	14,404	8,250	6,078
1855	15,270	9,185	6,991
1860	17,824	9,746	8,476
1865	20,054	9,789	10,055
1870	23,442	11,000	12,027
1875	28,428	10,413	16,836
1880	33,816	8,780	24,302
1885	36,572	8,045	28,085
1890	39,541	7,968	31,028
1895	41,481	7,444	34,108
1896	42,889	7,070	35,530
1897	44,189	6,979	37,114
1900	47,215	6,557	40,634
1901	47,784	6,423	41,226
1902	48,016	6,111	41,870
1903	48,590	6,105	42,286
1904	49,490	5,982	43,395
1905	51,024	6,147	44,488
1906	50,653	5,905	44,595

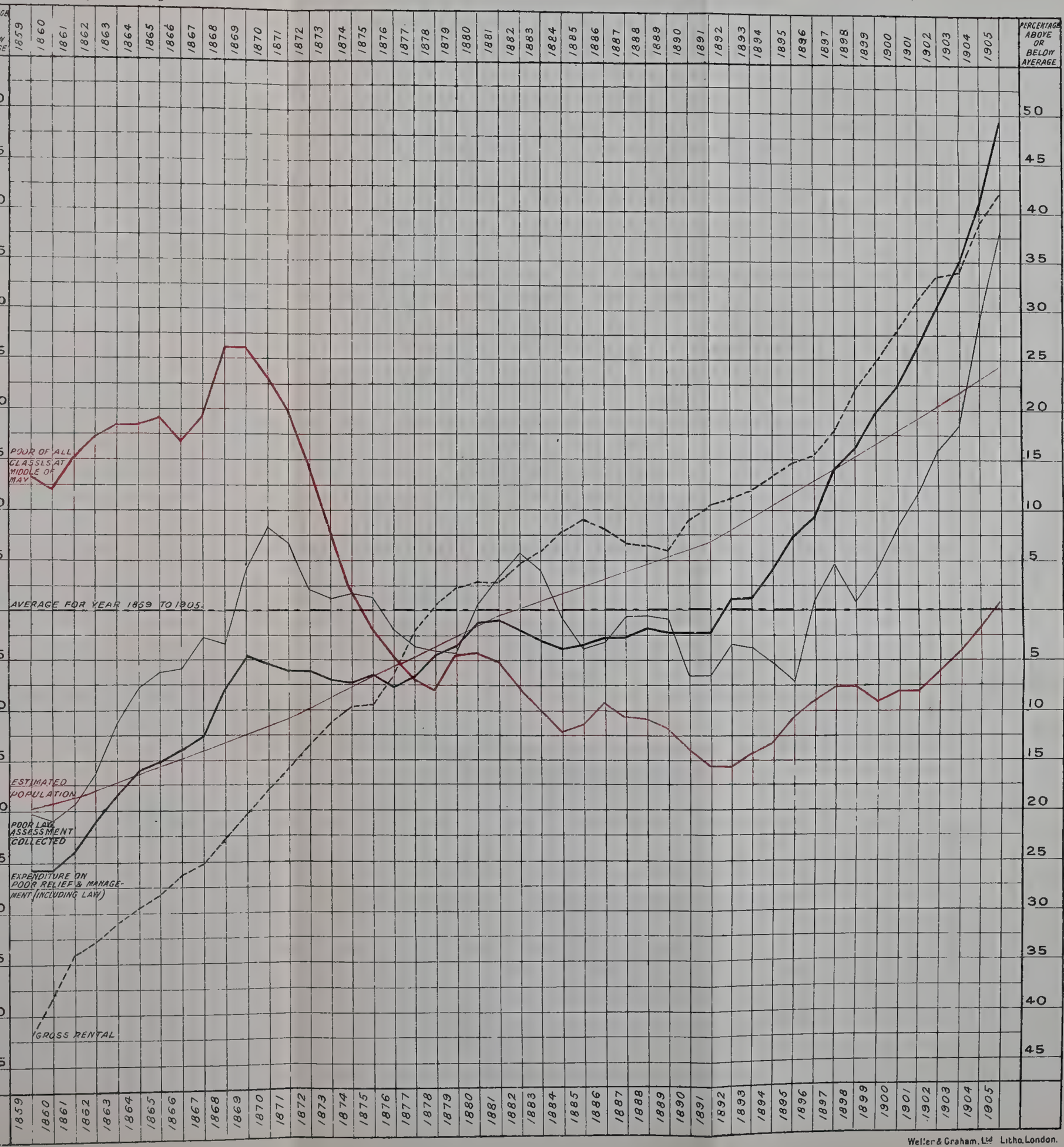
APP. CLIX (C) No 13 (Q 55076 (124))

CHART SHOWING THE FLUCTATIONS DURING THE PERIOD 1859 TO 1905 IN :-

(1) Gross Rental
(2) Amount of Poor Law Assessment collected
(3) Expenditure on Relief & Management (including Law)
(4) Number of Poor of all Classes on a given day
(5) Estimated Population.

NOTE. The scale allots an equal space to each 5 per cent. above or below the average figures for the period covered by the Chart, the actual figures corresponding to each 5 per cent in the scale being given alongside

GROSS RENTAL (NEAREST £000) £	POOR LAW ASSESSMENT COLLECTED (NEAREST £000) £	EXPENDITURE ON POOR RELIEF & MANAGEMENT (INCLUDING LAW) (NEAREST £100) £	POOR OF ALL CLASSES AT MIDDLE OF MAY (NEAREST 100)	ESTIMATED POPULATION (NEAREST 1000)	PERCENTAGE ABOVE OR BELOW AVERAGE
		1,294,500			50
31,277,000		1,253,400			45
30,331,000	1,090,700	1,210,200			40
29,306,000	1,051,800	1,165,100			35
28,220,000	1,012,800	1,121,900	140,300		30
27,135,000	973,900	1,078,800	134,900	4,711,000	25
26,050,000	934,900	1,035,600	129,500	4,523,000	20
24,964,000	896,000	992,500	124,100	4,334,000	15
23,879,000	857,000	949,300	118,700	4,146,000	10
22,793,000	818,000	906,200	113,300	3,957,000	5
21,708,000	779,100	863,000	107,900	3,769,000	
20,623,000	740,100	819,800	102,500	3,581,000	5
19,537,000	701,200	776,700	97,100	3,392,000	10
18,452,000	662,200	733,500	91,700	3,204,000	15
17,366,000	623,300	690,400	86,300	3,015,000	20
16,281,000	584,300	647,200			25
15,196,000		604,100			30
14,110,000					35
13,025,000					40
11,939,000					45



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APPENDIX No. CLIX. (D).

Paper handed in by Mr John T. Maxwell. Q. 55076 (9).

ORDER OF THE LOCAL GOVERNMENT BOARD FOR SCOTLAND PRESCRIBING A SCALE FOR THE REMUNERATION OF AUDITORS OF THE ACCOUNTS OF PARISH COUNCILS.

LOCAL GOVERNMENT (SCOTLAND) ACT, 1894.

Whereas it is provided by section 36 (3) of the Local Government (Scotland) Act, 1894, that the Local Government Board for Scotland may prescribe a scale for the remuneration of auditors in respect of their duties under that section;

And whereas it is expedient that a scale for the remuneration of auditors of Parish Council accounts should be prescribed;

Now therefore we, the Local Government Board for Scotland, by virtue of the powers vested in us as aforesaid, do hereby prescribe the scale set forth in the schedule hereto as the scale for the remuneration of auditors appointed under the said section, subject to the conditions and reservations following, viz:—

1. The prescribed scale shall apply to the audit of the accounts of the year ending 15th May 1897, and shall continue in force until revoked or altered.

2. For the purpose of ascertaining the expenditure on which the fee according to the scale is to be calculated, assessments which are collected by the Parish Council and handed over to another authority (such as the school-rate and valuation-rate) shall not be taken into account.

3. The prescribed scale shall not apply (1) to poorhouse accounts, and (2) to unassessed parishes. The Board have not thought it necessary to carry the scale beyond an expenditure of £5000, and they further reserve power to allow a special additional fee where it appears that from any cause the audit has been exceptionally onerous.

4. In addition to the fee prescribed, the auditor shall be entitled to repayment of any outlays necessarily incurred in connection with the audit.

5. The prescribed scale shall apply to the annual audit only, and shall be exclusive of remuneration for any other or more frequent audit that may be arranged.

Schedule.

Where the Expenditure of the Parish Council is			The Auditor's Fee shall not exceed		
Under £20			£1	1	0
£20 and under £50			1	11	6
50	,,	100	2	2	0
100	,,	200	2	12	6
200	,,	300	3	3	0
300	,,	600	4	4	0
600	,,	900	5	5	0
900	,,	1200	6	6	0
1200	,,	1600	7	7	0
1600	,,	2000	8	8	0
2000	,,	2500	9	9	0
2500	,,	3000	10	10	0
3000	,,	4000	11	11	0
4000	,,	5000	12	12	0

Given under the seal of office of the Local Government Board for Scotland, this eighth day of April, one thousand eight hundred and ninety-seven years.

BALFOUR OF BURLEIGH,
President.

MALCOLM M'NEILL
Secretary.

L.S.

APPENDIX No. CLIX. (E).

Paper handed in by Mr John T. Maxwell. Q. 55076 (121).

CONTRIBUTION FROM LOCAL TAXATION ACCOUNT IN RESPECT OF PAUPER LUNATICS, SCOTLAND.

Local Government Board,
Edinburgh,

SIR,—I am directed to inform you that the Secretary for Scotland has determined that the subjoined conditions shall be observed in the distribution of £90,500,* payable under section 22 of the Local Government (Scotland) Act, 1889, among Parish Councils, as a contribution to the cost of maintenance of pauper lunatics chargeable to such Councils, and that the sum shall be divided and distributed at such rate per £ on the expenditure on maintenance not exceeding 8s. per head per week, as will exhaust, or as nearly as may be exhaust, the whole amount.

The Secretary for Scotland has directed that the Grant shall be distributed on the certificate of the Local Government Board, showing the amount to which each Parish Council is entitled.

I am to add that the contribution is not intended in any way to relieve the Parish Councils from the duty of enforcing payments by the relatives of lunatics for the cost of their maintenance; and that if it should appear that any Parish Council has failed to take proper measures for the recovery of such cost, the certificate will be withheld.

I enclose three copies of this form. One copy will be transmitted to me, in accompanying envelope, and a duplicate copy to the Secretary, General Board of Lunacy, 15 Rutland Square, Edinburgh, as soon as possible. You will retain a copy for reference.

After the claims have been audited and adjusted at this Office, orders for payment will be issued to the participating parishes by the Secretary for Scotland. I am, Sir, your obedient Servant,

G. FALCONAR-STEWART,
Secretary.

The Inspector of Poor of.....

Conditions and Instructions.

1. The cost of the maintenance of any pauper lunatic shall be deemed to be the amount which has been actually paid out of the rates for the *maintenance* of such pauper lunatic during the year or portion thereof during which he was chargeable, under deduction of the sums recovered or recoverable from relatives and other sources.

2. Payments for certificates, or for quarterly visits under the Lunacy Acts, or for removals to and from places of detention, are not to be included in the cost of maintenance, and any claim in respect of such payments will be disallowed.

3. If the expenditure on maintenance has been in excess of 8s. per week, no claim will be admitted in respect of the excess, but the expenditure on which the Parish Council will be allowed to claim will be limited to 8s. per week.

4. When the claims have been audited and the total expenditure on which the contribution from the Local Taxation (Scotland) Account is to be distributed has been ascertained, the contribution will be divided among the various Parish Councils who have established their claims at such rate per £ as will exhaust, or as nearly as may be exhaust, the whole amount of the contribution.

5. No claim on account of any pauper lunatic will be

* NOTE.—The sum of £25,000 as a further contribution to the cost of maintenance of Pauper Lunatics, under section 2 (3) of the Education and Local Taxation Account (Scotland) Act, 1892, will be added to the above contribution of £90,500, and the slump sum of £115,500 allocated among Parish Councils.

APPENDIX No. CLIX. (E).—*Continued.*

Paper handed in by Mr John T. Maxwell. Q. 55076 (121).

recognised unless the certificate from the General Board of Lunacy is to the effect that, in their opinion, the lunatic has been necessarily detained and properly cared for in the place in which the said lunatic has been maintained.

6. All claims, without exception, must be made in the subjoined form.

7. The pauper lunatics are to be entered in the subjoined form in the class to which they belong:—Class I., those in which the net cost to the Parish Council has been 8s. and upwards per week; and Class II., those in which the net cost has not amounted to 8s. per week. In the case of a lunatic who has been chargeable in both classes, the name will be entered in each Class with the same number.

8. The inspector of the parish in which a pauper lunatic has his admitted settlement at 15th May 1908, will enter the name of the pauper lunatic in the claim. Accounts between parishes as to the cost of maintenance of any pauper lunatic should be finally adjusted and settled before the case is included in the claim. If the settlement of the pauper lunatic has not at the above date been determined, the claim will be made by the inspector of the relieving parish.

9. When a pauper lunatic has been detained in more than one place during the year, the name of each place in which he has been detained must be stated in a separate line under columns 2 or 9 (as the case may be), and the other columns filled up with reference thereto.

10. The Inspector of Poor will enter in columns 4 or 11 (as the case may be), the number of complete weeks during which the pauper lunatic has been chargeable. Fractional parts of a week will be omitted, and the year will be held to consist of fifty-two weeks.

11. In the case of pauper lunatics residing in private dwellings, receipts from the persons with whom they are boarded for the payments made by the Parish Council on account of the pauper lunatics must be furnished. A statement showing separately and specifically the amount paid for aliment and for clothing, &c., should be transmitted along with the vouchers. The weekly cost in columns 5 or 12 (as the case may be), will include aliment, clothing, &c.

12. In the case of pauper lunatics in parochial asylums and in the licensed wards of poorhouses, belonging to parishes to which the lunatics are chargeable, the weekly cost per head will be determined by the Annual Return made by the Governor or Treasurer to the Local Government Board, and the weekly cost per head will be intimated by the Governor or Treasurer to the Inspector, or Inspectors, of Poor of the parish, or parishes, to which the poorhouse belongs. In the case of parishes *boarding* paupers in these institutions by agreement, the actual rate paid will be entered in the claim.

13. A certificate of rates of maintenance in District Asylums, and of rates paid for *boarders* in Royal, District, and Parochial Asylums, and licensed wards of poorhouses, will be furnished by the General Board of Lunacy, and vouchers relating to payments in such cases need not therefore be transmitted, but in the case of paupers in institutions for imbeciles, receipts from the Treasurer must be forwarded to the Local Government Board.

I, the Most Honourable Schomberg Henry, Marquess and Earl of Lothian, K.T., Her Majesty's Secretary for Scotland, hereby determine that the sum of £90,500 mentioned in the 22nd Section of the Local Government (Scotland) Act, 1889, Sub-section (5), be distributed as prescribed in the foregoing circular, conditions and instructions. (Signed) LOTHIAN,

Her Majesty's Secretary for Scotland.

Office of the Secretary for Scotland,
Whitehall, 10*th June* 1890.

APPENDIX No. CLX. (A).

PAPER HANDED IN BY MR R. B. BARCLAY.

Q. 55856 (24).

DIET OF THE INMATES.

Rule LXVII.—THE DIETARY OF THE POORHOUSE SHALL BE FRAMED IN ACCORDANCE WITH THE FOLLOWING RULES:—

1. No article of diet which is not of good quality, and in a wholesome state, shall be issued, prepared for, or given to any inmate.

2. The inmates—not under medical treatment—shall be divided, for the purpose of diet, into eight classes, viz.:—

Class A. Adults, of either sex, who are not working, and who have not completed, from the date of their last admission, a fortnight's residence in the poorhouse. (The aged and infirm, and all women advanced in pregnancy, or who are suckling children, are to be exempted from this "entrance" diet.)
„ B. Adults, of either sex, who are not working, and who are not aged persons, and who have been inmates for fourteen consecutive days.
„ C. Adult persons, of either sex, who are working.
„ D. Infirm persons of either sex.
„ E. Children, above five, and not above fifteen years of age.
„ F. Children above two, and not above five years of age.
„ G. Infants, not above two years of age.
„ H. The privileged inmates deemed deserving of a more varied diet.

3. To classes A, B, C, and D, three meals a day, and for classes E, F, and H, four meals shall be allowed, which shall consist of—

FOR CLASS A.—(First rate.)

Breakfast. Meal, four ounces; and butter-milk, three-fourths pint imperial.

Dinner. Bread, eight ounces; and broth, one-and-a-half pints imperial.

Supper. Meal, four ounces; and butter-milk, three-fourths pint imperial.

FOR CLASS B.—(Second rate.)

Breakfast. Meal, four ounces; and skimmed milk, three fourths pint imperial.

Dinner. Bread, eight ounces; and broth, one-and-a-half pints imperial; four ounces of suet pudding (sweetened) twice weekly.

Supper. Meal, four ounces; and skimmed milk, three-fourths pint imperial.

FOR CLASS C.—(Third rate.)

Breakfast. Meal, four ounces; and skimmed milk, three-fourths pint imperial.

Dinner. Bread, eight ounces; broth, one-and-a-half pints imperial; and boiled meat, four ounces; four ounces of suet pudding (unsweetened) twice weekly, with the meat.

Supper. Meal, four ounces; and skimmed milk, three-fourths pint imperial.

FOR CLASS D.—(Fourth rate.)

Breakfast. Meal, four ounces; and skimmed milk, three-fourths pint imperial.

Dinner. Bread, six ounces; rice soup or broth, one-and

APPENDIX No. CLX. (A).—*Continued.*

Paper handed in by Mr R. B. Barclay. Q. 55856 (24).

a-half pints imperial; and four ounces of beef may be allowed when a member of class D is able and willing to work.

Supper. Bread, six ounces; butter, half-an-ounce; and tea, half-pint imperial.

FOR CLASS E.—(Fifth rate)

Breakfast. Meal, four ounces; and new milk, three-fourths pint imperial.

Lunch. Beef-tea or new milk, one-quarter pint; and bread, two ounces.

Dinner. Bread, six ounces; and broth, one pint imperial; two ounces of meat four days in the week, and on the other days suet or other pudding may be substituted.

Supper. Meal, three ounces; and new milk, half-pint imperial. Bread, four ounces; and new milk, three-fourths pint imperial may be substituted for the porridge and milk.

FOR CLASS F.—(Sixth rate.)

Breakfast. Meal, three-and-a-half ounces: and new milk, half-pint imperial.

Lunch. Bread, two ounces; and new milk (hot), one-fourth pint imperial.

Dinner. Bread, five ounces; and broth or other soup, three-fourths pint imperial; one ounce of meat daily.

Supper. Meal, three ounces; and new milk, half-pint imperial. Bread and new milk may be substituted for the porridge and milk.

FOR CLASS G.—(Seventh rate.)

Not less than eight ounces of white leavened bread, or seven ounces of meal, and one pint imperial of new milk, daily; to be prepared in such manner, and given at such times, as the Medical Officer shall recommend.

FOR CLASS H.—(Eighth rate.)

Breakfast. Meal, three ounces; skimmed milk, three-fourths pint imperial; or tea, half-a-pint imperial; butter, half-an-ounce; bread, four ounces. (See Note.)

Dinner. Bread, six ounces daily, along with the following:—One day in week—Rice soup (without the meat with which it is prepared), one-and-a-half pints imperial; suet pudding (sweetened), two ounces. (Occasionally apples may be used in making this pudding.) Two days in week—Broth, one-and-a-half pints imperial. One day in week—Lentil or pea soup, one-and-a-half pints imperial. One day in week—White fish, eight ounces, with plain butter sauce (one-quarter of an ounce butter to each person). Two days in week—Minced meat, two ounces; with four ounces of potatoes one of the days, and two ounces of suet pudding (unsweetened) the other day.

Tea, at 4 o'clock. Tea, half-a-pint imperial; bread, three ounces; butter, half-an-ounce, four days in the week; and marmalade (or other preserve), half-an-ounce, on the remaining three days.

Supper. Skimmed milk, three-fourths pint imperial; meal, three ounces, four days in the week; and bread, four ounces (instead of porridge), the remaining three days.

Note.—To the members of class H who prefer a tea, bread and butter diet, to a porridge and milk one, it is recommended that the tea diet be allowed on the four mornings in which they partake of porridge and milk for supper, *i.e.*, three breakfasts and four suppers of porridge and milk in the week, ensuring one such diet daily. It is recommended that class H be allowed to dine earlier and to sup a little later than the ordinary inmates.

4. The meal may be either oatmeal or Indian meal, or a mixture of these two kinds. It is recommended that Indian meal be dispensed with.

5. The suet pudding shall be made with one ounce of suet to every three ounces of flour. It should be sweetened when eaten as a pudding, and unsweetened when partaken of with the meat.

6. The bread, except for class G (Seventh rate), may be of such sort as is generally used by the labouring population in the parish or parishes to which the poorhouse belongs.

7. The broth shall be made with two ounces of meat exclusive of bone, two ounces of barley, half-an-ounce of peas, one-and-a-half ounces of carrots, turnips, or other vegetables approved by the medical officer, and a due quantity of salt, for each ration of one-and a-half pints imperial; and for other quantities in the like proportions.

8. The rice soup for class D (Fourth rate) and for class H (Eighth rate) shall be so made that for each ration for an infirm inmate there shall be four ounces of meat (which shall be left in the soup or not, as the medical officer shall direct, in each case); rice, one-and-a-half ounces; vegetables, two ounces, salt and pepper, the due quantity.

9. The tea for class D (Fourth rate) and for class H (Eighth rate) shall be made with—sugar, half-an-ounce; new milk, one ounce; and tea, one-eighth of an ounce for each half-pint imperial.

10. In the *First*, *Second*, and *Third* rates, there may be substituted, not more than three times a week, for the broth at dinner, one-and-a-half pints imperial of *pea soup*, made with two ounces of whole or split peas, one-and-a-half ounces of pease-flour, one ounce of vegetables, and a due proportion of salt and pepper.

11. In the *Second*, *Third*, and *Fourth* rates, there may be substituted, not more than once a week, for the broth at dinner, three-ounces of skimmed-milk cheese; and for the broth and meat together, four-and-a-half ounces.

12. In the *Second* and *Fourth* rates, there may be substituted, not more than twice a week, for the broth at dinner, eight ounces of white fish; and in the *Third* and *Fourth* rates, twelve ounces of *white fish*, for the broth and meat together.

13. In the *First* rate, there may be substituted, not more than twice a week, for the bread and broth at dinner, one-and-a-half pounds of boiled potatoes, with three-fourths of a pint imperial of butter-milk; in the *Second* and *Fourth* rates, two pounds of boiled potatoes, with three-fourths of an imperial pint of skimmed milk; and in the *Third* rate, for the bread, broth and meat together, three pounds of boiled potatoes, with one imperial pint of skimmed milk; while in the *Fourth* rate, when a member of class D is earning beef, he, or she, may be allowed eight ounces of potatoes as a substitute for the rice soup or broth.

14. The house committee may, under the written advice of the medical officer or medical officers, and by an order entered in the minutes of their proceedings, direct the use of other articles, in other proportions than the above, whenever the scarcity of any article, the season of the year, or any circumstance affecting the sanitary condition of the inmates, shall be deemed to justify such changes; but, in any such change, there shall be no diminution of the amount of nutriment, or of the proportion of nitrogenous or azotised nutriment required by these rules, unless with the previous consent of the Local Government Board.

15. The diet for any inmate who is under medical treatment shall be such as the medical officer shall prescribe for him, and shall enter in a book, to be kept for that purpose, and to be called "The Medical Officer's Sick-Diet Book," which shall be submitted to the house committee at every ordinary meeting.

DIET OF INMATES.—Interpretation of Rule LXVII.

The Circular, issued 18th November 1869, explains that the inmates are not entitled, as a matter of right, to be served with the solid meat with which the broth or rice soup is made.

The meat used in the preparation of the broth and rice soup imparts flavour and some nutriment, in the same manner as "stock," or the water in which meat has been for some time boiled. The calculation of the amount of proteids, fat, and carbohydrates, as well as the heat-producing power (calories) of all the diets, has been made on the assumption that the meat boiled in the broth or rice soup has been removed—to be ultimately consumed by the *workers* in the poorhouse, who are entitled to four ounces of boiled meat at dinner. When the medical officer has occasion to order meat, he will probably find it more convenient to order it to be served separately, and not left in the rice soup or broth.

EXTRACTS FROM REPORT BY DRS BELL AND LITTLEJOHN, 31ST DECEMBER 1887, ON "DIETARIES OF CHILDREN IN POORHOUSES."

We are of opinion that the time has now arrived when the Board may safely dispense with the alternative use of *Indian meal*, and should insist on *oatmeal* being used in all cases, and we beg to recommend accordingly.

Where broth is ordered, a variety should be allowed in the kind of soup. We found in several of the poorhouses that a rotation of soups was in regular use, viz.:—Broth, pea, rice, and potato soups.

As to the ration of meat which we have recommended in

APPENDIX No. CLX. (A).—*Continued.*

Paper handed in by Mr R. B. Barclay. Q. 55856 (24).

classes E and F, a similar variety in the mode of cooking should be enforced.

In the course of this inquiry we were impressed with the importance (whatever the dietary employed) of the younger children being carefully watched and superintended during the time of meals.

In poorhouses of limited size, there was apparently more of a home arrangement, and the older paupers took a great interest in the children. In large establishments, on the other hand, where stricter discipline was necessary, and was maintained, there was some difficulty in insuring careful superintendence, and there was a chance of the weaker children not receiving due attention and consideration.

We take the liberty of recommending that the children at meal hours might, with advantage, be divided into groups or companies, consisting, say, of ten, and that each group should be superintended by one of the pauper inmates. If these happened not to be suitable, the nurses might discharge this duty (of short duration) without detriment to their patients.

APPENDIX No. CLX. (B).

Paper handed in by Mr R. B. Barclay. Q. 56048.

A Group of Parishes in Lanarkshire, around Lanark, which might be Combined for Poor Law Purposes. Year ended 15th May 1905.

No.	Name of Parish.	Population.	Gross Rental.	Total Expenditure.	Cost of Management (includes Election Expenses).		Salary of Inspector.	Total Ordinary Poor at 15th May 1905.	Total Ordinary Outdoor Poor at 15th May 1905.	Lunatics in Asylums.
1	Lanark	8,103	£46,570	£2,182	£392	£16	£70*	89	70	18
2	Carnwath . . .	5,837	34,933	1,628	148	9	75	70	62	13
3	Biggar	1,897	15,992	491	79	7	40	28	26	4
4	Crawford . . .	1,614	23,121	386	67	20	20	14	14	2
5	Crawfordjohn .	707	9,642	157	40	4	17	8	8	...
6	Carstairs . . .	1,893	14,770	280	38	4	25	8	6	2
7	Libberton . . .	432	6,893	106	12	...	6	6	5	...
8	Carmichael . .	1,198	11,181	112	27	16	13	5	5	...
9	Symington . .	388	6,144	250	28	4	10	3	3	5
10	Wiston	412	8,205	171	24	4	10	3	3	1
11	Dunsyre . . .	200	4,673	88	17	4	6	1	1	1
12	Walston . . .	283	2,828	35	18	4	6	1	1	...
13	Covington . . .	314	6,605	70	21	4	7	1	1	1
14	Culter	392	6,656	110	23	4	8	1	0	3
15	Wandell . . .	362	11,684	57	22	4	10	1	1	...
16	Dolphinton . .	250	2,863	39	11	4	3	...	...	1
17	Pettinain . . .	271	4,886	41	13	4	6	...	...	1
		24,553	£217,646	£6,203	£980	£112	£332	239	206	52

* and free house.

APPENDIX No. CLXI. (A).

PAPER HANDED IN BY DR W. LESLIE MACKENZIE.

Q. 56605 (65).

List of Poorhouses with Trained Sick Nursing, at 15th May 1907.

Name of Poorhouse.	Number of Trained Nurses.	Average Daily Number of Inmates.
Aberdeen,	14	677
Arbroath,	1	74
Campbeltown,	1	48
Cunninghame (combination),	6	330
Dalkeith (do.),	1	64
Dalziel,	1	55
Dumbarton (combination),	3	181
Dumfries,	1	77
Dundee, East,	13 and probationers	745
Dundee, West,	1	181
Dunfermline (combination),	2	121
Dysart (do.),	2	134
Easter Ross, (do.),	1	37
Craiglockhart,	15	706
Craigleith,	9	616
Falkirk,	1*	175
Forfar,	2	60
Eastern District, Glasgow,	25 and probationers	247
Western " "	14 and probationers	181
Stobhill,	71 nurses and probationers	1734
Barnhill,	7 and probationers	1976
Govan,	16 and probationers	1275
Greenock,	8	382
Inveresk (combination),	1	81
Inverness,	2	74
Kincardineshire (combination),	1	64
Kirkcaldy (do.),	1	87
Kyle (do.),	2	147
Leith,	5	451
Lewis (combination),	1	25
Linlithgow (do.),	2	155
Lorn (do.),	3	137
Old Monkland,	3	240
Omoa (combination),	2	166
Paisley,	9	420
Perth,	1	159
Renfrewshire (combination),	4	215
Shetland (do.),	2	44
Stirling (do.),	3	152
Upper Nithsdale (do.),	1	14
Upper Strathearn (do.),	1	41
Wigtownshire, (do.),	2	72

In all, 42 poorhouses have trained nursing; leaving 26 without trained nursing.

* Vacant at 15th May 1907.

APPENDIX No. CLXI. (B).

Paper handed in by Dr W. Leslie Mackenzie. Q. 56605 (97).

GLASGOW PARISH COUNCIL.

OBSERVATION WARDS AND MEDICAL CERTIFICATION IN LUNACY APPLICATIONS.

Report on Behalf of Local Government Board.

Local Government Board,
Edinburgh, 16*th February* 1907.

Observation Wards in Eastern District Hospital.

Sir,—The Board have now had an opportunity of considering the Report of Dr W. Leslie Mackenzie, their Medical Member, and of Dr John Macpherson, Commissioner in Lunacy, who recently inquired into certain allegations brought forward by Dr James Erskine, a Member of Glasgow Parish Council, against the manner in which the observation wards attached to Duke Street Hospital are administered. The Board are very pleased to observe that the Commissioners, after careful inquiry, have formed the opinion that the administration of these wards is excellent and that they fulfil a useful function in the Parish of Glasgow. They especially approve of the proposal to place Dr Carswell's position on a more definite basis, and to adjust his functions in relation to the outdoor medical staff of the Parish Council.

I am directed to enclose a copy of the Commissioners' Report, and to ask you to be good enough to place the same before your Parish Council. The Board cordially assent to the recommendations of the Report (which seem to them to be almost inevitable), and they trust that your Parish Council will see their way to adopt these recommendations.

A copy of the Report is being also sent to Dr Erskine.

I am, Sir, your obedient Servant,

A. Murray, *for Secretary.*

The Inspector of Poor, Glasgow.

Edinburgh, 30*th January* 1907.

Sir,—On 20th and 21st December we visited Glasgow, and held an inquiry into the administration of the observation wards attached to the Eastern District Hospital of the Parish of Glasgow. Our inquiry had reference to the administration of these wards generally, but had specially in view the charges of mal-administration made by Dr James Erskine, a member of Glasgow Parish Council.

These charges are contained in two letters, dated respec-

APPENDIX No. CLXI. (B).—*Continued.*

Paper handed in by Dr W. Leslie Mackenzie. Q. 56605 (97).

tively 29th August and 10th November last. The first of these letters was sent to both the Local Government Board and General Board of Lunacy, the second letter was sent to the Lunacy Board alone. The charges may be thus stated:—

(1.) That a patient, named Alexander Miller, certified insane by Dr W. L. Muir, one of the outdoor medical officers of the Parish of Glasgow, was sent by Dr Carswell to the observation wards notwithstanding that Miller had manifested distinct suicidal tendencies. The patient, after having been retained in the observation wards for the full period of six weeks, was sent by Dr Carswell to the asylum—an act that confirmed Dr Muir's diagnosis.

(2.) That Dr Carswell frequently receives into the observation wards patients certified insane by the outdoor medical officers of Glasgow Parish—a practice greatly resented by these officers.

(3.) That Dr Carswell improperly admitted to the observation wards a patient named Henry O'Neill, who had been apprehended by the marine police for attempting suicide. O'Neill was certified insane by Dr David Moffat, an outdoor medical officer of the Parish of Glasgow, but Dr Carswell refused to grant a second certificate of lunacy, and sent the man to the observation wards. After detention in these wards for a few days, O'Neill was discharged. He again attempted suicide and was apprehended by the police. As before, he was certified insane by Dr David Moffat, and Dr Carswell refused to certify. The man was afterwards certified insane by two medical officers of Govan Parish and removed to an asylum.

(4.) That Mrs John Scott was certified insane by two prison medical officers, and subsequently by Dr Russell, a parish medical officer. Dr Carswell did not at first grant the second certificate of lunacy, but sent the patient to the observation wards. Within forty-eight hours it was found necessary to send her to an asylum.

(5.) That Dr Carswell's wards are larger than is necessary; that he endeavours to have them always fully occupied, and for this reason is tempted to admit cases that should be placed in an asylum or in the general hospital. Recently cases of cerebro-spinal meningitis were in the observation wards.

(6.) That on several occasions lunatics that had been boarded out, but whom it was desired to place in an asylum, were placed for a short period in the observation wards. This is regarded as an abuse of these wards.

We began our inquiry by carefully inspecting the observation wards. We satisfied ourselves that every patient was suitable for the wards. The patients appear to have been selected with care and discrimination. Full details of the cases and general remarks will be found in a separate Report. It is sufficient to state here that no case in the wards suggested that the wards were being improperly used.

After finishing our inspection, we held an inquiry into the charges brought forward by Dr Erskine. The proceedings took place in the committee room of the hospital, and were attended by:—

Mr W. Cochran, Chairman of Glasgow Parish Council.
Dr M. M'Laughlin, Chairman of the District Hospitals Committee.
Mr Jas. R. Motion, Inspector of Poor of the Parish of Glasgow.
Dr J. M'Johnston, Medical Superintendent of the Eastern District Hospital.
Dr J. Carswell, Certifying Medical Officer to the Parish of Glasgow, and Medical Officer in charge of the Observation Wards.
Dr James Erskine, Member of Glasgow Parish Council.
Dr David Moffat, District Medical Officer under the Parish Council of Glasgow.
Dr W. L. Muir, District Medical Officer under the Parish Council of Glasgow.

I.—Dr Erskine's Evidence.

We began the oral inquiry by reading the charges made by Dr Erskine. Dr Erskine had been invited to bring forward in support of his charges any witnesses or evidence that he thought desirable, but he preferred not to do so, stating that he attached importance to the charges only as illustrations of what he regarded as an abuse of the observation wards. He was not specially interested in pressing home individual charges. We invited him to speak in support of his charges.

Dr Erskine dealt first with the case of Alexander Miller. He did not add materially to the statement in his letters. In his view there was no need to detain Miller six weeks in the observation wards for diagnosis. The fact that Miller was ultimately sent to the asylum proved that Dr Muir's original diagnosis was correct. Dr Erskine emphasised the fact that Dr Carswell's position gave him power to disregard the certificates of the outdoor medical staff and to place in the observation wards cases that should be sent direct to the asylum. Several members of the outdoor medical staff had complained to him that their certificates had been set aside by Dr Carswell.

He regarded the case of Henry O'Neill as an illustration of the impropriety of the position that placed so much power in Dr Carswell's hands. He was not prepared to say whether O'Neill should, or should not, have been certified insane by Dr Carswell. He was in possession of O'Neill's record as a lunatic and recognised that O'Neill had been a sort of "pest."

The case of Mrs John Scott, who, after having been detained in the observation wards for only forty-eight hours, was sent to the asylum, seemed to indicate that cases were received in the observation wards that should go direct to the asylum.

Dr Erskine then dealt with the general arrangement under which Dr Carswell acts. He stated that when a case of supposed insanity is reported to the inspector of poor, the district medical officer and Dr Carswell are requested to visit. If Dr Carswell see the case first, he may recommend removal to the observation wards, and frequently the removal is carried out before the district medical officer arrives. The district medical officers resent this. On the other hand, if the district medical officer visits the case first, and, after careful inquiry, certifies insanity, he sometimes finds that Dr Carswell, without communicating with, or consulting him, refuses to grant the second certificate and simply sends the case to the observation wards. The medical officers regard this as a slight. They say, "What is the use of our going at all,—why not let Dr Carswell do the whole thing?—as that is what really takes place." Although two certificates are required by the statute, in reality the opinion of one medical officer counts for everything, and the other certificate is of no value unless it agree with Dr Carswell's.

As regards the cases of cerebro-spinal meningitis in the observation wards, Dr Erskine was of opinion that such an occurrence would be avoided and the general administration be more satisfactory if the observation wards were wholly under the management of the medical superintendent of the hospital. He was of opinion that for these wards a special medical officer is not required, and that it would be much better if the person in charge of the wards had nothing to do with certifying cases for the wards. The wards should be at the disposal of the outdoor medical staff, and when they came across doubtful cases, then on the opinion of, say, two of them, such cases could be sent to the observation wards. A certifying physician in lunacy is unnecessary. The outdoor staff are able to cope with all the cases of insanity that arise. Having regard to the fact that the observation wards are an experiment, he submitted that the experiment was on too large a scale, and that there should not be so many beds as fifty. He had seen in the observation wards cases that were more suitable for the general hospital. He approved generally of the principle of observation wards, but was of opinion that Dr Carswell should not have such absolute discretion as at present. The outdoor staff should be encouraged to make use of the wards and to visit cases in them. They should not dictate the treatment but should keep in touch with their cases. This would tend to remove the grievance felt by the outdoor staff, and would give them confidence in the administration. Dr Carswell should invite their co-operation. No case should be removed to the observation wards until seen both by Dr Carswell and the district medical officer. He was of opinion that a large number of the cases sent to the observation wards were so trivial that they did not require to be removed from home. He did not, however, base this opinion on specific evidence. It was a general impression based on the fact that the medical officers say that more cases are now removed to the observation wards than formerly. The observation wards are costly, and the policy of the Parish Council in sending so many cases to these wards is open to criticism.

As regards the statement that the observation wards are improperly used for the reception of certified lunatics in transit from a private residence to an asylum, Dr Erskine inclined to think that the case of which he had been informed was exceptional. He did not attach importance to this matter.

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Here, Dr Erskine's evidence substantially ended. At the suggestion of Dr Carswell, however, a question was raised as to the personal relations subsisting between Mr Motion (the Inspector of Poor) and Dr Carswell. In some of his remarks, Dr Erskine had seemed to indicate that the partiality of the inspector of poor gave Dr Carswell an undue influence in disposing of his cases and sheltered him from criticism. Dr Erskine refused, however, to do more than state his opinion that such undue influence was actually exercised by Mr Motion on behalf of Dr Carswell. Mr Motion then cross-examined Dr Erskine regarding several of his statements, but did not elicit any new or material facts.

II.—Dr Carswell's Evidence.

Dr Carswell was then examined. He dealt first with the case of Alexander Miller, who had been certified by Dr Muir as a lunatic with suicidal tendencies. He stated that, after examination, he had formed the opinion that Miller was suffering from slight and progressive organic dementia, and from progressive arterial sclerosis of the cerebrum. He did not attach importance to the statement that Miller had suicidal tendencies nor did further observation bear out that view. In the observation wards Miller improved considerably, and his condition suggested that ultimately it would be possible to send him to the general hospital at Stobhill. He did not communicate with Dr Muir regarding the case, but he appreciated Dr Muir's reluctance to send the patient to the observation wards in view of his belief that suicidal traits were present. It was not a frequent practice with him to admit to the observation wards patients certified as insane by the outdoor medical officers, but it happened occasionally. Sometimes he could not conscientiously agree with the opinion of the outdoor medical officers, and as, in the circumstances, that was an inevitable occurrence, he did not see any good reason for complaint. He had tentatively received patients into the observation wards at the urgent request of relatives desirous that the patient should be kept from the asylum. In these cases it did not follow that, although he sent the patient to the observation wards, he differed from the opinion of the district medical officer. This, for example, was what influenced him in the case of Mrs Scott, to which Dr Erskine referred as having been sent to the asylum after detention of only forty-eight hours in the observation wards. He had no serious expectation that Mrs Scott would really recover, and advised the husband that his wife would be better in the asylum. On the second day of treatment in the observation ward, the patient took an impulsive attack, and he felt that further detention would involve risk. Accordingly, he had her certified and sent to the asylum.

He saw Henry O'Neill two days after O'Neill's arrest. He was informed that O'Neill had attempted to commit suicide (first) by throwing himself into the Clyde, and (second) in the police cell. He felt, however, that these statements required consideration, as it is not safe to assume that, because a patient has tried to commit suicide, he is suicidal in his tendencies. He could not agree with the certificate of lunacy granted by Dr David Moffat, because he was aware of other facts unknown to Dr Moffat. He had known O'Neill since 1902. In that year he had certified him as a lunatic prior to removal to Dumfries Asylum. The inspector of poor had then drawn his attention to a letter received from the inspector of poor of Stranraer, stating that O'Neill, by simulating insanity, had been the cause of much trouble and expense to the Parish of Stranraer. With that knowledge of O'Neill's antecedents, he felt that he would like to keep him under observation for a little while; hence his reluctance to grant the second certificate. He had always endeavoured to trace the past history of any person he was called upon to certify. He kept O'Neill four days in the observation wards; but so far as could be judged, he was quite well within twenty-four hours after arriving there. He saw O'Neill after he had been arrested on the second occasion, and found him in precisely the same stuporose condition as at first. He did not on this occasion refuse to certify O'Neill; but he informed the inspector of police of O'Neill's past history, and advised action under Section 15 of the Lunacy Act, with a view to ensuring an investigation of O'Neill's symptoms and character. Before this was done, however, it was ascertained that O'Neill had been found in Govan—not in Glasgow—Parish; and, accordingly, he was removed to Govan and certified insane by two medical officers, presumably ignorant of his antecedents. He had advised proceedings under Section 15 (which refers to dangerous lunatics) partly with a view to clearing up the position for the inspector of poor of Stranraer, and partly to fix O'Neill in the asylum more securely than was possible under Section 14, which deals with ordinary lunatics. He did not intend to take O'Neill back to the observation wards nor would he have received him there.

Dr Carswell went on to say that, while he sometimes differed from the opinions of his colleagues, it was not correct to say that he ignored these opinions. On the contrary, he considered them most carefully. It was the inspector of poor, however, who was responsible for the administrative action taken in any case. Differences of opinion must at times occur, and he was unable to suggest any means that would prevent a grievance being felt in such circumstances. He never removed a patient to the observation wards before the outdoor medical officer visited. After he had visited a patient, he communicated the fact by telephone to the parish council office. If the outdoor medical officer had not then seen the case he usually stated this. If a case occurred late in the afternoon or in the evening, he had at times suggested that the patient should be sent direct to the hospital without waiting for the other doctor.

In regard to the cases of cerebro-spinal meningitis, one of these had been certified by an outdoor medical officer as insane, and was brought to the observation wards with a view to the second certificate being obtained from him (Dr Carswell). He, however, had left the hospital before the case arrived. In his absence, Dr Garrey (the senior resident) examined the patient, but refused to certify insanity. The case was accordingly detained for observation, and the true nature of the disease discovered. The patient died within a week. His attention was called to the other case of cerebro-spinal meningitis by the police, who had found the patient on the street in a curious condition. In the police cell he was lying on the floor stuporose, but previously had been very excited. He was taken to the observation wards, where the symptoms were accurately diagnosed. He was kept till he recovered. It would have been unreasonable to expect him to send the patient away immediately after the acute symptoms had subsided. Two other cases were placed in the general wards of the hospital. They were notified to the Public Health authorities, who permitted them to remain in the hospital.

In regard to the use of the observation wards for lunatics in process of transference from one place to another, he was of opinion that this was a valuable function of the observation wards. The privilege had never been abused by the inspector of poor, and if any case had been retained in the wards for a longer period than twenty-four hours, this was purely by accident.

III.—Dr Moffat's Evidence.

After examining Dr Carswell, we thought it desirable to ask Dr Moffat, who granted a certificate of insanity in the case of Henry O'Neill, to give his views (1) as to that case, and (2) as to the practice in certifying lunatics in Glasgow Parish. Dr Moffat is one of the outdoor medical officers employed by the Parish Council of Glasgow. He is also brother of Dr James Moffat, the marine police surgeon, who first examined O'Neill after arrest. He stated that he was first called to visit O'Neill on behalf of Dr Carswell, who was then out of town. He found O'Neill excited and suffering from the delusion that people were trying to poison him. He formed the opinion that O'Neill was of unsound mind, with suicidal tendencies. He had no knowledge of O'Neill's previous history. He granted a certificate of insanity and an emergency certificate; but, on informing the parish officials of what he had done, was informed that, in the absence of Dr Carswell, they could act only on a certificate applicable to the observation wards. He resented the action of the Parish Council officials, being of opinion that, unless they had been prepared to act on his advice, they ought not to have asked him to visit the case. He had once before had a similar experience. The outdoor medical officers feel that they have a grievance when their certificates are superseded by Dr Carswell. When O'Neill came a second time into the hands of the police, he was asked to see him on behalf of his brother (the marine police surgeon), for whom he was then acting. O'Neill was more excited on the second occasion, otherwise the symptoms were as before. He did not think that O'Neill was under the influence of drink. He had then the impression that only four or five hours had elapsed since O'Neill's discharge from the observation

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wards. (At this stage, it was ascertained by examination of the hospital registers that O'Neill had been discharged from the wards two days previously.) O'Neill's case was afterwards reported to the inspector of Govan and certified by two of the Govan medical officers.

Dr Moffat was of opinion that too much value was placed on Dr Carswell's opinion as compared with that of the outdoor medical staff. He did not think it right that he should be asked to advise regarding a case and then have his advice disregarded. He did not blame Dr Carswell personally for this. It was the system that he objected to. He was not prepared to condemn the system under which Dr Carswell acted as certifying medical officer, but would prefer the old arrangement, on the ground that it would remove the implication of superiority that at present attached to Dr Carswell's position. He did not think that the present arrangement was an advantage to the Parish of Glasgow. If Dr Carswell saw every case first, and if a second doctor were called in only when a case could not be sent to the observation wards, it would tend to remove the grievance of the outdoor staff.

IV.—Dr Muir's Evidence.

We next examined Dr W. L. Muir with special reference to the case of Alexander Miller, who, after certification as a lunatic by Dr Muir, was sent by Dr Carswell to the observation wards. Dr Muir is Secretary to the Scottish Poor Law Medical Officers' Association, and cognisant of the views entertained by the outdoor medical staff. Dr Muir sees pauper patients in a dispensary attached to the Eastern District Hospital and in proximity to the observation wards.

Dr Muir described the application made on behalf of Alexander Miller. He formed the opinion that Miller was insane and should not be admitted to the observation wards for the following reasons:—He was taciturn, would not answer questions, and had a vacant look. There was no suggestion that Miller had been drinking recently, but Dr Muir formed the impression that he had been a drunkard —a theory confirmed by Miller's son and daughter. He had not been drinking for several weeks but had got into a stupid melancholic condition, and two days previously had attempted to commit suicide (first) with a razor and (second) by hanging. These facts induced Dr Muir to grant a certificate of insanity. In going to the telephone that he might communicate with the Parish Council Office, he met the two resident medical officers of the hospital (Drs Garrey and Weston) and asked them to look at Miller. They examined Miller, and stated that, in their opinion, he was insane. In view of the instruction by the Local Government Board against the admission to the observation wards of cases with suicidal tendencies, both of the resident medical officers were of opinion that Miller could not be received into the hospital. Dr Muir then telephoned these particulars to the Parish Council Office. Next day, on looking at the hospital register, he was greatly annoyed to find that Miller had been sent to the observation wards. Just then he met Dr Erskine, who was paying an official visit to the hospital, and informed him of the case. Dr Erskine visited Miller in the wards. Later, Dr Muir learned that Miller, after having been detained for six weeks in the observation wards, was sent to the asylum.

He was of opinion that only cases in which there was no distinct evidence of insanity, or cases in which the symptoms indicated the possibility of cure within a few weeks, were suitable for observation wards. On previous occasions his certificate had been set aside by Dr Carswell, but he had avoided obtaining information in these cases. In the present case, the knowledge that Dr Carswell had disregarded his certificate was, in a sense, thrust upon him, and having fortified himself by the opinion of other doctors, he was displeased at Dr Carswell's action. This was the first occasion on which he had felt himself so slighted as to lose his temper at Dr Carswell. He had spoken strongly to Dr Carswell on the subject. All the district medical officers with whom he was acquainted resented Dr Carswell's having power to set aside their certificates. If Dr Carswell were more careful of the feelings of the outdoor staff, their resentment might be lessened. If Dr Carswell had discussed Miller's case with him before sending Miller to the observation wards, he would not have felt so aggrieved. Dr Carswell manifested a lack of courtesy in not discussing the case. Also, the medical officers felt it to be a grievance that frequently when they visited the case, as requested by the inspector of poor, they found that Dr Carswell had been before them and that the patient had been removed to the observation wards. He was averse to patients being removed on Dr Carswell's certificate alone. He thought that every case should be seen by two medical men, and that Dr Carswell should not have power to deal with cases on his own responsibility. He believed that observation wards were necessary, but he was not sure that the system of dealing with applications on behalf of lunatics was what it should be. Unless violent and very noisy, a lunatic ought not to be removed until seen by two medical officers. In that contingency he might be removed on the certificate of the first medical officer who saw him. If a patient were removed before the arrival of the second medical officer an explanation should be given. He had no objection in principle to the post of certifying medical officer, provided that that official conducted his work with regard to the feelings of his colleagues. He disliked the system under which the order to visit a case of supposed lunacy was transmitted to the medical officers. At present the order was conveyed by the messenger who called at the office on behalf of the patient. It would be better if the order were transmitted by an official. It would probably be desirable that Dr Carswell should see all cases first. If an outdoor medical officer disagreed with him Dr Carswell could send the case either to the observation wards or to the asylum on an emergency certificate.

V.—Dr M'Laughlin's Evidence.

We then requested Dr M'Laughlin, Convener of the District Hospitals Committee, to state what he knew regarding the cases cited by Dr Erskine, and to give his views on the general administration of the observation wards. Dr M'Laughlin regularly visits the wards and inspects the cases. He is of opinion that the observation wards confer a great boon on the community. They save many people from the degradation of being sent to the asylum as certified lunatics. More than 50 per cent. of the cases sent to the observation wards are cured, and if the wards did not exist it would be necessary to send those cases to the asylum. He did not originally approve of the present system of administering the observation wards, and had proposed that Dr Carswell should be only visiting physician, without any administrative functions — the medical superintendent of the hospital being given the general control of the wards. His views were not carried, however, and he had acquiesced in the existing situation. That there had been no friction was to be credited to the conduct of the individual officers rather than to the soundness of the system; with a different staff there would probably be friction. The patients are well looked after and the staff is adequate. He would confidently send to the observation wards any case of mental disease except one of very acute mania. All cases in which there is a doubt as to the mental condition should be sent to the wards for diagnosis. Dr Carswell could always get sufficient nurses from the general wards of the hospital to look after cases of exceptional difficulty. He was satisfied that Dr Carswell used his discretion wisely and did not place, or retain, unsuitable cases in the wards. It was impossible that there should not at times be differences of opinion as to the cases received, but a short period of observation enabled Dr Carswell to ascertain the proper course to take in any doubtful case. He was satisfied that no case was admitted that he would not himself receive, if in charge of the wards. In view of the growing requirements of the parish, he did not think that the observation wards were too large, and it was desirable always to have some reserve space for an emergency. He was prepared to recommend the admission of students to the wards, and also the employment of a clinical clerk to write up a record of the cases. He thought that when two medical officers could not agree as to the certification of a lunatic, the medical officer who paid the second visit should communicate with his colleague. If, after discussion, agreement was impossible, the case should go to the observation wards for careful diagnosis. He was satisfied that the office of certifying physician, held by Dr Carswell, was in the public interest. Dr Erskine's complaints had been carefully considered by the house committee who, however, were satisfied that there was no good ground for thinking that the observation wards were improperly administered.

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VI.—Questions put by Dr Erskine.

We now permitted Dr Erskine to put to us questions relating to the evidence given by Dr Carswell. We conveyed those questions to Dr Carswell, as we did not think it expedient that witnesses should put questions direct to each other. The questions elicited the fact that Dr Carswell refrained from sending Alexander Miller to Stobhill Hospital because Dr Erskine had been raising difficulties in regard to the case. In these circumstances he thought it better to send Miller to the asylum. In the case of O'Neill, Dr Erskine pointed out that it would have been better if Dr Carswell had communicated the information in his possession to Dr David Moffat and to the Govan medical officers. Dr Carswell replied that he did not know till a week after he had dealt with the case that it had been referred to Govan. Dr Erskine then remarked that this tended to show that there was a lack of co-operation between the medical officers and the inspector's staff.

VII.—Evidence by Mr Motion.

We next asked Mr Motion, the inspector of poor of the Parish of Glasgow, to lead evidence relative to the inquiry. Mr Motion lodged copies of the rules affecting the outdoor medical staff, the assistant inspectors of poor, and Dr Carswell in his dual capacity of certifying medical officer and medical officer to the observation wards.

The certifying medical officership was instituted so far back as 1888, the sub-committee of the Parish Council having recorded their view that "this was a favourable 'opportunity to inaugurate a system whereby the whole of 'the alleged cases of lunacy may be visited and inquired 'into by one medical officer." Those members of the inspector's staff who received applications on behalf of supposed lunatics took care to satisfy themselves that the messengers to whom the papers in an application for lunacy were entrusted were reliable persons likely to deliver their message to the medical officers. He had received no complaints on this score. Between 1st January and 17th December 1906, there were admitted to the observation wards 24 cases in which Dr Carswell had not accepted the certificate of insanity signed by the district medical officers. Of these, 11 were discharged as cured, 5 were sent to the asylum, 3 were removed to the parish of settlement, 2 died, 2 were removed to Stobhill, 1 was still in the observation wards. Between 1st January and 17th December 1906, 702 cases were reported to the inspector of poor as suffering from mental symptoms. Of these, 130 were sent to the asylum after certification by Dr Carswell and the district medical officers.

In practice, it had been found necessary to place one man in the position of certifying medical officer, and to make him responsible for the proper and safe disposal of every case. Formerly, the inspector of poor had to decide what was to be done with cases in which the medical officers were reluctant to express a decisive opinion. This placed the inspector in a very difficult position from which the present arrangement relieved him.

Formerly, the medical officers received fees for certifying cases of insanity. In 1878, the fees were commuted for a fixed payment. Fees are still paid to the medical officers when they certify cases belonging to other parishes, but these fees have been rendered a negligible quantity by the Poor Law Act of 1898, which makes it easier to acquire a settlement in Glasgow. As Dr Carswell certifies all the cases chargeable to other parishes, he naturally receives more fees than the rest of the staff. In one year he received £19, 19s. As a rule, lunatics chargeable to other parishes are sent to their own asylum on one certificate, which usually is granted by Dr Carswell.

The lateness of the hour at which application is sometimes received on behalf of cases of lunacy would make it very difficult for Dr Carswell to confer with his medical colleagues on every occasion on which he chanced to differ from them.

As regards the reception into the observation wards of a lunatic who had previously been boarded out, the case in question was retained for nearly a day, simply because the female attendant who had to convey the lunatic to her destination was engaged that forenoon in Lanark, and could not remove the lunatic from Glasgow until the afternoon. Such cases were never kept in the observation wards for more than one night. Dr Carswell is not responsible for the detention of such cases in his wards, though he takes care that they are properly attended to. The responsibility for sending such cases to the wards rests on the inspector of poor.

In the case of Henry O'Neill it is probable that the certificate given by Dr David Moffat, in the absence of Dr Carswell, would have been acted on, if it had not been for the facts of O'Neill's history in the possession of the clerical staff. They wished, if possible, to avoid burdening the parish of O'Neill's settlement with the cost of maintaining in the asylum a man suspected of being simply a malingerer.

He did not attach importance to the suggestion that there was friction between Dr Carswell and the outdoor medical staff. At least half of the outdoor staff were only too pleased to have Dr Carswell's advice and assistance. He was averse to the suggestion that the clerical staff should inform the outdoor medical officers when a case that one of them had certified for the asylum had been removed to the observation wards. This would tend to provoke hostility and discussion, and he would prefer that the district medical officer should be left in ignorance. He was averse to the proposal that the clerical staff should personally inform the district medical officers when a case of supposed lunacy was reported at the Parish Council Office.

The observation wards were doing good work, and were in the interest of the Parish of Glasgow. Dr Carswell had not received the credit that his work merited. The mental wards cost a good deal more than the other wards at the the Eastern District Hospital, the average cost per week working out at about 25s. in the mental wards, as against 15s. 6d. in the ordinary wards.

VIII.—Evidence by Dr Johnston.

Finally, we examined Dr Johnston, Medical Superintendent of the Eastern District Hospital, as to the general administration of the hospital of which the observation wards form part. He expressed his approval of the manner in which the work of these wards was performed by Dr Carswell and endorsed the statements made by Dr M'Laughlin. He was of opinion that a clinical record should be kept of the cases sent to the observation wards. The relations between himself and Dr Carswell had always been harmonious. Dr Carswell required a big staff at times, and this taxed the resources of the hospital; but, from his experience in the city poorhouse of the requirements of mental cases, he sympathised with Dr Carswell's needs. The large staff naturally increased the cost of administration. The staff was interchangeable between the mental and the ordinary wards of the poorhouse.

Dr Carswell confirmed Dr Johnston's statement as to the satisfactory relations that existed among the medical staff of the hospital. He emphasised the need for a clinical clerk in the observation wards.

CONCLUSIONS.

From a perusal of the evidence, it will be seen that the inferences which Dr Erskine seeks to draw from the cases that he has cited, are not borne out when all the facts of these cases are known and taken into account. The facts narrated by Dr Erskine are substantially correct, as far as they go, but there are further facts (in most instances unknown to Dr Erskine), which materially alter the aspect of the complaints. Of course we realise (and Dr Erskine emphasised this point during the inquiry) that Dr Erskine does not regard the cases cited by him as specific charges against Dr Carswell, but rather as illustrations of what he considers to be an imperfect system of administration. If, however, it is shown that the cases cited do not admit of the interpretation that Dr Erskine seeks to place upon them, it will be evident that Dr Erskine's general charges against the administration of the wards are not well founded.

To illustrate this, we shall deal consecutively with the cases in question :—

(1).—*Alexander Miller.*

This person was certified by Dr Muir as insane. Dr Carswell refused to grant a second certificate of insanity, but sent Miller to the observation wards. After expiry of the maximum period of detention in the observation wards, Miller was certified insane by Dr Carswell, and sent to the asylum. As the patient had suicidal tendencies Dr Erskine was of opinion that he should not have been sent to the observation wards; and, as Dr Carswell ultimately accepted in effect Dr Muir's diagnosis, Dr Erskine claimed that Dr Carswell had acted wrongly in taking the case into the observation wards.

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We are unable to assent to that view. Granting, which seems in keeping with the facts and with a Report on the case that we have obtained from Dr Marr of Woodilee Asylum, that Dr Muir's original diagnosis of the case was reasonably accurate, we are unable to say that Dr Carswell acted improperly or that he abused his position as medical officer in charge of the observation wards in sending the patient there for the prescribed period. To Dr Carswell's mind the case presented some elements of doubt. The evidence of suicidal intent did not impress him as being of the clearest, and it is noteworthy that since Miller went to the asylum he has shown no symptom of these tendencies. If there had been no observation wards, or if the observation wards had not been under his charge, it is probable that the element of danger in these supposed suicidal tendencies would have constrained Dr Carswell to grant a certificate of lunacy at once. But, in the circumstances, as he was willing, personally, to assume responsibility for the case, notwithstanding the risk, he is not to be blamed for using the wards in order to verify his diagnosis. That is a legitimate function of the wards. The patient was not violent, nor in such a condition as to suggest that the other inmates of the wards might suffer from his proximity. Accordingly, all that can be said is that Dr Muir's certificate, which was ultimately endorsed by Dr Carswell, bears testimony to the care with which Dr Muir formed his opinion. It is not to be assumed, however, that because Dr Carswell certified the case for the observation wards, he was of opinion that Miller could not be certified as a lunatic. The logical deduction from Dr Carswell's action is that he wished to strengthen his diagnosis and thought that there was a possibility of cure within a short period. And it is no reflection on Dr Carswell's professional skill that he was unable certainly to predict that the patient's cure was impossible within a period of six weeks.

Dissatisfaction of the District Medical Officers when Dr Carswell Refuses to Grant a Certificate of Lunacy.

It is admitted that Dr Carswell at times has taken into the observation wards cases that have been certified for the asylums by the outdoor medical officers. This natural grievance of the outdoor medical staff is, in our opinion, to a large extent inseparable from Dr Carswell's position of Certifying Medical Officer to the Parish Council.

So long ago as 1888, the Barony Parochial Board recognised the necessity for a definite and coherent policy of dealing with lunacy, and of having in their service a medical man experienced in lunacy whom they could make responsible for such a policy. This, as Mr Motion states in his evidence, relieved the Inspector of Poor of much anxiety and trouble in connection with cases of lunacy. The need for a specialised form of hospital ward capable of dealing with mental cases arose directly out of this appointment. When a case could not be certified for lack of sufficient information, it was necessary to detain and observe such case until accurate diagnosis became possible. Without an observation ward, it is evident that medical men will incline to protect themselves and to avoid the risk of accident by sending all doubtful cases to the asylum. In practice, the observation wards have been of great use to the medical staff of Glasgow Parish Council and to the community generally. Under Dr Carswell's guidance, and with the approval of the Lunacy and Local Government Boards, the idea of these wards has broadened on the lines of a curative institution for cases of mental disease in which the symptoms are not violent, and cure seems probable within a short period. It seems to us, however, that the wider idea has not yet been wholly grasped by the outdoor medical staff, and that a certain amount of dissatisfaction is based on this misconception. As all the medical officers whom we examined admit, it is quite impossible to expect that two medical men will always coincide in their diagnosis of a case of alleged lunacy. While one man is certain that lunacy is present and likely to continue for a considerable period, if it is not indeed incurable, another may take a more hopeful view. And the medical man accustomed to observe and to treat such cases in an hospital ward, is undoubtedly better qualified to judge accurately than the man who sees them only in their ordinary environment—suffering, it may be, from physical disease. If the matter be dispassionately considered, the outdoor medical officer, with whom Dr Carswell disagrees when he sends to the observation wards a case that the former has certified for the asylum, has little or no cause to feel aggrieved. What Dr Carswell really does is merely to suspend judgment for six weeks. At the end of that time either he confirms the diagnosis of the outdoor medical officer, or the patient, by recovering, justifies the delay. It ought to be clearly understood by the outdoor medical staff that the certifying medical officer has no absolute discretion in dealing with cases of alleged lunacy. He is empowered merely to suspend judgment for a period of six weeks (extended by special application to the Local Government Board, in very clear but exceptional cases), and, if he did not avail himself of the facilities afforded by the observation wards for testing any case in which there was reasonably an element of doubt, he would stultify the function and use of these wards. We quite recognise, however, that, as in the case of Alexander Miller, there are times when the outdoor medical officer will feel hurt that his judgment is not unquestioningly accepted. However unreasonable this feeling, we recognise that it exists, and that it tends to have a bad effect on the relations between Dr Carswell and the members of the outdoor medical staff of the Parish Council.

While we are of opinion that Dr Carswell has not in any way abused his discretion as certifying medical officer, nor arbitrarily set aside the judgment of his colleagues on the medical staff of the Parish Council, we favour an alteration in the procedure that would permit of consultation between Dr Carswell and the district medical officer in any case in which Dr Carswell was averse to signing the second medical certificate. While reserving Dr Carswell's discretion, we incline to think that hostile criticism would be disarmed if the relations existing between Dr Carswell and his colleagues were of a less formal nature. The medical officers should be encouraged not only to send cases to the observation wards, but also to visit the wards and ascertain for themselves whether the patient's symptoms tended to confirm or to alter their original diagnosis. When possible, Dr Carswell, if constrained to take a different view from one of his colleagues, should inform that colleague, indicating the reasons for dissent, and invite him to discuss the case and to put forward any points that may have been overlooked. Notes from the clinical record of the case together with intimation of the course ultimately followed, should also be sent to the district medical officer. We are convinced that adherence to these few recommendations would, in a short time, bring about a satisfactory understanding between Dr Carswell and his colleagues, and promote the efficiency of the observation wards.

(2).—*Henry O'Neill.*

We are of opinion that Dr Carswell has amply justified his action in this case. Being in possession of O'Neill's record, and having had occasion to deal with O'Neill previously, he was not convinced that O'Neill's insanity was real. O'Neill had acquired the character of a malingerer, and there seemed to be reason for doubting the sincerity of his attempt to commit suicide. It is to be noted that, apparently, this also was the view of Dr James Moffat, the police surgeon, who recommended that O'Neill should be placed in the observation wards. On behalf of the Parish Council, Dr David Moffat (a district medical officer) certified the case for the asylum. Dr Carswell, however, refused to accept that view, and certified the case for observation. O'Neill when placed in the observation wards appeared to justify Dr Carswell's diagnosis by recovering rapidly. He was liberated after four days' detention in the wards. Two days later he again attempted or pretended to attempt suicide. Being arrested as before by the police, he was again certified for the asylum by Dr David Moffat, acting for his brother, the marine police surgeon. Dr Moffat was not aware of O'Neill's past record, but dealt with the case on the basis of the facts known to him. The Parish Council officials, in accordance with their practice, referred the case to Dr Carswell, who did not definitely refuse to certify (as is suggested by Dr Erskine), but advised that proceedings should be taken against O'Neill, as a dangerous lunatic, under section 15 of the Lunacy Act of 1862. His intention was to elicit all the facts of the case, and, if necessary, to have O'Neill confined to the asylum more stringently than was possible by the ordinary procedure. Dr Carswell by this time had arrived at the conclusion that the case was not one that could be benefited by treatment in the observation wards, and he did not regard himself as dissenting from Dr Moffat's opinion. Essentially his position was that the case contained many elements of doubt that required to be cleared up. Dr Carswell's recommendation was not acted upon, however, as the police discovered that O'Neill had been found in Govan Parish, and that Govan, and not Glasgow,

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was liable. Intimation was accordingly sent to the Inspector of Poor of Govan, who at once asked two of the district medical officers to examine O'Neill. These officers, being unacquainted with O'Neill's past record, gave full value to his apparent symptoms, and certified him as insane. He was at once removed to Hawkhead Asylum, and is now in Crichton Institution.

In our opinion, Dr Carswell's procedure in this case was justified by his knowledge of O'Neill's character. The early and unlooked for transference of liability to Govan prevented the case from being exhausted on the lines of Dr Carswell's recommendation. It appears to us, however, that it would have been consistent with good administration on the part of Dr Carswell if he had taken Dr David Moffat into his confidence and acquainted him with the facts in his possession as to O'Neill's character and history. This would probably have prevented Dr Moffat from having the feeling of annoyance to which he confessed in his evidence. It would also have been consistent with the suggestions that we have already made.

(3).—*Mrs Scott.*

Dr Carswell has always maintained (and, we think, with good reason) that one of the functions of the observation wards is to save, as far as possible, the feelings of persons averse to having near relations placed in an asylum, when this can be avoided by a short period of treatment elsewhere. In the case of Mrs Scott, Dr Carswell states that he entirely acquiesced in the certificate of lunacy granted by Dr Russell, and that it was only out of deference to the earnest request of the husband that he consented to give the case a trial in the observation wards. But before Mrs Scott had been forty-eight hours in the wards, an attack of violent mania made it evident that she could not be retained, and, accordingly, she was sent to the asylum. In these circumstances, it is impossible to cast any reflection on Dr Carswell's action, which was inspired by praiseworthy motives, and which he reversed whenever he found that further detention of the case was no longer safe. But while exonerating Dr Carswell from any blame, we are of opinion that, in this case also, it would have been better if Dr Carswell had informed Dr Russell of his reasons for placing the patient in the observation wards.

Unsuitable Cases in Wards.

We are unable to find any proof of the charge that Dr Carswell, with a view to keeping the observation wards as full as possible, habitually places in them cases that should rather be placed in the general hospital. It is perfectly true, as in the cases of cerebro-spinal meningitis referred to, that cases, whose disease is ultimately found to have a physical, rather than a mental, basis, are sometimes admitted to the mental block. When the mental symptoms subside, it may be proper to remove such cases to the general hospital, but the essential point is that, when the case is admitted to the observation wards, decided mental symptoms are present. It is, however, unnecessary to emphasise this, as no cases are brought under Dr Carswell's notice unless there are such symptoms. In the specified cases of cerebro-spinal meningitis the mental symptoms were admittedly very marked. It may be pointed out, however, that in the memorandum as to the cases suitable for treatment in an observation ward—issued by the Local Government Board on 18th June last—the following class is specified: "Where 'the mental symptoms are a sequel or accompaniment of 'diseases that in ordinary circumstances terminate within 'a given time." This definition seems to cover such cases as those in question. It has also to be kept in view that the observation wards are not necessarily for patients whose mental symptoms point to lunacy. There are various forms of mental disease, that, although distressing and requiring skilled care and supervision, do not require to be certified, and, in a general hospital, which has not usually a staff experienced in mental diseases, there is a danger that such cases may not receive the skilled attention that is necessary. Treatment in the observation wards obviates this criticism, and is, we are convinced, attended by the best results.

Reception of Certified Lunatics in Observation Wards.

Dr Erskine practically abandoned his suggestion that the wards were being improperly used for the reception of cases on their way from institutions or private dwellings in which they had been boarded to the asylum or to another guardian. On this point, the evidence of the Inspector of Poor was clear and emphatic. The observation wards had been at times used by him for the temporary accommodation of lunatics in the circumstances stated; but Dr Carswell had no part in this further than to see that the patients received proper attention during their stay in the wards. The observation wards were used because at times some place in which the lunatics could be temporarily lodged was necessary, and the wards were the most suitable place. Mr Motion was not aware of any case being retained in the wards longer than twenty-four hours. We consider Mr Motion's explanation to be quite satisfactory.

From the foregoing, it will be seen that we are of opinion that none of the facts narrated by Dr Erskine bear out the charge of improper administration. At the same time, we feel obliged to state in justice to Dr Erskine that we consider that these facts, as they appeared to him, afforded some ground for his conclusions. We were pleased to observe during the course of the inquiry that there was no evidence of a desire on his part to exaggerate or to misrepresent the facts with a view to strengthening his case; and we incline to think that the inquiry, which in great part has originated from a misconception of the work and functions of the observation wards, would probably have been unnecessary had there been a better personal understanding between Dr Carswell and the district medical officers.

Our opinion is that the observation wards are well-administered and fulfil a most useful function in the Parish of Glasgow.

At the same time, the inquiry has shown that, in one or two respects, there is room for improvement. It is not desirable that the outdoor medical staff should constantly feel that they have a grievance against the certifying medical officer, in respect (1) that their certificates are at times superseded by him without any explanation being afforded to them; (2) that they may be asked to visit an alleged lunatic who, before they reach his or her residence, is removed to the observation wards.

Several remedies for this state of matters were suggested, but it is difficult to find one that wholly meets the case. In Glasgow, the following system is adopted in dealing with applications on behalf of alleged lunatics:—Notice of the case is given usually by a friend or relative of the patient. This person is entrusted with the forms that have to be filled up by the medical officers and is asked to visit the district medical officer and to request him to call. Dr Carswell is instructed by telephone from the Parish Council Office to visit the case, but it is a matter of chance whether he or the district medical officer sees the case first. The messenger is under no obligation to communicate the the instruction at once, nor indeed at all.

We regard this system as capable of improvement. When the Inspector of Poor is notified of the existence of an alleged lunatic, he is responsible for the subsequent procedure. If satisfied that the application is well founded, the inspector should without delay request the certifying medical officer to visit. If, after examination, the certifying medical officer is of opinion that the case is one for the observation wards, he will at once so certify and instruct. If the condition of the patient necessitates immediate removal to the asylum, he should fill up the usual certificate of lunacy and the emergency certificate, and at once instruct removal. If, on the other hand, he is satisfied that the patient should be sent to the asylum, but that there is no special urgency, he will fill up a certificate of lunacy and so inform the Inspector of Poor, who will then request the district medical officer also to visit. When the district medical officer is unable to confirm the certificate of the certifying medical officer, the patient should be sent to the observation wards for further diagnosis. If an application is received late at night, when it is difficult or impossible to obtain the services of the medical officers, the patient may be admitted to the observation wards on the responsibility of the resident medical officer and detained until he can be examined by the certifying medical officer.

It will be observed that the effect of the suggested procedure will be to place on Dr Carswell a responsibility even greater than at present. The proposed duties are of an extremely exacting nature, and call for unremitting service. As in practice this is barely possible, and, as Dr Carswell is entitled to a reasonable vacation, we suggest that the Parish Council should make provision for the employment of a qualified substitute (or deputy) in the event of Dr Carswell being at any time unable to act on account of illness, holiday, or other cause. We are of opinion that the Parish Council should defray the cost of this substitute.

These recommendations, which we have incorporated in

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an appended draft of the Rules applicable to the certifying medical officer, would, by clearly defining the function of each officer, remove all reasonable cause of complaint.

We have further to recommend the employment of a clinical clerk in the observation wards. It would be regrettable if a record of these most interesting types of mental cases were not preserved. The keeping of such a record will entail several hours of writing each day, and the burden of the work cannot be placed on the existing medical staff, who are already fully occupied. We also think that medical students interested in mental diseases should, as far as possible, be encouraged to visit the observation wards in the company of the certifying medical officer, so that the valuable material always there may be fully utilised.

We are of opinion that, in a parish of the size and importance of Glasgow, it is desirable that there should be a medical officer specially in charge of that part of the Parish Council's duty that relates to lunatics; and it necessarily follows that the establishment of such an office gives the opinion of the occupant more weight than the opinion of the district medical officers. It is to be kept in mind that, while the district medical officer is responsible for the diagnosis of only individual cases, the certifying medical officer is responsible for the lunacy administration of the whole parish and is the special adviser of the Parish Council and of the Inspector of Poor. Mr Motion graphically stated the difficulty of the Inspector's position in the absence of such an appointment, and we fully recognise that difficulty. We are further convinced that, without a certifying medical officer, the observation wards would prove to be of comparatively slight value.

We desire to express our thanks to those members and officers of the Parish Council of Glasgow present at the inquiry for their valuable assistance. We have specially to thank the Inspector of Poor for the laboriously-compiled and exact information that he placed at our disposal. We are, Sir, your obedient Servants,

(Signed) JOHN MACPHERSON, M.D.
(„) W. LESLIE MACKENZIE, M.A., M.D.

RULES FOR THE GUIDANCE OF THE CERTIFYING MEDICAL OFFICER IN LUNACY CASES.

1. When requested by the Inspector of Poor or by one of his assistants, the certifying medical officer shall visit and inquire into any case of alleged lunacy.

2. If, after examination, the certifying medical officer is of opinion that the case is suitable for the observation wards, he shall so certify, and inform the Inspector of Poor.

3. If the condition of the patient necessitates immediate removal to a lunatic asylum, the certifying medical officer shall fill up the certificate of lunacy and the emergency certificate, and at once instruct removal.

4. If satisfied that the patient should be sent to the asylum, but that there is no special urgency, the certifying medical officer shall fill up the certificate of lunacy and inform the Inspector of Poor, who will then request the district medical officer to visit.

5. The certifying medical officer shall daily, at intervals of not longer than three hours, inform the Inspector of Poor of the several places at which he can most readily be found.

6. He will, as a rule, visit every case of alleged lunacy before it is seen by the district medical officer; but if he should have occasion to send to the observation wards a patient certified insane by a district medical officer, he shall inform the district medical officer of his reasons for so doing.

7. If an application is received late at night, when it is difficult, or impossible, to obtain the services of the certifying medical officer, the patient may be admitted to the observation wards on the responsibility of the resident medical officer, and detained there until seen by the certifying medical officer.

8. The certifying medical officer shall keep a register of all lunacy applications, giving tabulated information of the circumstances and conditions of each, and wherever possible the supposed cause of insanity. For this purpose, he shall be supplied with forms on which to note the information obtained on visitation, for subsequent transfer to the permanent register.

9. The Parish Council shall make suitable arrangements to provide a qualified person to act for the certifying medical officer in the event of his absence on account of illness, holiday, or other cause.

APPENDIX No. CLXI. (C).

Paper handed in by Dr W. Leslie Mackenzie. Q. 56605 (109).

Local Government Board,
Edinburgh, 10*th March* 1906.

ADMINISTRATIVE CONTROL OF PULMONARY PHTHISIS.

SIR,—In May 1905, the Board issued to medical officers of health a schedule of inquiry on the "Administrative Control of Pulmonary Phthisis." The purpose of the inquiry was to ascertain the present practice of local authorities. The replies, which will be found analysed and classified in the appendix to this circular, show that, in several towns and districts, the local authorities and their officers have made some organised efforts to check the spread of the disease by the distribution of information, by the disinfection of houses, by the segregation of advanced cases, by the educative control of less advanced cases, and by the special treatment of early cases. In many localities, however, no systematic efforts of any kind have been made. Generally, it may be said that in no locality have the local authority adequately developed the special organisation necessary for the full administrative control of the disease. With a view to assisting the local authorities of Scotland in developing and completing their administrative machinery, the Board now direct attention to the following points:—

I. PULMONARY PHTHISIS IS AN INFECTIOUS DISEASE.

Pulmonary phthisis (that is, tuberculosis of the lungs, or consumption) is an infectious disease within the meaning of the Public Health (Scotland) Act, 1897.

The infection is spread almost entirely by the matter coughed up and spat out by persons suffering from the disease in its active and developed form. The coughed-up matter spat out may retain its capacity to produce the disease for days, weeks, or even months. It may infect clothing, bed-clothing, floors, walls, furniture, food. From these it may be taken into the lungs, or stomach, and may originate a fresh case. Probably, however, the most virulent form of the infective bacillus is contained in the freshly coughed-up sputum of patients who are advanced in the disease. By the act of coughing, or sneezing, the virulent material is showered or sprayed to a considerable distance. Uncontrolled, such patients are a source of grave danger, directly and indirectly—directly, to those in their immediate company; indirectly, to those that subsequently occupy the same beds, or bedrooms, or living rooms, or use the same clothing.

These conclusions have been so completely established, both by observation and by experiment, that they now form a reliable groundwork for administrative practice. The cardinal fact is that the infection of pulmonary phthisis passes from one person, directly or indirectly, to some other person. Accordingly, the sections of the Public Health Act applicable to other infectious diseases are equally applicable to pulmonary phthisis, and the obligation resting on the local authority to deal with and control infectious disease extends to pulmonary phthisis.

II. DISINFECTION, &c.

Sections 46, 47, 48, and all the other provisions of the statute with regard to disinfection will be available in dealing with pulmonary phthisis, and it will be the duty of the local authority to secure that, whenever necessary, these provisions are enforced. When persons suffering from phthisis are treated in their own homes, the local authority should see that disinfection is carried out at frequent intervals. Not only the homes, but also the workshops or

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other places where consumptives have been employed should be carefully and thoroughly disinfected.

The process of disinfection should not be left to the friends or fellow-workmen. Experience has abundantly proved that when rooms, or clothing, or furniture become infected with tuberculosis, efficient disinfection can be carried out only by officers skilled in the work. This is particularly true where phthisical patients have occupied the same room for weeks or months.

It has been clearly shown that new cases of pulmonary phthsis have originated from rooms previously occupied by phthisical cases. This is now held to be one of the commonest sources of infection. Sections 51 and 53 will enable the local authority to deal with rooms and houses that have been infected in this way.

The local authority should also endeavour to see that disinfection is carried out in all places of public resort. They should arrange with the persons in charge of schools, churches, halls, theatres, markets, railway stations, etc., etc., to have those places periodically disinfected by the officers of the local authority. The disinfection of public conveyances, such as railway carriages, tramcars, omnibuses, hackney carriages, etc., should also receive attention.

The practice of spitting is a fertile cause of the spread of the disease. In advanced cases of phthisis, the amount of sputum voided by a patient in a single day is considerable. It is the duty of the local authority to ensure that such sputum is rendered harmless, or so disposed of as not to be a danger. Patients should be taught to use combustible handkerchiefs, and a pocket spittoon or sputum flask containing a disinfectant.

The provisions of section 50, which prohibit the exposure of any infected matter, and those of section 56, which prohibit infected persons exposing themselves in streets and public places without proper precautions against spreading the disease, will be of use to the local authority in enforcing the observance of measures for the protection of the public.

The local authority should also make use of their powers under section 58, and see that no person suffering from pulmonary phthisis, or living in a house infected with that disease, shall milk any animal, or pick fruit, or engage in any occupation connected with food, or carry on any trade or business in such a manner as to be likely to spread the disease. The powers of this section are of primary importance.

III. Isolation and Treatment.

The provisions of the Public Health Act as to removal of cases of infectious disease to hospital (section 54) and as to the provision of hospitals and houses of reception (section 66) are available for dealing with cases of pulmonary phthisis as with cases of other infectious diseases. These provisions are comprehensive and elastic, and can be adapted in practice to any type of case—incipient cases, where the danger of infection to others though, for the time, at a minimum, may suddenly become serious; intermediate cases, where the patients, still able to work, may, if uncontrolled, become dangerous; and advanced cases, where the patients, frequently unable to attend to themselves, may be a source of grave danger.

Hospitals for pulmonary phthisis may be classified as follows:—

A.—Curative Hospitals (Sanatoria) for Early Cases.

Here the object is, by generous and selected food, by life in the open air, and by other forms of recuperative treatment, to develop the resistance of the body to tuberculosis, to produce a cure of the affected lungs, and to restore the patient to normal efficiency. To achieve these objects it is necessary to have the patient closely supervised and carefully nursed. The conditions of sanatorium life are in many respects the reverse of those in the homes whence the patients come. The patients themselves require courage and perseverance. This treatment has been more successful than any other hitherto attempted. It is now being supplemented in some sanatoria by other forms of special treatment. The progress of the patient towards increased constitutional resistance can be tested from day to day and week to week by methods of extreme delicacy. Continuous and stringent medical supervision is essential.

It is obvious that, to produce satisfactory results, such highly specialised hospitals must be in the hands of specialists experienced and skilled in the methods of scientific diagnosis and treatment. Otherwise, patients and their friends will be disappointed. Accordingly, an individual local authority, instead of attempting by themselves to provide the trained medical skill and scientific laboratories necessary for effective management, should either utilise existing sanatoria or combine with other authorities for a properly-equipped sanatorium. It should be part of the duty of the local authority or Phthisis Committee to discover and to keep in touch with all available sanatoria, either in the immediate locality or at a distance.

It may be added that in structure sanatoria may be of the simplest and cheapest form. Wood and iron sanatoria have been provided at Woodilee and Gartloch Asylums at, approximately, £90 per bed. Open-air shelters can be provided at from £6 to £8 per bed, or even less.

A list of sanatoria in Scotland is given in the Appendix.

B.—All-Day Hospitals.

In some sanatoria, patients attend all day for treatment and return home at night. This method has been found very satisfactory where the patient's home is reasonably suitable. The resources of hospital treatment can thus be made available without any serious increase of ward accommodation. Extra shelters are alone necessary. The patients are not only educated in open-air methods—they are definitely treated with a view to complete cure. Doubtless, as the curative methods are further improved, day-attendance at hospitals will grow in favour. The patients have the advantage of being nursed and medically supervised through the greater part of the day. At the Royal Victoria Hospital, Edinburgh, a number of patients have been treated as all-day patients, with very satisfactory results.

C.—All-Night Hospitals.

Frequently the patient's home is unsuitable for living in overnight. But his work may be in the open air and in every respect compatible with the treatment of the disease. In such cases, arrangements might be made for his going to work during the day and sleeping in the hospital at night. He would thus be kept under continuous medical supervision and at the same time enabled to follow his occupation without danger to others. This arrangement could be made at a sanatorium or other hospital or colony.

D.—Convalescent Colonies and Homes—Work Colonies.

It has been found that patients, after treatment in a sanatorium, are apt to relapse when they return home. Accordingly, it is desirable to provide Convalescent Work Colonies or Homes for such cases. Such colonies or homes, if well organised, might be made almost, if not entirely, self-supporting. The patients would be specially selected. They would continue the open-air treatment. They would be provided with light labour, as a preparation for their ultimate return to full work. Certain satisfactory experiments have been made in this direction.

E.—Hospital Wards for Educative Treatment and Control.

In several localities, vacant wards of the hospital for ordinary infectious diseases have been used for educative treatment of phthisical patients. The most striking example is the town of Brighton. Here patients are admitted for one month. They are placed under full sanatorium treatment for the time. They are taught to sleep with wide-open windows or in the outdoor shelters. They are taught how to disinfect and dispose of their sputum. They are provided with sputum flasks and paper handkerchiefs. They have their blood examined as a test of their condition. Meanwhile their homes, their clothing, and bed-clothing are disinfected. Their friends are instructed in the open-air methods and in the precautions necessary for safety. Their employers are communicated with and advised. At the end of the month in hospital, they return home. They are then visited periodically by officers of the medical officer's staff. They are further assisted when necessary. In the event of death, disinfection is thoroughly carried out.

In this way large numbers of cases are brought under systematic control The cost to the Local Authority of Brighton is relatively small. This system, which was first elaborated by Dr Arthur Newsholme, Medical Officer of Health, is capable of being organised, on some scale, at trifling expense, wherever there is a vacant hospital ward and an adequate medical nursing and public health service.

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F.—Hospital Wards for Isolation of Advanced Cases.

Many patients are too advanced in the disease to leave their beds. Their homes may be entirely unsuitable for safe nursing. Such cases should be isolated. For this purpose vacant wards of an infectious disease hospital may be utilised. Here palliative treatment is possible. There will be adequate medical supervision and nursing. Under very simple precautions friends and relatives may have access to the patient.

In many localities, notably in Lanarkshire, much has been done in this direction. The isolation of such dangerous cases is a primary duty of the Local Authority. By Professor Koch and many other investigators these advanced cases are regarded as the principal sources of infection.

G.—Dispensaries for Pulmonary Phthisis.

In towns and other thickly populated localities where the number of phthisical patients is large, the Local Authority will find it advisable to institute a dispensary or dispensaries. In Edinburgh, the Royal Victoria Dispensary for Tuberculosis, organised by Dr R. W. Philip, has worked successfully for eighteen years, and the suggestions here made are largely based on the experience of that dispensary. On the Continent, notably in France and Germany, dispensaries have been of immense value in the discovery of insanitary conditions, and in the organisation of nursing service.

The work of a Phthisis Dispensary would include the following:—

(*a*) Medical examination of patients—either at the dispensary or in their own homes.

(*b*) Inquiry by a medical man, or a qualified nurse, into the history of the illness, the home-conditions, the economic condition of the family, the occupation, the suitability or unsuitability of the accommodation for home treatment, &c.

(*c*) Arrangements for providing medical treatment and nursing of patients that could be treated at home without risk of infection.

(*d*) Dispensing of medicines and disinfectants.

(*e*) Arranging for periodic washing and disinfection of clothing when the conditions render this necessary.

(*f*) Selection of cases suitable for any of the forms of hospital treatment enumerated above. This is one of the most important parts of dispensary work.

(*g*) Distribution of printed information among patients and their friends.

(*h*) Arrangements for examination of sputum and other discharges, and for the examination of the blood.

(*i*) Arranging for the removal of cases to hospital.

(*j*) General medical supervision of cases not removed to hospital, and general guidance in all matters concerning tuberculosis and its control.

The Municipal or District Phthisis Dispensary ought to be the central bureau of information. It should keep a register of all sanatoria, hospitals, infirmaries, work colonies, convalescent homes, parochial hospitals, private houses, phthisis committees, and all other institutions or organisations that, either within the district or without, can be made available for the inhabitants.

It will thus be seen that every variety of case may be suitably dealt with by the Local Authority.

A paper by Dr Philip, expounding a scheme of organisation, based on the correlation of Dispensary, Sanatorium, and Infectious Disease Hospital, all under the Local Authority, is given in the Appendix.

IV. Notification of Pulmonary Phthisis.

For the effective application of the Public Health Act to pulmonary phthisis a system of notification is essential. In some localities a system of voluntary notification has been organised.

But it is open to the Local Authority, with the approval of the Board, to add pulmonary phthisis to the list of diseases notifiable under the Infectious Disease (Notification) Act, 1889. The Board will be prepared to give favourable consideration to any application for their approval, provided they are satisfied that the Local Authority are in a position and are ready to deal effectively with the cases notified to them. Notification of itself has no administrative value, and unless it is to be followed by effective measures for curative treatment of the patients and for prevention of the spread of infection, the Board will not feel justified in approving of the compulsory notification of cases of the disease.

V. Organisation and Administration.

It has been shown above that the Public Health Act applies to pulmonary phthisis; that, for a successful campaign against the disease, the Local Authority must employ the various institutions and agencies suited to the various types of patients; that sanatoria, hospitals, and dispensaries must be worked always in concert; and that a system of notification—voluntary or compulsory—is indispensable. It remains to add that an organisation so highly specialised demands the services of a special Sub-Committee of the Public Health Committee.

This Sub-Committee—the Phthisis Committee—should have charge of the dispensary, which, as indicated above, should be the administrative centre of the whole organisation for dealing with phthisis. The dispensary will normally be under the direct management of the medical officer of health, and will constitute a special department of his work.

The organisation of hospital service—sanatorium and other—would naturally be part of the duties of a Phthisis Committee; but the details will vary according to the institutions available in or for the district.

VI. Conclusion.

It should be unnecessary to remind Local Authorities that these direct measures towards the control of pulmonary phthisis must be supplemented by indirect measures—the unremitting and systematic removal of nuisances, prevention of overcrowding, enforcement of good ventilation, reconstruction of insanitary houses, improvement of insanitary areas, improvement of drainage of soil and houses, stringent supervision of meat, of cowsheds, of dairies, cleansing of streets, proper disposal of refuse, &c. Direct prevention should go hand-in-hand with general sanitation.

A copy of this circular has been sent to the Medical Officer of Health for his information.—I am, Sir, Your obedient Servant,

G. Falconar-Stewart,
Secretary.

The Clerk to the Local Authority.

APPENDIX No. I.

MEMORANDUM.

On 31st May 1905, the Board issued to all medical officers of health in Scotland a return requesting information as to the administrative control of pulmonary phthisis in their districts. The inquiry was divided into three divisions, viz.:—

I Deaths from pulmonary phthisis.
II. Notification.
III. Hospital accommodation.

The following is a summary of the information contained in the returns received by the Board from the various medical officers of health throughout Scotland:—

I.—Deaths from Pulmonary Phthisis.

1. *Are deaths from pulmonary phthisis immediately reported by the registrar to the medical officer of health?*

In five cases, reports are obtained immediately from the registrars. Several local authorities have made arrangements whereby weekly reports are received, but in the majority of cases the registrars report monthly or quarterly.

2. *Do the medical practitioners of the district systematically report such deaths to the medical officer of health?*

This is not done to any extent.

3. *State what inquiry is made as the result of the information obtained.*

In several burghs and districts inquiries are made with a view to carrying out disinfection. A few local authorities have more elaborate arrangements.

4. *Are the houses where such deaths occur disinfected by the Local Authority?*

APPENDIX No. CLXI. (C).—*Continued.*

Paper handed in by Dr W. Leslie Mackenzie. Q. 56605 (109).

About 40 per cent. of the local authorities carry out disinfection when desired by the medical attendant or relatives to do so.

5. *State*—(a) *Number of deaths reported during 1904.*
(b) *Number of inquiries made.*
(c) *Number of houses disinfected by the officers of the local authority.*
(d) *Number of articles of bedding, clothing, etc., disinfected.*

The number of deaths during 1904 were as follows:—

	Deaths.	Death-rate per 1000.
Landward districts . .	1735	1·108
Burghs	4416	1·441
Total .	6151	1·329

For purposes of comparison, tables have been prepared to show the number of deaths and death-rates per 1000 in Scotland during the period 1899 to 1904 inclusive. It appears that while there was a steady decrease in the total number of deaths during 1899 to 1902, there has been a slight increase in 1903 and 1904. The increase in 1903, however, was not sufficient, in view of the increased population, to raise the death-rate per 1000. The death-rates in 1903 and 1904 are practically the same.

	Deaths.	Death rate per 1000.
1899 . . .	6814	1·551
1900 . . .	6804	1·526
1901 . . .	6400	1·431
1902 . . .	6068	1·338
1903 . . .	6092	1·326
1904 . . .	6151	1·329

The total deaths and death-rates in the fifteen largest towns in Scotland during a similar period were as follows. The death-rates show a steady decrease.

	Deaths.	Death rate per 1000.
1899 . . .	3409	1·801
1900 . . .	3437	1·784
1901 . . .	3275	1·674
1902 . . .	3106	1·551
1903 . . .	3092	1·520
1904 . . .	3035	1·481

The mean death-rate for the whole of Scotland during 1899–1904 is 1·415 per 1000 of population. The highest death-rate—1·7 per 1000—is found in the counties of Dumfries, Kirkcudbright, and Sutherland, while the lowest death-rate—·9 per 1000—occurs in the counties of Linlithgow and Nairn.

6. *State the methods of disinfection of* (a) *rooms,* (b) *bedding, and* (c) *articles of clothing.*

The methods of disinfection are those used for other infectious diseases.

II.—NOTIFICATION.

1. *Has any system of voluntary notification been organised?*
2. *If so, state—*
(a) *How long the system has been in force.*
(b) *In what form has it been intimated to the medical practitioners of the district.*
(c) *What fee, if any, is paid for each notification certificate.*

The medical officers of health of nine districts state that systems of voluntary notification have been organised by their local authorities.

With regard to Glasgow, the medical officer of health states:—

"In response to a circular of date March 1900, weekly lists of patients attending the dispensaries of the Royal and Western Infirmaries and at certain parochial dispensaries for the first time are forwarded to me. There is no system of voluntary notification by practitioners, but in connection with the bacterial examination of sputum a certain number of cases are brought to my knowledge annually. For the last three years these have averaged 930."

3. *How many cases (exclusive of deaths) have come to the knowledge of the medical officer of health during the five years* 1900–1904 *inclusive?*

The information obtained in answer to this query was so meagre as to give no indication of the actual number of cases in existence.

4. *Are the cases systematically inquired into and supervised?*

5. *Is the inquiry conducted by a qualified medical practitioner, or by a trained nurse, or other health visitor acting under medical direction?*

6. *Are any arrangements made for periodic visits?*

7. *If so, at what intervals?*

In very few cases has any system of inquiry and supervision been adopted by local authorities.

8. *Are the houses, clothing, bedding, etc., disinfected at any time during the currency of the disease?*

When requested by the medical attendant to do so, fifteen burgh local authorities and fourteen landward local authorities have occasionally carried out disinfection.

In two burghs disinfection is carried out when the patient leaves one house and goes to another.

9. *What instructions are given as to ventilation, dangers of infection, disinfection of sputum, soiled clothing, cleansing of room, &c.?*

Twenty-four local authorities have printed leaflets which are distributed as occasion arises. The following is a specimen:—

CITY OF ABERDEEN.

PUBLIC HEALTH DEPARTMENT.

Instructions for Preventing the Spread of Consumption.

1. *Consumption is infectious.* It is spread by *germs,* which are found in the *sputum* or spit of persons suffering from consumption.

2. The *germs* may *remain alive for weeks* in the *sputum,* even when *dried.*

3. It is *chiefly through* the *sputum* that *other persons* become *infected,* either (*a*) by contact with the *moist sputum,* as in lip-contact, using eating utensils in common, or standing over or in front of the patient when coughing, or (*b*) by inhalation of the *dried sputum* in the form of dust.

4. It is believed that a person already suffering from the disease may hasten its spread in his own lungs by the inhalation of dust containing his dried sputum.

5. It is *important,* therefore, that the *sputum* and *coughed-up material* of infected persons should be *collected,* and *destroyed* or *disinfected.*

6. *Spitting* on the *floors* of rooms, workshops, tramcars, railway carriages, cabs, or on *streets* or highways, or other occupied or frequented places, *must be avoided.* The sputum will dry, and may be inhaled as dust by healthy persons.

7. For *receiving* the *sputum,* when the patient is in-doors, a *cup* or mug, containing a little water or disinfectant solution may be used; and, when out-doors, a small, bottle-shaped *pocket spittoon,* obtainable from a chemist. Such *mugs* or *spittoons* should be *cleansed* at least *once a day,* by mixing the contents with *boiling* water, or preferably with disinfectant solution, and emptying into a water-closet or slop-pail (not into a sink), and should be well rinsed with boiling water or disinfectant solution.

8. *Handkerchiefs,* if used for receiving sputum, must be carried in a *pocket containing nothing else,* and lined with glazed, waterproof material, which should be frequently sponged with disinfectant solution. The *handkerchief* should, *on no account,* be *in use for longer than one day,* otherwise the sputum on the handkerchief will next day have dried, and be detachable as dust. Handkerchiefs should be placed in disinfectant solution overnight before being washed. Rag or paper handkerchiefs may be used, and burned at the close of the day.

9. A *separate set of eating utensils*—spoons, knives, forks, cups, and tumblers—should be kept for the *sole use* of the *patient,* and should be *separately washed.* Ordinary washing does not remove all the germs from the surface of eating utensils, hence the need for a separate set.

10. As the *bed-clothing* of the patient tends to become infected, the *pillow-covers* and *sheets* should be *changed every week,* and boiled in course of washing; and the *blankets* should be *washed once a month,* after being steeped for two hours in disinfectant solution.

11. The *rooms occupied by* the *patient* should be thoroughly *cleaned every day.* To avoid raising dust, which may carry

APPENDIX. No. CLXI. (C).—*Continued.*

Paper handed in by Dr W. Leslie Mackenzie. Q. 56605 (109).

infection, the furniture should be *dusted* with a *damp cloth*, and the *floor* and *woodwork* should be *washed every week*. If carpeted, the floor, before being swept, should be sprinkled with wet tea leaves. Carpet sweepers which collect the dust in the course of sweeping are preferable to ordinary brushes. All the *dust* should be *burned*.

12. The patient should have a *separate bed*, and should also, if practicable, have a *separate bedroom*.

13. The *bedroom* should be *dry* and *airy*, and provided with a *fire-place*, and should, if possible, *face the sun*.

14. The *furnishings* of the *bedroom* should be *few* and *simple*, so as to allow of the room being thoroughly and easily cleaned. Thus, bed or window *curtains* are *not* to be *recommended*, and the *floor* should preferably be *bare, or covered with linoleum* or similar material. One or two small rugs may be used.

15. As a *constant supply* of *fresh air* is *all important* in promoting the recovery of the patient, and in preventing the infection of others, the *windows* of bedroom and sitting-room should be kept *constantly* more or less *open*, even in winter. In summer the sashes should be so drawn as to overlap completely at middle of window, leaving a large opening at top and bottom. *Sunshine* should also be allowed to *enter freely*.

16. The patient should *avoid kissing* others on the lips.

17. *Consumptive mothers* should not suckle their children, and consumptive mothers or nurses should not, in feeding infants, touch the food or the spoon, or the teat of the feeding-bottle, with their own mouths.

18. The *ordinary breath* of the patient is probably *not infectious;* but the *air expired in coughing*, being charged with droplets of sputum, is *infectious*. The patient should always hold a *handkerchief over* his *mouth in coughing*, even when no person is present.

19. The *Public Health Department* will gladly assist in *disinfecting* rooms, bedding, and clothing.

20. When the *patient ceases to occupy* any *room* or *house*, *notice* should *forthwith* be *sent* to the *Public Health Department*, so that the room or house may be *disinfected* before being occupied by others.

Disinfectant Solution may be prepared by mixing one ounce of cyllin or izal, or ten ounces of carbolic acid, with 1 gallon (or 6 quart bottlefuls) of water. Other disinfectants may be used if approved by the Medical Attendant or Medical Officer of Health.

N.B.—Poorer patients will receive a supply of disinfectant gratuitously at the City Hospital, on written recommendation by the Medical Attendant.

Matthew Hay, M.D.,
Medical Officer of Health.

10. *Are sputum flasks or combustible handkerchiefs provided by the Local Authority?*

No Local Authority appears to have provided such flasks or handkerchiefs.

11. *State what arrangements, if any, have been made for the bacteriological examination of the sputum.*

Nearly 20 per cent. of the local authorities in Scotland have already made such arrangements.

Twenty-four northern burghs and districts send their specimens to Professor Hamilton at Aberdeen University. Several burghs in Lanarkshire have the examination conducted in the County Laboratory at Hamilton. The following figures show that in Glasgow the facilities afforded for such examination are largely taken advantage of by the medical profession:—

Year.	No. of Examinations of Sputum.
1900	351
1901	565
1902	847
1903	932
1904	1010

The following forms are used in Glasgow in connection with the bacteriological examination of sputum:—

Sanitary Chambers,
Glasgow, *December* 1899.

Dear.....,—The Health Committee of the Corporation desire me to inform you that they have now made arrangements for the bacteriological examination of morbid material from suspected cases of *Diphtheria, Enteric Fever*, and *Pulmonary Tuberculosis* occurring within the city, when, in the opinion of the physician in attendance, this is considered necessary.

For the purpose of collecting the material to be examined, suitable equipment has been prepared, which will be supplied as required, and will be accompanied by a blank form of inquiry regarding certain details of clinical history which the attending physician will be asked to fill up. It is intended that the result of the examination will be intimated not later than the day following the receipt of the material to be examined; but with regard to phthisis this limit may at first be exceeded until the number of examinations requiring to be undertaken daily is known.

Requests for equipment should be addressed by the physician in attendance to the Medical Officer of Health, Sanitary Chambers, Montrose Street, who will arrange, in co-operation with him, for the collection of the material required.—Yours truly,

A. K. Chalmers, M.D.,
Medical Officer of Health.

GLASGOW PUBLIC HEALTH LABORATORY.

PULMONARY TUBERCULOSIS.—BACTERIOLOGICAL EXAMINATION OF SPUTUM.

Directions to Physician.

The sputum is to be collected in the bottle supplied by the Department. A small quantity, preferably not more than half an ounce, should be taken.

The physician will be good enough to fill in the particulars requested in the following form, and to forward the specimen without delay to the Bacteriologist, Sanitary Chambers, 23 Montrose Street.

Date, _____ 190 .

Clinical Data.

Patient's Name, _____ Age, _____ Sex, _____

Address, _____

Occupation, _____

Duration of Illness, _____

Cough, _____

Hæmoptysis, _____

Sweating, _____

Emaciation, _____

Temperature, M., _____ E., Pulse, _____
Respirations, _____

Situation and Stage of Pulmonary Lesion, { Right, _____ Left, _____

Any evidence of Tuberculosis in other parts, _____

Any association with other Cases in the Family or elsewhere, _____

Physician's Name, _____
Address, _____

Glasgow Public Health Laboratory,
Sanitary Chambers, _____

Dear Sir,—The specimen received from your patient has been subjected to bacteriological examination for the of with result.

Yours truly,

_____
Bacteriologist.

Note.—When the result does not accord with the clinical symptoms the physician is requested to send another specimen.

Cases of diphtheria should be regarded as infectious until repeated examination has proved the absence of the bacillus.

12. *Have you any data for estimating the number of persons in your district that are suffering from pulmonary phthisis?*

APPENDIX No. CLXI. (C).—*Continued.*

Paper handed in by Dr W. Leslie Mackenzie. Q. 56605 (109).

With few exceptions, the reply to this query was in the negative.

13. *State your estimate of the number so suffering at date.*

Estimates were stated in about 25 per cent. of the returns received from the medical officers of health. The figures, however, were not sufficient to enable the Board to form even an approximate estimate of the number of cases of phthisis in Scotland.

III.—Hospital Accommodation.

1. *Have the local authority provided any hospital accommodation for cases of pulmonary phthisis?*

2. *If so, how many beds are available?*

So far, little has been done by local authorities to provide such accommodation.

Lanark County.—"There exist at present about 10 'empty pavilions at the various ordinary infectious 'diseases hospitals capable of accommodating about 100 'patients."

Leith Burgh.—This Local Authority have set aside 8 to 10 beds in their infectious diseases hospital at East Pilton.

The question of providing hospital accommodation for consumptives is receiving the attention of other local authorities.

3. *What arrangements have been made for medical supervision and attendance?*

In Lanark County and Leith Burgh the usual arrangements are made at the infectious diseases hospitals.

4. *How many applications for admission to hospital have been received by the Local Authority or medical officer of health in the five years* 1900–1904 *inclusive?*

With the exception of Leith, where 42 applications were made in 1904, the information obtained in reply to this query is *nil.*

5. *How many cases have been removed to hospital during the same five years?*

In Leith, 42 cases were removed to hospital during 1904.

The County Medical Officer of Ross removed two cases to hospital in 1904. These patients were so housed that isolation in hospital "was imperatively demanded in the 'interests of the health of the inmates of the houses from 'whence they came."

With regard to Lanark County, the monthly reports of the medical officer of health show that during the seven months—June to December 1905—20 cases were admitted to hospital from the lower ward and 86 cases from the middle ward. During December 1905 two cases in the upper ward were removed to hospital.

6. *What varieties of pulmonary phthisis (incipient, advanced, etc.) do the Local Authority remove to hospital?*

Leith.—Incipient cases.

7. *State what arrangements, if any, have been made for the curative treatment of suitable cases.*

The arrangements in Leith are:—"Open-air treatment; 'old tramway cars for shelter and sleeping-places; injection 'of Koch's new tuberculin."

8. *Are cases admitted for short periods with a view to educating them in the methods of open-air treatment, disinfection of sputum, etc.?*

No Local Authority appears to have made arrangements for such treatment.

9. *Give the names of any institutions within your district that receive or treat cases of pulmonary phthisis;—*

(a) *Special hospitals, dispensaries, etc., exclusively reserved for pulmonary phthisis.*

(b) *General hospitals, dispensaries, etc., not exclusively reserved for pulmonary phthisis.*

(*a*) List of Special Hospitals, Dispensaries, etc., exclusively reserved for Pulmonary Phthisis.

Edinburgh County	Bonaly Cottage Sanatorium (5 bedrooms).
Forfar County	Sidlaw Sanatorium, Auchterhouse.
Kincardine County (Upper Deeside District)	Nordrach-on-Dee Sanatorium.
Kinross County	Ochill Hills Sanatorium, Milnathort.
Peebles County	Caverhill Sanatorium (14 bedrooms and 2 wooden chalets).
Renfrew County	Consumptive Sanatoria, Bridge of Weir.
Crieff Burgh	Ellerslie Sanatorium.
Dumfries Burgh	Small Sanatorium attached to Dumfries and Galloway Royal Infirmary.
Edinburgh Burgh	Royal Victoria Hospital for Consumption, Craigleith. Dispensary, 26 Lauriston Place. Woodburn Sanatorium.
Kingussie Burgh	Grampian Sanatorium.
Kirkintilloch Burgh	Lanfine Hospital for Incurable Consumptives.
Lanark Burgh	Bellefield Sanatorium (for Glasgow patients).
Perth Burgh	Sanatorium, Kinnoull.

(*b*) List of Hospitals, Dispensaries, etc., not exclusively reserved for Pulmonary Phthisis.

Aberdeen District	Newhills Convalescent Home. Cults Convalescent Homes.
Ellon District	Tarves Hospital.
Huntly District	Forgue Cottage Hospital.
Turriff District	Fyvie Cottage Hospital.
Caithness County	Cottage Hospital, Wick.
Dumfries County	Hope Hospital, Langholm.
Elgin County	Leanchoil Hospital at Forres
Ross County	Ross Memorial Hospital at Dingwall.
Sutherland County	Lawson Memorial Cottage Hospital at Golspie.
Aberchirder Burgh	Rose Innes Cottage Hospital.
Aberdeen Burgh	Royal Infirmary. Royal Hospital for Sick Children. Hospital for Incurables. Newhills Convalescent Home.
Aberfeldy Burgh	Cottage Hospital.
Arbroath Burgh	Dispensary at Infirmary.
Ayr Burgh	County Hospital.
Banff Burgh	Chalmers Hospital.
Brechin Burgh	Brechin Infirmary.
Broughty Ferry Burgh	Dundee Convalescent Home
Coldstream Burgh	Cottage Hospital.
Edinburgh Burgh	Royal Infirmary Sick Children's Hospital.
Elgin Burgh	Gray's Hospital.
Forfar Burgh	Forfar Infirmary.
Fort-William Burgh	Belford Hospital.
Fraserburgh Burgh	The Thomas Walker Hospital.
Govan Burgh	Elder Cottage Hospital.
Greenock Burgh	Dispensary at Infirmary (out patients).
Hawick Burgh	Cottage Hospital.
Huntly Burgh	Jubilee Cottage Hospital.
Inverness Burgh	Forbes Dispensary (out patients). Convalescent Home at Bona (admits selected cases).
Kelso Burgh	Dispensary with limited indoor accommodation. (Phthisical patients rarely admitted).

APPENDIX No. CLXI. (C).—*Continued.*

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LIST OF HOSPITALS, ETC.—*continued.*

Kirkcaldy Burgh . .	Cottage Hospital.
Kirkwall Burgh . .	Balfour Hospital.
Lanark Burgh . . .	Lockhart Dispensary. Lanark Hospital.
Montrose Burgh . .	Montrose Infirmary (out patients).
Nairn Burgh . . .	Town and County Hospital.
Paisley Burgh . . .	Infirmary.
Partick Burgh . . .	Western Dispensary Infirmary (out patients).
Perth Burgh . . .	Infirmary (out patients).
Stranraer Burgh . .	Garrick Cottage Hospital.

10. *Do the Local Authority send any cases to such institutions?*

The answer to this query was in the negative.

APPENDIX No. 2.

THE ERECTION OF MUNICIPAL DISPENSARIES, AND A COMPLETER ORGANISATION AGAINST TUBERCULOSIS.*

By R. W. PHILIP, M.A., M.D., F.R.S.E., *Senior Physician to the Royal Victoria Hospital for Consumption, Edinburgh.*

In discussions bearing on the prevention of tuberculosis, there is sometimes a tendency to give expression to proposals which are either hastily formed or more or less academic in character, and from which little can be hoped towards the practical solution of the problem.

In briefly submitting the views which follow regarding a completer organisation against pulmonary tuberculosis, may I assure the Congress that the opinions are not speculative, but are the outcome of experience gained through eighteen years, during which it has been my lot to endeavour to elaborate a plan of campaign against tuberculosis in the city of Edinburgh.

Most existing movements against tuberculosis fail in attaining all they might, because they are too partial. In many centres throughout the world anti-tuberculosis societies have been founded. The intentions of these have been good, but in practice less has been effected than is to be desired, from insufficiency in the plan of operations. Excellent as much of the work has been, there is too generally lacking the element of efficient organisation.

Through the agency of such societies there has been disseminated a large amount of serviceable information regarding the nature and prevention of the disease, and public interest in the subject has been aroused. Under the ægis of such societies, or other charitable or public bodies, provision has been made for the treatment of a certain number of cases of tuberculosis. Sanatoria have been founded in many places for the curative treatment of more hopeful cases, and hospitals or asylums have been established for the reception of patients in more advanced stages of the disease. Some communities have favoured attacking the early cases, and aimed specially at the cure, or at least the relief, of the individual; while others have attacked specially the later cases, with a view to preventive treatment.

In not a few instances the conception of founding sanatoria has bulked too largely in anti-tuberculosis movements. The public have been led to expect too much from sanatorium régime, in respect both of individual cures and of the extinction of the disease. As the results of sanatorium treatment accumulate, and as these are found less uniformly good than the hopefulness of the over-sanguine had expected, there begins to be manifested a feeling of disappointment and almost of annoyance. Already the question is being freely asked, "Are sanatoria worth while?"

It is not the purpose of the present paper to refute the view that sanatorium treatment is a failure. To anyone familiar with the facts this will appear needless. The sanatorium constitutes an important division of the work. But the problem of the extermination of tuberculosis is too vast to be solved in so simple a fashion. The outlook of the sanatorium is towards the recovery of a certain proportion of early cases. But the number of cases ultimately cured by sanatorium treatment is small in proportion to the major issue, namely, the suppression of the disease.

Tuberculosis is a disease of infectious nature, and as such must be treated on the same broad principles on which we treat other infections. While this is true, there are many difficulties of a practical nature. Although of infectious nature, tuberculosis is a peculiar disease—peculiar in respect of its mode of dissemination and the conditions of environment on which this depends, peculiar in the variety of its manifestations, and peculiar because of its commonly prolonged course. On these grounds, the plan of combating tuberculosis cannot be modelled entirely on those which have been found serviceable in the treatment of other fevers.

In view of the special conditions, more is necessary than the establishment of hospitals or sanatoria. A more complete organisation is needed. The extent of the issue demands that each city and district should have a special department of public health activity, devoted entirely to the handling of tuberculosis in all its manifestations. The responsibility for the establishment and maintenance of such a department should rest on the Local Authorities—Municipalities, Parish Councils, Boards of Guardians, and the corresponding bodies in different countries. In cities, then, the Tuberculosis Department will be municipal. It will naturally be placed under the direction of the medical officer of health. It should, however, form a *separate and well-defined department of his activity.*

Confining our attention for the present to the needs of cities, the Municipal Tuberculosis Department will have to direct attention to several widely different aspects of the question. The department should include the following divisions, which must be in close organic relationship:—†

1. A tuberculosis dispensary, with functions to be detailed presently. This I regard as the centre of municipal operations—the uniting point of all the other agencies. In larger cities several dispensaries may be advisable, distributed in several parishes or wards.

2. A sanatorium or sanatoria for selected patients, with a view to the effective arrest of the disease.

3. A hospital or asylum for patients in advanced stages of the disease, with a view chiefly to limit the dissemination of infection.

3. A colony for the after life and supervision of patients in whom the disease is sufficiently arrested to make selected open-air employment feasible and desirable—patients who would probably fall back again into disease if not under such supervision for a prolonged period. Such a colony might readily be made self-supporting.

Up to the present in Edinburgh we have attained—

1. *A Dispensary*—the Royal Victoria Dispensary for Consumption—in the heart of the city.

2. *A Sanatorium*—the Royal Victoria Hospital for Consumption—in the vicinity of the city, which receives two groups of patients: (*a*) For prolonged periods, till complete cure or definite arrest of disease is effected. (*b*) For shorter periods, in order that the patients may learn methods of treatment to be afterwards carried out at home. Some of the latter patients are resident in the hospital, while others are visitant at the hospital during the day, returning home at night.

3. The city proposes shortly to arrange a hospital for patients in advanced stages of the disease.

4. A colony is in process of development. Already a large proportion of the paid staff of the sanatorium are cured patients, who serve as gardeners, carpenters, engineers, bathmen, male attendants, and maid-servants. Such former patients receive board and a certain payment for their services, while remaining under the medical surveillance of the sanatorium.

It is more particularly of the dispensary as a centre of operations that I wish on the present occasion to speak.

The Royal Victoria Dispensary for Consumption was commenced in 1887, as the first definite step towards the organisation of a campaign against tuberculosis in Edinburgh. Its object was to afford a central institution, towards which all poor persons affected with consumption might be directed. The programme of the institution was as follows:—

1. The reception and examination of patients at the dispensary, and the keeping of a record of every patient with

* Read before the International Congress of Tuberculosis, Paris, October 1905.

† This view has been urged by me in successive papers for many years. *Vide Brit. Med. Journ.*, London, July 23, 1898. Subsequent experience up to the present has strengthened the opinion. I am gratified, if somewhat amused, to find them advanced by more than one recent writer as original and fresh.

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an account of his illness, history, surroundings, and present condition, the record being added to on each subsequent visit.

2. The bacteriological examination of expectoration and other discharges.

3. The instruction of patients how to treat themselves, and how to prevent or minimise the risk of infection to others.

4. The dispensing of necessary medicines, disinfectants, sputum bottles, and, where the patient's condition seemed to warrant it, of food stuffs and the like.

5. The visitation of patients at their own homes by a qualified medical man and a specially trained nurse, for the double purpose of treatment and of investigation into the state of the dwelling, the general conditions of life, and the risk of infection to others.

6. The selection of more likely patients for hospital treatment, either of early cases for the sanatorium or of late cases for incurable homes, and the supervision of patients, after discharge from the sanatorium when necessary.

7. The guidance, generally, of consumptives and friends of patients, and for inquiries on all questions related to consumption.

During the past eighteen years this programme has been carried out by a staff of doctors, nurses, and a Samaritan Committee of ladies. The names of 14,750 individual patients are in the dispensary books. Last year alone there were in all 17,556 attendances. As many as eighty-seven patients have attended on one day. A very large number have been closely supervised at their own homes.

In addition to the routine work of the dispensary, detailed investigations are carried out with a view to ascertain the distribution of tuberculosis in the city. These include a systematic record as to the home conditions of the patient, according to the accompanying schedule, the inquiry being carefully undertaken at the patient's home by a trained nurse, under the superintendence of one of the medical officers. There has been thus accumulated a considerable mass of valuable statistics and information regarding the incidence of the disease in the district. These are steadily added to from day to day. No difficulty whatever has been experienced in obtaining the desired information.

A recent analysis of 500 of these records has yielded important facts with reference to the disease. Thus important details have been obtained as to the frequency of the disease in children and in housewives; its recurrence in certain houses and streets; its association with varying insanitary conditions of dwellings; the extreme frequency with which one or more persons share a room, or even a bed, with a consumptive patient; the varying amount of fresh air admitted into the dwellings by day and by night; the extraordinary extent to which the household washing is done in the affected dwelling-house; the frequency with which the consumptive patient changes his house, thus multiplying the infection again and again; the frequency with which a previous family or house infection can be traced; the entire absence, in the majority of cases, of precautions with a view to disinfection, either during or after the illness; and the effect of the disease in producing physical and financial distress in a more or less wide family circle. These may serve as examples of the important results obtainable by a systematised inquiry through the medium of a well-organised dispensary.

The establishment of the Royal Victoria Dispensary was, so far as I am aware, the first attempt to deal in more systematised fashion with the great crowd of tuberculous city poor. It has been my fortune, since its foundation, to be in constant touch with every department of its operations; and it is from experience thus obtained that I venture to recommend the system in its main features as a desirable one in every large centre. I should like to have it clearly understood that such a dispensary is a much more elaborate institution than exists in relation to the out-patient departments of consumption or other hospitals. The latter, doubtless, do excellent work so far as their resources allow. Their effort is, however, primarily directed towards the treatment of the individual patient, and little attention is directed towards the wider aspect of the tuberculosis problem.

Within recent years the idea of tuberculosis dispensaries has apparently occurred independently to workers in other countries. Dispensaries resembling more or less that which I have described have been founded, especially in France and Belgium. In this connection I may be permitted to pay a special tribute to the work effected by Prof. Calmette of the Pasteur Institute, Lille, to whom is due the establishment of the Emile Roux Anti-Tuberculous Dispensary, founded in 1900. In Germany, also, there has been expressed a strong feeling, during the last year or two, in favour of the development of institutions of the dispensary type—*Wohlfahrtstellen für Lungenkranke.*

As to maintenance. Up to the present, the Royal Victoria Dispensary and, so far as I am aware, the other dispensaries which have been erected from time to time in France and elsewhere, have been maintained by voluntary effort. Experience in the foundation and development of the Royal Victoria Dispensary has led me to the conviction that the extensive ramifications of the disease demand that the central dispensary, as a base of operations, should be maintained and worked by the Local Authority; in the case of cities, by Municipalities. Each community must face the question for itself, in the interests of the public health no less than in the interests of the affected individual.

As to actual cost. This is relatively trifling. For a sum varying from £500 to £1000, according to the extent of the operations, a sufficient organisation of the kind may be maintained in a city such as Edinburgh. Having regard to the extent of operations, the outlay is small. The advantages accruing to the community are incalculable, and should thoroughly justify the discharge of public money for the purpose.

APPENDIX.

Royal Victoria Dispensary for Consumption.

SCHEDULE OF INQUIRY REGARDING DISPENSARY PATIENTS

No. in Ledger..... *Date of Report*.....

Name? Age?
Address? Married or single?
Occupation? Has patient changed occupation?
Able to work full time? Or part time?
If unable, confined to bed?
How long ill?
Situation of house (area, ground floor, 1st, etc.)?
Number and ages of inmates?
Number and description of rooms?
General aspect of house (clean, damp, dusty, smelly)?
Number of windows? Can they open?
Are they kept open (*a*) by day?
(*b*) by night?
Have they always been kept open?
Does patient sleep alone (*a*) in bed?
(*b*) in room?
How is washing of clothes done?
How long in present house?
If has moved within two years, previous addresses?
Have there been illnesses or deaths in house?
(*a*) In own time?
(*b*) In previous occupancy?
Exposed to infection (*a*) at home?
(*b*) at work?
(*c*) among friends?
Present health of other members of household?
What precautions taken to disinfect?
T. B. in sputum?
T. B. in dust of room?
General dietary? Teetotal?
General condition (well-to-do, badly off)?
Proximate income of household?
Assisted by societies, church, friends, rates?

Signed.....*Reporter.*
.....*Medical Officer.*

APPENDIX No. CLXI. (D).

Paper handed in by Dr W. Leslie Mackenzie. Q. 56605 (154A).

POOR LAW ORDER FOR THE TOWN OF WIESBADEN, AND ORDER OF PROCEDURE FOR THE POOR LAW COMMITTEE.

Section 1.—For the administration of the public relief of the poor of the town of Wiesbaden, a special Committee, designated the Committee on Poor, has been formed in accordance with Section 64 of the Towns Statute for the Province of Hesse-Nassau of 4th August 1897, Section 3 of the Executive Law of 8th March 1871, and the Relief Settlements Acts from 6th June 1870 to 12th March 1894. This Committee consists of the Chairman, the presiding Magistrate for the time being in charge of the poor, or his Deputy; a Vice-chairman, being also a member of the Magistracy; four Town Council Members (of whom one must if possible be a medical doctor), and all the District Poor Law Superintendents for the time being.

Section 2.—The Committee on Poor has the following special duties:—

1. To carry out all the current business of the Poor Law Administration, including the settlement of provision contracts within the limits of the municipal estimates, as well as the nursing and instruction contracts.
2. To prepare the yearly estimates for the Poor Law Administration.
3. To prepare for publication a detailed report on the course of Poor Law Administration in the current year.
4. To defend the local administration (*Ortsarmenverband*) in the ordinary course of law and in administrative disputes against other administrations and private persons.
5. To investigate the conditions of the poorer classes of the population and, as far as possible, the operative causes of their poverty, and to take or suggest measures for prevention or remedy.

Further, constitutional approval is reserved for the acquisition and sale of land and real estate; also for renunciations in regard to individual sums of more than twenty marks; the determination of the estimates; erection of buildings; acceptance of gifts subject to tax and testamentary legacies; instituting of proceedings regarding the titles of Poor Law property or substance thereof (*die Berechtigungen des Armenvermögens oder die Substanz desselben*).

Section 3.—For the administration of relief, the town, according to the needs for the time being, is divided by the Magistracy into a number of Poor Law districts. The officers of the Committee on Poor are the District Superintendents, and the male or female Officers of Poor. (*Armenpfleger, Armenpflegerinnen*).

For each District Superintendent a Deputy is selected from among the Officers of Poor of the particular district.

The District Superintendents, their deputies, and Officers of Poor, male and female, occupy their office as an honorary office; they are appointed by the Town Council on the motion of the Committee on Poor; they are introduced to their office by the Chairman of the Committee on Poor, and bound by a solemn obligation to discharge their duty conscientiously.

Section 4.—To every Officer of Poor is assigned, according to street and house number, a definite section of dwelling-houses; to each District Superintendent is assigned a district of at least ten such sections. Further, the necessary number of female Officers of Poor is assigned to each District Superintendent.

[For the year 1904, for an estimated population of 96,000, the actual administrative arrangements were as follows:—

1. *Committee on Poor* (Armen-Deputation).
   (*a*) Members, 18; consisting of 2 Magistrates, 4 Town Councillors, 12 District Superintendents.
   (*b*) Meetings, 26.
   (*c*) Visits (*Eingaenge*) 20,551.
   (*d*) Decisions, 3857.
   (*e*) Applications for relief, 5,532.
   Granted, 5,133.
   Refused, 399.
2. *Medical Officers of Poor*, 5.
   Visits, 8,412.
   Cases visited, 5,559.
   Consultations, 8,951.
3. *Relief Districts*, 12; each with one District Superintendent, 10 male Officers of Poor, and an average of 3 female Officers of Poor and Orphanage Service.
4. *Officers of Poor:* total, 120 male, 37 female.]

Section 5.—The District Superintendents, with their Officers of Poor, male and female, meet on fixed days and once at least every fortnight under the chairmanship of the District Superintendent. The members are summoned to extraordinary meetings by the Chairman according to necessity.

Section 6.—Applications for poor relief from the public funds are to be lodged with the Officer of Poor* in the locality or with the District Superintendent, and, if the application has been sent in error to another person or address, it is to be handed to the proper officer.

Section 7.—The Officer of Poor, as soon as a claim is made on his assistance, must, by careful personal investigation, inform himself of the applicant's conditions. If, as the result, he is convinced that the public Poor Law service must intervene, and that immediate relief is necessary, he must make, as soon as possible, a corresponding report to the District Superintendent, who must give directions for the necessary relief. In all other cases, the Officer of Poor must produce the application at the next District Meeting and state his proposals.

In pressing cases, the Chairman of the Committee on Poor is, on direct application to him, entitled to order at once the necessary relief. Of this, information must be given at the next District Meeting.

Section 8.—The District Meetings† can grant relief according to the principles laid down by the Committee on Poor.

Section 9.—At the District Meetings, half the number of members constitute a quorum.

The decisions are taken by the vote of the majority. In the event of an equality of votes, the Chairman has a casting vote. The chair is occupied by the District Superintendent or his deputy. The Chairman has the right to object to the decisions of the meeting and to bring them up for settlement at the Committee on Poor.

Section 10.—The principles according to which poor relief is given and the permissible extent of the same are set forth in a special service instruction issued by the municipal Committee on Poor with the approval of the Magistracy. This service instruction contains also the necessary directions for execution of minutes as well as for the course of business generally.

Section 11.—The Committee on Poor holds regular meetings from fortnight to fortnight. Extraordinary meetings may be fixed at any time by the Chairman.

Section 12.—At the meetings of the Committee on Poor, half the members constitute a quorum. Decisions are taken by the vote of the majority; in the case of an equality of votes, the Chairman has a casting vote.

A minute is made of the decisions come to, and is signed by the Chairman and the Clerk.

Section 13.—The Committee on Poor is required to make a summary statement of all the poor relief granted for the quarter, in order to test how far the total outlay of the particular quarter corresponds with the estimate for the whole year.

If the Committee on Poor is convinced that, according to the proportion of the outlay for the particular quarter to the estimates for the year, the latter will not be sufficient, they must at once lay the matter before the Magistracy.

Section 14.—The Committee on Poor inspects the District Meeting minutes, which are produced at every sitting, and otherwise inform themselves regularly and exactly of the decisions of the District Meetings. The Committee is entitled, either on its own motion or on the appeal of a person concerned, to abrogate and amend these decisions if

* When the term Officer of Poor is used, henceforward it includes female officers as well as male.

† "District Meeting" (*Bezirksversammlung*) here means the District Officers acting as a District Committee.

APPENDIX No. CLXI. (D).—*Continued.*

Paper handed in by Dr W. Leslie Mackenzie. Q. 56605 (154A).

they do not correspond to the ascertained conditions or to the published instructions.

At the sessions of the Committee on Poor, the District Superintendents furnish a report on the state of poverty in their districts and give any necessary explanations; they bring forward those decisions of the District Meetings whose legality and execution seem to them to require consideration; any proposals or suggestions made to them in relation to the condition of the poor, when the decision on these is not competent for the District Meeting. (Section 8.)

The Committee on Poor decides on these within the limits of the estimates.

Section 15.—A list must be prepared of the names of all the persons receiving relief, with the amount of the relief given, and at least once in every half-year this must be examined with a view to determining whether such alteration has taken place in the conditions as to make further relief unnecessary.

In the latter case, relief is to be immediately discontinued.

Section 16.—The municipal Medical Officers of Poor are not members of the Committee; but they must, at the request of the Committee, give all information desired as to sickness and other conditions of the poor. If any complaint is made against them, they are entitled to take part in those meetings at which the complaints are dealt with.

Section 17.—The Committee on Poor is represented officially by the Chairman, who has to carry out its decisions, and whose signature is legally binding on the Committee.

Section 18.—This Poor Law Order comes into force on the 1st of April 1893.

Wiesbaden, *2nd December* 1892,
The Magistracy.

Service Instruction for the District Superintendents and Officers of Poor.

A. General Regulations.

Section 1. *Relief of Persons in need of Assistance.*—Every poor person that falls into necessitous circumstances in Wiesbaden is relieved out of the municipal funds without reference to the length of time he has stayed in Wiesbaden, if, and in so far as, those liable for his maintenance are not prepared or in a position to maintain him. He receives, according to need, shelter, the necessary subsistence, the necessary nursing in case of sickness, and, in case of death, a suitable burial.

Section 2. *Treatment of Able-bodied Persons.*—Single persons capable of work are, as a rule, not to be regarded as subjects for relief. If, however, they apply for relief, they must first show that they have really, but without result, endeavoured to procure work and wages. They are obliged to carry out the work assigned to them and suited to their strength.

Similarly, the following have no claim to relief:—Healthy fathers of families capable of work, or widows, in so far as they do not in exceptional circumstances prove that on account of limited working capacity, due to age or other cause, or on account of a very large number of uncared-for children, or on account of illness of members of the family, they are unable to gain the necessary livelihood for themselves and those dependent on them.

If those proofs are produced they may be relieved during their necessity, with a reservation as to refunding the relief given.

The amount of relief given must never exceed what is really necessary, and must be so regulated as to strengthen rather than weaken the effort of each person to sustain himself without assistance.

Section 3. *Amount of Relief.*—The Committee on Poor lays down the definite sums of money that are generally suitable, and must not be exceeded in the granting of absolutely necessary relief, in the form of food, shelter, and clothing for individual persons of different ages and for families. (But compare Sections 30 to 35.)

B. Executive Organisation.

Section 4. *Position of District Superintendents and Officers of Poor (Male and Female).*—The care of the necessitous poor is entrusted to the municipal Committee on Poor, which in the outdoor service is assisted by the District Superintendents and Officers of Poor.

Section 5.—The offices of District Superintendent and Officer of Poor belong to the most important class of honorary civic offices, the worthy administration of which demands a great measure of active benevolence and a strong sense of justice: the benevolence, in order that the officers may hear with sympathetic and kindly favour the requests of the poor; the seriousness, that they may refuse unjustified claims; that, by careful examination, they may ascertain the amount of relief necessary; and that they may prevent loafing and loose living from being maintained and encouraged by the relief given.

Section 6.—The District Superintendents and Officers of Poor are responsible for the observance of these Service Instructions. From their sense of citizenship it may be expected that, among the different varieties of personality encountered, they will secure a certain uniformity in the principles of dealing with individual cases.

They must base each allowance on the joint resolution of the District Meeting or the Committee on Poor, and must produce the exhaustive statement of conditions required of them in the Schedule of Questions (Appendix A).

They must carry out the instructions of the Committee on Poor.

Section 7.—The outgoing District Superintendents and Officers of Poor must carry on the work until their successors take office, and must then hand over to them, on their official admission to the District Meeting, all papers relating to the Poor Law service in the district or quarter. Thereafter, the District Superintendents accompany the newly appointed officers of poor to the homes of the poor in the particular quarter, and on the spot make them acquainted with their conditions.

Section 8.—The District Superintendents are the uniting link that serves to bring the officers into relation with the Committee on Poor, which is the central authority, and to confer on the whole organisation the unity of a single body.

Section 9.—The District Superintendents, in order to assure themselves that relief is being administered in their district in a kindly and just manner, will, either alone or with the Officer of Poor, visit the poor of the district as often as seems reasonable, in order, by special observation, to become personally acquainted with the conditions of the poor.

Section 10.—If by illness or absence a District Superintendent is prevented from performing the duties of his office, the Deputy Superintendent acts instead, and if he also is prevented, an Officer of Poor, selected from the particular district by the Chairman of the Committee on Poor, takes duty.

Section 11.—In all matters affecting the poor, the Officers of Poor have to lay their proposals before the District Superintendent. The District Superintendent submits their recommendations to the Chairman of the Committee on Poor.

Section 12.—If, by illness or absence, an Officer of Poor is prevented from performing the duties of his office, or attending the District Meeting, he must be represented by another Officer of Poor of his district, whom he has previously instructed for such emergencies. He must also verbally, or in writing, give notice to the District Superintendent and the Municipal Poor Administration that he is unable to be on duty, and that he has arranged for a deputy.

If the absence lasts over the next meeting, the District Meeting determines who is to act as deputy, and any Officer of Poor of the district must take duty if required.

Section 13.—The Officer of Poor from whose district a person in receipt of relief changes to another district must report the removal to the Officer of the latter district, and at the same time send him the question-schedule and all necessary particulars.

To ascertain whether poor persons in receipt of relief from the municipality have also reported themselves to the Officer of Poor into whose district they have gone, intimation on the appropriate form (Appendix E) is requested by the Officer of Poor as soon as the change of residence is known at the Municipal Poor Administration, and the giving of further relief is made to depend on the receipt of this intimation. The intimation is to be sent through the District Superintendent to the Municipal Poor Administration, whereupon it is returned with the appropriate endorsement.

Section 14. *Visiting the Poor in their Homes.*—The Officers of Poor are required to visit the poor of the district in their homes diligently, as a rule at least once every fortnight, to note on the schedule any change that has

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occurred in the personal condition of the family, to obtain exact information of any alteration of income, and also to supervise the condition of the clothing, bedding, etc., given as relief.

At such visits, the Officer of Poor must censure any disorder or immorality he may encounter, insist on order and cleanliness, and recommend to the parents the proper education of their children and the necessity for seeing to their regular attendance at school.

Stoppage or Reduction of Relief.—If it appears that relief is no longer necessary or can be reduced, the necessary stoppage or reduction is forthwith to be brought about. An immediate communication must be made through the District Superintendent to the Chairman of the Committee on Poor, and at the next session of the District Meeting a report must be made.

Section 15. *Correspondence, etc., with the District Superintendent.*—All official suggestions and reports of an Officer of Poor, except communications with other officers, must be addressed exclusively to the District Superintendent.

Section 16.—When an Officer of Poor receives a request for relief out of the public funds, he must, as soon as possible, by careful inquiry, procure information of the applicant's conditions; in particular, he must ascertain the wages of the applicant and his family, and satisfy himself as to what income the applicant or the members of the family draw from other sources.

Section 17. *Refusal of Relief by the Officer.*—If the Officer of Poor is convinced, as the result of his inquiry, that relief of the applicant is certainly not necessary, he will provisionally refuse relief, but at the next District Meeting he will report the grounds of his refusal so that a final decision may be come to.

Section 18. *Recognition of the Necessity for Relief.*—If the Officer of Poor is convinced that relief should be given, he must, on the basis of regulations 19 to 21, ascertain:—

(*a*) Whether any other persons are legally or by agreement required and prepared to give relief.

(*b*) Whether the applicant is a member of a sick or benefit society and is already in receipt of relief from such a society, as well as whether he draws a pension, insurance allowance for accident, invalidity, or old age, or any other revenue.

(*c*) What income the applicant, or, if there is a family, what income each of them obtains by work or from any other source.

Section 19. *Persons liable for Maintenance.*—Legally, the following are liable for maintenance:—man and wife, mutually; parents, grandparents and great grandparents, for the maintenance of their children, grandchildren, and great grandchildren; children, grandchildren, etc., for the maintenance of their parents, grandparents, etc.

Illegitimate children have a claim for maintenance against the mother, her parents and grandparents, as well as against the father. The claim on the father of an illegitimate child takes precedence of the claim on the mother or the maternal relatives.

The prospective mother of an illegitimate child may, before the birth of her child, claim an order of court that the father of her child should be required to deposit a sum from which the cost of her confinement and of the maintenance of the child for the first three months can be defrayed.

By Section 617 of the Civil Code, masters are required for a period of six weeks or to the end of the service-term, if that comes before the expiry of six weeks, to provide for domestic servants that fall ill in their service, and, if the master is at fault, he must provide for them for the whole duration of the illness.

Further, a legal obligation for maintenance rests on sick and benefit societies, and accident societies, as well as public insurance institutions.

Section 20. *Inquiry as to the Applicant's Employment.*—For the inquiry into the applicant's condition as to employment, or the employment of his family, the Officer of Poor uses a schedule (Appendix B) directed to the employer. If, thereafter, relief is granted and its continuance is shown to be necessary, the Officer of Poor, before each proposal for a renewed allowance, checks the income and the industry of the poor person in any way that seems appropriate.

Capacity to earn a living or limitation of capacity by illness must always be proved by a certificate from the regular or acting Medical Officer of Poor.

The Medical Officer of Poor is required to exhibit and hand over (sealed) the certificate only when the Officer of Poor or District Superintendent fills up the prescribed form (Appendix C), and gives it (sealed) to the poor person to take to the regular or acting Medical Officer.

Section 21.—The result of the investigations laid down in Sections 17 to 20 are to be entered by the Officer of Poor on the form provided for the purpose (Appendix A).

The Officer of Poor must take care that the entries correspond to the actual facts, and must not simply accept the statements of the applicant.

Procedure when Alterations take place in the Poor Person's Condition.—But in order that the schedule may, at any time, show completely and exactly the facts the knowledge of which is essential for the decision on the necessity of relief, and on the amount of it, the Officer of Poor must at once add to the schedule any ascertained alterations in personal condition and income that may follow the occurrence of births, marriages, or deaths in the family. Further, if the head of the family or a member of it becomes unfit for work, the Officer of Poor must obtain a certificate from the regular or acting Poor Law Medical Officer of Poor, but, after noting it in the schedule, he must hand it over to be placed among the papers of the Municipal Poor Administration.

The schedules are to be renewed every two years.

Section 22.—If, under guidance of the regulations in Sections 16 to 20, the Officer of Poor is convinced of the necessity for relief, he brings forward the claim of the applicant at the next District Meeting, and makes his proposal on the basis of the schedule.

Immediate Relief.—If the Officer of Poor, in any case, has found the need so pressing that immediate relief must be given, he must lodge with the District Superintendent instructions for relief. The relief must not exceed the amounts laid down in Section 3.

Relief so given must be reported by the Officer of Poor or the District Superintendent at the next District Meeting and the necessary approval secured.

Section 23. *District Meetings.*—The District Meetings take place regularly every fortnight. The list of regular meeting-days is prepared in advance for a year, and sent through the Chairman of the Committee on Poor to the District Superintendents and Officers of Poor. The list serves as an attendance notice for the regular meetings.

Further, as often as the business requires, the District Superintendent summons extraordinary meetings by special attendance notice, with a statement of the matters to be dealt with.

It is highly necessary that the District Meetings should be as fully attended as possible, since it is at those meetings that the public relief of the poor lie. It is, therefore, expected that no member will be absent without a pressing reason.

The discussions of the District Meetings are private. No report is to be made except where this is officially prescribed. To the applicants for relief, only the result of the discussion is to be communicated where this appears desirable; but no communication must ever be made as to the person on whose motion or report the decision was come to.

Section 24.—At a District Meeting, a quorum is half the number of members.

The decisions go by the vote of the majority; in case of equality of votes, the chairman has a casting vote.

Section 25. *Minutes.*—At the District Meetings there is present an officer of the Municipal Poor Law Administration, who, as a rule, takes the minutes. This, however, may be entrusted also to a member of the District Meeting.

The decisions are to be entered in the Minute Book of the District (Appendix F).

Section 26. *Chairman.*—The District Superintendent conducts the discussions as chairman, and has the right to object to such decisions of the meeting as appear to him to need further consideration. These cases the Superintendent brings to the knowledge of the Committee on Poor, who give a final decision.

Section 27.—From the Reports of the Officers of Poor, who at the same time produce the question-schedule, the District Meeting obtains complete knowledge of the proposals for the poor of the district. The Meeting is entitled and required to refuse wholly, or provisionally, any proposal that does not correspond to the ascertained conditions or to the regulations enforced, or that is founded on imperfect investigation.

The District Meetings give relief within the limits of the tariff, specified by the Committee on Poor (Sections 3 and 33).

As to relief beyond this limit, the Committee on Poor decide.

APPENDIX No. CLXI. (D).—*Continued.*

Paper handed in by Dr W. Leslie Mackenzie. Q. 55605 (154A).

Section 28. *The Fixing of the Relief-settlement, etc., lies with the Central Poor Law Administration.*—Doubts as to whether a poor person that is actually present in the parish district of the town of Wiesbaden, really has his settlement there, do not justify the refusal or postponement of relief.

Discussions regarding the reference of strange poor to their parish of settlement, as well as the recovery of the relief meanwhile given them, are conducted by the Central Poor Law Administration.

If any persons are legally or by agreement liable for their support (Section 19), relief must be given only in so far and so long as the need for it continues, until those liable for support have been made to afford relief. The legal steps against such liable persons are taken by the Central Poor Law Administration itself on the basis of a notice of information lodged with it by the Officer of Poor.

Section 29. *Legal Duty of Public Poor Relief.*—The work of the municipal Committee on Poor is merely to administer the legal duty of the community in the matter of poor relief. For the exercise of this duty prescribed by law only the taxes levied on the inhabitants for poor law purposes are to be applied.

But this duty is limited to the giving, in whole or in part, of what is absolutely necessary to the support of the poor person. The relief is, therefore, to be limited to the amount that is strictly necessary, because the municipal funds are not entrusted to the Poor Law Administration for relief exceeding this. Relief beyond this is permissible, so far as contributions of charitable institutions and gifts are at disposal.

Section 30. *Refusal of any Claim to Relief.*—The existence of an income of an amount of money laid down by the Committee on Poor in terms of Section 3 of this Order, whether this amount is found at the time of the application for relief or even in the course of the period just elapsed, excludes, as a rule, any claim to relief from the public poor funds.

C.—Outdoor Poor Relief.

Section 31. *Amount of Relief.*—If the income of the applicant does not reach the amount laid down in Section 3, it is permissible, out of the public funds, to supplement his income to the limit of the specified minimum; but an income below the minimum is not alone sufficient to justify relief.

There remains, further, in each individual case, the duty of the District Meetings to consider the special conditions, and to decide, according to the special facts of the case, whether relief is necessary and whether the duty of the community to afford relief is beyond doubt.

Section 32.—A departure from the rule of Section 30 and greater amount of relief than that permitted by Section 31, are permissible only in individual and quite special cases. The grounds for such an exception are to be expressly minuted.

Decisions of this sort require the sanction of the Committee on Poor (Section 37, 3).

Section 33. *Forms of Relief.*—The District Meetings grant relief or supplement it to the absolutely necessary amount in ascertained money value, and decide whether the poor person is to receive it in cash, food, or in clothing, etc.

Section 34.—Alms in money and food are the rule; they are never given for longer periods than a week. But such persons as it is feared or known will not apply the money relief to the necessary maintenance of themselves and their families, are to receive bread, soups, clothing, etc.

The assistance given in aid of rent is paid as a rule direct to the factor or rent-receiver, or to a creditor authorised to receive the amount, an acknowledgment being obtained from the poor person as for relief given.

The number of soup portions allowed is issued from the soup-kitchen of the Ladies' Society on an order from the Chairman of the Committee on Poor.

The bread is given to the poor from the municipal bread-shop on production of a stamped order for bread. Clothing and bedding are, on the production of an order from the Chairman of the Committee on Poor, taken from the shops contracted with and handed over to the poor by way of loan for their use.

In order to prevent, as far as possible, the misuse by the poor of such articles by sale or pawning, only the most obviously necessary articles, and these piece by piece, are to be given. The Officer of Poor is to see that the articles are received and not misused. (See Section 14.)

What articles of clothing and bedclothing have been given, and for what length of time, is to be shown on the list appended to Schedule A.

Section 35. *Calculation of Relief.*—The amount of food and clothing reckoned as money is to be counted as a part of the regular weekly relief recognised to be necessary.

Withdrawing or Diminishing of Relief.—If poor persons squander the relief given them or sell the clothing or articles of bedding, relief must be entirely withdrawn or limited to the smallest amount possible.

Section 36. *Midwives.*—The Board of Directors of the Wiesbaden Midwives' Union has, by agreement, taken over the duty of attending to the confinement of persons resident here as well as of affording the necessary first-aid to the mother and her newborn child, and for this purpose they provide midwives belonging to the Union, on payment by the Municipal Poor Law Administration, and that (1) in the case of all persons receiving public relief and the members of their families, and (2) those otherwise living in conditions of poverty, who have before their confinement procured a certificate from the Central Poor Law Administration. This certificate is given according to the wages and conditions of the applicant.

Section 37. *Home Service.*—In poor families, in case of illness of the mother, housekeepers from the Central Poor Law Administration are provided for the duration of the illness, and, for an equivalent, do the household work of the patient, attend to the children, clean the house, cook the food and so on, so that the husband may go back to his work without hindrance. The work of this housekeeper is supervised by the female Officers of Poor, and only on the production of a certificate from the latter as to the punctual and careful execution of the work, is the compensation arranged for paid to her. In regard to any requirements beyond these among the families put under their charge, the female Officers of Poor put themselves in communication with the District Superintendent concerned, who examines the conditions of the poor person himself, and, if he thinks necessary, lays the proposal before the Chairman of the Committee on Poor.

Section 38. *Medical Assistance.*—Medical, surgical, and obstetric assistance is, until further notice, to be given on direct notification to the Poor Law Medical Officer.

Medicines.—Each of the Medical Officers is in possession of a list of those persons that are supported from the present municipal poor fund, and, on production of this list, is authorised, by making a note on the prescription, to order free supply of medicines. In pressing cases, the Poor Law Medical Officers also may supply free medicines to such persons as are not indicated in this list; but they must, as soon as possible, make a report of this to the Central Poor Law Administration.

Section 39.—If persons that are not drawing relief ask for a free supply of medicines, the Officer of Poor or District Superintendent is authorised in pressing cases to grant the request, on marking the prescription of the Poor Law Doctor as follows:—

To the Poor Law Account.

Wiesbaden. 190 .

(Signed)———— (Signed)————

District Superintendent. *Officer of Poor.*

He must as soon as possible report on the case to the Central Poor Law Administration. In cases that are not urgent the poor person is to be referred with the prescription to the Central Poor Law Administration.

Prescriptions of other doctors can be endorsed with the above mentioned note only in quite special cases.

Section 40.—*Tonics, etc., and Surgical Instruments.*—The order for the provision of milk, wine and other tonics for the sick, as well as of trusses, bandages, spectacles, etc., is executed at once through the Chairman of the Committee on Poor on the order of the Poor Law Medical Officer.

Any poor person that applies for a supply of such articles of relief is to be referred to the particular Medical Officer.

The Poor Law Medical Officers must prescribe milk only in the case of sick poor persons, whether adults or children.

Section 41. *Burial.*—The order for the provision of coffins is executed by the Central Poor Law Administration, to whom those concerned must apply.

APPENDIX No. CLXI. (D).—*Continued.*

Paper handed in by Dr W. Leslie Mackenzie. Q. 55605 (154A).

D. Indoor Poor Relief.

Section 42. *Relief and Treatment in Hospitals.*—The admission of patients to the municipal hospitals or to any other curative institution is granted by the Chairman of the Committee on Poor, on production of a certificate by the Poor Law Medical Officer.

In pressing cases, the Poor Law Medical Officer may grant immediate admission of the patient to the municipal hospital.

Applicants for relief that report themselves to the Officer of Poor as patients for admission to a sick institution, are to be referred to the Poor Law Medical Officer

Section 43. *Relief in Institutions.*—The admission of old and infirm persons to the poorhouse, or helpless children to private institutions, cannot be carried through without previous application to the Directors of the Institution.

The Officer of Poor accordingly will, after inquiry into the conditions, lay before the next District Meeting, for disposal, any applications for admission that he may receive.

Relief in Families.—The same procedure is to be followed when children and solitary persons unfit for work are to be placed in the care of families. In pressing cases, the applicant, with a suitable proposal by the Officer of Poor, is to be referred to the Central Poor Law Administration.

The supervision of infants comes under the care of District Superintendent and Officer of Poor in the same way as the supervision of orphans.

Section 44. *Admission to the Municipal Workhouse.*—Homeless families and solitary persons whose admission to the Municipal Workhouse has to be considered, are to be referred to the Central Poor Law Administration.

In cases where public assistance appears immediately necessary, but the office of the Central Poor Law Administration is closed, the District Superintendents are empowered to hand over the persons to the workhouse or to give the proper certificate of admission, which is to be handed over to the applicant in a closed official envelope, addressed to the Superintendent.

On every such action a report, however, has to be made as soon as possible to the Central Poor Law Administration.

Care of Orphans.—The District Superintendents and Officers of Poor have not only to comply with all the requests of the Superintendent of Orphanages regarding the education and tending of orphan children, but they are also bound to exercise in this connection careful control, and especially to see that the foster parents carry out conscientiously the regulations of the agreement.

Section 45.—Proposals for the admission of orphans to the charge of the central orphan fund of Nassau, for a grant from this fund, or from the Adolph foundation, are to be lodged with the Central Poor Law Administration, who will do what is necessary.

E. Miscellaneous.

Section 46. *Extract from the Criminal Code.*—Persons that through fault of their own have fallen into a condition of poverty, or persist therein, or allow their families to fall into destitution, may be punished.

The Imperial Criminal Code deals with this matter in Section 361, Nos. 5, 7, 8, and 10. Imprisonment for six weeks is the punishment for—

(5) Any person that is so addicted to gambling, drinking, or loafing, that he falls into a condition in which he has to apply to the Authorities for public assistance in order to maintain himself or those for whose maintenance he is responsible.

(7) Any person that, when receiving relief from the Public Poor Law Funds, refuses from laziness to perform to the best of his ability the work assigned to him by the Authorities.

(8) Any person that, after the loss of his situation, does not secure another within the time prescribed by the competent authorities, and cannot prove that, in spite of all his efforts, he has failed.

(10) Any person that, although in a position to maintain those for whom he is responsible, shirks his responsibility for maintenance in spite of the request of the competent authorities, so that public relief has to be obtained from the Authorities.

In the case of No. 10, a fine of 150 marks (£7, 10s.) may be substituted for imprisonment. In the sentence of imprisonment in the cases of 5, 7, and 8, it may be specified that the person sentenced, after the expiry of his period in prison, may be handed over to the District Police Authorities. The District Police Authorities have the power to commit the sentenced person either to two years in a labour colony or to serve on works of public utility.

Section 47. *The Education of a Minor*—A Minor that has not yet completed his eighteenth year may be handed over to have his education attended to—

(1) If the provisions of Section 1666 or of Section 1838 of the Civil Code apply, and the care of his education is necessary in order to prevent the neglect of the minor.

(2) If the minor has committed a penal offence, if on account of his youthfulness he cannot be punished, and if, for the prevention of further social neglect of the minor, the care of his education is desirable, because of the quality of his offence, the personality of the parents or other educator, and the other conditions of his life.

(3) If, apart from these cases, the care of his education is necessary on account of the unsuitability of the educative influences of the parents or other educator and of the school to prevent the complete social degeneration of the minor.

The District Superintendents and Officers of Poor are required to bring before the Central Poor Law Administration all cases in which conditions of this kind exist.

In the Notices and Reports are to be included a definite statement of the facts on which the proposal is founded, and, as far as possible, the necessary evidence and witnesses are to be produced. Notices and Reports are to be made early, that is to say, not for the first time when neglect is far advanced, but at the beginning, since the supervision of education has then, in the majority of cases, the best prospect of results.

Section 48. *Proceedings against those liable for Relief.*—By Section 65 of the Prussian Executive Law for Relief Settlements, the following persons, on the motion of the Poor Law Union responsible for the relief of poor, may, by resolution (accompanied by reasons) of the Administration, after hearing those concerned, be, to the extent of their legal obligations, held responsible for giving the necessary relief for the time being:—the husband, the wife, married parents, the unmarried mother, as well as the legitimate child and the illegitimate child in relation to the mother.

The Magistracy, Wiesbaden,
23*rd December* 1902.

APPENDIX No. CLXI. (D).—*Continued.*

Paper handed in by Dr W. Leslie Mackenzie. Q. 56605 (154A).

APPENDIX A.

COMMITTEE ON POOR.

District No.....

Quarter No.....

Notice for Poor Law Officer.

The following questions are to be answered in detail. Where illness forms the ground for relief, a certificate from the appropriate Poor Law Medical Officer is to be included.

SCHEDULE OF QUESTIONS REGARDING THE FAMILY OF

.....

QUESTIONS.	ANSWERS.
1. Name and surname?	
2. Trade or business?	
3. Day and year of birth?	
4. Place of birth?	
5. Religion:— (*a*) Husband? (*b*) Wife? (*c*) Children?	
6. Present dwelling? Rent for same?	
7. Since when has the applicant stayed in Wiesbaden? (Here are to be given the dwelling-places of the last four years.)	
8. Has he been reported to the police on arrival?	
9. Has the applicant's stay in the present town been interrupted by absences? How often? When? And where and how long has he stayed out of the town?	
10. If the applicant is not yet twenty years old, where do his parents stay? Where or when did they die?	
11. Where has the applicant stayed before his present residence, and how long?	
12. Is the applicant married? What is his wife's name? How old is she? and Does he live with her?	
13. Has the applicant children? What are their names? How old are they? What wages do they earn? Where do they live and house?	
14. Are there other persons in the household belonging to the household? Who are they? How old are they? What income have they?	
15. Is the applicant only temporarily or permanently suffering from bodily unfitness for work, and how and what is the condition of health generally—as shown, if necessary, by certificate by the doctor—and his bodily capacity for earning a living?	
16. Are his dependants and the other persons of his household fit for work? What wages do they earn, and what income have they?	

APPENDIX No. CLXI. (D).—*Continued.*

Paper handed in by Dr W. Leslie Mackenzie. Q. 56605 (154A).

Questions.	Answers.
17. Has the applicant relatives liable for his maintenance and able to maintain him? What are their names, and where do they live? What property and income have they? Why do not they support the applicant?	
18. What is the bodily fitness for work of his dependants?	
19. Has the applicant any property, or does he expect such? Has he lent money (savings bank, etc.)? Is he perfectly destitute?	
20. How has the applicant lived latterly, or procured maintenance? With what employer was he last at work, and how much did he earn weekly?	
21. On what ground and since when has the applicant been out of work?	
22. Does the applicant belong to a sick, or death, or other friendly society, and if so, with what rights and duties? Does he draw a pension, or sick, or invalidity, or old age, or accident allowance? Since when, and what amount?	
23. Has the applicant his furniture insured against fire and other risks? What amount?	
24. Has the applicant already received relief from public funds, and from whom, and from when to when?	
25. Has the applicant ever been punished? What impression does his general personality make? What did inquiry elicit as to his previous life and occupation, his industry, and force of character?	

Questions to be answered by the Officer of Poor Himself.

26. Do the foregoing answers rest on your own observation and inquiry, or by what persons have they been obtained for you?	
27. According to the foregoing inquiry, what relief do you consider necessary, and for how long?	
28. Can the refunding of the relief given be expected? How, according to your view of the applicant's poverty, can anything be done to prevent it for the future, or to dispose of the matter permanently at once?	

Wiesbaden,.....190.....

Name,.....

Address,.....

Officer of Poor.

List of Articles of Clothing and Bedding, and their Regulation Lasting-period.

No. of Article.		Duration in Years.
1.	Shirts,	1
2.	Trousers and jackets for men and boys,	2
3.	Skirts and bodices for women and girls,	2
4.	A necktie,	3
5.	A man's cap,	3
6.	A pair of socks or stockings,	1
7.	A pair of leather shoes,	1
8.	A bed-cover,	2
9.	Cotton or woollen blankets,	2
10.	A mattress,	2

APPENDIX No. CLXI (D).—*Continued.*

Paper handed in by Dr W. Leslie Mackenzie. Q. 56605 (154A).

APPENDIX B.

District No.....

Quarter No.....

MUNICIPAL POOR LAW ADMINISTRATION.

..... (The employer will kindly sign here himself.)

.....

will greatly oblige by answering the following questions :—

1. Does ....., who is applying for poor relief for himself or family, work for you ?

2. Since when ?

3. How much did his average weekly wage for the last three months amount to ?

4. What is the amount of his weekly wages now ?

5. Have his wages been often, or for long, interrupted on account of want of work ?

6. Do you know whether he or his family receive any income from other sources ? How much ?

7. Do you certify that the applicant works with commendable industry ; or could he do more work, and thereby earn a greater wage ?

8. Do you know anything else that the Administration ought to know regarding the circumstances and habits of the applicant ?

WIESBADEN,.....190.....

Signature of Officer of Poor.

.....

.....

WIESBADEN,.....190.....

Signature of Employer.

.....

.....

APPENDIX C.

COMMITTEE ON POOR.

District No..... Quarter No.....

Wiesbaden,.....190 .

The undersigned Officer of Poor requests you to examine :—

1. Whether.....

   dwelling at.....
   is ill ?

   a. If so, what does he suffer from ?
   b. What amount of incapacity for work does this involve ?
   c. How long is it likely to last ?

2. Whether .....
   is a suitable case for admission to the Hospital ?

3. Whether, and if so, on what ground is admission to the Hospital necessary ?

Signed.....

Address.....

Officer of Poor.

Wiesbaden,.....190 .

The undersigned Medical Officer of Poor hereby certifies, after careful examination, that

APPENDIX No. CLXI. (D).—*Continued.*

Paper handed in by Dr W. Leslie Mackenzie. Q. 56605 (154A)

APPENDIX D.

District No.....

Quarter No.....

COMMITTEE ON POOR.

For.....

dwelling at .....

the undersigned proposes the granting of temporary relief of .....

.....

for a period of.....weeks, on the ground that

.....

WIESBADEN,.....190 .

Signed.....

Officer of Poor.

WIESBADEN,.....190 .

1. The proposed relief has been granted.
2. To be delivered to the Magistracy, the Poor Law Administration, here.

Signed.....

District Superintendent.

APPENDIX E.

District No.....

Quarter No.....

COMMITTEE ON POOR.

The applicant .....

residing at.....

since.....190 , who declares that he receives from the Municipal Poor Fund the following:—

1. Daily.....litres of milk.
2. Daily.....portions of soup.
3. Weekly,.....s. .....d. in money.
4. „ .....loaf bread.
5. „ .....soup cakes.
6. „ .....lbs. coal in winter.
7. Monthly.....s. .....d. in relief of rent.
8. .....

has reported himself to me.

WIESBADEN,.....190 .

.....

Officer of Poor.

Seen,—

.....

District Superintendent.

To District Superintendent .....

returned with remark that the statements of .....

.....

The relief has been granted because .....

.....

Be good enough so to inform the above Officer of Poor.

WIESBADEN,.....190 .

The Magistracy, Poor Law Administration.

APPENDIX No. CLXI. (D).—*Continued.*

Paper handed in by Dr W. Leslie Mackenzie. Q. 56605 (154A).

APPENDIX F.

Current No.	No. of Register.	Name, Condition, and Dwelling of Applicant.	Age—			Decision of District Meeting, and Detailed Reasons for Same.	Granted—								Decision of the Committee on Poor
			(a) Head of Family.	(b) Wife.	(c) Children.		In Cash: weekly.	Loaf Bread: per week.	Soup Tablets: weekly.	Milk: daily.	Coals in Winter: weekly.	Rent: monthly.	Otherwise.	For what Period.	
							S. D.	Loaves	Pieces	Pints	Lbs.	S. D.			

APPENDIX G.

COMMITTEE ON POOR.

The applicant .....
suffering from .....
dwelling at ..... requires admission
to the Municipal Hospital on account of* .....
.....

WIESBADEN,.....190 .

Signed.....
Medical Officer of Poor.

* Want of household service, or suitable lodging, or at instance of Health Office, or other reasons.

APPENDIX No. CLXI. (E).

Paper handed in by Dr W. Leslie Mackenzie. Q. 62080.

The accompanying table, showing the staffs of the Local Government Boards of England, Scotland, and Ireland respectively, illustrates the differences of treatment accorded to the three countries.

It will be seen that the staff of the Scottish Board is extremely meagre. Compare, for example, the number of inspectors. The English Board has 1 chief general inspector, 14 general inspectors, 4 assistant general inspectors, 2 Poor Law medical inspectors, 1 chief engineering inspector, 1 deputy chief engineering inspector, and 17 engineering inspectors, 1 medical officer, 2 assistant medical officers, 13 medical inspectors, and 7 other inspectors of various kinds—in all 63. The Irish Board has 9 general inspectors, 7 medical inspectors, 6 temporary inspectors, 2 lady inspectors of boarded-out children, 1 engineering inspector, and 3 assistant engineering inspectors—in all 28. The Scottish Board has 4 general superintendents of poor, and 1 medical inspector—in all 5.

Even more noticeable are the differences in the remuneration of the members of staff of the respective Boards. The vice-president of the Scottish Board receives £1200, rising after five years to £1500. The vice-president of the Irish Board receives £1500 rising by £100 annually to £1800. The legal and medical members of the Scottish Board receive £1000. The commissioner and medical commissioner of the Irish Board receive £1000 rising to £1200. There are no members of the English Board, other than the president, but the permanent secretary receives £1500 rising to £1800, while the legal adviser, 4 assistant secretaries and chief general inspector each receive £1000 rising to £1200.

The secretary of the Irish Board receives £800 rising to £900, and the assistant secretary £800. The secretary of the Scottish Board receives £700 rising to £900, and the chief clerk (there is no assistant secretary) receives £500 rising to £600.

In England there are 11 principal clerks receiving £700 rising to £900, 12 first class clerks receiving £550 rising to £650, and 30 second class clerks receiving £150 rising to £500. In Ireland there are 4 senior clerks receiving £600 rising to £700, and 12 junior clerks receiving £150 rising to £500. In Scotland there are 3 staff clerks receiving £350 rising to £500, and 4 minor staff clerks receiving £250 rising to £350.

APPENDIX No. CLXI. (E)—*continued.*

Paper handed in by Dr W. Leslie Mackenzie. Q. 62080.

ESTIMATES, 1907–1908.

Local Government Board (England).

Numbers.	Post.	Scale of Salary. Minimum.	Annual Increment.	Maximum.
		£	£	£
1	President	...	...	2000
2	Secretaries { 1 Parliamentary	...	...	1200
	Secretaries { 1 Permanent	1500	100	1800
1	Legal Adviser	1000	50	1200
4	Assistant Secretaries			
1	Chief General Inspector and Assistant Secretary			
...	Private Secretary to the President	...	...	*300
...	Assistant Private Secretary to the President	...	...	*100
...	Private Secretary to the Parliamentary Secretary	...	...	*150
...	Private Secretary to the Permanent Secretary	...	...	*150
2	General Inspectors	...	...	1000
12	Do. do.	600	after 5 years	900
1	Senior Medical Inspector for Poor Law Purposes	500	†	900
1	Medical Inspector for Poor Law Purposes	500	†	800
1	Inspector of Audits	900	after 5 years	1000
1	Inspector of Local Loans and Local Acts	600	20	800
1	Inspector under Canal Boats Act, 1884 ‡	500	20	600
3	Assistant General Inspectors	...	...	500
1	Do. do. (Lady)	300	10	400
1	Assistant Inspector (non-professional)	400	20	600
1	Senior Inspector of Boarding-out	...	...	400
2	Inspectors of Boarding-out	200	10	300
11	Principal Clerks	700	25	900
12	Clerks, First Class	550	20	650
30	Clerks, Second Class	150	{ 15 / 20	300 / 500 }

Local Government Board (Scotland).

Numbers.	Post.	Scale of Salary. Minimum.	Annual Increment.	Maximum.
		£	£	£
1	Vice-president	1200	after 5 years	1500
1	Legal Member	...	...	1000
1	Medical Member	...	...	1000
1	Secretary	700	25	900
4	General Superintendents †	400	{ 20 / 25 }	700
1	Medical Inspector *	500	25	800*
1	Chief Clerk ‡	500	15	600‡
3	Staff Clerks ‖	350	15	500
4	Minor Staff Clerks	250	10	350

Local Government Board (Ireland).

Numbers.	Post.	Scale of Salary. Minimum.	Annual Increment.	Maximum.
		£	£	£
1	Vice-president	1500	100	1800
1	Commissioner	1000	50	1200
1	Medical Commissioner			
1	Secretary	800	after 5 years	900
1	Assistant Secretary	...	...	*800
9	General Inspectors	500	after 5 years	700
7	Medical Inspectors	500	after 5 years	700
6	Temporary Inspectors	...	...	500
2	Lady Inspectors of Boarded-out Pauper Children (Temporary)	...	...	200
4	Senior Clerks †	600	25	700
12	Junior Clerks ‡	150	{ 15 / 20	300 / 500 }

1	Clerk §	200	10	350
1	Clerk in charge of Accounts	400	15	650¶
1	Superintendent of Index Department	400	10	500
1	Superintendent of Registry	400	10	500
1	Superintendent of Deposit, Reference and Binding Department	400	10	500
1	Statistical Assistant	400	10	500
14	Staff Officers‖	300	10	400
8	Staff Officers **	250	10	350
1	Architect	500	100 triennially	900
1	Assistant Architect	350	15	450
2	Assistant Architects	250	10	350
1	Clerk	130	10	180
1	Parliamentary Agent and Legal Assistant	700	25	900
1	Legal Assistant	500	20	600
19	Clerks, Second Division, Higher Grade	250	10	350
116	Clerks, Second Division	70	5 / 7 : 10s. / 10	250
39	Assistant Clerks :—			
	Old Class	80	2 : 10s. / 5	150
	New Class	55	5	150
1	Chief Inspector, Engineering Department	1100	100	1200
1	Deputy Chief Inspector, Engineering Department	900	100	1000
17	Inspectors, Engineering Department	600	100	800
1	Medical Officer, Medical Department	1200	after 5 years	1500
1	Medical Inspector for General Sanitary purposes and Assistant Medical Officer	1000	do. (including allowance of £100)	1100
1	Second Assistant Medical Officer	600	†† ...	900
13	Inspectors	500	...	800

* These allowances are at present paid to four Clerks in the Second Class.
† These salaries rise after 3 years' service to £600, after 5 years' service at £600 to £700, after 5 more years to £800, and in the case of the Senior Inspector after 5 additional years to £900.
‡ The salary of this post will be reconsidered on a vacancy.
§ When a vacancy occurs this Clerk is to be replaced by a Second Division Clerk.
¶ Personal to present holder.
‖ Five of these posts are to be reconsidered as vacancies occur.
** The continuance of six of these posts will be reconsidered in 1907.
†† These salaries rise after 3 years' service to £600, after 5 years' service at £600 to £700, and after 5 more years to £800.

18¶	Second Division Clerks	70	5 / 7 : 10s. / 10	250
1	Assistant Clerk (Abstractor)	55	5	150
1	Medical Officer under the Public Health (Scotland) Act *	...	...	200

* The salary of the Medical Inspector will not rise above £700 until the post of Medical Officer under the Public Health Act is vacated, when the work of that office will be undertaken by him.
† The General Superintendents are also "Inspecting Officers" under the Public Health Act.
‡ The present holder of the post receives a personal allowance of £50.
‖ One of the Staff Clerks receives a personal allowance of £50.
¶ Four temporary.

1	Second Class Clerk	150	15	350
1	Clerk in charge of Accounts	350	15	450
1	Superintendent of Index, etc., Department (Staff Post)	300	10	400
1	Registrar (Staff Post)	300	10	400
1	Local Stocks Clerk (Staff Post	300	10	400
1	Statistical Assistant (Staff Post)	300	10	400
1	Audit Clerk	‖ 350	15	450
1	Engineering Inspector	700	25	900
1	Assistant Engineering Inspector	400	20	600
1	Do. do.	...	...	400
1	Do. do.	...	...	350
1	Legal Adviser	...	...	800
1	Legal Assistant	400	20	500
4	Second Division Clerks, Higher Grade	250	10	350
39	Do. ¶	70	5 / 7 : 10s. / 10	250
33	Abstractors :—			
	Old Class	80	2 : 10s. / 5	150
	New Class	55	5	150

* This salary will be reconsidered on a vacancy.
† One receives an allowance of £50 as an Assistant Secretary, and one is an Acting Senior Clerk.
‡ Four receive £100 a year each for acting as second to the Senior Clerk in charge of a Division, and two receive £50 a year each as deputies to the Assistant Secretary. One acts as Inspector of Invalid Foundlings.
‖ This scale will be reconsidered on a vacancy.
¶ Includes one Temporary Staff Post at £250 per annum, and two at £200 per annum each.

APPENDIX No. CLXII. (A).

PAPER HANDED IN BY MR MALCOLM W. SCOTT ON BEHALF OF THE SOCIETY OF INSPECTORS OF POOR OF SCOTLAND.

Q. 57038 (71).

TABLE I.—RETURN OF SALARIES PAID TO INSPECTORS OF POOR IN SCOTLAND.

	Under £10	£ 20	£ 30	£ 40	£ 50	£ 60	£ 70	£ 80	£ 90	£ 100	£ 120	£ 140	£ 160	£ 200	£ 250	£ 300	£ 400	£ 500	£ 600	£ 1000
Aberdeen	3	34	20	12	6	5	...	...	...	...	...	...	2	...	...	...	1	...	...	...
Argyle	3	7	12	5	3	2	3	...	2	1	...	...	...	1	...	...	...	...	...	...
Ayr	...	4	5	5	5	4	6	4	1	3	2	3	1	1	...	...	...	...	...	...
Banff	4	4	4	4	...	1	2	1	...	1	...	...	1	...	...	...	...	...	...	...
Berwick	3	15	6	2	2	...	1	1	...	...	1	...	...	...	...	...	...	...	...	...
Bute	...	1	2	...	...	...	2	...	...	...	...	1	...	...	...	...	...	...	...	...
Caithness	...	1	4	1	...	1	1	...	...	...	1	1	...	...	...	...	...	...	...	...
Clackmannan	...	...	...	2	1	1	...	...	...	...	...	1	...	...	...	...	...	...	...	...
Dumbarton	...	4	...	...	...	...	1	1	...	...	1	3	1	...	1	...	...	...	...	...
Dumfries	3	13	14	6	3	1	1	1	...	...	...	...	...	...	1	...	...	...	...	...
Edinburgh	2	4	2	1	2	3	4	3	...	3	...	...	1	...	...	...	1	1	...	...
Elgin	1	1	6	5	3	...	...	...	2	...	...	1	...	...	...	...	...	...	...	...
Fife	10	8	15	11	6	1	3	1	...	1	...	2	...	...	1	...	...	...	...	...
Forfar	12	22	7	2	1	...	1	1	...	1	2	1	2	...	1	...	1	...	...	...
Haddington	3	9	6	1	...	1	...	2	1	...	...	1	...	...	...	...	...	...	...	...
Inverness	...	2	3	9	7	3	3	2	...	2	...	1	...	...	...	...	...	...	1	...
Kincardine	...	6	4	4	1	3	1	...	...	...	...	...	...	...	...	...	...	...	...	...
Kinross	1	2	...	1	1	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Kirkcudbright	1	11	9	3	...	1	1	2	...	...	...	...	...	...	...	...	...	...	...	...
Lanark	6	6	3	2	1	2	1	1	1	3	...	3	1	2	3	1	1	1	...	1
Linlithgow	...	2	...	2	1	1	1	...	...	1	2	1	...	...	...	...	...	...	...	...
Nairn	...	1	1	1	...	1	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Orkney	11	6	2	2	...	...	1	...	...	...	...	...	...	...	...	...	...	...	...	...
Peebles	6	4	1	1	1	1	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Perth	14	19	15	6	6	5	3	1	...	1	...	...	...	...	...	1	...	...	...	...
Renfrew	...	2	1	1	2	1	...	2	...	...	1	...	3	2	2	...	1	...	...	...
Ross	...	1	8	9	5	3	4	2	...	...	...	...	1	...	...	...	...	...	...	...
Roxburgh	3	19	3	...	1	...	1	...	2	1	...	...	...	...	...	...	...	...	...	...
Selkirk	1	4	...	...	...	...	...	...	...	...	1	1	...	...	...	...	...	...	...	...
Stirling	...	4	2	6	...	...	4	...	...	2	1	1	2	...	...	...	...	...	...	...
Sutherland	1	1	5	2	2	2	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Wigtown	...	1	2	2	7	...	3	2	...	...	...	...	...	...	...	...	...	...	...	...
Zetland	...	6	2	3	2	...	...	...	1	...	...	...	...	...	...	...	...	...	...	...
	88	224	164	111	69	43	48	27	10	20	12	21	15	6	9	2	5	2	1	1

TABLE II.—RETURN OF POOR LAW OFFICERS IN SCOTLAND.

Counties.	Pop.	Insp. Clerk.	Insp. Coll.	Insp. Coll. Reg.	Insp. Teachers.	Insp. other occup.	Coll.
Shetland	...	...	3	2	2	7	3
Wigtown	...	2	5	...	1	9	6
Sutherland	...	2	5	...	...	6	4
Stirling	...	3	9	5	2	3	5
Selkirk	...	...	3	...	4	...	...
Roxburgh	...	...	4	3	17	6	1
Ross and Cromarty	...	4	18	5	1	5	9
Renfrew	...	2	2	8	3	2	4
Perth	...	2	11	11	25	22	14
Peebles	...	...	2	1	11	...	...
Orkney	...	...	3	1	1	18	3
Nairn	...	...	2	1	...	1	...
Linlithgow	...	4	...	2	2	3	5
Lanark	...	12	3	8	11	5	15
Kirkcudbright	...	1	3	4	6	14	8
Kinross	...	...	1	...	2	2	...
Kincardine	...	...	6	6	...	7	...
Inverness	...	2	15	7	...	9	7
Haddington	...	...	1	5	17	1	2
Forfar	...	5	8	4	26	10	9
Fife	...	4	16	11	14	15	13
Elgin	...	6	2	3	1	7	6
Edinburgh	...	2	4	14	5	2	5
Dumfries	...	1	6	5	16	15	12
Dumbarton	...	...	8	1	1	2	...
Clackmannan	...	...	3	2	...	...	...
Caithness	...	1	6	2	1	...	3
Bute	...	2	1	...	1	2	3
Berwick	...	...	4	5	18	4	4
Banff	...	2	5	1	2	13	6
Ayr	...	4	20	12	4	4	7
Argyle	...	2	12	9	7	10	5
Aberdeen	...	2	12	14	4	51	9
	...	65*	203	152	205	255	168

* This refers to parishes where the office of inspector and clerk to the council occupies the whole time of that official.
NOTE.—In 824 parishes the inspector of poor is also clerk to the Parish Council.

APPENDIX No. CLXII. (B).

Paper handed in by Mr Scott on behalf of the Society of Inspectors of Poor. Q. 57125.

At a meeting of the Society of Inspectors of Poor for Scotland, held in Glasgow on the 20th January 1909, the following resolution was unanimously adopted :—

"That the Society of Inspectors of Poor for Scotland 'resolve, as they hereby resolve, to grant diplomas in 'accordance with the scheme outlined in the subjoined 'memorandum ; and that it be remitted to the executive 'to take the necessary steps to give effect to this resolu-'tion."

SOCIETY OF INSPECTORS OF POOR FOR SCOTLAND.

Scheme of Examination for Diploma of the Society.

1. Diplomas will be granted, without examination, by the Society to Inspectors of Poor who have held office for at least ten years ; but no diploma will be granted without examination after 31st December 1919.

2. Candidates for the diploma of the Society, by examination, must—

(*a*) Pass an examination in the following subjects :—
1. English composition and writing to dictation ;
2. History of England, Scotland, and Ireland ;
3. Geography ;
4. Arithmetic, including vulgar and decimal fractions ;
5. Book-keeping, correspondence, and *précis* writing, indexing, etc. ;
6. Elements of Latin ; or

(*b*) Have passed the first General Knowledge Examination for the legal profession ; or

(*c*) Possess equivalent certificates of the Scotch Education Department ; the Athenæum, Glasgow ; the Heriot Watt College, Edinburgh ; or of any other recognised College ; as to the sufficiency of which certificates the Examination Board will be sole judges ; and

(*d*) Either being Inspectors of Poor in office at the time of the adoption of this scheme, or persons who have served for five years in some part of the work of a parish council, must pass an examination in the Scottish Poor Law, the Acts of Parliament (other than the Poor Law Acts) administered by parish councils ; the rules and regulations of the Local Government Board and the General Board of Lunacy ; and the rules relative to the management of poorhouses.

3. The executive shall have power to alter or modify the subjects of examination for the diploma.

4. The Examination Board will be composed of the following :—

Two members to be nominated by the Local Government Board ;
One member to be nominated by the General Board of Lunacy (if the consents of these Boards are obtained) ;
Four members of the Society of Inspectors to be chosen by the executive.

5. The examination papers will be prepared by the Examination Board, or by examiners appointed by them ; and examinations will be held at centres and dates to be fixed by the Examination Board.

6. Diplomas will be signed by the Chairman of the Examination Board and the President and Secretary of the Society of Inspectors of Poor, and, when granted after examination, a diploma will bear that it has been so gained.

7. The fee for diplomas granted in virtue of ten years' service will be £1 1s. ; and the fee for each examination will be £1 1s. on first appearance, and 10s. 6d. for a second or succeeding appearance at such examination.

8. The executive shall have power, subject to the approval of the Society in each case, to withdraw any diploma on cause shown.

APPENDIX No. CLXIII.

PAPER HANDED IN BY MR MILES M'INNES.

Q. 57672.

PROBLEM OF THE UNEMPLOYED.

A SCHEME OF TREATMENT.

Restrictive and Ameliorative Measures.

The unemployed, like the poor, we have always with us, but in recent years, for reasons not far to seek, they have increased to such proportions as to threaten the very existence of our constitution if their wants are not attended to. Therefore, the time has arrived when it is absolutely necessary to protect our economic system from this incubus. The unemployed are usually divided into two classes :— unemployed and the unemployable. I propose, however, to divide them into three classes, and in doing so to leave out the mentally and physically weak, for whom we already have ample accommodation in existing institutions, and deal with the able-bodied unemployed, for whom we have not yet made sufficient provision.

(*a*) There is the sturdy beggar, who never works and never wants, but wanders at his own sweet will from one side of the country to the other, living upon the fat of the land. This is a beggar from choice.

(*b*) The tramp who was at one time a workman, but who, through dislocation of his trade, or other cause, took to the road in search of work, and ultimately fell to the position of a vagrant.

(*c*) The real unemployed, who through changes in methods of industry, and other seasonable causes, have been thrown out of employment.

Three Classes Described.

Referring to the first class, the sturdy beggar, I think it must be admitted that the Poor Law has had no effect in reforming this character, but, on the contrary, it has helped him to live, because when he is "down on his luck" he goes to the poorhouse, just as one would go to a hydropathic for a little curative treatment. Of course, the tramp is simply a product of mistaken philanthropy on the part of the public, whose folly makes his existence on the road possible.

The second class are larger than one might think, and deserve more sympathy than they get, because they are not tramps, in the first instance, by choice, but by circumstances. When they first started on the road they may have done so with the best intentions and highest hopes of obtaining employment, but not finding it, and mixing

APPENDIX No. CLXIII.—*Continued.*

Paper handed in by Mr Miles M'Innes. Q. 57672.

frequently with the vagrant class, they soon became demoralised. The next development of the tramp in search of work, and who fails to find it, is a feeling of revenge against society that he considers has done him a mortal injury by making him what he has become—a "tramp." And a tramp he remains.

The third group are the real working men, who are temporarily out of employment, and if they are to be rescued from falling into the degrading position of ordinary tramps, the State must come to their aid without delay by helping them to help themselves, and this can best be done by giving them work. The regular tramp does not want work. There is a true story told of one who said, "I eats 'well and I sleeps well, but when I sees a bit o' work I 'goes all of a tremble."

Having made a diagnosis of the able-bodied tramp's disease—for I maintain that vagrancy is a social disease of a virulent type—it may be reasonably expected that I should supply an antidote. That, however, is not so easy, especially when it is remembered that able writers and profound thinkers have hitherto failed to solve the problem. From my intimate knowledge and long acquaintance with the tramping class, which now extends to over thirty years, first as a criminal officer and then as a civil officer, I believe I know their peculiar views and habits better than most people, and certainly better than those who have only looked at them from a distance, yet I am not at all sanguine that I can propound a scheme that would relieve the present tension, and at the same time satisfy the views of the community.

It must be obvious from the description I have given of the three different classes of tramps that, while the first and second might be dealt with together, the third must have separate treatment. Therefore, our policy towards the first two, to be effective, must be restrictive, and towards the last ameliorative. To my first proposition the usual bogey trotted out against it is the liberty of the subject. My argument against that is that the liberty of the subject can only be respected so long as the action of a particular subject does not interfere with the liberty of the other subjects, but as soon as that takes place it must be restricted, or otherwise law and order could not be maintained. Vagrancy in a civilised country is not only a danger but a weakness, and should be restricted within well-defined lines. With that object in view, I will briefly outline a scheme which, if it were put in force, would not only secure the tramp's comfort, but in some cases restore him to the society which he has long been at war with. My proposition is as follows:—

Duty of the State.

1. That the tramp, being a national and not a parochial pauper, should be taken charge of and supported by the State until he is in a position to support himself. That in many cases could be brought about by alienating him from the road by keeping him in an industrial home, where he would be compelled to work, but would be kept comfortable. They are not all irredeemable, and a comfortable home, with healthy surroundings, would go a long way towards kindling that spirit of independence, which had been almost crushed out on the road.

Proposed Homes.

2. Let us assume, then, that the Government has accepted my proposition, and that they have undertaken the charge of all the tramps and vagrants in the country. What is the next step towards the reclamation of that mixed class? I suggest that the Government should commence by joining two or more counties together, so as to form districts, in each of which there should be an industrial home, equipped for outdoor and indoor labour. The home and workshops need not be built of stone and lime, but of iron and wood, which would cost less than half of what permanent buildings would do, and would serve the purpose equally well. They should be so devised and constructed as to meet the requirements of two classes of men. Every home should be built upon or near waste land that could be reclaimed by the inmates of the home. Labour bureaux should be established at, and in connection with, every industrial home, so as to collect information regarding where labour is wanted, and where it may be found. For the sake of brevity, I will dispense with the details of the staff, other than what necessarily follows in connection with the reception and disposal of the inmates of the home

3. The financial position of the home, in relation to its inmates, should be upon the following basis, viz.:—The wages earned by every man should be calculated at the rate of 2s. 4d. per day, or 14s. per week. Some would not work for this amount, and others would work for more. The board of the inmates should be fixed at 7s. per week, so that every inmate would earn 14s. per week, or 7s. after paying board. Of course, no one could be received in a home unless they were able-bodied, and men taken sick in the home, if the sickness was to be of long duration, would be removed to a suitable institution.

4. To these industrial homes every man out of work would be entitled to apply, and would be admitted without any other formula than his personal application, and his undertaking to comply with the rules of the institution, which the superintendent would be empowered to enforce. The homes would also require to admit able-bodied men sent by the relieving authorities in the districts upon the same terms as those who applied personally. No one admitted to the home should be permitted to leave the home in a less period than one week, unless (*a*) he has found employment, or (*b*) employment has been procured for him; when, in either case, his railway fare would be paid to the place where the work was to be obtained. In the event of any unemployed person not obtaining work within a week, and still continuing to reside and work in the home, 3s. 6d. for every complete week should be put to his credit, and on his leaving the home the sum standing at his credit should be paid over to him.

Penal Provisions.

5. Begging and wandering about the country without any apparent means of subsistence should be entirely prohibited. With that object in view, the police should be given power to apprehend all such persons and bring them before (*a*) a medical officer appointed for that purpose, who shall certify that they are able-bodied, or that they are disabled, and (*b*) before a magistrate in open court; and if the magistrate is satisfied, on the evidence adduced, that such person had been wandering the country without any means of subsistence, other than what he may have obtained by begging, and that he is not seeking work, such person shall, if he is able-bodied, be sent to an industrial home, and if disabled, to a suitable institution for the treatment of his ailment, for such period as the magistrate may determine, but not exceeding three months for a first offence.

6. Every industrial home shall be bound to receive all tramps sent to it by the courts within its district, and shall provide separate classified apartments for these tramps, apart from the genuine unemployed who had applied personally, or had been sent by a relieving authority. They shall be comfortably housed, fed, and employed according to their ability to work, and shall be detained there for the period of their sentence, unless (*a*) by special good conduct and industrious labour the superintendent remits one month of their sentence—which he should be authorised to do—or (*b*) finds them a situation or work he considers them able to perform. But no one sentenced by a court can be sent to any employment outside the home until he has at least served one-half of his sentence. When any of these sentenced by a court leave the home they shall be provided with a suit of clothes, and one pound in money, but if they desire to remain after the expiration of their sentence they should be allowed to do so, and if possible helped into regular employment. In the latter event 3s. 6d. shall be put to their credit for every complete week, the same as the other unemployed, and on their leaving the home the sum standing at their credit shall be paid over to them. In like manner all poorhouses and hospitals within the district of the industrial homes shall be bound to receive all tramps sent to them by the courts in that district. In the case of persons certified disabled, and sent to a poorhouse or hospital, no mitigation of their sentence should be allowed, except when they become so improved as to be removed to and work upon an industrial home. In that case they would be dealt with the same as if they had been sent to an industrial home at first. Nor shall persons sent to a poorhouse or hospital receive any money at the expiration of their sentence, but will be given suitable clothing should they desire to leave. An effort should be made, however, to induce disabled people to remain in the poorhouse or hospital, because by going on the road again they would simply be apprehended and re-committed.

7. Female tramps or vagrants shall be dealt with in the

APPENDIX No. CLXIII.—*Continued.*

Paper handed in by Mr Miles M'Innes. Q. 57672.

same manner, and be liable to the like detentions as the male tramps, with this difference, that instead of sending them to an industrial home they shall be sent to a poorhouse, where the governor should be armed with the same authority to detain them as the superintendent of an industrial home.

8. Should any tramp, male or female, when brought before a court, have childen with them, such children shall, upon the conviction of the parents, be dealt with as follows, viz.:—All children below two years of age shall be sent to the poorhouse along with the mother, and those above that age permanently removed from them. In the latter case the children between two and eight years shall be boarded out in the country with suitable families, and those above eight but under fifteen shall be placed in an industrial school, where they will remain till they reach the age of sixteen years. At the expiry of that time they should next be sent to a training school for the army and navy.

9. For every second offence the tramp should be sentenced to six months' detention in an industrial home or other institution, but such sentence should not be subject to any remission on account of good behaviour as on the first conviction, and in the event of the tramp having one or more children above one year of age they shall be entirely taken from them, and dealt with as already indicated.

10. For a third offence the magistrate shall have power to sentence a tramp to a period of detention of not less than one year or more than three years, and such sentence shall be carried out in full. All children, of whatever age found in the possession of tramps on their third conviction shall be absolutely separated, and placed in suitable homes as formerly prescribed.

Care of the Children.

11. If there is any section of the community more than another which demands the immediate attention and assistance of the State it is the children of tramps. Poor waifs! To see them dragging after the heels of a sturdy tramp with little on their feet, and what little they have hurting them, is a sight to jar upon the feelings of the most callous observer. These children will ultimately form a part and parcel of the future citizens of our empire, and therefore it is in the interests of the State to see that they are fed, clad, and educated, so as to fit them for the duty of citizenship, and not allow them to become wastrels for the want of training, who would migrate between the prison and the poorhouse, and thus continue to be a burden upon their industrious fellow-subjects. The reform of the adult tramp in many cases is problematical, but the reclamation of the children is certain of success if carried out with due care, except in rare cases where the hereditary taint has got such a hold as not to be subject to the influence of treatment.

Nature of Employment.

12. Employment in the homes could be of a varied nature. Outdoor labour could always be provided, when the weather is suitable, in trenching, road-making, draining, market gardening, stone breaking, mason work, etc.; while indoor labour could always be provided by wood chopping, mat making, basket making, brush making, and many other industries according to the ability of the inmates for the time being. No doubt, joiners, blacksmiths, plumbers, painters, and other useful tradesmen would find their way to such homes, and all would assist in their own ways to make the homes a success.

Checks.

13. In the staff of each bureau attached to an industrial home there should be one with a knowledge of photography, whose duty it should be to photograph every tramp sent to the home by a magistrate as he enters, and again as he leaves the home. These two photographs, along with a snapshot taken, unknown to the subject photographed, during his residence in the home, should be placed on a sheet of paper, and accompanied by a full description of the man and the sentence he had received. This description and photographs should be sent to every bureau and central police office in the country, so that any tramp could be identified, and dealt with according to the merits of his case if he again became chargeable.

Explanations.

14. In concluding this *resumé* of what might be done to solve the problem of the unemployed, I may say that I have avoided details and arguments both for and against my suggestions, because what I have proposed is simply a skeleton of a system that might be extended if the basis were adopted. In short, what I wish to emphasise is (1) that professional tramping should be absolutely abolished, as it is a menace to the well-being of the community; and (2) that some tramps who have fallen through being demoralised and degraded by the want of work, and not by evil habits, are capable of redemption; and (3) that the real unemployed must not be allowed to be contaminated by the tramping class, or be encouraged to wander through the country looking for work, but should be given temporary employment in industrial homes until permanent work could be procured for them. There should neither be necessity for, nor permission given to, any person to wander through the country with no other object than that of preying upon their more industrious fellow-subjects.

To reveal the beggar more clearly to the eye of the policeman, the law that permits of travellers obtaining a pedlar's certificate for 5s.—which in many cases is a cloak to begging—should be amended, in the direction of placing the granting of such licences in the hands of a magistrate, who would only grant them when evidence was adduced that the party applying was a *bona fide* traveller selling materials that the public require.

If the Government by this method clears the country of tramps, the municipalities, by the help of distress committees, could provide for the residenters who are temporarily thrown out of employment by seasonal or other causes. What is most wanted in towns is one good organisation to deal with people out of employment, and not two or three working alongside, but entirely independent of, each other. It is quite right that the Churches and the Salvation Army should have their individual organisations, but outside that there should be one for the town as a whole. If it is otherwise, they are taken advantage of by unscrupulous applicants, while some more deserving may probably be left out altogether.

APPENDIX No. CLXIV. (A).

PAPER HANDED IN BY MR J. R. MOTION.

Q. 58087 (6).

PARISH OF GLASGOW.

PARISH COUNCIL ELECTIONS.—RETURN IN TERMS OF THE FOLLOWING RESOLUTION ADOPTED BY THE COUNCIL ON 9th JANUARY 1906:—

"That the Inspector be instructed to prepare a 'return showing the number of electors in the 'various wards and landward part of the parish, 'as also the number of voters for the several 'candidates at the last election."

	No. of Votes.	Total Electorate.
FIRST WARD (Dalmarnock and Calton).		
Robert Wilson Todd,	2929	14,11
William Baird,	2146	
John Armour,	1987	
Very Rev. T. P. O'Reilly,	1819	
David Hammond,	1751	
SECOND WARD (Mile-End and Whitevale).		
Helen Barton,	1893	12,161
Thos. F. Hunter,	1799	
John Broom Wills,	1683	
James Brand,	1511	
James Riddell,	1481	
Alex. Haddow,	1379	
THIRD WARD (Dennistoun and Springburn).		
Andrew Forbes,	2676	13,530
George Newton,	2555	
D. T. Harvey,	1774	
Hugh Lyon,	1692	
Thos. Miller,	1064	
Robert Mitchell,	241	
Robert M'Farlane Cairns,	Withdrawn.	
FOURTH WARD (Cowlairs and Townhead).		
No Contest,		12,076
FIFTH WARD (Blackfriars and Exchange).		
No Contest,		5,103
SIXTH WARD (Blythswood and Broomielaw).		
William Maclure,	1373	5,831
Alexander Knox,	1358	
Margaret S. Ker,	1185	
William Wright,	437	
David Mitchell,	390	
John Struthers,	353	
George Scott Hendry,	315	
Carry forward,		62,817

	No. of Votes.	Total Electorate.
Brought forward,		62,817
SEVENTH WARD (Anderston and Sandyford).		
Archibald Carswell,	1992	10,716
Eliza Jane Aikman,	1802	
William Logan,	1397	
Alexander Bell,	1287	
Robert Handyside,	1158	
Neil Gallacher,	1060	
EIGHTH WARD (Park and Cowcaddens).		
Daniel Ferguson,	1316	11,388
Margaret Birrell,	1011	
John Mackenzie,	999	
Thomas Robertson,	785	
Archibald Gardner,	709	
William Forbes,	308	
NINTH WARD (Woodside and Maryhill).		
No Contest,		15,622
Total Burgh Electorate,		100,543

NOTE.—As there are three representatives from each ward the electors can vote for three candidates, but not more.

LANDWARD AREA.

SOUTH SHETTLESTON ELECTORAL DIVISION.		
Walter A. Smail,	504	2,374
Miss Burnett,	343	
Higney,	219	
NORTH SHETTLESTON ELECTORAL DIVISION.		
No Contest,		1,531
MILLERSTON AND SPRINGBURN ELECTORAL DIVISION.		
No Contest,		391
POSSIL ELECTORAL DIVISION.		
John Quigley,	117	240
John Watson,	70	
Total Landward Area Electorate,		4,536

NOTE.—There are only four landward representatives, one from each of the foregoing divisions.

APPENDIX No. CLXIV. (B).

Paper handed in by Mr J. R. Motion. Q 58087 (29).

PARISH OF GLASGOW.

COMPARATIVE STATEMENT OF PAUPERISM AT 15TH MAY 1906.

Districts and Class of Poor.	Present.						Same Period Last Year.						Increase.			Decrease.			Aliment Paid.			
	Paupers.			Dependants.			Paupers.			Dependants.									Present.	Same Period Last Year.	Increase.	Decrease.
	M.	F.	Total.	M.	F.	Total.	M.	F.	Total.	M.	F.	Total.	Paupers	Depdts.	Total.	Paupers.	Depdts.	Total.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
1. Dalmarnock Wards	43	246	289	102	124	226	46	289	335	121	157	278	...	...	...	16	52	98	219 0 0	256 6 0	...	37 6 0
2. Calton (part) ,,	20	167	187	64	87	151	19	165	184	69	77	146	3	5	8	...	...	...	129 16 0	131 16 0	...	2 0 0
3. Mile-End and Landward ,,	43	315	358	148	197	345	45	334	379	158	188	346	...	...	...	21	1	22	273 14 0	294 14 0	...	21 0 0
4. Whitevale and part Calton ,,	28	215	243	106	120	226	30	221	251	101	132	233	...	...	...	8	7	15	185 6 0	187 8 0	...	2 2 0
5. Dennistoun and Springburn ,,	24	221	245	127	158	285	24	201	225	111	130	241	20	44	64	...	...	...	206 2 0	181 10 0	24 12 0	...
6. Cowlairs and Townhead ,,	21	251	272	183	213	396	23	234	257	166	192	358	15	38	53	...	...	...	232 16 0	217 8 0	15 8 0	...
7. Blackfriars ,,	22	84	106	30	34	64	24	84	108	23	33	56	...	8	8	2	...	2	74 2 0	72 11 6	1 10 6	...
8. Exchange and Blythswood ,,	4	11	15	5	12	17	3	12	15	5	10	15	...	2	2	...	...	...	13 10 0	11 6 0	2 4 0	...
9. Broomielaw and Anderston ,,	14	134	148	73	78	151	13	131	144	69	76	145	4	6	10	...	...	...	107 9 6	104 18 0	2 11 6	...
10. Sandyford, Park, and part Cowcaddens ,,	21	129	150	88	89	177	20	151	171	101	105	206	...	...	...	21	29	50	121 0 0	141 4 0	...	20 4 0
11. Cowcaddens ,,	33	193	226	97	128	225	26	208	234	89	120	209	...	16	16	8	...	8	173 12 0	168 16 0	4 16 0	...
12. Maryhill, Woodside, and Landward ,,	25	234	259	167	172	339	21	235	256	162	170	332	3	7	10	...	...	...	211 12 0	203 16 0	7 16 0	...
13. Non-Resident,	67	350	417	255	418	673	73	342	415	257	337	594	2	79	81	...	...	...	143 14 0	147 4 0	...	3 10 0
TOTAL,	365	2550	2915	1445	1830	3275	367	2067	2974	1432	1727	3159	47	205	252	106	89	195	2091 13 6	2118 17 6	58 18 0	86 2 0
Other Parish Poor.	37	283	320	247	285	532	32	295	327	258	319	577	...	...	...	7	45	52	293 0 0	315 0 6	...	22 0 6
Weekly Roll,	87	241	328	346	393	739	103	318	421	411	538	949	...	...	...	93	210	303	395 17 0	525 12 0	...	129 15 0
Suspense Roll,	6	29	35	16	18	34	6	36	42	28	24	52	...	...	...	7	18	25	28 7 6	34 8 6	...	6 1 0
Irish and Foreign Roll,	1	45	46	46	21	67	1	53	54	18	25	43	...	24	24	8	...	8	39 4 0	41 17 0	...	2 13 0
Special Roll (Widows),	...	209	209	423	414	837	...	207	207	403	434	837	2	...	2	...	...	...	498 17 0	483 4 0	15 13 0	...
TOTAL OUT-DOOR POOR,	496	3357	3853	2523	2961	5484	509	3516	4025	2550	3067	5617	49	229	278	221	362	583	3346 19 0	3518 19 6	74 11 0	246 11 6
Children Boarded Out,	1055	928	1983	...	...	...	1062	949	2011	...	...	...	...	...	...	28	...	28	1501 12 0	1494 7 0	7 5 0	...
LUNATICS—																						
Boarded Out,	174	264	438	...	...	...	137	248	385	...	...	...	53	...	53	...	...	...	593 3 0	522 17 9	70 5 3	...
Woodilee Asylum,	477	430	907	...	...	...	489	421	910	...	...	...	...	...	...	...	...	...	...	...	...	...
Gartloch do.	357	327	684	...	...	...	349	335	684	...	...	...	...	...	...	3	...	3	...	...	...	...
Other Asylums,	2	...	2	...	...	...	2	...	2	...	...	...	...	...	...	...	...	...	...	...	...	...
Imbeciles in Institutions,	56	27	83	...	...	...	53	30	83	...	...	...	...	...	...	...	...	...	...	...	...	...
Woodilee Imbecile Home,	12	21	33	...	...	...	11	22	33	...	...	...	...	...	...	...	...	...	...	...	...	...
TOTAL LUNATIC POOR,	1078	1069	2147	...	...	...	1041	1056	2097	...	...	...	53	...	53	3	...	3	...	...	...	...
Barnhill Poorhouse,	1078	690	1768	10	47	57	1239	788	2027	11	4	15	...	42	42	259	...	259	...	...	...	...
Stobhill Hospital,	739	720	1459	97	115	212	704	656	1360	91	97	188	99	24	123	...	...	...	...	...	...	...
Oakbank Hospital,	89	83	172	1	4	5	96	102	198	2	...	2	...	3	3	26	...	26	...	...	...	...
Duke Street Hospital,	136	107	243	6	2	8	118	110	228	3	3	6	15	2	17	...	...	...	...	...	...	...
City Poorhouse	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Lanark Home,	...	...	...	...	...	...	6	...	6	...	...	...	...	...	...	6	...	6	...	...	...	...
TOTAL IN-DOOR POOR,	2042	1600	3642	114	168	282	2163	1656	3819	107	104	211	114	71	185	291	...	291	...	...	...	...
TOTAL POOR CHARGEABLE,	4671	6954	11,625	2637	3129	5766	4775	7177	11,952	2657	3171	5828	216	300	516	543	362	905	5441 14 0	5536 4 3	152 1 3	246 11 6

APPENDIX No. CLXIV (C).

Paper handed in by Mr J. R. Motion.

No. 1. Q. 58087 (32).

STATEMENT SHOWING THE APPLICATIONS FOR POOR RELIEF FOR THE YEAR 15TH MAY 1906, WITH DETAILS AS TO NEW AND OLD CASES, CAUSE OF APPLICATIONS, ETC.

	Half-Years.		
	15/5/06.	15/11/05.	Total.
New cases	3,030	2,888	5,918
Old cases	6,725	7,581	14,306
Ins-and-outs	1,550	1,220	2,770
Total	11,305	11,689	22,994
Of these there were—			
For renewals of aliment	1,459	1,705	3,164
„ widows and children	287	294	581
„ widows without children	525	505	1,030
„ orphan and separated children	201	231	432
From ill-health	5,404	5,863	11,267
On account of bastardy	205	1,220	1,425
„ desertion	787	198	985
„ lunacy	349	825	1,174
Admitted to other parishes	538	378	916
Ins-and-outs	1,550	470	2,020
Total as above	11,305	11,689	22,994

APPENDIX No. CLXIV. (C).—*Continued.*

Paper handed in by Mr J. R. Motion.

No. 2. Q. 58087 (33).

PARISH OF GLASGOW.

RETURN OF FIRST APPLICATIONS, INCLUDING ADMITTED CLAIMS FROM OTHER PARISHES, SHOWING CAUSES THEREOF.

For Month Ending.	1 Accident.		2 Criminality.		3 Desertion.		4 Drink.		5 Illegitimacy.	6 Illness.		7 Immorality.		8 Improvidence.		9 Indolence or Slovenliness.		10 Insanity.		11 Old Age with Relatives able to Assist.		12 Old Age without Relatives able to Assist.		13 Widows.	14 Orphans.	Total Applications.
	M.	F.	M.	F.	M.	F.	M.	F.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.			
16th May till 15th June, 1905	9	1	6	1	7	47	24	7	10	121	61	8	10	90	5	17	1	17	15	23	10	14	10	41	2	557
15th July, 1905	15	1	16	2	6	36	16	3	10	80	47	9	11	66	3	7	1	37	11	8	11	13	8	25	...	442
15th August, „	7	1	9	2	3	37	22	4	12	102	54	11	9	62	4	4	1	24	11	12	17	13	6	16	6	449
15th September, „	14	1	7	2	10	47	24	7	14	109	66	19	13	54	2	13	1	20	15	14	14	12	11	30	4	523
15th October, „	14	6	5	2	7	32	22	7	12	84	49	6	5	65	8	1	...	15	16	8	17	11	6	37	7	442
15th November, „	7	1	7	2	5	33	31	6	15	98	42	18	12	100	3	5	3	10	12	9	11	4	5	35	1	475
Total for Half-Year	66	11	50	11	38	232	139	34	73	594	319	71	60	437	25	47	7	123	80	74	80	67	46	184	20	2888
15th December, 1905	7	2	11	3	7	32	51	4	7	92	56	14	17	61	4	7	3	15	14	7	5	11	7	27	5	469
15th January, 1906	13	1	6	1	4	29	41	1	5	100	71	19	12	64	5	7	1	27	14	6	8	16	11	28	1	491
15th February, „	10	3	7	4	7	42	29	5	6	120	54	15	15	100	10	6	1	27	6	13	8	18	5	36	5	572
15th March, „	6	...	5	1	8	29	42	1	8	120	61	8	14	82	11	5	1	20	12	6	2	12	5	32	...	491
15th April, „	8	1	2	7	3	51	45	5	13	105	51	11	21	74	6	11	3	31	8	3	2	17	6	30	2	516
15th May, „	9	...	8	7	5	39	45	1	7	88	49	7	22	70	...	6	2	25	12	9	...	28	5	46	1	491
Total for Half-Year	53	7	39	23	34	222	273	17	46	625	342	74	101	451	36	42	11	145	66	44	25	102	39	199	14	3030
Previous Six Months	66	11	50	11	38	232	139	34	73	594	319	71	60	437	25	47	7	123	80	74	80	67	46	184	20	2888
Total for Twelve Months	119	18	89	34	72	454	412	51	119	1219	661	145	161	888	61	89	18	268	146	118	105	169	85	383	34	5918

Nativity of the above Applicants			
Scotch	2074	2138	4212
English	149	172	321
Irish	617	676	1293
Foreign	48	44	92
Totals	2888	3030	5918

NOTE.—In the compilation of these statistics the following instructions are rigidly observed, viz. :—

APPENDIX No. CLXIV. (C).—*Continued.*

Paper handed in by Mr J. R. Motion.

No. 3. Q. 58087 (33).

PARISH OF GLASGOW.

CAUSES OF PAUPERISM.

1. *Accident.*—Ascertain minutely how the accident occurred. The majority of this class meet with their injuries through their own misconduct, indulging in riotous and disorderly behaviour, while under the influence of drink. In such a case the cause should be entered under "Drink."

2. *Criminality.*—Refers to all persons who have been inmates of police offices or served a term of imprisonment in prison.

3. *Desertion.*—Wife deserted by husband, and children deserted by parents.

4. *Drink.*—After careful inquiry it will be found a considerable number will come under 1 and 6, and a number will be found under 1 and 6 who should come under this heading.

5. *Illegitimacy.*—Women burdened with illegitimate children, viz., single women, widows, and married women.

6. *Illness.*—Under this heading great care must be exercised to inquire as to the cause of illness. A great many of the applicants are men ranging from 19 to 50 years of age, single, and some are tradesmen who could have made some provision against sickness. Such cases should be placed under the head of Drink or Improvidence.

7. *Immorality.*—Venereal cases and living in co-habitation.

8. *Improvidence.*—Cases where it has been ascertained or admitted that they had been in receipt of good wages and made no provision against accident or sickness by being members of benefit societies.

9. *Indolence.*—Applicants who prefer to loaf about street corners rather than look for work.

10. *Insanity.*—Special care should be taken to ascertain the cause of insanity.

11. *Old Age without Family.*—Old people who have been disabled or discharged from work through old age or the operation of the Workmen's Compensation Act, 1897.

12. *Old Age with Family.*—Old people with families or relatives able to assist, but neglecting to do so.

13. *Widowhood.*—.....

14. *Orphans.*—.....

No. 4. Q. 58087 (33).

PARISH OF GLASGOW.

ANALYSIS OF APPLICATIONS FOR RELIEF MADE FOR THE FIRST TIME FOR YEAR ENDING 15TH MAY 1906, EXCLUDING ADMITTED CLAIMS FROM OTHER PARISHES.

Classification of Places where the Applicants came from.	Males.	Females.	Per-centages. M.	Per-centages. F.
From Corporation lodging-houses. (Abercromby Street, Calton, Drygate, Greendyke Street, Hydepark Street, North Woodside Road, Moncur Street Female.)	199	16	3·5	0·3
From the Family Home	7	1	0·2	...
From private model lodging-houses, (Great Hamilton Street, James Watt Street Home, M'Alpine Street, Moncur Street, Garscube Lane, Watson Street, Carrick Street, etc.)	406	18	7·1	0·3
From common lodging-houses (Donnochie's, Spence's, Scullion's, and such like.)	65	57	1·1	1·0
From police offices	183	60	3·2	1·1
From Night Asylum	335	99	5·9	1·7
From prisons	25	17	0·4	0·3
From Royal Infirmary, the Salvation Army Home, Sailors' Home, and other institutions, such as shelters for children and others	115	152	2·0	2·7
Houseless and wandering in streets, or lying in closes	274	46	4·8	0·8
From private lodgings (Lodgings with private people.)	505	825	8·9	14·5
From their own dwelling-houses	1340	949	23·5	16·7
Total	3454	2240	60·6	39·4

Ages.	Males.	Females.	Per-centages.	Per-centages.
Under 20 years of age	307	319	5·4	5·6
Over 20 and under 30 years of age	728	592	12·8	10·4
Over 30 „ 40 „	828	480	14·5	8·4
Over 40 „ 50 „	661	305	11·6	5·4
(Under 50 years of age there were 4220, or 74 per cent.)				
Over 50 and under 60 years of age	446	174	7 8	3·1
Over 60	484	370	8·5	6·5
(Over 50 years of age there were 1474, or 26 per cent.)				
Total	3454	2240	60·6	39·4
Condition.				
Single	1648	851	28·9	15·0
(There were in all 2499 single men and women, equal to 44·3 per cent.)				
Widower	449	...	7·9	...
Widow	...	632	...	11·1
Married	1308	315	23·0	5·5
Deserted	49	442	0·8	7·8
Total	3454	2240	60·6	39·4
Nativity.				
Scotch	2382	1768	41·8	31·1
English	228	48	4·0	0·9
Irish	808	376	14·2	6·6
Foreign	36	48	0·6	0·8
Total	3454	2240	60·6	39·4
Occupation.				
Tradesmen	1302	...	22·8	...
Labourers	1408	...	24·7	...
Professions	108	...	1·9	...
Various	432	...	7·6	...
No occupation	204	...	3·6	...
Domestics	...	1294	...	22·7
Cleaners	...	158	...	2·8
Sewers	...	72	...	1·2
Hawkers	...	36	...	0·7
Servants	...	136	...	2·4
Laundresses	...	148	...	2·6
Dressmakers, etc.	...	72	...	1·2
Millworkers	...	168	...	3·0
Various	...	156	...	2·8
Total	3454	2240	60·6	39·4

CAUSATION.—This causation is ascertained from personal inquiry at the individuals themselves by the various assistant inspectors.	Total. Male and Female.	Percentage.
Accident	129	2·3
Criminality	117	2·1
Desertion	509	8·9
Drink—(men 395, women 43),	438	7·7
Illegitimacy	102	1·9
Illness	1831	32·2
Immorality	294	5·1
Improvidence	930	16·3
Indolence	98	1·7
Insanity	402	7·0
Old age (with families able to support)	206	3·6
Old age (without families able to support)	240	4·2
Widowhood	371	6·5
Orphans	27	0·5
Total	5694	100·0

APPENDIX No. CLXIV. (C).—*Continued.*

Paper handed in by Mr J. R. Motion.

No. 5. Q. 58087 (34).

PARISH OF GLASGOW.

DETAILS REGARDING CONDITION AS TO MARRIAGE; NUMBER FROM REGISTERED LODGING-HOUSES (MODELS); HOW APPLICATIONS ARE MADE; NUMBER OF CASES REVISED AT THE POORHOUSE AND HOSPITALS; THE NUMBER OF DEATHS AMONG THE OUT-DOOR POOR; AND REMOVAL OF PAUPERS TO ENGLAND AND IRELAND.

3097 applicants out of a total of 22,994 applications, old and new, came from the various model-lodgings in the Parish as under:—

	Half-Years.		
	M.	F.	Total.
Married,	218	96	314
	253	87	340
Single,	722	123	845
	682	133	815
Widower or Widowed,	292	98	390
	282	111	393
Totals,	2,449	648	3,097

Of the total applications there were made by—

Applicants in person,	*6,501	8,079	14,580
Letter,	662	581	1,243
Neighbour,	891	363	1,254
Member of family,	1,163	976	2,139
Admitted to other parishes,	538	470	1,008
Ins-and-outs,	1,550	1,220	2,770
	11,305	11,689	22,994

POORHOUSE AND HOSPITAL REVISALS.

	Stob-hill.	Duke St.	Oak-bank.	Barn-hill.
Total cases revised till 15th November 1905,	410	219	126	1280
Total cases revised till 15th May 1906,	564	458	475	1395
	974	677	601	2675
Granted Donations or Clothing, or both, for year,				69

DEATHS AMONG OUT-DOOR POOR.

	15/5/06.	15/11/05.	Total.
Adults, for half-year,	88	74	162
Children, do.,	14	3	17
	102	77	179

REMOVALS TO AND FROM ENGLAND AND IRELAND.

	15/5/06.	15/11/05.	Total.
Removals to Ireland for half-year,	26	45	71
Removals to England do.,	6	18	24
Removals from England to Glasgow for half-year,	13	3	16
	45	66	111

During the year 141 warrants were obtained, but only 80 persons were removed.

	15/5/06.	15/11/05.	Total.
Placed on out-door rolls,	843	874	1,717
Cases for renewal,	5,511	5,559	11,070
Offered poorhouse,	6,669	6,731	13,400
Sent to asylum,	165	202	367
Granted interim relief,	251	81	332
„ medical relief,	262	227	489
*Refused relief,	313	544	857
‡Not present,	103	93	196
‡Not found at addresses given,	42	68	110
‡Delayed,	151	179	330
Applications withdrawn,	503	610	1,113
Referred to other parishes,	191	230	421
Sent to lock hospital,	23	19	42
Referred to Local Authorities,	22	28	50
Revisals at Stobhill,	564	410	974
„ Barnhill Poorhouse,	1,395	1,280	2,675
„ Duke Street and Oakbank Hospitals,	933	345	1,278
Clothing supplied,	515	344	859
†Taken off roll,	330	291	621
Ins-and-outs,	1,550	1,220	2,770
Relieve taxes,	25	23	48
Referred to Charity Organisation Society,	7	4	11
Convalescent homes,	20	7	27
Remit to Relief Appeal Committee,	2	2	4
	20,390	19,371	39,761

* Of the 857 refusals, the sheriff ordered relief in 115 cases.

† Of the 621 struck off roll during the year, 172 died, 42 were married, 50 were addicted to drink, 8 were guilty of immoral conduct, 148 were removed to hospital, 121 on the ground of income, 4 removed to fever hospital, 23 removed without giving address, 15 resumed work, 8 dirty houses and bad locality, 1 for being in prison, and 12 for deception, 8 husbands home.

Those marked ‡ are only temporarily disposed of, and generally come up for consideration on the same application, and are included under the other heads.

In addition to the 22,994 new applications considered by the Relief Committees, there are included in the 39,761 cases, the usual monthly revisals, special reports, inquiries as to families, etc.

CASES BEFORE RELIEF APPEAL COMMITTEE.

	Half-year ended		
	15/5/06.	15/11/05.	Total.
Appeals by Applicants,	64	49	113
„ Councillors,	2	1	3
„ Inspector,	13	6	19
Remitted from Daily Relief Committee,	1	2	3
	80	58	138
Appeals by Applicants—			
Decisions confirmed,	38	31	69
„ reversed,	26	18	44
Appeals by Councillors—			
Decisions confirmed,	2	...	2
„ reversed,	...	1	1
Appeals by Inspector—			
Decisions confirmed,	7	1	8
„ reversed,	6	5	11
Remitted from Daily Relief Committee,	1	2	3
Totals	80	58	138

No. 6. Q. 58087 (35).

PARISH OF GLASGOW.

DISPOSAL OF SUCH APPLICATIONS, AND THE RESULTS OF THE WORK OF THE RELIEF COMMITTEES AND THE RELIEF APPEAL COMMITTEE.

RELIEF COMMITTEES.

These Committees held 322 sittings and decided 39,761 cases as follows:—

No. 7. Q. 58087 (36).

PARISH OF GLASGOW.

APPREHENSIONS AND PROSECUTIONS.

During the past half-year 149 apprehensions were made under warrant of the sheriff. Of these—96 were tried before the sheriff, 6 were sentenced to 3 months' imprisonment, 13 to 60 days, 9 to 40 days, 28 to 30 days, 1 each to 21, 15, and 14 days, and 10 were admonished. In 23 cases sentence was deferred to give parties an opportunity of

APPENDIX No. CLXIV. (C).—*Continued.*

Paper handed in by Mr J. R. Motion.

repaying our advances and relieving chargeability, and in 3 cases the charge of desertion was found not proven. One was charged under Section 79 with returning and again becoming chargeable after having been removed under warrant to his own parish, and was sentenced to 14 days' imprisonment. The other 53 agreed to relieve the parish of their dependants, and were dismissed with an admonition.

Of the 6 sentenced to 3 months, 4 got hard labour; of the 13 sentenced to 60 days, 5 got hard labour; of the 9 sentenced to 40 days, 7 got hard labour; and of the 28 sentenced to 30 days, 15 got hard labour, and 2 the option of a fine.

These apprehensions were in respect of 112 cases with 250 dependants in the poorhouse and hospitals, and other 37 being chiefly outstanding cases and parents of deserted children, the dependants numbering 82.

Included in the above were 11 single men charged with neglecting to maintain their illegitimate children.

No. 8. Q. 58087 (37).

PARISH OF GLASGOW.

RETURN OF VAGRANTS.

For the twelve months ended 15th May 1906, and how disposed of.

	15/5/06.		15/11/05.		Total.
Reported by the police, . .		136		146	282
Of whom—Not known to parish, .	79		82		
Known, . .	*57		*64		
	—	136	—	146	282
					564

* Of these 57 and 64, 27 and 38 respectively had been previously convicted.

How disposed of:—

	15/5/06.	15/11/05.	Total.
Sent to prison direct, . .	34	60	94
Committed to industrial schools, ...	1	...	1
Admonished, ...	58	57	115
Handed over to Magdalene Institution, . . .	1	...	1
Referred to Labour Home, .	2	...	2
Remitted to poorhouse, .	*39	*27	66
Not proven, ...	1	...	1
Diet deserted, . . .	...	...	...
Handed over to relatives, .	...	2	2
	136	146	282

* The 39 and 27 respectively remitted in the first instance to the poorhouse were disposed of as follows:—

	15/5/06.	15/11/05.	Total.
Allowed to remain in poorhouse, ...	21	14	35
Admonished when again before Court, . . .	10	9	19
Sent to prison, . . .	1	...	1
Boarded-out, ...	1	...	1
Handed over to relatives, .	2	3	5
Sent to situation, . . .	3	...	3
Admitted to Dalbeth Convent,	1	...	1
Sent to industrial school, .	...	1	1
	39	27	66

No. 9. Q. 58087 (38).

PARISH OF GLASGOW.

NOTES FROM APPLICATION CLERK'S DAY BOOKS (6TH AUGUST 1906).

Monday.—Busy; 77 applications; 24 new; 34 old; 4 insane; 1 renewal; 14 out-and-ins.

Elizabeth M'G. Kenny, a well-known pest, called here with a child in her arms saying a woman had given her it to hold, and she did not know her name. She was sent to Barnhill and the child to Stobhill, but a little after the mother turned up for the child. They had been drinking and got separated.

SIMILAR NOTES REPORTED TO THE PARISH COUNCIL IN MAY 1901:—

March 7.—Pretty busy (72 applications). Drunk woman kept work behind; she was sent to police office.

March 8.—Easy day (69 applications). One drunk man ejected; he was quiet. Woman referred to previous day sent to prison for 14 days. Application for young woman, insane, whose father and sister are already in asylum, and another sister threatening development. (4.97.141) William M'Kinnon's child, Joan.

March 21.—Quiet day (60 applications). 2.35 p.m., Quinten M'Clure, from 21 Watson Street, Burns' Model, applied for admission; he had a cold, etc., and also had drink; he was certified by Dr Findlay at 4 p.m. to be suffering from smallpox, and was removed at 5 p.m. by sanitary authorities.

April 2.—Ordinary day (62 applications). 12 deserted wives.

April 9.—Very busy day (94 applications). Woman apparently in labour, sent up to City Poorhouse in one of Henderson's cabs; got a female pauper to accompany her.

April 11.—Not very busy (69 applications). Very drunk man here last night (Henry Devlin, 5.57.57); ejected him, and got a volley of curses.

April 21.—Quiet day so far (65 applications). Widow M'Manus, out on Saturday; was noisy, and was ejected.

April 22.—Usual day. Widow M'Manus (1.8.73). A noted "in-and-out" sent to Barnhill on Friday, and out on Saturday; *noisy* at not being sent up at once like "Jane M'Polland," she mentioned; M'Manus was offered line to night asylum, which she did not call for.

May 7.—Easy day. Widow Stephen Garland (6.30.388). Here drunk and noisy; had to be ejected.

May 13.—Busy day (72 applications). Ann Tweedly here drunk; had to be ejected by police; got line to Barnhill on *Friday 11th: had only left that morning;* also drunk man had to be ejected by caretaker.

May 15.—Easy day (42 applications). Ann Tweedly not sober yet; got line to Barnhill, but refused to go in van.

May 25.—Quiet day (34 applications). Jane M'Polland here; left Barnhill this morning. The Office doctor being away, she got line to Dr Murdoch; slightly abusive.

May 30.—Quiet day (67 applications). Margaret M'Dermid here, worse of drink and noisy; got line to *Barnhill* per car, to which she demurred.

June 2.—Busy, but nothing important. Batch of deserted wives.

June 3.—Usual day (85 applications). Some noisy alcoholics.

June 4.—Quiet day up till about 5 p.m. (76 applications). Several drunks.

June 6.—A case reported by nurse of St Elizabeth Home at 5 p.m. was visited 6.25 same evening. Patient unconscious and very weak; wife drunk in house and unfit to do anything to aid her husband; two other women also drunk in house, quarrelling among themselves as to whether patient should be removed to hospital or not; house untidy, 1 apartment. Got Dr Mitchell at home; he visited at 7 o'clock, and certified case unfit for removal; nurse not asked to attend, as no accommodation. Patient died 11.30 p.m.

APPENDIX No. CLXIV. (D).

Paper handed in by Mr J. R. Motion. Q. 58087 (48).

PARISH OF GLASGOW.

TYPICAL CASES FOR OUT-DOOR ROLL. MEMORANDUM FROM INSPECTOR'S HALF-YEARLY REPORT OF 15TH MAY 1902.

For the information of the members of the Council and the public, I desire to call attention to the number of cases of applicants placed upon the rolls, who, while earning fair and sometimes good wages, made no provision for the future by joining friendly societies. The following are typical cases of this class, and the short histories which I give will indicate interesting phases of the condition and life of a certain class of the population who have never anything before them but poverty, who marry too early and bring large families of children into the world without any regard to their future, which too often ends in the poorhouse. These are the men and women who increase our rolls, add to the pauperism which exists, and which all the old age pensions in the world will never touch :—

10/1617, W. S., a mason, 32 years, certified rheumatism, wife 32, married 7/6/1889 (both aged 19). Children born August 1889, December 1890, January 1893, January 1895, March 1897, May 1899, August 1901—7 children. Off work 10 weeks, last earned 9d. per hour, one child in Royal Infirmary. In no society, destitute. Rent, 10s. per month, one apartment, two beds. Roll, 10s. per week.

10/1619, Mrs M., aged 30 years, husband a painter, aged 32 years, in hospital with smallpox. Married, 10/3/1891, before sheriff. Children born November 1891, October 1893, August 1895, February 1897, March 1899, November 1901—6 children. Off work 2 weeks, last earned 9d. per hour. Rent, £8, two apartments. In no society. Roll, 12s. per week.

G5/263, Mrs M., aged 31 years, pregnant, husband 31 years, a moulder, in hospital with smallpox. Married, 26/8/1892. Children born April 1893, December 1894, January 1899, June 1900—5 children. Husband off work 1 week, earned good wages, but did not believe in societies. Rent, £9 15s., two apartments. Roll, 10s. per week.

5/1012, A. C., 60 years, labourer, certified varicose veins, fourth wife, aged 39. Married, 14/1/1892. Children born 1889, 1890, 1892, 1895, 1899, February 1902—6 children. Off work 8 weeks. Has 6 grown-up children by first and second wife, no help. Rent, £9 10s., two apartments. Roll, 12s. 6d. per week.

6-81-186, D. C., aged 36 years, labourer, very seldom works, certified catarrah, etc., wife 33 years. Married, 29/8/1891. Children born November 1888, October 1891, September 1894, October 1896, December 1898, February 1901—6 children. Has been employed with Charity Organisation Society, 5s. per week, destitute, house rent, 12s. 6d. per month, two apartments. Roll, wife 7s. per week. He, hospital.

5/1291, John M'C., 28 years, a mason, certified pneumonia. Wife 26 years. Married, 26/1/1898. Children born February 1900, January 1902—2 children. Off work 2 weeks, in no society, parents on both sides alive. Rent, £8 15s., two apartments. Decision of committee, hospital, and 5s. per week for four weeks for wife.

G1/1965, N. M'P., 45 years, a plasterer, certified influenza. Wife 40 years. Married 19 years. Family—son 18 years, plasterer; son 16 years, flesher; son 14 years, apprentice chemist; three children 11, 7, and 4 years. Off work 10 days, in no society. Living in model. Wife and family in England. Sent to poorhouse.

1-93-204, J. K., 34 years, a tinsmith, certified able-bodied. Wife 31 years. Married 18/8/1893. Children 8½, 2½, and 10 months. Off work 3 weeks, in no society. In lodgings, wants wife and children into poorhouse.

G1/1945, W. M., 35 years, metal worker, certified muscular pains, single. Idle 1 week, earned prior 37s. 3d. per week. In no society.

10/1682, Mrs J. T., aged 29 years. Young children and pregnant. Husband 31 years, a miner, in prison 2 weeks for drunkenness. Earned about 33s. per week prior. Married 31/12/1895. Two children, aged 8 and 6 years. Husband in no society. Rent, 6s. 2d. per month.

10/1614, Mrs M., aged 24 years. Husband, aged 29 years, a slater, in hospital with smallpox. Married 2/6/1899. Two children, born 7/9/1899 and 4/7/1901. Husband off work 1 week. Rent, 11s. 3d. per month, one apartment. Roll, 5s. four weeks.

APPENDIX No. CLXIV. (E).

Paper handed in by Mr J. R. Motion. Q. 58087 (51).

PARISH OF GLASGOW.

CLASSIFICATION OF INMATES, OF SIXTY YEARS OF AGE AND UPWARDS, IN BARNHILL POORHOUSE, AS AT 15TH SEPTEMBER 1905.

Bad Record.		Drink.		Model Habitues.		Family Ought to Support.		Bad Record and Drink.		Bad Record and Venereal.		Bad Record and Model Habitues.		Bad Record, and Family Ought to Support.		Drink and Venereal.		Drink and Model Habitues.		Drink, and Family Ought to Support.		Bad Record, Venereal, and Model Habitues.		Bad Record, Drink, and Model Habitues.		Bad Record, Model Habitues, and Family Ought to Support.		Venereal, and Family Ought to Support.		Bad Record, Drink, Model Habitues, and Family Ought to Support.		Total.	
M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.
5	2	6	7	184	63	97	100	3	4	...	2	30	7	14	2	1	1	23	2	15	10	4	...	23	4	103	17	3	...	42	7	553	228
																																781	
In addition to the above, 76 males and 173 females are recorded as decent																																249	
Total																																1030	

MALES, BAD, include—1 illegitimate children ; 1 living in cohabitation ; 1 living in cohabitation, and in prison ; 1 wife deserter, bigamist, and with family who ought to support ; and 1 wandering beggar. Total, 5.

FEMALES, BAD, include—1 with family who ought to support, and giving false information ; and 1 illegitimate children. Total, 2.

MALES, DRINK, include—1 drink, deserter, prison, and with family who ought to support ; 2 single, and drink ; 1 beggar, and drink ; 1 blind, and drink ; and 1 illegitimate children and drink. Total, 6.

FEMALES, DRINK, include—5 single and drink ; 1 living in cohabitation, and drink ; and 1 illegitimate and drink. Total, 7.

APPENDIX No. CLXIV. (F).

Paper handed in by Mr J. R. Motion. Q. 58087 (52).

PARISH OF GLASGOW.

RETURN OF DISCHARGED SOLDIERS AND PENSIONERS WHO APPLIED TO GLASGOW PARISH DURING THREE YEARS ENDED 15TH MAY 1905.

Total Number of Applications.	Ages.				Condition.				Length of Service in Army.						Cases of Chargeability.							
	20 to 30 Years.	30 to 40 Years.	Over 40 Years.	Total.	Single.	Married.	Widower.	Total.	Under 3 Years.	Under 6 Years.	Under 12 Years.	Under 20 Years.	Over 20 Years.	Total.	Age.	Illness.	Drink.	Able-bodied.	Immorality.	Improvidence.	Insane.	Total.
347	83	155	109	347	243	74	30	347	81	96	110	29	31	347	27	81	205	2	15	8	9	347

Occupations.	
Labourers	305
Tradesmen	42
Total . .	347

Of the 347 who applied,	237	applied for the	1st	time.
" "	54	"	2nd	"
" "	19	"	3rd	"
" "	9	"	4th	"
" "	6	"	5th	"
" "	2	"	6th	"
" "	5	"	7th	"
" "	4	"	8th	"
" "	5	"	10th	"
" "	1	"	11th	"
" "	2	"	12th	"
" "	2	"	15th	"
" "	1	"	20th	"
	347			

APPENDIX No. CLXIV. (G).

Paper handed in by Mr J. R. Motion. Q. 58087 (57).

PARISH OF GLASGOW.

RETURN OF WEEKLY STATISTICS FROM 15TH MAY 1905, TILL 15TH MAY 1906.

Date.	Day of Week.	New Cases.	Old Cases.	Total.	Renewals.	Widows without Dependants.	Widows with Dependants.	Orphans & Separated Children.	From Poorhouse same day.	Deserted Wives.	Bastardy.	Insanity.	Ill Health.	Total.	Application made. Pauper.	Friends.	Neighbour.	Letter.	Total.	Outs and Ins.	Grand Total.
1905.																					
May 20	Saturday.	123	285	408	71	23	11	4	...	25	5	17	252	408	338	37	12	21	408	18	426
" 27	"	114	301	415	66	16	15	4	...	27	5	11	271	415	352	36	10	17	415	4	419
June 3	"	136	306	442	61	27	6	7	...	36	6	10	289	442	377	29	10	26	442	8	450
" 10	"	117	322	439	67	20	18	7	...	42	10	13	262	439	366	37	15	21	439	17	456
" 17	"	138	304	442	56	23	18	14	...	23	7	15	286	442	365	43	16	18	442	31	473
" 24	"	117	323	440	58	36	11	15	...	40	5	20	255	440	362	39	14	25	440	27	467
July 1	"	115	296	411	74	25	12	13	...	27	4	24	232	411	327	41	17	26	411	39	450
" 8	"	111	319	430	58	26	9	15	...	38	14	10	260	430	344	38	18	30	430	50	480
" 15	"	86	271	357	69	16	10	6	...	28	7	22	199	357	284	38	8	27	357	36	393
" 22	"	85	320	405	65	22	10	7	...	38	5	12	246	405	357	20	10	18	405	65	470
" 29	"	118	292	410	86	21	9	12	...	30	4	18	230	410	350	34	9	17	410	53	463
August 5	"	100	258	358	58	12	6	11	...	36	9	18	208	358	289	36	15	18	358	59	417
" 12	"	102	284	386	78	12	9	8	...	39	9	11	220	386	325	37	13	11	386	64	450
" 19	"	111	250	361	63	13	6	5	...	29	8	11	226	361	294	33	14	20	361	61	422
" 26	"	104	271	375	76	20	14	10	...	35	6	15	199	375	290	37	16	32	375	52	427
September 2	"	107	262	369	74	21	10	14	...	33	7	17	193	369	287	36	25	21	369	64	433
" 9	"	140	252	392	74	14	13	6	...	37	7	14	227	392	314	36	13	29	392	60	452
" 16	"	97	231	328	68	12	12	8	...	28	13	11	176	328	259	43	9	17	328	58	386
" 23	"	106	250	356	56	12	8	13	...	30	6	18	213	356	285	38	12	21	356	61	417
" 30	"	97	219	316	54	17	10	5	...	35	6	12	177	316	251	26	13	26	316	44	360
October 7	"	120	251	371	60	20	11	11	...	28	6	15	220	371	287	46	12	26	371	67	438
" 14	"	123	288	411	65	26	16	7	...	31	12	19	235	411	334	38	15	24	411	54	465
" 21	"	110	245	355	60	19	9	9	...	26	10	11	211	355	283	40	13	19	355	51	406
" 28	"	90	250	340	57	24	14	9	...	23	10	7	196	340	275	33	12	20	340	43	383

November	4	Saturday.	109	253	362	64	13	12	6	...	27	4	12	224	362	287	41	15	19	362	51	413
"	11	"	124	257	381	71	12	11	7	...	25	8	12	235	381	285	49	17	30	381	69	450
"	18	"	112	246	358	52	19	7	3	...	35	13	11	218	358	272	37	24	25	358	54	412
"	25	"	107	270	377	60	24	10	6	...	30	1	14	232	377	288	48	25	16	377	46	423
December	2	"	102	240	342	49	18	9	4	...	32	8	7	215	342	270	43	8	21	342	64	406
"	9	"	123	255	378	39	37	7	9	...	37	7	14	228	378	301	40	17	20	378	58	436
"	16	"	111	276	387	67	14	11	9	...	24	8	14	240	387	301	40	21	25	387	49	436
"	23	"	102	229	331	26	12	10	8	...	24	1	17	233	331	258	40	10	23	331	59	390
"	30	"	96	211	307	56	11	9	13	...	26	8	16	168	307	243	22	19	23	307	43	350
1906																						
January	6	"	106	258	364	54	22	6	8	...	27	4	11	232	364	285	33	20	26	364	58	422
"	13	"	135	305	440	72	26	12	11	...	36	4	16	263	440	322	40	44	34	440	101	541
"	20	"	133	273	406	61	27	15	3	...	25	12	15	248	406	305	46	34	21	406	55	461
"	27	"	111	244	355	48	18	11	12	...	41	6	8	211	355	261	49	30	15	355	60	415
February	3	"	131	274	405	53	26	12	7	...	34	7	10	256	405	293	44	40	28	405	68	473
"	10	"	118	271	389	79	24	10	11	...	25	6	16	218	389	287	34	39	29	389	78	467
"	17	"	111	288	399	66	14	9	3	...	30	8	6	263	399	293	46	35	25	399	62	461
"	24	"	103	264	367	50	23	6	5	...	30	11	13	229	367	261	42	36	28	367	58	425
March	3	"	138	301	439	57	19	18	13	...	27	14	10	281	439	302	53	59	25	439	66	505
"	10	"	134	281	415	70	25	15	11	...	40	9	13	232	415	290	46	51	28	415	45	460
"	17	"	119	254	373	52	24	11	7	...	25	8	12	234	373	271	46	34	22	373	53	426
"	24	"	113	291	404	70	26	12	17	...	33	5	12	229	404	264	63	48	29	404	40	444
"	31	"	136	223	359	57	10	11	5	...	31	5	12	228	359	262	55	18	24	359	42	401
April	7	"	116	255	371	58	16	16	2	...	32	13	18	216	371	265	47	28	31	371	62	433
"	14	"	36	254	390	67	13	11	9	...	31	11	20	228	390	286	52	21	31	390	73	463
"	21	"	95	222	317	53	14	9	3	...	25	8	10	195	317	241	36	23	17	317	72	389
"	28	"	128	246	374	48	17	11	13	...	36	9	15	225	374	256	46	39	33	374	78	452
May	5	"	115	260	375	55	17	13	8	...	25	12	18	227	375	249	52	44	30	375	62	437
"	12	"	142	276	418	40	26	13	8	...	30	8	18	275	418	278	67	41	32	418	59	477
"	15	"	46	83	129	14	11	8	4	...	13	6	8	65	129	94	19	6	10	129	19	148

APPENDIX No. CLXIV. (H).

Paper handed in by Mr J. R. Motion.

No. 1. Q. 58087 (64).

PARISH OF GLASGOW.

NOTE.—The information supplied in the following pages is a reprint of cases reported in 1893 to the late Barony Parochial Board, as typical of those on the out-door roll; and again in April 1900, to the Glasgow Parish Council shortly after the amalgamation of the City and Barony Parishes. In the last column of each page, the result of renewed inquiry in January 1902 is given, and the particulars may be found useful now, specially in consideration of the question as to the housing of the out-door poor presently under remit by the Council to a Special Committee.

TABLE SHOWING TYPICAL CASES ON OUT-DOOR ROLL WITH YOUNG DEPENDANTS AND EXTENT OF INCOMES, ETC., AS AT MIDDLE OF JANUARY 1893.

Record.	Number in House to Support.	Aliment per Week.	Total Income including Aliment.	Rent per Week.	Nett sum for support.	Average amount per head per week.	Remarks.	Subsequent Notes as at January 1902.
		s. d.	s. d.	s. d.	s. d.	s. d.		
5/2443	Seven. Mother, son, daughter, and 4 children under 11 years.	5 0	15 11	2 4	13 7	1 11¼	Decent, children healthy, fed on strong coarse food; thrifty.	30/4/96. Poorhouse and remit to Children's Committee. Cleaner, aged 43 years, 3 dependants, keeps a child. Daughter, 19 years, cleaner. Son, 7/ weekly. House unsatisfactory.
5/1424	Six. Mother and 5 children under 10 years.	6 0	13 0	2 10	10 2	1 8¼	Decent, thrifty, children clean, good food; house comfortable.	4/6/96. 12/ 6 months and off roll. Aged 40 years, cleaner in school, 8/ weekly, 1 dependant, 2 children in Smyllum. Son earns 4/6.
4/3605	Six. Mother, son, and 4 children under 11 years.	5 0	14 0	3 9	10 3	1 8½	House clean and tidy, clothing well patched; food plain, porridge, bread and potatoes, etc.	12/11/00. 8/ 3 months and off roll. Aged 41 years, 2 dependants. Male lodger, 2/6 weekly. Son (lame), clerk, 15/ weekly, another at 8/, and a third 4/6.
7/1364	Six. Mother, 2 sons and 3 children under 12½ years.	3 0	19 6	3 7	15 11	2 8	Decent, children clean, house comfortable, feeding plain, thrifty.	24/4/93. 12/ 3 months and off roll, and donation 6/ for boots. Aged 50 years, 2 dependants. A daughter, 14 years, assists mother in house. Step-son gives 12/ weekly and also assists with rent (wages, clerk 27/ weekly), another son 5/ weekly.
4/3786	Six. Mother, son, and 4 children under 12 years.	5 0	20 0	3 6	16 6	2 9	House clean and tidy, clothing good, food rough but good; a very pushing thrifty woman who will not stick at trifles.	30/3/93. Poorhouse. "Drink." At Western Police Office on 15/3/93, fined 10/6 or 7 days for breach of peace.
2/3374	Five. Mother and 4 children under 11 years.	5 0	9 0	3 2	5 10	1 2	House clean and tidy, plain food, states she expects to be better off when she gets a little more custom.	22/9/98. 12/ 3 months and off roll. Aged 44 years, 1 dependant, office cleaner, 5/ weekly. 2 children, boy and girl, working, wages 8/ and 4/ weekly.
7/1988	Five. Mother and 3 children under 10 years. Pauper's mother resides in house.	4 0	12 0	1 9	10 3	2 0½	Decent, house clean and tidy, children clean, main income pauper's earnings; mother earns a little at cleaning.	21/2/96. Died. 2 dependants boarded out by parish.
1/1710	Five. Mother and 4 children under 12 years.	4 0	12 0	3 9	8 3	1 8	Tidy house, appears thrifty, children clean and tidy, plenty of plain wholesome food; pauper is good machinist, and makes up clothing for them.	7/7/98. 3 months and off roll. Aged 42 years, machinist, earn 6/ weekly. Daughter, 17 years, earns 6/; son, 4/; another daughter keeps house, and 1 dependant at school.
4/2443	Five. Mother and 4 children under 11 years.	5 0	12 6	3 0	9 6	1 11	House very clean, food principally porridge and bread; a smart pushing body.	14/9/97. Off roll, married. Aged 35 years, 3 dependants, 13, 10, and 7 years.
6/1389	Five. Mother and 4 children under 10 years.	4 0	11 0	2 2	8 10	1 9	Decent, thrifty; children healthy, at school; attended to by eldest while mother at work.	17/9/97. 12/ 3 months and off roll. Aged 36 years, able-bodied. 1 dependant, washer. Has male lodger, 3/- weekly. 1 girl earns 4/, boy 2/6, and 1 with grandmother.
5/2379	Five. Mother and 4 children under 11½ years.	4 0	10 0	2 6	7 6	1 6	Decent, children not strong; aunt keeps them while mother working; house and children clean and tidy.	12/12/99. 8/ 3 months and off roll. Aged 43 years, cleaner, Allan Glen's School, 9/ weekly, 2 dependants, 2 of family working. Joint earnings, 21/- weekly.
5/2522	Four. Mother and 3 children under 8 years.	4 0	10 6	3 7	6 11	1 9	Decent, children clean and tidy, house comfortable feeding good; thrifty.	11/12/09. Off roll, ticket given up. Aged 40 years, 1 dependant, 8 years. 1 boy kept by an uncle. She a cleaner, 12/ weekly. 2 female lodgers, 1/6 each.
1092	Four. Mother and 3 children under 12 years.	4 0	10 0	2 9	7 3	1 9¾	Decent, cleaner, children not extra strong, well attended to; house clean and comfortable.	28/1/95. 12/ 3 months and off roll. Aged 40 years, 1 dependant. 2 children working, 4/ weekly each.
1844	Four. Mother and 3 children under 12 years.	3 0	7 6	3 9	3 9	0 11¼	Very decent, children not strong; feeding plain but good; house very clean and comfortable; thrifty.	18/9/00. 8/ 1 month and off roll. Does machine work at home, no dependants. 1 girl, winder, 8/6; son, office boy, 10/; and another girl at 5/ weekly. 23/6 weekly.

APPENDIX No. CLXIV. (H).—*Continued.*

Paper handed in by Mr J. R. Motion. (Q. 58087 (64).

No. 1—*continued.*

TABLE SHOWING TYPICAL CASES ON OUT-DOOR ROLL WITH YOUNG DEPENDANTS AND EXTENT OF INCOMES, ETC., AS AT MIDDLE OF APRIL 1900.

Record.	Number in House to Support.	Aliment per Week.	Total Income including Aliment.	Rent per Week.	Nett sum for support.	Average Amount per head per Week.	Remarks.	Subsequent Notes as at January 1902.
		s. d.	s. d.	s. d.	s. d.	s. d.		
G7/221	Five. Father, wife, and 3 children.	5 0	10 10½	3 1½	8 9	1 9	He paralysed; children and house clean; good plain food; income includes 4/4½ from Friendly Society.	Ticket given up 15/6/00. Started small confection shop, and wife a mangle. Decent couple.
6.79.135	Five. Mother and 4 children under 13 years.	6 0	13 0	3 6	9 6	1 10¾	Mother goes out cleaning, children kept clean; food, porridge and milk, with broth and potatoes.	8/1/02. 20/ 6 months. Aged 43 years. cleaner and washer, earns 8/ weekly. A son earns 7/ weekly. 3 dependants at school.
2.99.288	Seven. Mother and 6 children under 13 years.	10 0	15 0	2 6	12 6	1 9¼	Mother a cleaner, children are kept clean and tidy, Parish supply clothing; food consists of porridge, milk, broth, potatoes, and tea.	8/11/01. 40/ 6 months. Aged 35 years, domestic. Daughter earns 6/ weekly. 4 children at school. Baby dead.
1/4859	Seven. Mother and 6 children under 14 years.	8 0	16 0	2 8	13 4	1 10¾	Mother cleans a public school, children kept clean; good plain food, such as broth or soup, with potatoes.	11/12/01. 32/ 6 months. Aged 39 years, cleans school, 8/ weekly. Daughter earns 4/ to 5/ weekly. 5 dependants.
1/3688	Six. Mother, son, and 4 children under 13 years.	5 0	18 6	1 9	16 9	2 9½	Mother keeps house, son earns 13/6; good wholesome food, such as porridge, milk, broth and potatoes.	10/10/01. 16/ 6 months, earns 6/ weekly, washing, etc. A daughter earns 8/, and a son 10/ weekly. 3 dependants.
G3/92	Five. Mother and 4 children under 11 years.	4 0	14 0	4 0	10 0	2 0	A thrifty woman, children kept clean; good plain food; children attend Sunday School.	19/6/00. Struck off roll, pregnant to lodger. 4 dependants.
G7/210	Seven. Mother and 6 children under 12 years.	8 0	15 0	3 8	11 4	1 7½	Mother sews, and has lodger, children clean and healthy-looking; food: porridge, rice and milk, soup, and home baked scones.	15/8/01. 32/ 6 months. Aged 38 years. washes and sews, 3/6 weekly. Male lodger, 12/ (board and lodgings), church assists. 6 dependants.
2/6033	Six. Mother, son, and 4 children under 13 years.	6 0	19 6	3 6	16 0	2 8	Mother a bookfolder; son apprentice, children clean and healthy; food consists of porridge, soup, tea and bread.	16/1/02. 24/ 3 months and grant boots. Aged 44 years, bookfolder, 7/ to 8/ weekly. Son earns 9/ and daughter 3/. 3 dependants.
G4/241	Seven. Mother, daughter, and 5 children under 13 years.	8 0	15 0	3 11	11 1	1 7	Mother keeps a mangle, children clean and healthy and attend Sunday School; grandmother in house, she is supported by family.	13/8/01. 32/ 6 months. Aged 40 years, mangle, 5/ to 6/ weekly. Mother lives here and attends to children. 2 daughters working, 1 earns 5/ and another 3/6 weekly. 4 dependants at school.
G2/37	Eight. Mother, son, and 6 children under 13 years.	10 0	16 0	3 4	12 8	1 7	Mother keeps house, son a message boy, earns 6/ per week, children clean and healthy; food, broth, soup, bread, milk and porridge.	11/11/01. 40/ 2 months. Aged 42 years, domestic. Oldest girl 15 years, delicate and not fit for work; son 17 years, idle a month; another a message boy, 6/ weekly. Male lodger, 2/6. 4 dependants.
8/258	Seven. Mother and 6 children under 11 years.	10 0	15 0	3 9	11 3	1 7¼	Mother washes and cleans, cannot get out much owing to young children, who are strong and healthy; good plain food.	26/3/01. Poorhouse and remit to Children's Committee. Surprise visit, "drunk." Aged 33 years. 6 dependants. Pawned clothing. Children in poorhouse.
4/5540	Six. Mother and 5 children under 14 years.	7 0	12 0	3 0	9 0	1 6	Mother a cleaner and knitter, children healthy; good plain food, such as porridge, bread, tea, and soup; parish assists with clothing.	24/9/01. 24/ 6 months. Aged 38 years, washer. Daughter earns 6/, son 8/ weekly. 4 dependants.
10/305	Five. Mother and 4 children under 9 years.	6 0	14 0	4 0	10 0	2 0	Mother keeps lodgers and makes food for mill girls, children kept clean and tidy; plain food and wholesome.	15/7/01. 20/ 6 months. Aged 29 years, makes dinners for mill girls, 3 dependants, 1 child dead.
11/42	Seven. Mother, son, and 5 children under 12 years.	6 0	14 0	2 3	11 9	1 8	Mother keeps house, and son earns 8/ per week, children kept clean; good plain food; parish assists with clothing.	17/10/01. 24/ 6 months and clothing. Aged 40 years, cleaner, earns 6/ to 7/ weekly. St V. de Paul Society, 2/ weekly. Son, 7/ weekly. 5 dependants.
8/24	Six. Mother and 5 children under 13 years.	7 0	13 0	2 8	10 4	1 8½	Mother keeps house, children healthy and well kept; sister (or aunt) resides here, gives 6/ per week for board and lodgings.	19/12/01. 24/ 6 months. Aged 34 years, washer. 6/ weekly. Daughter, 5/ weekly. 4 dependants.

APPENDIX No. CLXIV. (H).—*Continued.*

Paper handed in by Mr J. R. Motion.

No. 2. Q. 58087 (64).

PARISH OF GLASGOW.

EARNINGS, ETC., OF LABOURERS NOT IN RECEIPT OF RELIEF, APRIL 1900.

Number in House to Support.	Total income per week.	Rent per week.	Sum left after paying Rent.	Average left per head per week.	Remarks.
	s. d.	s. d.	s. d.	s. d.	
Eight. Husband, wife, and 6 children under 13 years.	26 0	3 9	22 3	2 9	Husband a cooper. Breakfast—porridge and milk, tea, bread, with butter or jam. Dinner—(1) broth and beef, with bread or potatoes; (2) sometimes sausages; (3) mince meat; children potatoes and milk. Supper—tea, bread-and-butter. House 2 apartments Clean and tidy. Children warmly clothed. Has nothing saved. In society. Pays 6d. per week. Sick allowance, 10s. per week.
Nine. Husband, wife, and 7 children under 13 years.	18 0	3 4	14 8	1 7½	Husband a labourer. Breakfast—porridge and milk. Dinner—broth or soup; sometimes fish, with bread and potatoes. Supper—porridge, bread-and-butter, tea, and sometimes jelly. Children look healthy and fairly clad.
Nine. Husband, wife, and 7 children under 13 years.	18 0	3 4	14 8	1 7½	Husband a labourer. Breakfast and supper—porridge and milk, sometimes tea. Dinner—soup and potatoes, sometimes beef or fish. House 2 apartments. Children healthy and well clad.
Eight. Husband, wife, and 5 children. Also mother-in-law.	20 0	3 4	16 8	2 1	Husband a labourer. Breakfast and supper—porridge, tea, and milk. House 2 apartments. Very clean. He also keeps his mother-in-law.
Six. Husband, wife, and 4 children under 13 years.	18 0	2 7	15 5	2 7	Husband a labourer. Plain food, such as porridge, tea, bread, and soups. Wife wants a leg.
Eight. Husband, wife, and 5 children under 15 years. Also mother-in-law.	21 3	2 4	18 11	2 4	Husband a labourer. Earns 17s. 9d. Boy earns 3s. 6d. Plain food, such as porridge, tea, bread, broth, and cheese. In present house 4 years.
Nine. Husband, wife, and 7 children under 13 years.	24 0	2 0	22 0	2 5	Husband a mason's labourer. Plain wholesome food, such as porridge, broth, tea, bread-and-butter. Been in present house for 6 years.
Three. Husband, wife, and 1 child.	19 0	3 0	16 0	5 4	Husband a labourer. Assists own mother and mother-in-law.
Six. Husband, wife, and 4 children.	20 0	2 6	17 6	2 11	Husband a labourer. Assists his mother-in-law.
Five. Husband, wife, and 3 children.	23 0	2 8	20 4	4 0¾	Husband a screwer. Children get plain wholesome food. House 1 apartment. Children clean and well dressed.
Seven. Husband, wife, and 5 children.	20 0	3 0	17 0	2 5	Husband a labourer. House 2 apartments. Children look well fed and warmly clothed.

APPENDIX No. CLXIV. (I).

Paper handed in by Mr J. R. Motion. Q. 58087 (65).

PARISH OF GLASGOW.

RESOLUTION OF PARISH COUNCIL, 7TH APRIL 1903.

"That a return be prepared giving the following particulars in connection with recipients of outdoor relief, who work 'in their own homes for warehouses and outside firms, viz.:—Size of house, rent of same, number of occupants, nature 'of work done, earnings per week from same, and amount of outdoor relief given; also any other particulars which the 'circumstances may suggest as advisable in the interest of the case reported on."

AT 15TH MAY 1903, THERE WERE ON THE OUTDOOR ROLLS 428 MALES AND 2866 FEMALES—TOTAL, 3294. OF THAT NUMBER 45 WERE EMPLOYED AT HOME AS FOLLOWS:—

Record.	Rent per Month.	Number of Apartments.	Occupation.	Condition as to Marriage.	Children under 14 Years.		Family in House over 14 Years.		Lodgers.		Income of Self and Family.	Income from Lodgers.	Aliment per Week.	Total.	Remarks.
					M.	F.	M.	F.	M.	F.					
B5/3601	10/6	1	Shirt Finisher	Widow	..	..	..	..	..	..	3/	..	2/	5/	2/4½ per week after rent paid.
G2/413	16/6	2	Sewer	,,	1	1	..	..	..	..	8/	..	4/	12/	2/7½ ,, ,,
G2/96	20/	2	,,	,,	2	1	..	..	1	..	6/	3/	5/	14/	2/3 ,, ,,
3.75.169	10/	2	,,	Single	..	..	..	..	..	..	3/6	..	2/6	6/	3/6 ,, ,,
G3/953	10/	1	Knitter	,,	..	..	..	..	..	..	3/3	..	2/6	5/9	3/3 ,, ,,
G3/1714	11/6	1	Sewer	,,	..	..	..	..	..	..	3/	..	2/6	5/6	2/7½ ,, ,,
G3/413	12/6	1	,,	,,	..	..	..	..	..	..	2/	..	3/	5/	3/5¼ ,, ,,
G3/414			,,	,,	..	..	..	..	..	..	2/	..	3/	5/	Two Sisters.
5/3392	10/	2	Shirt Finisher	Widow	..	..	..	..	..	..	4/6	..	2/6	7/	4/6 ,, ,,
	Also in house—Sister, a sewer, earns 7/ per week, and a daughter and two children not supported by husband.														
4/1070	13/	2	Shirt Machinist	Widow	2	..	..	..	..	..	11/	..	4/	15/	3/8¼ ,, ,,
4/1403			Keeps house	,,			Mother				..	..	3/	3/	Mother and daughter.
1/4226	8/	1	Sewer	,,	2	1	..	..	..	..	8/	..	4/	12/	2/6 per week after rent paid.
1.41.12	5/6	1	,,	Married	..	..	..	..	..	..	3/	..	4/	7/	5/7½ ,, ,,
6.74.258	Lodgings	3	,,	Widow	..	..	..	..	..	..	3/	..	2/6	5/6	4/6 ,, ,,
G2/257	11/	1	Fringer	,,	..	..	..	..	..	..	4/	..	2/6	6/6	3/9 ,, ,,
G6/963	8/6	1	Slipper Machinist	,,	2	1	..	..	..	..	6/	..	6/	12/	2/5½ ,, ,,
2.62.136	9/6	1	Shirt Finisher	,,	..	..	..	..	..	..	3/6	..	2/6	6/	3/7½ ,, ,,
5.70.101	8/	2	,,	Single	..	..	..	..	..	..	6/	..	2/6	8/6	3/3 ,, Sister ,, in house.
3.93.162	9/	1	Sewer	Widow	..	..	..	..	..	..	3/	..	2/6	5/6	3/3 ,, ,,
1.96.52	9/	1	,,	Single	..	..	..	..	..	..	3/	..	2/6	5/6	3/3 ,, ,,
3.89.115	12/3	2	Machinist	Widow	..	2	..	2	..	..	9/6	..	5/	14/6	2/3¾ ,, ,,
6.84.23	8/	1	Sewer	Single	..	..	..	..	..	..	2/	..	3/	5/	3/ ,, ,,
6.79.98	9/	1	,,	Widow	..	..	..	..	..	..	3/	..	2/6	5/6	3/3 ,, ,,
5.72.206	6/	1	,,	,,	..	..	..	..	..	..	2/	..	3/	5/	3/6 ,, ,,
6.70.100	6/	1	,,	,,	..	..	..	..	..	..	1/6	..	3/	4/6	3/ ,, ,,
1.72.178	8/4	1	,,	,,	..	..	..	..	..	..	3/6	..	2/6	6/	3/11 ,, ,,
2.55.24	12/4	1	,,	,,	..	..	..	1	Self Daughter		4/ 8/	..	2/6	14/6	5/8½ ,, ,,
4.90.206	6/8	1	Winder	,,	..	..	..	1	Self Daughter		1/6 6/	..	2/6	10/	4/2 ,, ,,
8/1416	10/10	2	Slipper Machinist	,,	1	2	..	1	..	..	3/	..	7/6	10/6	1/6¾ ,, ,,
10/308	18/4	2	Tailoress	,,	2	1	..	..	..	..	12/6	..	5/	17/6	3/2¾ ,, ,,
13/410	7/	1	Winder	,,	..	..	..	..	..	..	2/6	..	3/	5/6	3/9 ,, ,,
B3/3302	7/6	2	Waste Picker	,,	..	..	..	..	..	2	3/	3/	2/6	8/6	6/7½ ,, ,,
3/4466	10/	1	Knitter	Single	..	..	..	..	..	..	2/6	..	3/	5/6	3/ ,, ,,
L.95.118	8/9	1	Sewer	Widow	..	..	..	..	..	..	3/	..	2/6	5/6	3/3¾ ,, ,,
8/390	5/	1	Sewer, Vestmaker	Single	..	..	..	..	..	..	4/	..	3/	7/	5/9 ,, ,,
2.28.70	13/	1	Knitter	,,	..	..	..	..	..	..	2/6	..	3/	5/6	2/3 ,, ,,
L.92.72	14/2	2	Umbrella Repairer	Widow	2	1	1	..	..	Self Son	8/ 9/	..	5/	22/	3/8¼ ,, ,,
1/4874	5/6	1	Weaver	Married	..	..	..	..	..	..	3/	..	3/	6/	4/7½ ,, ,,
B1/254	5/	1	Winder	Widow	..	..	..	..	..	..	2/	..	3/	5/	3/9 ,, ,,
11/304	4/10	1	,,	,,	..	..	..	..	..	..	2/	..	2/6	4/6	3/3½ ,, ,,
B3/4342	6/	1	,,	,,	..	..	..	..	..	..	2/	..	3/	5/	3/6 ,, ,,
B2/5857	16/3	2	Boot Machinist	,,	1	..	1	..	..	..	16/	..	3/	19/	3/8¾ ,, ,,
1.96.193	12/6	2	Sewer	Single	..	..	..	..	..	1	3/	2/6	2/6	8/	4/10½ ,, ,,
G8/1082	14/	2	,,	Widow	1	2	..	..	1	..	8/	3/	6/	17/	3/4½ ,, ,,
10/805	10/6	1	Cap Finisher	Single	..	..	..	..	..	..	5/	...	2/6	7/6	4/10½ ,, ,,
10/2079	10/6	1	Sewer	Married	..	..	..	..	..	..	7/	..	4/	11/	8/4½ ,, ,,

Average amount, 3/8¼ per week.

APPENDIX CLXIV. (J).

Paper handed in by Mr J. R. Motion. Q. 58087 (71*a*).

PARISH OF GLASGOW.

NUMBER OF CASES RETURNED TO OTHER PARISHES FROM GLASGOW DURING THE YEAR ENDING 15TH MAY.

Total number removed	446
Of that number there were removed for the first time	345
,, ,, ,, second time	30
,, ,, ,, third time	6
,, ,, ,, fourth time	3
,, ,, ,, fifth time	1
,, ,, ,, sixth time	1
Number of cases ordered home to Glasgow from other Parishes in Scotland	420
Number of such who arrived and were dealt with	180

APPENDIX No. CLXIV. (K).

Paper handed by Mr J. R. Motion.

No. 1. Q. 58087 (72).

PARISH OF GLASGOW.

Return of Boarded-out Children on Children's Roll for Three Years ended 15th May 1906.

Year.	Number on Roll at 15th May.	Enrolled during Year.	Total.	Taken off Roll during Year.	Number on Roll at End of Year.	The Children taken off Roll were Disposed of as follows:—						
						Died.	Adopted by Guardians.	Transferred to Hospital.	Handed over to Parents and Relatives.	Transferred to Outdoor Roll.	Gone to Situations.	Total.
1904	1756	408	2164	245	1919	7	32	19	40	3	144	245
1905	1919	421	2340	329	2011	9	59	22	76	3	160	329
1906	2011	297	2308	325	1983	7	42	24	54	6	192	325

No. 2. Q. 58087 (72).

PARISH OF GLASGOW.

Half-Yearly Return of Children Boarded Out.

	Boys.	Girls.	Total.	Same period last year.
The children boarded out, as at 16th Nov. 1905, were	1044	946	1990	1911
There have been enrolled since	88	52	140	232
	1132	998	2130	2143
Taken off roll since same date	77	70	147	132
Leaving on roll at 15th May 1906	1055	928	1983	2011

Of the number now on the roll, 483 are orphans, 207 deserted, and 1293 separated from parents; 1135 are Protestants, 848 are Roman Catholics.

They are located as follows, viz.:—

	Boys.	Girls.	Total.	Same period last year.
Glasgow and suburbs	80	73	153	162
Various parts of the country	948	851	1799	1821
Industrial schools	11	4	15	12
Training ship, *Empress*, Gareloch	5	...	5	4
Training ship, *Mars*, Dundee	11	...	11	12
	1055	928	1983	2011

The following Classification shows the causes of separation of Children from Parents.

Both parents drunken, been in prison, etc.	245
Parents sent to prison (Cruelty to Children Act)	34
Father dead; mother drunken and immoral	341
Father in hospital, seriously ill; mother dead	48
Mother in hospital, seriously ill; father dead	29
Father in hospital; mother drunken	32
Mother dead; father been drunken, in prison, or in desertion	136
Illegitimate; mother been drunken, immoral, or in prison, etc.	258
Father dead; mother unfit to support, not suitable, unable to control, etc.	133
From variety of causes, such as Remits from Sheriff Court, one parent dead, other in asylum, illegitimate through bigamous marriage, etc.	37
Total	1293

APPENDIX No. CLXIV. (K).—*Continued.*

Handed in by Mr J. R. Motion.

No. 3. Q. 58087 (73).

PARISH OF GLASGOW.

Description of Outfits Supplied to Boarded-out Children.

List of Articles of Clothing supplied to a boy on being boarded out :—

	£	s.	d.
1 Handkerchief	0	0	1½
1 pair Stockings	0	0	11½
1 „ Boots	0	4	2
1 Suit	0	9	9
1 pair Braces	0	0	3½
1 Cap	0	1	0½
1 Collar	0	0	4½
1 Cravat	0	0	7½
1 Jersey	0	2	4
1 Tie	0	0	3
1 Shirt	0	1	1½
	1	1	0½

List of Articles of Clothing forwarded immediately to a boy after his removal :—

	£	s.	d.
3 Handkerchiefs	0	0	4½
2 pair Stockings	0	1	11
1 „ Boots	0	4	2
1 Suit	0	9	9
2 Shirts	0	2	3
1 pair Braces	0	0	3½
1 Cap	0	1	0½
2 Collars	0	0	9
1 Schoolbag	0	1	1½
	1	1	8

List of Articles of Clothing supplied to a girl on being boarded out :—

	£	s.	d.
1 Chemise	0	0	9
1 pair Stays	0	1	1½
2 Petticoats	0	3	0
1 Frock (Serge)	0	7	3
1 Pinafore	0	1	4½
1 Ulster	0	6	6
1 Neckerchief	0	1	0
1 Hat	0	2	0½
1 Handkerchief	0	0	1
1 pair Boots	0	3	8
1 „ Stockings	0	0	11
1 „ Drawers	0	0	8
	1	8	4½

List of Articles of Clothing forwarded immediately to a girl after her removal :—

	£	s.	d.
2 Chemises	0	1	6
2 Petticoats	0	3	0
2 Gowns (Sleeping)	0	2	10
1 Frock (Wincey)	0	5	4
2 Pinafores	0	2	9
1 Hat	0	1	0½
3 Handkerchiefs	0	0	3
2 pair Stockings	0	1	10
1 „ Boots	0	3	5
2 „ Drawers	0	1	4
1 Schoolbag	0	1	1½
	1	4	5

List of Clothing supplied yearly to a boy :—

	£	s.	d.
4 Handkerchiefs	0	0	6
2 pair Stockings	0	1	11
1 „ Boots	0	4	2
1 „ Trousers, 1 Suit	0	2	11
	0	9	9
2 Shirts	0	2	3
1 pair Braces	0	0	3½
1 Cap	0	1	0½
2 Collars	0	0	9
1 Cravat	0	0	7½
1 Jersey	0	2	4
	1	6	6½

List of Clothing supplied yearly to a girl :—

	£	s.	d.
2 Chemises	0	1	6
1 pair Stays	0	1	1½
2 Petticoats	0	3	0
1 Gown (Sleeping)	0	1	5
2 Frocks (Wincey and Serge)	0	12	7
2 Pinafores	0	2	9
1 Ulster	0	6	6
1 Neckerchief	0	1	0
2 Hats	0	4	1
4 Handkerchiefs	0	0	4
2 pair Stockings	0	1	10
1 „ Boots	0	3	8
2 „ Drawers	0	1	4
	2	1	1½

APPENDIX No. CLXIV. (K).—*Continued.*

Handed in by Mr J. R. Motion.

No. 4. Q. 58087 (77).

PARISH OF GLASGOW.

BOARDED-OUT CHILDREN.

STATISTICS SHOWING NUMBER OF CHILDREN TAKEN OFF ROLL FOR WORK DURING TEN YEARS; ALSO THEIR WHEREABOUTS, CHARACTERS, AND OCCUPATIONS, WITH COMPARISONS.

	Barony Parish, 1882–1892.			Glasgow Parish, 1892–1902.			Glasgow Parish, 1902–1906.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
Number of schedules sent out to guardians	238	264	502	491	378	869			
Returned through post office "Not Found," guardians having died or removed	5	21	26	21	30	51			
Returned by guardians who could give no information	15	12	27	27	19	46			
Reported on by guardian as good*	214	229	443	* 451	301	752	* 359	326	685
Reported on by guardian as doubtful or unsatisfactory	4	2	6	13	7	20	17	16	33
Total	238	264	502	512	357	869	376	342	718
* The foregoing were located as follows:—									
Located in Glasgow	44	80	124	48	42	90	31	18	49
Located elsewhere	160	139	299	401	259	660	339	323	662
Emigrated	14	12	26	15	7	22	6	1	7
Total	218	231	449	464	308	772	376	342	718

OCCUPATIONS.

	1882–1892.			1892–1902.			1902–1906.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
Trades	63	6	69	95	21	116	84	12	96
Farm servants	63	16	79	118	29	147	130	11	141
Domestic servants	...	170	170	...	158	158	...	192	192
Miners	32	...	32	41	...	41	23	...	23
Millworkers	6	28	34	35	27	62	6	26	32
Ironworkers	...	...	...	11	...	11	4	...	4
Labourers	26	...	26	54	...	54	8	...	8
Tramcar drivers	...	...	...	4	...	4	...	...	...
Clerks	7	4	11	8	...	8	11	...	11
Soldiers	8	...	8	19	...	19	9	...	9
Sailors	4	...	4	10	...	10	24	...	24
Clothier, in business for himself	1	...	1	...	...	...	...	...	...
Commercial traveller	1	...	1	...	...	...	...	...	...
Carters	...	...	...	2	...	2	2	...	2
School teachers	...	2	2	...	1	1	...	3	3
Postman	...	...	...	1	...	1	4	...	4
Railway porter	...	...	...	1	...	1	1	...	1
Dairyman	...	...	...	1	...	1	...	...	...
Roadman	...	...	...	1	...	1	...	...	...
Warehouseman	...	...	...	1	...	1	...	4	4
Shopman	...	...	...	5	...	5	2	...	2
Outworkers	...	...	...	...	5	5	...	1	1
Stair gas lighter	...	...	...	1	...	1	...	...	...
Deaf and Dumb Institution	...	...	...	...	3	3	1	...	1
Woodilee Asylum (insane)	...	1	1	...	...	...	2	2	4
Returned to poorhouse	1	...	1	14	6	20	6	11	17
Adopted by guardian	...	...	...	18	24	42	42	66	108
To parents or relatives	...	...	...	11	22	33	12	7	19
Died	6	4	10	13	12	25	5	7	12
Total	218	231	449	464	308	772	376	342	718
Of this number subsequently married	5	17	22	17	26	43	1	4	5

Note, 1892–1902 *figures.*—Regarding the 20 doubtful cases, only one has been convicted of crime, but is now doing better and living with his brother.

Of the 20 cases re-admitted to poorhouse these were principally for hospital treatment. There were 11 subsequently boarded out with other guardians, 2 sent to a situation, and 4 handed over to parents and grandparents, 1 placed on out-door roll, and 2 still in poorhouse.

Note, 1882–1892 *figures.*—Regarding the 6 doubtful cases, 2 have been convicted of crime; 1 of whom, a young woman, became a prostitute, but is presently in a home or shelter; 4 have had illegitmate children, two of whom have married since, the other two are still in service, and doing well.

Referring to those not traced (who are composed principally of that number who were boarded with relatives in the town), from what was known of them while with their guardians, there is little doubt that the proportion of well-doing will compare favourably with above.

Note, 1902–1906 *figures.*—Regarding the number of doubtful cases during the four years, it will be observed that for the former periods 1882–1902 schedules were sent out to guardians, of which 130 were returned marked "Not found," etc., but since 1902 a special book has been kept in which children going off roll are noted and subsequent information as to behaviour, etc., hence the information is more authentic.

APPENDIX No. CLXIV. (K).—*Continued.*

Handed in by Mr J. R. Motion.

No. 5. Q. 58662.

BOARDED-OUT CHILDREN.

Number of Changes during Year Ending 15th May 1906, and Cause of Transfer.

Division I.

No.	Name of Child.	Present Guardian.	Date of Transfer.	Guardian taken from.	Cause of Removal.
1	Catherine Dempsey.	Thomas Robertson and wife, Boarhills, Fife.	24/5/05.	Miss Mary M'Kenzie, Onich.	Guardian becoming unsuitable. Old and frail.
2	Margaret, Mary, and Ann Murray.	Miss Macpherson, Teacher, Tomcharrich, Fort-William.	27/9/05.	Miss Jessie Cameron, Banavie.	Guardian becoming addicted to drink.
3	Mary, Margaret, and George M'Leod.	Thomas Thom and wife, Saltcoats.	11/10/05.	Matthew M'Laren and wife, Blantyre.	(Mrs M'Laren) becoming addicted to drink.
4	Mary, Patrick, and James M'Garthland.	William Turner and sister, Glenlivet.	1/12/05.	Patrick Marley and wife, Largs.	(Mrs Marley) becoming addicted to drink.
5	Maud and Margaret Hamilton.	John M'Intosh and wife, Aviemore.	27/12/05.	Widow Jane Meldrum, Kincraig.	Deception, and guardian's daughter not good to the children.
6	Elizabeth, Isabel, and Catherine Coyle.	Alexander M'Kellaig and mother, Mallaig.	1/1/06.	Widow Margaret Gallacher, Largs.	Guardian becoming addicted to drink.
7	David and John Taylor.	William Macpherson and wife, Arachale.	28/3/06.	Miss M'Phee, Strontian.	Guardian becoming unsuitable. Old and frail.
8	Mary and Agnes M'Manus.	Widow M. Smith, Tomintoul.	11/4/06.	Miss M'Vicar, Fort-William.	Guardian's brother come home and not a suitable example to children.

Division II.

No.	Name of Guardian.	Address.	Reason for Change.
1	Widow Donald M'Donald.	Eskadale, Beauly.	Children beyond control of guardian.
2	Widow Donald M'Kenzie.	15 Cabrich, Knockbran, Beauly.	Lad beyond control of guardian.
3	Roderick Cameron and wife.	Torgormack, Beauly.	Guardian become addicted to drink.
4	Miss Joanna M'Gettigan.	22 Avenue Road, Springburn.	Guardian (sister) keeping brother dirty.
5	Andrew Younie and wife.	116 Land Street, Keith.	Lad, an apprentice wood-turner, and guardian not agreeing.
6	Widow George Roger.	120A Moss Street, Keith.	Guardian became "pregnant," and children removed after visit.
7	James Bruce and wife.	Confurroch, Enzie, Buckie.	Guardians too old now, and daughter in house an epileptic.
8	Alexander M'Kenzie and wife.	57 High Street, Buckie.	Lad stealing money from guardian.
9	George Legge and wife.	14 Low Street, Buckie.	Lad removed to crofting district, getting into bad company at Buckie.
10	Widow Jessie Gruier.	Inverey, Braemar.	Lad beyond guardian's control, was stealing money, etc., sent to training ship.
11	Mrs Mary Oswald.	Craigmuir Cottage, Madderty.	Girl misbehaving herself with a boy living next cottage to guardian.
12	Patrick Scaulan and wife.	132 Commonlock, Auchinleck.	Lad being thrashed unduly by guardian's wife.
13	Mrs Robert Blainey and daughter.	17 Greenhill Row, Waterside, by Ayr.	Guardian dead and daughter found not suitable as a guardian.
14	Mrs Elizabeth Clifford.	12 Burns Street, Dumfries.	Guardian too old to look after children.
15	James M'Cormick and wife.	36 High Street, Irvine.	House not now suitable. This guardian taken lease of a spirit shop and residing in same building.
16	Patrick Barrett and wife.	31 St Leonard Street, Lanark.	Guardian not keeping children clean nor tidy.
17	Mrs Blair.	Bogsbank, West Linton.	Guardian not paying attention to lad's clothing, etc.
18	Thomas Murray and wife.	Academy Place, Castle-Douglas.	Guardian found unsuitable, not paying sufficient attention to children.
19	Widow Jessie Chisholm.	Easter Eskadale, Beauly.	Girl stealing from guardian and neighbours.

Glasgow, 6/8/06.

APPENDIX No. CLXIV. (L).

Paper handed in by Mr J. R. Motion. Q. 58087 (80).

PARISH OF GLASGOW.

NUMBER OF PROTESTANTS AND ROMAN CATHOLICS CHARGEABLE AT 15TH NOVEMBER 1903

	Total Paupers and Dependants.	Of which there are Protestants.	Of which there are Roman Catholics.	Equal to per cent. of Total.	Total Paupers.	Of which there are Protestants.	Of which there are Roman Catholics.	Equal to per cent. of Total.	Total Dependants.	Of which there are Protestants.	Of which there are Roman Catholics.	Equal to per cent. of Total.
In-door Poor, ...	3,315	2,020	... 1,295	60·94% 39·06%	3,177 ...	1,959 ...	... 1,218	61·66% 38·34%	138 ...	61 ...	... 77	44·2% 55·8%
Lunatic Poor, ...	1,955	1,554	... 401	79·5% 20·5%	1,955 ...	1,554 ...	... 401	79·5% 20·5%	... ...	... ...	... ...	... ...
Boarded-out Children, . .	1,839	1,021	... 818	55·5% 44·5%	1,839 ...	1,021 ...	... 818	55·5% 44·5%	... ...	... ...	... ...	... ...
Out-door Poor, ...	7,890	5,810	... 2,080	73·6% 26·4%	3,410 ...	2,525 ...	... 885	74·05% 25·95%	4,480 ...	3,285 ...	... 1,195	73·3% 26·7%
	14,999	10,405	4,594	69·3% 30·7%	10,381 ...	7,059 ...	... 3,322	68% 32%	4,618 ...	3,346 ...	... 1,272	72·45% 27·55%
Total Population, . . .	571,569	424,433	... 147,136	74·3% 25·7%	... ...	... ...	... ...	... ...	... ...	... ...	... ...	... ...
Therefore to be in proportion, numbers should be, . .	14,999	11,138	3,861 ...	25·7% 74·3%	... ...	... ...	... ...	... ...	... ...	... ...	... ...	... ...

The above shows we have 733 fewer Protestants than we might have, and that we have 733 more Roman Catholics than we should have.

Pauperism, . .		14,999 = 2·62% of Population.
Protestant Paupers,	10,405	= 1·82% „
Catholic „	4,594	= ·80% „
	14,999	

Population of Parish, . . . 571,569

Protestant Population, 424,443 = 74·3% of Total Population.
Catholic „ 147,136 = 25·7% „

571,569

Protestant Paupers, 10,405 = 2·45% of Protestant Population.
Catholic „ 4,594 = 3·12% of Catholic „

14,999 = 2·62% of Total.

APPENDIX No. CLXIV. (M)

Paper handed in by Mr J. R. Motion.

No. 1. Q. 58087 (91).

PARISH OF GLASGOW.

REGULATIONS FOR NURSES' HOURS—STAFF NURSES.

Barnhill Poorhouse.			Stobhill Hospital.			District Hospitals.			Woodilee Asylum.			Gartloch Asylum.		
No. of Days in Six Weeks.	Time and Days on Duty.	Hours on Duty.	No. of Days in Six Weeks.	Time and Days on Duty.	Hours on Duty.	No. of Days in Six Weeks.	Time and Days on Duty.	Hours on Duty.	No. of Days in Six Weeks.	Time and Days on Duty.	Hours on Duty.	No. of Days in Six Weeks.	Time and Days on Duty.	Hours on Duty.
30	5 days per week from 7.30 a.m. to 8 p.m., less 1½ hours for meals.	330	30	Daily 5 days in every week, 8 a.m. to 8 p.m., deducting 1½ hours daily for meals.	315	26	On duty 8 a.m. to 8.15 p.m., with 1 hour off for meals, and 2 hours and 1¾ hours off on alternate days for recreation.	243¾	30	Daily 5 days in every week, 6.30 a.m. till 8 p.m., deducting 2 hours for meals.	345	30	Daily 5 days in every week from 6.30 a.m. to 8 p.m., less 1½ hours for meals.	360
6	1 day per week 7.30 a.m. to 1 p.m.	33	6	One day weekly, 8 a.m. to 2 p.m., deducting ¾ hour for meals.	31½	4	On alternate Sundays on duty for 6¾ hours and 5½ hours.	24½	6	1 day weekly, 6.30 a.m. till 2 p.m., 1½ hours deducted for meals.	36	6	1 day weekly, 6.30 a.m. till 2 p.m., less 1 hour deducted for meals.	39
4	Sundays on duty as above.	44	4	4 Sundays on duty from 8 a.m. to 8 p.m., deducting 1½ hours for meals.	42	1	Full holiday once per month.	0	4	4 Sundays, 6.30 a.m. till 8 p.m., deducting 2 hrs. for meals.	46	4	4 Sundays, 7 a.m. to 8 p.m., less 1½ hours for meals.	46
1	Sundays on duty, 7.30 to 11 a.m.	3½	1	1 Sunday on duty, 8 to 11 a.m.	3				1	1 Sunday, 6.30 till 11 a.m., deducting ½ hour for meal.	4	1	1 Sunday, 7 a.m. to 11 a.m., less ½ hour for meal.	3½
1	Sunday off duty.	0	1	Sunday off duty.	0				1	1 Sunday off duty.	0	1	1 Sunday off duty.	0
											431			448½
										Deduct 3 hours for Monday morning, week-end every 6 weeks.	3		Deduct 2½ hours for Monday morning, week-end every 6 weeks.	2½
42	Total hours on duty in 6 weeks.	410½	42	Total hours on duty in 6 weeks.	391½	31	Total hours on duty in 31 days.	268¼	42	Total hours on duty in 6 weeks.	428	42	Total hours on duty in 6 weeks.	446
	Average per week.	68·33		Average per week.	65·25		Average per week.	60·55		Average per week.	71·33		Average per week.	74·33
	Average per day.	9·76		Average per day.	9·32		Average per day.	8·65		Average per day.	10·19		Average per day.	10·6

APPENDIX No. CLXIV. (M).—*Continued.*

Paper handed in by Mr J. R. Motion.

No. 2. Q. 58087 (91).

REGULATIONS FOR NURSES' HOURS—NURSE PROBATIONERS.

Barnhill Poorhouse.			Stobhill Hospital.			District Hospitals.			Woodilee Asylum.			Gartloch Asylum.		
No. of Days in Six Weeks.	Time and Days on Duty.	Hours on Duty.	No. of Days in Six Weeks.	Time and Days on Duty.	Hours on Duty.	No. of Days in Six Weeks.	Time and Days on Duty.	Hours on Duty.	No. of Days in Six Weeks.	Time and Days on Duty.	Hours on Duty.	No. of Days in Six Weeks.	Time and Days on Duty.	Hours on Duty.
30	5 days per week from 7.30 a.m. to 8 p.m., less 1½ hours for meals.	330	30	Daily 5 days weekly from 7.30 a.m. till 8 p.m., deducting 1½ hours for meals.	330									
6	1 day per week, 7.30 a.m. to 1 p.m.	33	6	1 day weekly from 7.30 a.m. till 2 p.m., ¾ hour deducted for meals.	34½		Same as Charge nurses, with exception of ½ day off per month, instead of full day.			Same as staff nurses.			Same as staff nurses.	
4	Sundays on duty as above.	44	4	4 Sundays on duty, 7.30 a.m. till 8 p.m., deducting 1½ hours for meals.	44	31		272¼						
1	Sunday on duty, 7.30 to 11 a.m.	3½	1	1 Sunday on duty, 7.30 to 11 a.m.	3½									
1	Sunday off duty.	0	1	1 Sunday off duty.	0									
42	Total hours on duty in 6 weeks.	410½	42	Total hours on duty in 6 weeks.	412	31	Total hours on duty in 31 days.	272¼	42	Total hours on duty in 6 weeks.	428	42	Total hours on duty in 6 weeks.	446
	Average per week.	68·33		Average per week.	68·66		Average per week.	61·46		Average per week.	71·33		Average per week.	74·33
	Average per day.	9·76		Average per day.	9·80		Average per day.	8·78		Average per day.	10·19		Average per day.	10·6

APPENDIX No. CLXIV. (M).—*Continued.*

Paper handed in by Mr J. R. Motion.

No. 3. Q. 58087 (91).

PARISH OF GLASGOW.

NURSES' TIME TABLE.

	Barnhill.	Stobhill.	District Hospitals.
	DAY NURSES.	DAY NURSES.	DAY NURSES.
Rise,	6.30 a.m.	7 a.m.	7 a.m.
Breakfast,	7 to 7.30 a.m.	7.30 a.m.	7.30 a.m.
On Duty in Wards,	7.30 a.m. to 2 p.m.	8 a.m. to 12 noon	8 a.m. to 12.30 p.m.
Dinner,	2 to 2.30 p.m.	12 noon to 12.30 p.m.	12.30 to 1 p.m.
On Duty in Wards,	2.30 to 5 p.m.	12.30 to 4 p.m.	1 to 2 p.m.
Recreation every day,	...	...	2 to 4 p.m. or 5 to 6.45 p.m.
Tea,	5 to 6 p.m.	4 to 4.30 p.m.	4 to 4.30 p.m.
On Duty in Wards,	6 to 8 p.m.	4.30 to 8 p.m.	4.30 to 8.15 p.m.
Supper,	8 to 9 p.m.	8 p.m.	8.30 p.m.
Bedroom,	10 p.m.	10 p.m.	10 p.m.
Lights out,	10.30 p.m.	10.30 p.m.	10.30 p.m.
	NIGHT NURSES.	NIGHT NURSES.	NIGHT NURSES.
Rise,	6.30 p.m.	7 p.m.	7.15 p.m.
Supper (or Breakfast),	7 to 7.30 p.m.	*7.30 p.m. (Breakfast)	*7.45 p.m. (Breakfast)
On Duty in Wards,	7.45 p.m.	8 p.m.	8.15 p.m.
Off Duty in Wards,	8.15 a.m.	8 a.m.	8 a.m.
Dinner,	8.30 a.m.	*8.15 a.m. (Supper)	*8.30 a.m.
Recreation every day,	9 a.m. to 12 noon	9 a.m. to 12 noon	9 a.m. to 12 noon
Bedroom,	12 noon	12 noon	12 noon

* A light meal may be supplied between breakfast and supper, as may be arranged by resident medical superintendent.

No. 4. Q. 58087 (91).

PROBATIONERS' TIME TABLE.

	Barnhill.	Stobhill.	District Hospitals.
	PROBATIONERS.	PROBATIONERS.	PROBATIONERS.
Rise,	6.30 a.m.	6.45 a.m.	7 a.m.
Breakfast,	7 to 7.30 a.m.	7 a.m.	7.30 a.m.
On Duty in Wards,	7.30 a.m. to 1 p.m.	7.30 a.m. to 12.30 p.m.	8 a.m. to 12 noon
Dinner,	1 to 1.30 p.m.	12.30 to 1 p.m.	12 noon to 12.30 p.m.
On Duty in Wards,	1.30 to 4 p.m.	1 to 4.30 p.m.	12.30 to 4.30 p.m.
Tea,	4 p.m. to 5 p.m.	4.30 to 5 p.m.	4.30 to 5 p.m.
Recreation,	...	...	5 p.m. to 6.45 p.m.
On Duty in Wards,	5 p.m. to 8 p.m.	5 p.m. to 8 p.m.	6.45 p.m. to 8.30 p.m.
Supper,	8 to 9 p.m.	...	...
Bedroom,	10 p.m.	...	...
Lights out,	10.30 p.m.	...	...
LEAVE :—	Day Nurses :—One half-day per week from 2 p.m One Sunday in six from 11 a.m. One Sunday in six all day.	Staff Nurses and Probationers off duty from 2 p.m. to 8 p.m. once weekly One Sunday in six off duty from 11 a.m. One Sunday in six off duty all day.	Staff Nurses and Probationers off duty from 2 p.m. to 4.30 p.m. alternately with 4.30 p.m. to 6.45 p.m. Staff Nurses whole day once a month. Probationers half a day. Staff Nurses and Probationers to have alternately from 9 a.m. to 2 p.m., and from 2 p.m. to 9 p.m. on Sundays. Nurses will be allowed off duty at the discretion of the Matron; and no Nurse can claim an absolute right to absent herself when perhaps a critical case might demand her presence.

APPENDIX No. CLXIV. (N).

Paper handed in by Mr J. R. Motion. Q 58087 (95).

PARISH OF GLASGOW.

RETURN OF FIRST APPLICATIONS FROM MATERNITY HOSPITAL FOR YEAR FROM 16TH MAY 1905 TO 15TH MAY 1906.

No.	Record.	Date.	Age.	Condition.	Residence.	Residence for Past Six Months.
		1905				
1	S. 22	May 17	21	Single . .	97 Kent Road . .	Glasgow 2 years.
2	S. 423	June 8	20	„ . .	72 Rose Street, S.S. .	6 months in S.S. Settlement, Glasgow.
3	S. 712	„ 23	20	„ . .	33 Cameron Street .	6 months here.
4	S. 2316	Oct. 16	25	Married .	Stevenston . . .	No residence in Glasgow. Insane case.
5	S. 2398	„ 21	26	Single . .	Partick . . .	Settlement, Ireland.
6	S. 2525	„ 30	21	„ . .	Renfrew Street Home .	3 months here from Kirkintilloch.
		1906				
7	S. 3670	Jan. 15	38	Married, husb	and in Family Home.	
8	S. 3875	„ 24	24	Single . .	Cavendish Street, S.S. .	Govan, admitted.
9	S. 4229	Feb. 14	27	Married .	Glasgow Settlement.	
10	S. 4354	„ 23	19	Single . .	Falkirk . . .	All her days there.
11	S. 4515	„ 28	19	„ . .	Glasgow Settlement .	Insane.
12	S. 4510	March 5	23	„ . .	Dunblane . . .	6 months here.
13	S. 4853	„ 25	19	„ . .	South Side, 3 months .	Govan Settlement (residence).
14	S. 4953	„ 29	27	„ . .	150 Rottenrow . .	Only 1 week in Glasgow.
15	S. 5029	April 1	18	„ . .	39 E. Crawford Street.	Settlement, Glasgow (R.).
16	S. 5087	„ 7	27	„ . .	50 Hawthorn Street .	3 months from Ireland.
17	S. 5515	„ 30	33	„ . .	35 Ardenlea Street .	4 „ „

APPENDIX No. CLXIV. (O).

Paper handed in by Mr J. R. Motion. Q 58087 (98).

PARISH OF GLASGOW.

POORHOUSE "INS-AND-OUTS."

Return of Admissions for Twelve Months from 16*th May* 1905 *till* 15*th May* 1906

* Admissions, 2770 made up as follows :—

For first time 1041, and 591 over two and up to fourteen times.

Of the 591 :—

316	for the second	time, ...	235	males and	81 females.
143	„ third	„	97	„	46 „
70	„ fourth	„	48	„	22 „
24	„ fifth	„	15	„	9 „
20	„ sixth	„	9	„	11 „
11	„ seventh	„	7	„	4 „
1	„ eighth	„	1	„	... „
2	„ ninth	„	...	„	2 „
2	„ tenth	„	1	„	1 „
1	„ eleventh	„	1	„	... „
1	„ fourteenth	„	1	„	... „
			415		176

Of the males—eight were under 20 years of age, forty-six over 20 and under 30, eighty-three over 30 and under 40, one hundred and twenty over 40 and under 50, eighty-four over 50 and under 60, and seventy-four over 60.

Of the females—eight were over 20 and under 30 years of age, twenty-five over 30 and under 40, forty over 40 and under 50, sixty-two over 50 and under 60, and forty-one over 60.

Of the total of 591, I find that 69 men and 37 women contributed 564 admissions to the poorhouse for this period. Their ages are as under :—

5	males	under 30	1	female	under 20
14	„	„ 40	2	females	under 30
25	„	„ 50	3	„	„ 40
21	„	„ 60	12	„	„ 50
4	„	over 60	8	„	„ 60
			12	„	over 60

* Exclusive of other parish cases, pensioners, deserted wives, and applicants with children.

APPENDIX No. CLXIV. (P).

Paper handed in by Mr J. R. Motion.

No. 1. Q. 58087 (132).

PARISH OF GLASGOW.

Houseless and Homeless Applicants.

From 16th November 1900, to 15th May 1901, there applied, professedly for the first time, of the above class 184 men.

November to December	39
December to January	33
January to February	41
February to March	32
March to April	20
April to May	19

The time they stated they were off work ranged from 1 day to 7 months, and the time "on the road" from 2 days to a lifetime. 101 took the road for work; 68 unfit for work—3 were born to a nomadic life; 1 took to it because of drink; 2 from bad weather; 1 to get into Glasgow Hospital; 1 wanted home to Ireland from America; 2 unsuitable lodgings; 1 wife's death; 1 no room at home; 1 laziness; 1 prison life; 1 wanted a change. Of the 68 unfit for work by far the larger proportion were but a day or two in Glasgow, and had come here without doubt to get into poorhouse.

149 stated their intention to start work again as soon as able, 8 when they could get it, and 27 were uncertain or indifferent. Not one had tried to get work the day they applied to parish.

112 described themselves as labourers, 27 were navvies, 5 miners, 4 hawkers, 3 barbers, 3 moulders (one of whom had become a street singer), 2 hecklers, 2 firemen, 2 mill-workers, 2 shoemakers, 2 ironworkers, 2 showmen, and 1 each of following:—holder on, benchman, storekeeper who also writes comic songs for a music-hall, bellows maker, plumber, joiner, compositor, tinplate worker, window-cleaner, scavenger, travelling tinker, bricklayer, seaman, telegraphist, drover, street piper, tailor, city porter.

110 stated their health to be generally good, 14 fair, and 60 bad. 27 were certified to be suffering from bronchitis, 26 injuries (mostly received when worse of drink), 19 rheumatism, 13 ulcers, 11 venereal, 11 muscular pains, 10 skin diseases, 6 effects of vaccination, 4 abrasions of feet, 4 phthisis, 3 cardiac, 3 pleurisy, 3 hernia, 3 dropsy, 2 nervous disorder, 2 sciatica, 2 lumbago, 2 disease of eye, 2 influenza, 2 catarrh, and 1 each asthma, abscess, stomach disorder, epilepsy, privation, palpitation, pulmonary disease, pneumonia, mental weakness, age, debility, and senile debility. 13 left the office without seeing the doctor. 24 had previously had syphilis, and 14 itch. 80 had been previously in some hospital.

165 claimed they obtained their food by their work, 16 admitted by charity and begging, 1 by street singing, 1 street piping, and 1 chiefly in prison.

159 slept chiefly in models and common lodging-houses, 16 chiefly private lodgings, 2 at sea, 5 anywhere, 1 chiefly in prison, and 1 was about 4 days away from his own house.

150 were single, 12 married, and 22 widowers. 1 married man and 1 widower stated they were single, but the truth was found from parish records of their wives' chargeabilities when deserted.

4 were under 20 years of age; 12 between 20 and 25; 20 between 25 and 30; 60 between 30 and 40; 43 between 40 and 50; 23 between 50 and 60; 20 between 60 and 70; 1 was 74, and 1 as old as 82.

101 were born in Ireland, 17 in England, 1 in Wales, 1 in Isle of Man, 1 in Nova Scotia, 1 in Australia, 2 in U. S. America, and 60 were Scotch born, of whom 10 were born in parish of Glasgow and 2 in Govan Combination.

120 could read and write; 15 could read and write but little; 9 could read, but not write; 1 could not read, but could write enough to sign his name; 39 could neither read nor write.

14 only had voted at elections, ranging from last year back to 1865.

73 claimed to be temperate; 110 admitted being intemperate, and one stated he was an abstainer, but was found out in various other matters to be very untruthful, and had been previously chargeable twice as an epileptic.

5 had been convicted of crime, 57 for being drunk, 2 for begging, and 1 for being in a row.

100 were Roman Catholics, and 84 Protestants.

7 had aliases. 5 were, or had been, trade unionists.

14 had been in army, and 1 in militia.

10 who stated they had never been in the poorhouse before were found to have been formerly in either City or Barnhill Poorhouses.

Another type of the loafer and vagrant is the class which trouble also the night asylum authorities. It not infrequently happens that application is made there for a night's shelter by parties under the influence of drink, and when refused admission they apply to the night officer of the Parish Council; or it may be the circumstances are reversed—application is made for relief to the parish, and a line granted to the night asylum, but before its presentation the applicant gets drink and is refused admission. A recent applicant, however, declined the shelter of the institution for a very different reason, because he could not get a feather bed to lie on.

Beggars and Vagrants.

From the meeting of the magistrates' sub-committee with a sub-committee of this parish law committee on 22nd November 1900, till 15th May 1901, the police have intimated to the parish officials 154 apprehensions. After examination 94 of these were found to be known to the parish officials, 23 of them having been previously convicted of begging, and 12 found to be taking aliases. 60 were unknown to the parish, the majority of them being able-bodied young men apprehended for vagrancy. 69 were sent direct to prison; 38 were admonished; 43 were remitted to the poorhouse, 17 being afterwards allowed to remain there, 2 sent to their parish of settlement, and 1, a boy, handed over to his father whom we had traced, 10 were sent to prison (not having been found proper objects of parish relief or declining to wait in the poorhouse), and 13 were allowed to go away with an admonition; 4 cases were found not proven. During the first month after the arrangement 54 cases were reported; last month, April, only 13. One district where 19 were apprehended in December had in April only 3 cases.

APPENDIX No. CLXIV. (P).—*Continued.*

Paper handed in by Mr J. R. Motion.

No. 2. Q. 58405.

PARISH OF GLASGOW.

Cases Granted Line to Night Asylum for 1 Night for Week from 7th till 12th January 1907.

Date.	Name.	Record.	Remarks.
January 7	Mathers, Widow Wm.,	B. 7/2640	64 years. Ten of a family. Absconder. Husband died in Woodilee. Seven applications since 1890.
" "	Dyer, James,	1.84.11	51 years. Paralysed. Absconder. In-and-out. Poorhouse twenty times since 1891. Drunken.
" "	Fraser, Widow Alexr. A.,	9083	First application. Not known here before.
" "	Morran, Edward,	B. 3/2040	46. Lazy loafer. Drunken. Never works. Continually in night asylum and poorhouse.
" "	Leggat, Thomas,	1.70.97	51. An Edinburgh pauper. Often sent home. Tramp.
" "	Barne's wife and child, Joseph,		Not known here. Deserted, and had young child with her.
" "	Pitt's wife and two children, Robt.,	G. 3/2915	29 years. Deserted wife and two young children, one of whom has since been remitted to parish from J. P. Court. Often in night asylum.
" "	Smith, John,	B. 7/2415	38 years. Lazy moucher. Well-known pest. Not known to be drunken. Venereal. Fifty applications since 1890
" 8	Gallocher, Catherine,	G. 12/683	30 years. Ten times chargeable. Nine times claims from other parishes. Venereal. Was in lock hospital.
" "	Wilson, Samuel,		No trace as having applied here.
" "	Murphy, Wm.,	3.70.239	47 years. Well-known pest. Lazy. Not known to be drunken.
" "	Joyce, Charles,	1.91.4	51 years. Houseless. Weed. Well-known pest. Often in poorhouse. Drunken. Was certified able-bodied to-day, but got line to night asylum.
" "	Anderson, Thomas,	G. 3/2387	Certified able-bodied to-day. Three times in poorhouse. Modeller.
" "	M'Guines, Widow John,	B. 7/1552	46 years. Tramp. Pest. Drunken. Well known. Poorhouses times without number.
" "	Crighton's wife, John,		Deserted wife. Bad lot. Several times in poorhouse. Often here for line to night asylum.
" "	Mulholland's wife and child, Duncan,		Unknown. Had young child. Line granted by night porter.
" "	Henderson's wife and child, Hugh,		Unknown. Had young child. Line granted by night porter.
" "	Ritchie, Widow John,	B. 4/879	63 years. Left poorhouse on 7th. In-and-out. Pest. Drunken. A bad character.
" 9	Johnstone, James,	G. 2/1102	59. Drunken. Useless pest. Takes fits. In-and-out.
" "	O'Neil, Widow John,	B. 4/2060	53 years. Left poorhouse this morning. Pest. Daughter at 32 Scotia Street.
" "	Smith, John,	B. 7/2415	Second line this week. See above.
" "	M'Intyre's wife and child, Alexr.,	8942	Left poorhouse yesterday. A deserted wife.
" "	Screenan, John,	12/413	First time here. Applied too late to see doctor, sent to night asylum.
" "	M'Neil, Margt.,		Not known here.
" "	Anderson, Widow Thomas,	8900	New case. Twice in poorhouse. Often in night asylum.
" "	Brannon, Peter,	3.83.178	45 years. Thrice chargeable. Bad lot. Had bubo two years ago.
" "	Murphy, Wm.	3.70.239	47 years. Well-known pest. Lazy. Not known to be drunken.
" "	Aitkenson, Mary,		Not known here.
" "	M'Dougald, Malcolm,	B. 2/4443	43 years. Rothesay pauper. Sent home several times.
" "	Smith, John,	B. 7/2415	38 years. Lazy moucher. Well-known pest. Not known to be drunken. Venereal. Fifty applications since 1890.
" 10	Ingram, Charles,	B. 7/2790	58. Pest. In-and-out. Drunken.
" "	Dailly's wife, Charles,	G. 10/558	33. Drinks methylated spirits. Deserted wife. Pest. Prostitute.
" "	Baillie, Mary,	G. 10/1457	25. Has a young child. Been in poorhouse several times.
" "	Brittian and child, Sarah,	G. 6/2085	22. Has a young child. Been in lock hospital. Bad girl. Prostitute. Has two illegimate children.
" "	Munro, Alexr.,		No trace of ever having applied.
" "	M'Laren, James,		Nothing known here of him.
" 11	Dearie, John,	8/1185	72 years. Pensioner. Often chargeable. Drinks.
" "	Ward's wife, Hugh,		Not known here. Line granted by night porter.
" "	M'Laughlin, James,		Granted by night porter. Not known.
" 12	Russell, Thomas,	9240	New case. Not known.
" "	Cairney, Hugh,	B. 7/5713	55 years. Just out of poorhouse, and said he expected a job next morning, which of course did not come off. Often in poorhouse and night asylum. Drinks.
" "	M'Donagh, James,	L. 88.127	Lazy young loafer. Bad sight. Poorhouse. In-and-out. Well known.
" "	Carroll's wife, Wm.	B. 3/2309	Wife of a famous pest. He is paralysed. She is half daft. Very often in night asylum.
" "	Abseinie, De Ve,		Line given for night asylum. Taken here by police from marine. Wouldn't go to poorhouse. Told to come back on Monday morning, which he didn't do. A coolie.
" "	Murray, John,	G. 4/2446	61 years. Edinburgh admitted case. Modeller. Twice chargeable.

APPENDIX CLXIV. (P).—*Continued.*

Paper handed in by Mr J. R. Motion. Q 58405.

No. 2.—*continued.*

Date.	Name.	Record.	Remarks.
January 12	M'Phee, Mary,		Not known.
„ „	Blair, David,	4. 87. 50	A deaf and dumb man. Great pest. Will not remain in poor house. Wife's whereabouts unknown.
„ „	Morran, Edward,	B. 3/2040	46. Lazy loafer. Drunken. Never works. Continually in night asylum and poorhouse.
„ „	Pitt's wife and child, Robt.,	G. 3/2915	Second time this week. See above.
„ „	Robertson's wife, George,		No trace here.
„ „	Broadley, Widow Andw.,		No trace here.

Abstract of Cases.

Females, . . .	24
Males, . . .	27
	51

No. 3. Q. 58425.

GLASGOW PARISH COUNCIL.

Return of Persons who were Sheltered in Police Offices on the Night of 16th January 1907.

Police Office.	Male.	Female.	Total.	Nativity.				Condition.			Residence in City.					
				Scotch.	Irish.	English.	Foreign.	S.	M.	W.	Under 1 mo.	Under 2 mos.	Under 6 mos.	Have been many Years.	Admitted on Tramp.	
Central, . . .	15	7	22	11	9	1	1	12	6	4	4	...	...	17	1	
Western, . . .	16	3	19	13	6	...	...	16	1	2	1	4	...	11	3	
Eastern, . . .	21	2	23	17	5	1	...	17	4	2	1	1	...	15	6	
Camlachie, . .	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	
Bridgeton, . . .	19	...	19	12	7	...	...	15	1	3	4	...	3	11	1	
Southern, . . .	1	2	3	2	1	...	...	2	...	1	...	...	...	...	3	
Kinning Park, . .	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	
So. Wellington St., .	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	
Camperdown, . .	10	...	10	8	2	...	...	8	...	2	2	...	1	6	1	
Northern, . . .	3	...	3	3	...	...	...	3	...	...	3	...	...	...	...	
St Rollox, . . .	1	...	1	1	...	...	...	...	...	1	...	...	...	1	...	
Springburn, . .	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	
Queen's Park, . .	4	...	4	2	1	1	...	4	...	...	...	1	...	3	...	
Maryhill, . . .	40	...	40	30	9	1	...	29	2	9	10	1	2	23	4	
Hillhead, . . .	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	
Marine, . . .	6	1	7	3	2	1	1	5	1	1	4	2	...	1	...	Total,
Total, . .	136	15	151	102	42	5	2	111	15	25	29	9	6	88	19	151

Ages of Above as Stated.

Under 20 Years.	20 to 25 Years.	25 to 30 Years.	30 to 35 Years.	35 to 40 Years.	40 to 45 Years.	45 to 50 Years.	50 to 55 Years.	55 to 60 Years.	60 to 65 Years.
2	9	13	28	29	18	23	12	15	

Occupations as Stated.

General Labourers, .	88	Coal Carrier, . .	1	Joiner, ...	1	H. L. Weavers, . .	2
Joiners' do. .	1	Street Musician, .	1	Irondresser . .	1	Brassfinisher, . .	1
Ship Firemen, . .	3	Shoemaker, . .	1	Plumber, . .	1	Steelworker, . .	1
Quay Labourers, . .	15	Tailor's Presser, .	1	Dressmakers, . .	2	Bolt Machinist, . .	1
Millworkers, . . .	2	Slater, . . .	1	Blacksmith, . .	1	Mason, . . .	3
Cleaners, etc. (Females),	8	Painters, . . .	3	Engineers, . .	2	Steelworker, . .	1
Hawkers, . . .	2	Carter, . . .	3	Moulder, . . .	1		
Window Cleaner, .	1	Boltmaker, . .	1	Dyer, . . .	1		

APPENDIX CLXIV. (P).—*Continued.*

No. 3.—*continued.*

PREVIOUS HISTORY AS STATED BY APPLICANTS.

* Model Lodgers.	Avowed Tramps.	* Received Parish Relief.	In Prison and Poorhouse.	Recently in Asylum.	Truly Houseless.	Not Stated.	Total.
57	30	35	16	1	5	7	151

* NOTE.—Admitted to have reached their present condition through drink.

SCOTCH BIRTHS.

43 stated they were born in Glasgow Parish, 12 in Govan Parish, 4 in Greenock, 3 in Edinburgh, 2 each in the following places:—Renton, Paisley, Ayr, Crieff, Airdrie, Leith, Pollokshaws, Dundee, and 1 each in Kilmarnock, Blantyre, Girvan, Inverness, Stirling, Ormiston, Falkirk, Milnathort, Helensburgh, Fordyce, Coatbridge, Kilmacolm, Kilbirnie, Rutherglen, Keith, Doune, Irvine, Bervie, Kilsyth, Stromness, Perth, Port-Glasgow, Dumfries, and Dunfermline.

1 man in Eastern P.O. only left the army 5 weeks ago after serving 8 years. The amount of deferred pay not ascertained.

3 men left Maryhill P.O. rather than give information about themselves.

1 man left Maryhill P.O. stating he had money to pay his bed.

21*st January* 1907.

Paper handed in by J. R. Motion.

No. 4. Q. 58521.

Copy

Larchgrove, Shettleston,
6*th May* 1905.

Robert Brodie, Esq.,
77 St Vincent Street.

Night Asylum.

DEAR SIR,—As I consider a large proportion of the cases we are at present assisting are undeserving, but on the other hand that probably we might do good to many by helping them further than we do, might I ask you to put the following before the Directors at the first opportunity.

(1.) I understand the object for which this institution was intended was to assist men and women, who from some temporary cause were out of work or were looking for work. (2.) This no doubt at the time of its initiation was most desirable, but I am of opinion that the necessity is not now so clamant on account of the many private and corporation model lodgings now in existence, and that a large proportion of those assisted are so assisted rather to their detriment than to their advantage. A large proportion of those admitted could find means of getting a night's lodging if left to their own resources, so that by giving them assistance, we are only helping to pauperise and conduce to laziness. An able-bodied man or woman is quite able to keep themselves if they are sober, honest, and willing, and if they would just deny themselves a little and save a portion of their earnings for a time of need. (3.) I would therefore suggest to the Directors the advisability of not admitting any single men or women, who are apparently able-bodied, of sound mind, and not over forty-five years of age. This, I estimate, would do away with about one-half of the applicants, and would give the officiating Director more time to consider the remainder of the cases, and to find out if they were suitable objects of relief. Yours faithfully,

(Signed) JOHN ADAM.

Copy

Larchgrove, Shettleston, N.B.
23*rd August* 1905.

Robert Brodie, Esq., Secretary.
77 St Vincent Street.

Night Asylum for the Houseless.

DEAR SIR,—I duly, received your favour of 11th July with enclosures as stated.

I have gone carefully over the Charter of Erection and Seal of Cause, and, in my opinion, do not find anything in it to prevent the Directors acting on the suggestion stated in my letter to you of 6th May last.

There is no necessity for getting behind the fundamental principles of the Charter, the purpose of which was to afford shelter during the night for the "houseless poor" of the city. A large proportion of the nightly inmates are not "unprovided poor," and if they even are so, it is only on account of laziness, or having spent all their money instead of continuing at work. What the Directors have been doing is to provide shelter for the migratory poor of the West of Scotland.

Further, on page 8 of the Rules for Inmates, section 2, applicants are required, among other things, to give their reasons for applying for shelter and their prospects for the future. Is that always done? and with what result? and are these statements recorded in a book? Another of the rules is that the inmates shall remain during the whole of the Sabbath Day. Is this rule carried out? For I am led to believe they are ordered out and congregate round about George Square just as the churches are coming out.

The night asylum is known all over the West of Scotland as a shelter for the whole scum of the wandering beggars who come in from provincial towns simply for the purpose of a passing a night here on the cheap.

I am of opinion that, as a Director, I could on the nights when on duty act up to the proposal submitted, but in view of what has been and is the use and wont in the asylum, it is not desirable to do so, as an institution of this kind should be conducted on certain lines, so that every applicant might as far as possible have the same treatment.

It appears to me that the Directors are unanimously of my opinion, only they have not seen their way to lay down any suggestion quite as definitely as my proposal. In support of this I would refer you to their circular of 16th January last, the second paragraph of which requests that the number of young men be limited as far as possible. Why young men any more than men in their prime? The latter are quite as able to earn a livelihood as the former perhaps more so, as they have more experience. If the Directors would only follow out what is the natural sequence of their deliverance of 16th January, they would accept the proposal as contained in my letter of 6th May.

I am therefore of opinion that the only views I can formulate are, to again put forward the suggestion—that the Directors consider the advisability of not admitting any single men or women who are apparently able-bodied, of sound mind, and not over forty-five years of age. Yours faithfully,

Bon (Signed) JOHN ADAM.

APPENDIX No. CLXIV. (Q).

Paper handed in by Mr J. R. Motion. Q. 58087 (137).

PARISH OF GLASGOW.

NUMBER OF APPLICANTS REFUSED RELIEF DURING THE YEAR ENDING 15TH MAY 1906.

CAUSE OF REFUSAL.

Able-Bodied.	Referred to Family.	Referred to Husband.	Referred to Parents.	In respect of Income.	In respect of Funds.	Drunk at Application.	Referred to C. O. S. and Sanitary.	Total Number Refused.	Number of Orders granted by Sheriff.	Refused Clothing and not included.	TOTAL.
566	69	118	12	63	17	3	9	857	115	90	947

Of the 566 cases refused as able-bodied 125 were married men who applied for their wives or children.

SUBSEQUENT HISTORY.

No Trace or Re-application	Afterwards sent to Poorhouse or Hospital.	Re-application and Refusal.	To Prison.	Taken away by Husband.	To Asylum.	Appealed and Committee Confirmed.	Placed on Out-door Roll.	Sent to Lock Hospital.	Sent to Sanitary and C. O. S.	Taken on by Unemployed.	TOTAL.
578	137	110	4	3	8	4	6	3	1	3	857

APPENDIX No. CLXIV. (R).

Paper handed in by Mr J. R. Motion. Q. 58087 (160).

PARISH OF GLASGOW.

OLD AGE PENSIONS.—CONCLUSIONS OF THE COMMITTEE OF THE SOCIETY OF INSPECTORS OF POOR WHICH PREPARED STATISTICS IN 1894, AFTER ANALYSING VARIOUS RETURNS COMPILED FROM VARIOUS PARISHES, VIZ.:—

First.—That any such scheme is nothing else than a Poor Law contribution, and is equally so-called pauperising, and as degrading as existing out-door relief. Particular attention is directed to the fact, that according to the report of the Board of Supervision for the year, dated 14th May 1892, there were 90,792 paupers and dependants then chargeable, of whom 11,577 are estimated to be above 65 years of age, so that on behalf of the remaining 79,215 no benefit could accrue from any of the insurance schemes proposed. Any of these schemes would also involve the creation of a new Imperial State Department, which could not be other than costly, in respect of the expense attending the collection of the insurance premiums or contributions, and the distribution of the pensions. At present benefit societies do in a great measure assist working people to make provision for illness, etc.

Second.—There would be no control or supervision as at present exists under the Poor Laws. The idle, dissolute, drunken, and depraved entitled to a pension would drink or dispose of it as soon as received, and be as destitute as ever, could move about as they thought fit, and defy all authority. There would be almost a licensed system of begging to all who cared to go on tramp. Without doubt tramps would be more plentiful, and the public more annoyed than at present. But the principal objection to any of the old age pension schemes is, that few of the paupers above 65 years of age, chargeable, could at any time of their history comply with the conditions laid down by the authors of the schemes.

Third.—It would largely tend to break the parental tie, and liability of children to support their aged and decayed parents, already far too loosely carried out. Sons and daughters who are now forced by law to contribute to their support would no longer have any thought or care for their parents.

Fourth.—It may be stated here, that in one poorhouse in Scotland, with inmates numbering 1100, there were only 13 married couples resident therein; and, after an inquiry by the committee of that house, not one couple were in a position to live together, or be entrusted with out-door relief.

An unconditional old age pension to all persons of 65 years of age and upwards would, as shown above, involve a very large expenditure of public money on behalf of a great many people who do not require such pension; while, if the pension is conditional upon annual payments, or even slump payments, it would only be taken advantage of by the better off class, who could mostly do without it, and the great bulk of the poorer classes would be left as they are. This statement shows that none of the State Insurance or old age pension schemes proposed would materially mitigate the evils of pauperism, in view of the fact that there were only 11,577 at this age who require assistance out of the total number of 123,895 who are above 65 years of age in Scotland. It also proves that the greatest amount of pauperism in the country exists from the chargeability of persons under 65 years of age, and that any scheme which simply provides for those above that age would do comparatively little to reduce pauperism; and that, consequently, the arguments of the advocates of such schemes, that their adoption would do away with pauperism, is shown to be fallacious.

APPENDIX No. CLXIV. (S).

Paper handed in by Mr J. R. Motion. Q. 58294.

STANDING ORDERS AND RULES OF THE ADJUSTMENT COMMITTEE OF THE PARISH COUNCILS OF THE PARISHES OF EDINBURGH, GLASGOW, AND GOVAN COMBINATION.

Adjusted 26th May 1899.

I.—The Adjustment Committee shall consist of three representatives, with the inspector of poor *ex officio* of each of the Parish Councils of the Parishes of Glasgow, Govan Combination, and Edinburgh, who shall respectively be appointed at the Annual Statutory Meetings of these Councils. In the event of a vacancy during the course of the year, such vacancy shall be filled by the Parish Council concerned.

II.—The Ordinary Meetings of the committee shall be held quarterly, on the last Mondays of March, June, September, and December, at 2.15 o'clock afternoon—every third meeting to be in Edinburgh. Special meetings may be called at the instance of the chairman and inspector of either of the three councils.

For the Ordinary Meetings at least three days' notice shall be given to every member, and the chair shall be occupied in rotation by the chairman or other representative of the respective councils. The chairman shall have a casting as well as a deliberative vote in any division.

III.—The primary object of the committee shall be the amicable adjustment of all Poor Law claims disputed by the respective councils; but the committee shall also have power to consider Parliamentary Bills affecting Parish Councils, together with all other matters of mutual interest, and shall make recommendations thereanent to their respective councils. In this connection it shall be competent for the three inspectors and the clerk to the committee to meet together to prepare and facilitate the business for each meeting.

IV.—In the adjustment of claims between one or other of the three parishes, the inspector of the neutral parish shall be arbiter, with full power to take evidence and make inquiry on the point in dispute—each case being subject to the review and decision of the committee before becoming final. For the guidance of the committee an abstract of each case, with the arbiter's opinion, shall be forwarded to every member along with the notice calling the meeting.

V.—The cases disposed of by the committee shall be binding between the parishes concerned. Should the law be differently interpreted by the Court of Session, such interpretation shall not interfere with any previous decision of the committee affecting that case, but shall act as a guidance in future.

The committee shall have power to refer any case in which the three parishes are equally interested to an outside arbiter, or to the Sheriff or Supreme Courts, and shall arrange for one or other of the councils trying the point, bearing the expenses equally among them.

VI.—The minutes of the committee shall be printed and issued with the minutes of each council. One copy of each minute shall be retained by the clerk, and be authenticated

APPENDIX No. CLXIV. (S).—*Continued.*

Paper handed in Mr J. R. Motion. Q. 58294.

by the signature of the chairman of the succeeding meeting, after approval by the committee.

VII.—All expenses connected with the committee's general operations shall be borne by the three Parish Councils in equal proportions; the expense of representatives attending meetings, by the Parish Council to which they belong; and the expenses of the neutral inspector acting as arbiter, by the parish found liable.

RULES.

The rules and principles underlying the previous decisions of the Adjustment Committee, relative to the now dissolved Glasgow (City) and Barony Parishes, shall continue to be in force as between the new Parish of Glasgow and Govan Combination; but the general rules applicable to these parishes and the Parish of Edinburgh shall, until otherwise altered, be as under:—

I.—Bona-Fide Arrangement.

In all cases in which relief may be afforded to applicants by any of the three parishes under an order by the sheriff, or otherwise, in *bona-fide* the parish of settlement shall not raise the question of such applicant not being a proper object of parochial relief, but shall relieve the parish of chargeability of the maintenance of the poor person until the question of settlement is determined.

II.—Mutual Agreement.

When a pauper becomes chargeable to any of the three parishes, and it is found on examination of the books of either parish that the pauper has been formerly chargeable thereto, and is entered in the historical register ordered to be kept by the Local Government Board as a pauper belonging to the parish, or whose statement as originally entered therein shows a birth or residence settlement in that parish, the inspector of the parish in whose books the pauper is thus registered or entered shall relieve the parish of chargeability. If it is found on investigation that the pauper has been entered in either of the registers by mistake, then it will still be the duty of the inspector in whose books such mistake has been committed to take up and deal with the pauper till he fixes the settlement elsewhere. This rule shall not apply:—

(1) When the case has been admitted to him to belong to another parish;
(2) Or has been removed by him to England or Ireland under warrant.
(3) When the settlement has not been retained, either by chargeability or subsequent residence.
(4) When the settlement has been subsequently changed by marriage or foris-familiation.
(5) When the pauper, having been previously chargeable to both parishes, had his or her settlement marked or enrolled in both as belonging thereto.

III.—Interval between Statutory Notice and Claim.

That the period to be allowed for making a claim upon any one of the parishes within the Adjustment Committee, after statutory notice has been sent, shall not exceed six months in ordinary pauper cases, and twelve months in those cases where claims have been made or are pending against outside parishes, and also in lunacy cases.

IV.—Submission of Claims.

In any case where one of the three parishes makes a claim on either of the other two, which is refused, and the case not being submitted for the decision of the committee within six months thereafter, it shall be considered dropped until a new notice and claim are given; and no repayment of aliment shall be made except from and after the date of last notice.

V.—Evidence in Support of Claim.

No case where facts are involved shall be lodged with the committee, unless the claimant sets forth in his statement the names and addresses of his witnesses, and the nature of the evidence he intends to produce at proof, and also unless he has already intimated said evidence to the parish claimed against. If he fails to do so it shall be in the arbiter's power, if objection is taken, to assoilzie the parish claimed against without further procedure. Where, however, the claimant has duly observed these conditions, it shall be the duty of the defender, if the claim is still refused, to give in his answers to the statement lodged, specific reasons why he should not be found liable. Should the claimant allege that certain evidence could not be obtained when claim was lodged, he may be allowed to adduce such evidence on good cause shown, if intimated to the defender within one month after lodgment of claim.

VI.—Medical Relief.

Whereas by a decision of the Supreme Court (Campbell *v.* Deas, P.L.M., 1894, p. 11) it is held that the retention of a residence settlement outwith the parish of such settlement, and beyond the statutory period, can only apply when an admission of liability has been obtained; it is hereby agreed—with the view of saving much unnecessary inquiry and expense—notwithstanding said decision, and as affecting both the acquisition and attention of a settlement, that where medical relief only has been afforded by any of the three parishes on the usual medical certificate, and in cases where the settlement appears in either of the other two parishes, the ordinary statutory notice with the nature of relief shall be sufficient intimation to the alleged parish of settlement of the pauper's chargeability; that no claim shall follow thereon, and that in any subsequent chargeability on out-door roll, or in poorhouse or asylum, the parish claimed on shall deal with the case as at the date when the medical relief was granted, provided always that no exception shall then be valid as affecting the competency of the medical relief in preventing the acquisition of a residence settlement, or in retaining one previously acquired.

VII.—Competency of Claims where Outside Parishes Interested.

Where one of the three parishes makes claim against any or both of the other two parishes, and the parish claimed upon pleads that the settlement is in an outside parish, it shall not be competent for the arbiter, when the case is laid before him, to give his decision as to the parish liable on the information laid or to be brought before him unless he is satisfied that the defender's plea is not reasonable or well-founded, but he shall decline to give judgment in order that the claimant may take what other course outside the Adjustment Committee he thinks best for his interests.

VIII.—Residence Settlements.

In questions affecting residence settlements, periods from Whitsunday to Whitsunday (28th May to 28th May, both inclusive) shall be reckoned as exactly one year, but all similar periods occurring between this legal term shall be considered one year and a day, as already interpreted by the Supreme Court.

APPENDIX No. CLXIV. (T).

Paper handed in by Mr J. R. Motion. (Q. 58300.)

RETURN SHOWING APPLICATIONS BY ABLE-BODIED MEN FOR ADMISSION OF DEPENDANTS.

NEW CASES FROM 16TH MAY TO 15TH AUGUST 1906.

No.	Record.	Date.	Name.	Age.	Address.	Applies for	Illness.	Circumstances of Applicant.	Result.
		1906.							
1	5725	May 17	Bryson, Hugh . .	38	16 Hill Street	Child's admission	Phthisis	Labourer, 25/6 weekly, has wife and 4 children.	Withdrawn.
2	5726	„ 17	Forbes, Alexander .	29	24 St James Road	Wife's „	„	Labourer, 18/, 2 children, willing to pay 5/ weekly.	Wife admitted to Stobhill and died two days after.
3	5732	„ 18	M'Kay, John . .	33	18 Rosemount Street	Child's „	Wound	Tobacco pipe maker, idle, wife and 2 children.	Refused.
4	5814	„ 23	Roberts, William .	43	106 Parliamentary Road	Wife's „	Bronchitis	Flesher, idle 5 weeks, no dependent children.	Refused, and admitted to Eastern Hospital 11/7/06.
5	5825	„ 25	M'Kenna, William .	23	84 Richard Street	„ „	Syphilis	Labourer, idle 3 months, reserve pension 6d. diem, 1 child.	Refused on 3/8/06. She admitted to Barnhill, deserted.
6	5829	„ 25	M'Kee, James . .	38	151 Castle Street	„ „	Phthisis	Labourer, idle 2 weeks, militiaman, 1 child.	Refused.
7	5853	„ 28	M'Kenzie, John Milne	28	15 Burnside Street	2 children's admission		Carter, idle 3 weeks, widower, 2 children.	Refused.
8	5886	„ 29	Hainey, John . .	45	35 Richard Street	Wife's admission	Bruised knee	Quay labourer, "drunken," 2 children.	Refused.
9	5923	„ 31	Monoghan, Thomas .	37	133 Claythom Street	2 children's admission		Labourer, idle, wife and 2 children.	Withdrawn.
10	5946	June 1	M'Cormack, John .	50	64 Gourlay Street	Wife's admission	Pulmonary	Labourer, 19/ weekly, wife and 5 dependants.	Wife admitted to hospital.
11	5951	„ 1	Sweenie, Samuel . .	40	34 M'Nair Square	„ „	Hemiplegia	Miner, 14/ to 21/ weekly, no family.	Refused admittance to Barnhill, and on 10/8/6 removed to Gartloch Asylum.
12	5969	„ 4	Murray, William M'N.	29	55 Blenheim Street	„ „	Pulmonary	Labourer, 20/ weekly, 1 child.	Refused.
13	5972	„ 4	Higgins, Patrick . .	31	28 Lyon Street	„ „	Acute rheumatism	Labourer, 16/8 weekly, 1 child.	Admitted to Oakbank.
14	5987	„ 5	Murray, John . .	39	5 W. Russell Street	„ „	Phthisis	Labourer, 25/ weekly, 2 children.	Refused.
15	6025	„ 7	Gillon, James Joseph .	26	3 Paterson Street	„ „	Epileptic	Labourer, 27/ weekly, no family.	Signed obligation to pay 10/ weekly, but when van called wife refused to go.
16	6026	„ 7	Barr, Thomas . .	39	38 Stewart Street	„ „	Lumbago, drinking	Labourer, idle, no family.	Refused by Committee, but Medical Relief granted.
17	6045	„ 4	Rose, John . . .	26	9 Deanside Lane	„ „	Pregnant	Carter, 3/8 per day, Kemp, no family.	Eastern Hospital.
18	6046	„ 7	Liddell, Archibald .	42	14 Ronald Street	Child's „	Epileptic	Wheelwright, 31/6 weekly, son earns 6/.	Delay.
19	6061	„ 8	Wheelhouse, William .	46	298 N. Woodside Road	Wife's „	Cancer	File grinder, 16/ to 20/ weekly, wife and 2 children.	Refused and admitted to Stobhill on sheriff's order, which was afterwards recalled.
20	6077	„ 9	Parker, Robert . .	42	260 Stobcross Street	„ „	Phthisis	Brassfinisher, 30/ to 32/, no family, willing to pay 10/ weekly.	Admitted to Stobhill.
21	6100	„ 11	Connolly, Charles .	23	96 Parliamentary Road	„ „	Confinement	Ship fireman, no family.	Admitted to Eastern Hospital.
22	6137	„ 13	Tait, William G. .	27	80 Ingram Street	Child's „	Disease of foot	Insurance collector, 20/ weekly, lodgers 5/, wife and 4 children.	Refused.
23	6157	„ 15	Brennan, John G. .	27	13 Baird Street	Wife's „	Pregnant	Barber, 20/ weekly, 2 children.	Admitted to Eastern Hospital on sheriff's order.
24	6173	„ 16	M'Lachlan, Alex. .	29	75 Brown Street	„ „	Phthisis	Labourer, 18/ weekly, 3 children.	Refused.
25	6176	„ 16	Colquhoun, Alex. .	37	14 Roselin Place	„ „	Drinking	Labourer, 18/ weekly, 4 children, 1 working.	Withdrawn.

26	6196	June 18	Reid, James	32	76 Springfield Road	Wife's admission	Phthisis	Carter, 26/ weekly, 2 children.	Withdrawn.
27	6197	„ 18	Hynd, George	44	63 Carntyne Street	„ „	Paralysis	Fireman, no family.	Referred to sanitary.
28	6224	„ 20	Biggam, Robert	36	138 Parliamentary Road	Child's „	Bronchitis	Labourer (temperate), 5 children.	Refused.
29	6235	„ 20	M'Guiggin, Patrick	29	38 Tobago Street	Wife's „	Rheumatism	Labourer, 22/ weekly, 1 child.	Admitted to Eastern Hospital on sheriff's order.
30	6240	„ 21	Archibald, George	25	5 Comely Park Place	„ „	Abscess, breast	Miner, 16/ weekly, 2 children.	Refused.
31	6291	„ 25	Burns, James	27	56 E. Crawford Street	„ „	Epilepsy, dirty head	Labourer, idle, 2 children.	Refused.
32	6371	„ 28	M'Geoch, John	24	44 Barrowfield Street	„ „	Pregnant	Labourer, 1 child.	Wife admitted to Eastern Hospital.
33	6368	„ 29	Rae, Andrew	26	3 Delburn Street	„ „	Phthisis	Labourer, 26/9 weekly, 2 children.	Admitted to Stobhill.
34	6407	July 4	Lockhart, Charles	40	21 Weaver Street	„ „	„	Tinsmith, 8 of a family, 3 working, 26/ weekly, 5 dependants.	Admitted to Stobhill, husband to pay 6/ weekly.
35	6413	„ 4	Reilly, William	28	18 N. Woodside Road	„ „	Syphilis	Labourer, 18/ weekly, 2 children.	Admitted to Oakbank and charge 4/ weekly.
36	6470	„ 9	Laing, John	48	184 Parliamentary Road	„ „	Varicose veins	Porter, 25/ weekly, no family.	Withdrawn.
37	6495	„ 10	M'Pherson, Hugh	28	90 Parliamentary Road	„ „	Recent confinement	Labourer, 18/ weekly, 1 child.	Refused.
38	6652	„ 23	M'Beth, Robert	41	8 Gray Street	„ „	Phthisis	Miner, 25/ weekly, 5 dependent children.	Wife admitted, and died 25/7/06.
39	6657	„ 23	Laverty, Thomas	22	44 Harvie Street	„ „	Recent confinement	Labourer, 2 children.	Withdrawn.
40	6678	„ 23	Morrison, John	30	460 S. Wellington St.	„ „	Pregnant	Hammerman, 1 child.	Removed to Eastern Hospital.
41	6669	„ 24	Logie, William	40	65 Dover Street	„ „	Injured leg	Quay labourer, "uncertain," 3 children.	Removed to Oakbank, husband to pay 3/ weekly.
42	6684	„ 24	Kelly, Philip	56	21 Fraser Street	„ „	Malignant disease	Labourer, 15/ weekly, no family.	Refused.
43	6686	„ 25	Gilmour, Robert	25	45 Cobden Street	„ „	Phthisis	Labourer, 23/ weekly, 2 children.	Refused.
44	6687	„ 25	M'Gowan, Alexander	33	23 Deanside Lane	„ „	„	Porter, 21/ weekly, 2 children.	Refused.
45	6666	„ 24	Polland, Michael	25	29 Provanhill Street	„ „	„	Labourer, idle 3 weeks, 2 children.	Refused.
46	6768	„ 31	Dyball, James	36	Night Asylum.	Wife and 6 children's admission	Nothing	Labourer, idle, removed from England to Govan Combination a few days ago.	Refused.
47	6803	Aug. 2	Young, Donald	39	37 So. Ho. Street	Wife's admission	Debility	Compositor, "temperate," no family.	Refused.
48	6956	„ 13	Davie, Robert	40	77 Barlock Street	Child's „	Phthisis	Labourer, 18/ weekly, 4 dependent children and wife. Family earning 14/.	Child admitted to Stobhill.
49	6963	„ 13	Kennedy, Robert	27	130 Saltmarket Street	Wife's „	Phthisis	Hammerman, 1 child.	Refused.
50	6983	„ 14	Mair, William	40	30 Franklin Street	Wife's „	„	Weaver, 20/ weekly, 2 girls working, 13/, 2 dependent children.	Refused, but she was afterwards removed to Stobhill.

ABSTRACT.

Application for wife's admission	41
„ for children's „	8
„ for wife and family's admission	1
	50
„ withdrawn	7
„ for wife admitted to hospital	14
„ refused	19
„ refused but subsequently admitted	7
Medical relief granted	1
Delay	1
Referred to sanitary	1
	50

APPENDIX CLXIV. (U).

Paper handed in by Mr Motion. (Q. 58303.)

LABOUR COLONIES AND THE UNEMPLOYED.

VAGRANCY AND BEGGING.

Suggested Amendments on the Unemployed Workmen's Act, 1905.

1. That, for the purposes of carrying on the work of the Distress Committee as already constituted, and for such other purposes as may be included hereafter, the Town and Parish Councils shall contribute equally such sum or sums as may be determined, or a separate rate shall be levied and collected by the Town Council and handed over to the Distress Committee, which contributions shall be supplemented by a grant of equal amount from the Government. (This means the removal of the restrictions imposed by the Act of 1905 on the application of money raised by rating.)

2. That County Councils be empowered to combine with the Distress Committee for the acquisition of land, and to assist and advise the committee thereon, the expenses thereof to be defrayed by the committee upon a certificate under the hand of the auditor.

That some more drastic and summary process be devised for the purchase or leasing of land than the present lengthy and expensive process.

3. That the committee shall have the sole control of all matters referring to the unemployed and the unemployable.

4. That the committee shall find or create employment for all able-bodied persons, or shall order them to a labour colony, as may be found necessary, or as the committee may determine, and that the committee may, *inter alia*, contract for the reclamation, drainage, and afforesting of land.

5. That all persons not able to work, or who have no visible means of subsistence, or who are dependent on charity; all vagrants, beggars, inebriates, etc., as defined in existing statutes; all beggars, whether singing, selling, or playing instruments, may be apprehended or summoned by a constable of police, or on complaint of any officer of the Corporation, School Board, or Parish Council, and brought before a magistrate, who may order such persons to be detained in a poorhouse, for not more than two weeks, till inquiry has been made and the committee determine as to their disposal.

That should any of such persons be brought before the magistrate by order of the committee, the magistrate may order such person to be detained in a poorhouse or poor law hospital for any such period as such magistrate shall decide, not exceeding three months.

6. That the Local Government Board shall authorise the committee to send any of such persons to any poorhouse or labour colony where there may be vacant accommodation, and detain him there for a period not exceeding three years, the Government paying the legal charge therefor, if the vagrant or beggar, etc., has never been chargeable as a pauper, and the Parish Council if the vagrant, beggar, etc., has been a pauper.

7. That all inquiries, investigations, and reports called for under the principal Act, as also the transport of persons to and from a poorhouse or farm colony, shall be effected by the officers of the Parish Council.

8. That the work of the farm colony shall be carried on by the committee, assisted by experts and foremen.

9. That all existing statutes regarding vagrancy, begging, inebriety, loitering, etc. be more vigorously enforced by the police, School Board, and parish officers, and all such offenders apprehended and handed over to the Distress Committee for disposal.

10. That any person employed in a colony or otherwise, and who resides therein for a period of three years, shall be held to have acquired a settlement by residence in the parish thereof, and, generally, the existing laws relating to the Poor Law settlement and removal shall apply as if the colony were their home and place of residence.

In considering the foregoing proposals for dealing with vagrants and beggars, the following excerpts from the Report of the Departmental Committee on Vagrancy, issued in February 1906, are of considerable interest, viz.:—

"The evidence we have received shows that there is a 'general opinion that prison conditions have recently 'improved, and the vagrant, no doubt, shares this opinion. 'On the other hand, except as regards the small class of 'children under the age of seven years, whose diet was 'improved in 1897, there has been no general alteration in 'diet in the casual ward regulations since 1882; and it 'seems to us difficult to avoid the conclusion that prison 'has in the last few years become even less deterrent to the 'vagrant than it formerly was.

"The view to which the above considerations point is 'that prison is not the proper place for punishing vagrant 'offenders. This seems to be the view of the Prison Com-'missioners, for in their report for the year ended March '1905, they say that 'the elaborate and expensive 'machinery of a prison, whose object is to punish and at 'the same time to improve by a continuous discipline and 'applied labour, cannot fulfil its object in the case of this 'hopeless body of men who are here to-day and gone to-'morrow, and who, from long habit and custom, are 'hardened against such deterrent influences as a short 'detention in prison may afford.'"

It is evident that short periods of imprisonment are useless for dealing with this class, while sufficiently long periods could not be given without injustice. If it is not possible to render prison conditions deterrent to vagrant offenders, then it is clear that other treatment should be provided for them. And this seems an unanswerable argument in favour of the recommendation we make in the following chapter for the establishment of labour colonies for the detention of habitual vagrants.

. . . . .

As a rule, outside London, it would appear that the person who is treated as an incorrigible rogue is a man who has committed repeatedly some offence under the Vagrancy Acts other than begging, as, for instance, exposing his person. It is difficult to say why the more severe procedure is not resorted to more frequently in the case of habitual vagrants whose antecedents are known to the police. It may be that magistrates feel that prison, under present conditions, is not the right place for this class of offender, and we are inclined to think that, if the detention were to be undergone in some other form of institution, the disinclination to put the Act in force would be considerably lessened.

The absolute necessity of some other mode of dealing with persons of this class is fully shown by the evidence; prison, as we have already pointed out, is no deterrent to them, and they come up again and again for sentence with surprising regularity. The lists we print in the appendix of the convictions of certain men establish the fact that there is a class whom no sentence under the existing law deters. For instance, in the case of J. R., it will be seen that in ten years he was sentenced eight times to terms of twelve months' imprisonment as an incorrigible rogue in addition to several shorter sentences. And there are many other cases like his. Of this class of man Mr Fenwick says:—

> "With regard to that man I think it is desirable that some means should be devised, either by sending him to a penal workhouse or labour colony—I do not care by what name you call it—by which he could be checked by detention, and placed in such a position for some considerable period, so that he can no longer prey upon society and set a bad example to others . . . reform him if you can, instil into him habits of work if you can, but keep him under restraint somewhat in the way you do the habitual drunkard."

The evidence we have received is overwhelmingly in favour of increased powers of detention for habitual vagrants.

Our view is that means should be provided to allow of the habitual vagrant being dealt with otherwise than under the Vagrancy Act, and that as far as possible he should be treated not as a criminal, but as a person requiring detention on account of his mode of life. This

APPENDIX No. CLXIV. (U).—*Continued.*

Paper handed in by Mr Motion. (Q. 58303).

is the principle which governs the system adopted in Belgium under the law of 1891. For this purpose we propose that a class of habitual vagrants should be defined by statute, and that this class should include any person who has been three or more times convicted during a period of, say, twelve months of certain offences now coming under the Vagrancy Act, namely, sleeping out, begging, refusing to perform task of work in casual wards, or refusing or neglecting to maintain himself so that he becomes chargeable to the poor rate. It will be seen that we do not propose to create any new offence, and that under the existing law this class could be dealt with as incorrigible rogues. Under this proposal a means is provided of enabling the poor law authorities to deal with the class of "ins-and-outs" who now cause considerable trouble in workhouse administration.

We suggest that persons coming within this definition should be committed by a petty sessional court to quarter sessions or assizes, and there dealt with in the same way as the incorrigible rogue, with the exception that the sentence should be committal to a labour colony for a term not exceeding three years. In the following chapter we make recommendations for the establishment of labour colonies, but we realise that institutions of this sort may not always be available for the reception of habitual vagrants from a particular county. To meet any such cases we think it desirable that the power which already exists of treating persons of this class as incorrigible rogues should be resorted to, and we suggest therefore that the provisions in the Vagrancy Act should be retained and looked upon as an alternative to the new procedure we have recommended. We are, however, strongly of opinion that the labour colony and not the prison is the proper place of detention for these persons.

. . . . .

Generally, then, the information we have points to the fact that the existing labour colonies, whether voluntary or compulsory, exercise but little permanent reformatory influence. There is evidence, too, that a man coming from a labour colony finds it difficult to obtain work, as people shrink from employing him. With hardly an exception, however, the witnesses we have examined have expressed themselves strongly in favour of habitual vagrants being sent to labour colonies, where they can be detained and made to work. There is a concensus of opinion that the evil resulting from the present conditions is so great, that it is worth while going to the trouble and expense of making the experiment. We consider that the need of some power of keeping habitual vagrants in detention for long periods is clearly proved, and, in view of the impossibility of making a prison serve the purpose, we feel we have no alternative but to recommend that compulsory labour colonies should be established in this country. Even if they are not successful in achieving greater reformatory effects than the existing labour colonies abroad, we think that at least they may clear the streets of the habitual vagrant and loafer, may make him lead a more useful life during his detention, and may offer a real deterrent to those starting on a life of vagrancy.

Of the many schemes which have been put before us, we would draw special attention to that contained in a Bill which was introduced in the House of Commons by Sir John Gorst during the session of 1904, with the support of a number of members on both sides of the House. Its main principles have received wide approval. We understand that it was prepared at the instance of the Salvation Army, and represented their views at the time. The Bill, following very closely the lines of the Inebriates Act, 1898, would permit of the committal of habitual vagrants for a period not exceeding three years to any place certified by the Secretary of State as a labour colony. It provides for the Secretary of State making regulations for the management of labour colonies and the treatment of their inmates, and for a contribution being made from the Exchequer towards the expense of maintenance, while certain Local Authorities may contribute towards the establishment or maintenance of a colony, and may defray the whole or any part of the cost of any individual inmate's maintenance. The analogy between the institutions contemplated by the Bill and the existing inebriate reformatories is complete, except that no provision is made for a labour colony established and managed by the State. In providing for the compulsory detention of persons on their own application, the Bill follows the principle adopted in the case of licensed retreats under the earlier Inebriates Acts.

. . . . .

The whole history of vagrancy in this and every other country indicates that the vagrant cannot be suppressed, but must be specially treated for his mode of life, and his disinclination to do honest work. To apply this treatment it is essential that the habitual vagrant should be detained under reformatory influences for long periods. Under such influences it may be possible to instil into him habits of work ; but even if this should not be achieved by prolonged detention such as we recommend, there are other reasons which render his segregation necessary. To protect the public from the trouble and the nuisance which he causes, to prevent children being trained in his habits, and to deter others from adopting this life, seem to us objects which amply justify the course proposed.

. . . . .

The question of unemployment is, of course, beyond the scope of our inquiry, but we think it right to call attention to the opinions expressed by certain witnesses to the effect that if the habitual vagrant and loafer were removed the difficulties of dealing with the unemployed would be greatly lessened.

APPENDIX No. CLXIV. (V).

Paper handed in by Mr J. R. Motion.

PARISH OF GLASGOW.

COMPARATIVE STATEMENT OF POPULATION, PAUPERISM, AND RELATIVE EXPENDITURE FOR THE YEARS, 1895–1896 AND 1905–1906.

Year 1895-1896.	Census Population.	Number of Paupers including Dependants at 15th May.					Total Expenditure.	Rate of Assessment per £ of Rental.	Assessable Valuation.
		Outdoor.	Indoor.	Lunatics.	Children Boarded Out.	Total.			
Barony parish	309,812	3753	977	816	551	6097	£80,686	10½d.	£1,474,212
City parish	176,824	3273	1362	580	281	5496	£55,849	10d.	£1,052,149
	486,636	7026	2339	1496	832	11,593	£136,535		£2,526,361
Year 1905-1906. Glasgow Parish,	571,615	8622	3924	2147	1983	16,676	£283,121	1/8 29/32	£3,341,461
Increase per cent.	17·46	22·72	67·76	43·52	138·34	43·85	107·37		32·22

The increase in outdoor poor is accounted for principally by the larger aliments now paid to paupers.

In 1896—7026 outdoor poor received aliment above £26,656, or £3, 15s. 11d. per head per annum.
In 1906—8622 do. do. do. £44,985, or £5, 4s. 4d. do. do.

The increase in indoor poor is accounted for by the new and more expensive institutions, the cost per head in 1896 being in Barnhill Poorhouse 4/10¼, and in City Poorhouse 4/4½, compared with in 1906, Barnhill Poorhouse 5/3¼, Stobhill Hospital 11/4, Eastern Hospital 14/6, Western Hospital 16/8¾.

APPENDIX No. CLXV.

PAPER HANDED IN BY MR JAMES STEWART.

Q. 58927 (39).

EXTRACT FROM MINUTES OF MEETING OF SPECIAL COMMITTEE OF GLASGOW PARISH COUNCIL HELD ON 11*th September* 1905.

MEMORANDUM BY MR GIRVAN.

CLASS 1. Aged persons over sixty years of age, whose character and antecedents will bear the strictest investigation; have never been convicted of drunkenness or criminal offence, and whose poverty has been caused by no fault of their own.

Privileges.—Each person shall have a separate bedroom. To be allowed out between 10 a.m. and 7 p.m., or receive visitors every day from 2 to 5 p.m. Males to be allowed one ounce tobacco per week. Butter to be served instead of margarine, and cake to be given twice a week to tea.

CLASS 2. Persons over sixty years of age, whose character is fairly good, and have never been convicted of a criminal offence.

Privileges.—Sleep in dormitories. Allowed out once a week. Receive visitors twice a week. Dietary as at present, allowed half oz. tobacco each week.

CLASS 3. Persons over sixty years of age. Character and antecedents indifferent.

Privileges.—None. Tobacco to be given at Governor's discretion. Dietary — ordinary poorhouse. Allowed out once in thirty days, and then at Governor's discretion.

Punishments for Breaches of Privileges or Bad Behaviour, such as Staying Out Overnight or Drunkenness.

CLASS 1. First offence, men shall have tobacco stopped for two weeks; if repeated within a year, shall be reduced to 2nd Class, tobacco stopped a month; third offence, within a year, shall be reduced to 3rd Class and tobacco stopped for three months.

Women shall be treated somewhat similarly.

CLASS 2. First offence, tobacco stopped and not allowed out for two weeks; repeated within a year, be reduced to 3rd Class, tobacco stopped three months; third offence, within a year, tobacco stopped for six months, and not allowed out for three months.

CLASS 3. First offence, tobacco stopped for two weeks, and not allowed out for three months; if repeated within a year, tobacco stopped three months, and not allowed out for six months.

Aged Married Couples.

Aged married couples who have been at least ten years householders, whose character and antecedents shall bear the strictest investigation; who have never been convicted of criminal offence or drunkenness, and whose poverty has been caused by no fault of their own.

Privileges.—Cottage homes of one apartment. Be allowed to retain any pieces of furniture they may desire of their own. Be allowed to keep bird or other pet. Have their own key, allowed to go out or receive visitors any day between hours of 10 a.m. and 7.30 p.m. Shall receive dry provisions once a week. Dinners to be supplied from the kitchen. Husband to be allowed one ounce tobacco per week.

Punishments.

Drunkenness or misbehaviour shall be punished by person doing so being sent into Class 2 for one year. The other shall be put into Class 1. If it is the man who is the offender, his tobacco shall be stopped for two weeks.

Sick Poor.

All sick persons who have been working prior to sickness shall be treated in Stobhill or district hospitals. Semi-criminal loafer class to be treated in poorhouse hospital.

Men and women under sixty years of age, hitherto classed as infirms, to be treated and classified under 1st, 2nd, or 3rd Class.

Any inmate who shall enter in Class 3 may, after the first year, be removed to Class 2, providing that their conduct and behaviour has been satisfactory, and the Governor recommending. After another year in Class 2, providing their conduct in this class continues satisfactory, be removed into Class 1, the Governor also recommending.

APPENDIX No. CLXVI. (A).

PAPER HANDED IN BY MR A. M'LEOD M'ADIE.

Q. 59073 (26).

TABLES SHOWING YEARLY ADMISSIONS TO THE GLASGOW NIGHT ASYLUM FOR THE HOUSELESS.

(Continued from 60th Annual Report of the Glasgow Night Asylum for the Houseless.)

TABLE No. 1.

Year.	Glasgow.	All Other Parts of Scotland.	England.	Ireland.	Foreign.	Total.	Grand Total.
1838–1897	692,007	747,945	124,004	392,873	15,809	1,972,638	...
1898	28,067	20,575	3,655	12,103	707	65,107	...
1899	28,099	19,549	3,712	13,450	617	65,427	...
1900	29,198	21,858	3,238	15,379	645	70,318	...
1901	36,757	26,076	3,656	18,129	687	85,305	...
1902	32,818	22,868	3,820	16,589	586	76,681	...
1903	33,836	23,323	3,872	18,027	568	79,626	...
1904	43,968	27,444	4,256	21,095	621	97,384	...
1905	51,337	29,181	4,680	23,253	694	109,145	...
1906	39,596	26,533	5,084	21,153	483	92,849	...
...	1,015,683	965,352	159,977	552,051	21,417	2,714,480	2,714,480

APPENDIX No. CLXVI. (A).—*Continued.*

Paper handed in by Mr A. M'Leod M'Adie. Q. 59073 (26).

TABLE No. 2.

Year.	Men.	Boys.	Women.	Girls.	Total.	Grand Total.
1838–1897	790,667	178,925	826,894	176,152	1,972,638	...
1898	32,333	5,295	21,823	5,656	65,107	...
1899	33,207	4,746	21,996	5,478	65,427	...
1900	36,402	4,645	23,825	5,446	70,318	...
1901	45,076	5,747	27,959	6,523	85,305	...
1902	42,330	4,851	23,802	5,698	76,681	...
1903	45,107	4,924	24,118	5,477	79,626	...
1904	54,296	6,070	29,984	7,034	97,384	...
1905	58,048	8,437	33,768	8,892	109,145	...
1906	54,522	5,489	26,711	6,127	92,849	...
...	1,191,988	229,129	1,060,880	232,483	2,714,480	...

APPENDIX No. CLXVI. (B).

Paper handed in by Mr A. M'Leod M'Adie. Q. 59073 (28).

No. 1.

EXCERPTS FROM REPORTS OF GLASGOW NIGHT ASYLUM FOR THE HOUSELESS.

In the 63rd Annual Report—that is, for 1900—after referring to the relief extended to so many, it is stated :—

> "Until other remedial measures are adopted for 'the removal of the causes which lead to, and for 'the arrestment of, such gigantic evils in our midst, 'the work of this and similar institutions must go 'on, even although in the process many undeserv-'ing persons should share their humane provision. 'The problem of how best to deal with the tramp 'and loafer is manifestly receiving growing attention 'here and elsewhere. As very many of the appli-'cants for a night's shelter, however, do not belong 'to that class, but are the victims temporarily of 'untoward circumstances—through sudden depriva-'tion of work or through the loss of those on whom 'they were to some extent dependent, or through 'other vicissitudes of fortune—it will be seen that 'the institution, as to all such at all events, and 'even to others less deserving, supplies a real felt 'want in the timeous provision for shelter and food 'which it makes for their relief."

Alluding to the great growth in numbers, the Report goes on to say :—

> "The growth of population, to some extent, may 'account for this, but having regard to the fact that 'during the past year employment was exceptionally 'good, and also that the admissions in May and 'June were greater than in any other months of the 'year, we are reluctantly forced to the conclusion 'that, to some extent at least, the inmates consist of 'the tramp and loafer class to which reference has 'already been made."

The same Report bears (p. 9)

> That no fewer than 6,583 were refused admission during the year, as against 8,014 in the previous year: "not, however, necessarily representing separate 'persons, for as stated it happens that the same 'individuals may apply again and again for ad-'mission."

In the 64th Report—that is, for 1901, when the admissions reached the record yearly number of 85,305—or a nightly average of 233, it is stated :—

> "The great growth in the population is undoubtedly 'accountable for some of the increase. The flock-'ing of so many people from country districts to the 'city may also account for some of it. But the 'abiding cause which compels by far the larger 'number to have recourse to the shelter of the Asylum 'is *drink*, though it cannot reasonably be argued 'that the increase in numbers this year is entirely 'due to that cause. Possibly the explanation may 'lie in the following considerations :—(1) The high 'price of coal at the end of last year and the begin-'ning of this year caused many of the steel and 'iron works to suspend operations, and threw large 'numbers of labourers out of employment; (2) the 'smallpox epidemic brought increased numbers of 'those who, having been vaccinated, and in conse-'quence unable for their usual work, had to seek the 'shelter of the Asylum ; and (3) the recent employers' 'liability legislation and the growing power of the 'trades unions, which on the one hand compels 'employers to keep in their service only those 'physically fit and who consequently run the smallest 'risk of accident, and on the other hand so hedges 'round each kind of employment as to make it 'increasingly difficult for non-unionist and elderly 'labouring men to make a living. These have 'doubtless materially increased the number of the 'unemployed, very many of them, when applicants 'for admission to the Asylum, being thus typical of a 'class formerly employed till a later period in their 'lives, but now under altered conditions no longer 'able to get employment."

No. 2.

EXCERPT FROM REPORT BY SUPERINTENDENT OF GLASGOW NIGHT ASYLUM FOR THE HOUSELESS TO DIRECTORS, OF JANUARY 1902.

CLASS I.—Unable to work.

2·99 per cent. or 6 per night, accident while at work.
15·84 per cent. or 36 per night, physical deformity, mental infirmity, and disease.
10·80 per cent. or 25 per night, old age and general debility.
29·63 per cent. or 67 per night, unable to work.

CLASS II.—Unwilling to work.

6·00 per cent. or 14 per night, regular applicants.
4·29 per cent. or 10 per night, tramps and town loafers.
3·07 per cent. or 7 per night, *known* habitual inebriates.

13·36 per cent. or 31 per night unwilling to work.

CLASS III.—Deserted wives and widows.

20·56 per cent. or 15 per night, deserted wives.
28·65 per cent. or 21 per night, widows.

49·21 per cent. or 36 per night, deserted wives and widows.

APPENDIX No. CLXVI. (B).—*Continued.*

Paper handed in by Mr A. M'Leod M'Adie. Q. 59073 (28).

No. 3.

SOME OF THE RECOMMENDATIONS ADOPTED BY THE DIRECTORS OF THE GLASGOW NIGHT ASYLUM FOR THE HOUSELESS ON 4TH JUNE 1902.

1. Recognising that the parent institution was and is an asylum, as its name bears, for the "houseless," and that by the first seal of cause, granted by the magistrates and council of the city of Glasgow, its object was specially referred to as "to afford shelter and protection during the 'night, and a certain temporary provision of food, to the 'houseless and unprovided poor abounding in the streets 'and lanes" of the city, and the same having continued for the past sixty-four years, there does not appear to be any valid reason why (the constitution remaining as it is) the practice of admitting all outwardly deserving applicants should now be departed from, care, however, being as hitherto taken in admitting inmates: (1) that they are not in a condition to create disturbance, or, because of disease, to be a source of danger to the other inmates of the institution; and (2) that those applying for admission shall not come so often as to exclude others equally needful from the benefits which the institution seeks to confer.

2. Having regard, however, to the apparently hopeless condition of so many of the applicants, whether from sheer feebleness, incapacity, or inability to find work, it is recommended that in such cases greater pressure be used with a view to their entry into the poorhouses, and that those who are apparently able to work, but continue time after time to apply for admission, shall be dealt with in the manner indicated in No. 4 hereof.

3. * * *

4. Under the present constitution it is outside the province of the directors to apply a labour test, and besides, the accommodation in the present building is totally inadequate for such a purpose. It is recommended that the directors and superintendent, however, should, unless the circumstances are very exceptional, refuse admission to those manifestly able to work who make it a practice of repeating their applications again and again for the benefits of the institution.

5. * * *

6. * * *

7. * * *

APPENDIX No. CLXVII. (A).

PAPER HANDED IN BY MR J. MITCHELL.

GOVAN COMBINATION PARISH COUNCIL.

TABLE No. I. Q. 59267 (3).

PREPARED FROM FIGURES TAKEN FROM THE CENSUS OF 1901, PAGES 14 AND 343, WHICH GIVES A GOOD IDEA OF THE SOCIAL CONDITION OF THE PARISH.

Number of Families living in houses of different sizes :—

IN ROOMS WITH WINDOWS.

	1	2	3	4	5	6	7	8	9	10	11 to 15	16 to 20	21 to 25	26 to 30	31 and more	Total.
Parish of Govan Combination,	15,876	32,097	12,873	4409	2086	1364	769	617	461	483	987	218	43	14	12	72,309
Percentage, ...	21·95	44·38	17·8	6·09	2·88	1·88	1·06	·85	·63	·66	1·36	·3	·05	·02	·01	—

Population.	Male.	Female.	Total.	Rooms with windows.
—	167,301	174,149	341,450	193,235

Number to each room, ... 1·76

Number of Families, ... 72,407
Do. Inhabited houses, ... 69,519

Number of families over houses, ... 2,888

Pages, 362, 368, and 370, vol. i., show in tabulated form how the population of the parish is housed.

TABLE No. II. Q. 59726 (5).

Population of Scotland, at Census of 1901.	Gross Valuation of Scotland for year 1904–05.	Amount of Valuation per head of Population.
4,472,103	£30,877,840 0 0	£6 18 1
For Govan Combination, 341,450	2,192,691 0 0	6 8 5
	Govan Combination being .	£0 9 8 below the average for Scotland

APPENDIX No. CLXVII. (A).—*Continued.*

Paper handed in by Mr J. Mitchell.

TABLE No. III. Q. 59726 (7).

PREPARED FROM PARTICULARS TAKEN FROM THE CENSUS OF 1901 REGARDING THE EMPLOYMENT OF THE POPULATION OF THE BURGH OF GOVAN.

Total males in burgh of Govan over 10 years (vol. iii., p. 389),		29,646	
Of these, there are between 10 and 14 years of age,		3,146—64 working.	
Leaving over 14 years of age,		26,500	
Of these, there were engaged in occupations,		25,920	
Leaving retired or unoccupied,		580	
Of the number with occupations over 14 years of age, viz.,		25,920	
There were engaged (under Table VI., vol. iii., page 390) in conveyance of men, goods, and messages,	3,645		(14·06 per cent.)
Under Table X., working in metals, machines, implements, and conveyances-making,	11,931		(46·03 per cent.)
Under Table XII., building and works of construction,	2,673		(10·31 per cent.)
		18,249	
Leaving to be divided among the other twenty tables,		7,671	(29·59 per cent.)

(See pages 390 to 394, vol. iii.)

The females with occupations, 7726, are largely engaged in domestic service (1200), textile fabrics (864), dress, &c. makers (2184), shopkeeping (1363). Total for four tables, 5611, or 72·6 per cent. of the whole—leaving 2115, or 27·4 per cent., to be distributed over the other 19 tables.

(See pages 395 to 398, vol. iii.)

TABLE No. IV. Q. 59726 (37).

SHOWING THE MANNER IN WHICH THE APPLICANTS FOR RELIEF FOR YEAR 1905-6 WERE HOUSED AT DATE OF APPLICATION.

			Per cent.
Number of applications for relief,		8174	
Of these there had houses of their own,	4306	...	52·68
Applied from infirmaries,	46	...	0·56
„ Lunatic asylums,	30	...	0·36
„ Police offices,	171	...	2·09
„ Night asylum for homeless,	81	...	0·99
„ Children's shelter, S.P.C.C.,	12	...	0·14
„ Model lodging-houses,	944	...	11·54
„ Private lodgings,	1406	...	17·20
„ Homeless,	585	...	7·15
Applications on behalf of children,	593	8174	7·25

TABLE No. V. Q. 59726 (38).

SHOWING THE RESULTS OF SUCH APPLICATIONS.

	Males.	Females.	Total.	Percentage of Males.	Percentage of Females.
There were,	4419	3755	8174	—	—
Number who withdrew or departed from application,	428	413	841	9·68	10·99
	3991	3342	7333	—	—
Number who were refused relief,	208	170	378	4·70	4·52
	3783	3172	6955	—	—
Number who were offered poorhouse relief only and did not accept,	246	463	709	5·56	12·33
	3537	2709	6246	—	—
Number granted medical relief,	36	130	166	·81	3·46
	3501	2579	6080	—	—
Number granted relief in poorhouse,	2707	1344	4051	61·26	35·79
	794	1235	2029	—	—
Number granted outdoor relief,	640	1122	1762	14·48	29·88
Number certified insane,	154	113	267	3·48	3·01

It has to be pointed out that one pauper may represent quite a number of applications.

TABLE No. VI. Q. 59726 (39).

SHOWING THE SOCIAL CONDITION OF SOME OF THE APPLICANTS.

Amongst the applicants there were:—Husbands separated from their wives, 474; wives separated from their husbands, 829; deserted wives, 509; separated children, 314; deserted children, 176=2302 or 28·16 of the whole.

APPENDIX No. CLXVII. (A).—*Continued.*

Paper handed in by Mr J. Mitchell.

TABLE No. VII. Q. 59726 (40).

SHOWING THE ORDINARY POOR ON THE ROLL AT 15TH MAY 1906.

	Male.	Female.	Total.	Dependants.	Percentage of Males.	Percentage of Females.	Percentage of Dependants.
	1488	3005	4493	3567	...	...	...
Of these there were children boarded out, ...	308	258	566	...	20·69	8·58	...
	1180	2747	3927	3567	...	...	...
Number in the poorhouse, . .	669	522	1191	77	44·95	17·37	2 15
Number in receipt of outdoor relief, ...	511	2225	2736	3490	34·34	74·04	97·84

Percentage of males in poorhouse—after deducting boarded-out children from total males chargeable—56·69.

TABLE No. VIII. Q. 59726 (41).

SHOWING THE NUMBER OF ORDINARY POOR ON THE ROLL AT 15TH MAY 1906, WHO WERE 65 YEARS OF AGE AND OVER.

	Males.	Females.	Total.
In the poorhouse	173	186	359
On outdoor Roll	189	775	964
	362	961	1323

TABLE No. IX. Q. 59726 (42).

The following Report was compiled by me after a personal examination of each pauper over the age of 65 years, and was approved of by the Council after each pauper had been brought before a Special Committee and examined. The particulars were desired by the Local Government Board, who were requested by the Select Committee on the "Aged Pensioners Bill" to furnish this information.

Committee Office,
House of Commons, 24*th July* 1903.

SIR,—I am instructed by the Chairman of the Select Committee on the 'Aged Pensioners Bill' to ask you, in order to assist the Committee in their inquiry, if you would be good enough to select two or three typical Unions with workhouses in Scotland, and to request the Guardians of such Unions to appoint a small committee to make an exhaustive investigation of the number of aged inmates of such workhouses, over 65 years of age, who are mentally and physically fit to live outside an institution, and who have relatives or friends with whom they could live if they had pensions of from 5s. to 7s. a week. I have the honour to be, sir, your obedient servant,

(Signed) WILLIAM GREY,
Clerk to the Select Committee on the 'Aged Pensioners Bill.'

The Secretary for Scotland.

Govan Combination Parish Council,
Chambers, 7 Carlton Place,
Glasgow, 10*th August* 1903.

SIR,—I beg to acknowledge receipt of your letter of 5th inst., 'No. 37538 Poor Law,' enclosing copy of a letter from the Clerk to the Select Committee on the 'Aged Pensioners Bill,' to the Secretary for Scotland. On the 6th inst., the population of the Govan Poorhouse was 979. Of these, 296 were over 65 years of age. Of the 296, 121 were men and 175 women. Of these, 32 men and 46 women required hospital treatment, leaving 89 men and 129 women in the ordinary wards of the poorhouse. Of the 89 men, 40 were between 65 and 70 years, 25 between 70 and 75 years, 21 between 75 and 80 years, and 3 between 80 and 85 years of age.

Of the 89 men, 60 were widowed, 13 had wives alive, and 16 were never married. Of the 60 who were widowed, 34 had families, and 26 had no families alive. Four of the married men had their wives also in the poorhouse, 2 living with them in the quarters specially provided for decent married couples. Of the 89 men, 7 were bedridden.

Of the 129 women in the ordinary wards, 45 were aged between 65 and 70 years, 38 between 70 and 75 years, 30 between 75 and 80 years, 12 between 80 and 85 years, and 4 between 85 and 90 years. Of the 129 women, 113 were widows, 5 were married, and 11 never had been married. Of the 113 widows, 69 had families, and 44 had no families living. Two of the married women lived with their husbands in the married couples' quarters. Of the 129 women, 10 were bedridden.

The single men and women, and the widowed with no families, have really no friends with whom they could reside. Of the widowed with families, a number of the inmates are of intemperate habits, and their families pay to get them kept in the poorhouse, while, on the other hand, it is the families who are intemperate and their parents cannot reside with them. In quite a number of cases the old persons stated frankly that it was owing to an incompatibility of temper as between sons-in-law or daughters-in-law, as the case might be, that kept them from residing with their families. In the winter a good number who are at present able to move about, are confined to bed. On the whole, there are very few who are decent and able, and have friends willing to allow them to reside with them, even if they had a pension of 5s. to 7s. a week. I am, sir, your obedient servant,

(Signed) JOHN MITCHELL, *Inspector.*

The Secretary,
Local Government Board,
Edinburgh.

APPENDIX No. CLXVII. (A).—*Continued.*

Paper handed in by Mr J. Mitchell.

TABLE No. X. Q. 59726 (43).

Showing the Number of Unmarried Men, between Certain Ages, Admitted to the Poorhouse for 1905–6, and the percentage to the Total Men Admitted.

20 and 29	30 and 39	40 and 49	50 and 59	Total.	Total Men Admitted during the Year.	Percentage.
244	255	281	163	943	2539	37·14

TABLE No. XI. Q. 59726 (66).

Showing Number of Applications made to Govan Combination each year from 1896 to 1906, with Number of Claims sent, and percentage of Claims to Applications.

Year.	1896–7	1897–8	1898–9	1899–00	1900–1	1901–2	1902–3	1903–4	1904–5	1905–6	Total.
No. of Applications, . . .	4524	4419	4851	5246	5689	6352	6415	7358	8081	8174	61,109
No. of Claims sent by Govan, . .	508	479	522	545	564	617	657	639	619	678	5,828
Percentage of Claims sent to Applications, ...	11·2	10·8	10·7	10·4	9·9	9·7	10·2	8·7	7·6	8·3	9·5

TABLE No. XII. Q. 59726 (67).

Showing the Number of Claims admitted by Other Parishes to Govan, and by Govan to Other Parishes, from 1896 to 1906.

Year.	1896–7	1897–8	1898–9	1899–00	1900–1	1901–2	1902–3	1903–4	1904–5	1905–6	Total.
Admitted by other parishes, . .	525	475	486	491	509	587	600	577	563	637	5450
Admitted to other parishes, . .	402	314	310	358	387	398	380	483	490	504	4026
Difference in favour of Govan, . .	123	161	176	133	122	189	220	94	73	133	1424

TABLE No. XIII. Q. 59726 (68).

Showing the Cost of Other Parish Poor resident in Govan, and Govan Poor resident in Other Parishes.

Year.	1896–7	1897–8	1898–9	1899–00	1900–1	1901–2	1902–3	1903–4	1904–5	1905–6	Total.
Paid by other parishes to Govan, .	£2622	£2802	£3011	£3088	£3169	£3212	£3782	£3704	£3622	£3921	£32,933
Paid by Govan to other parishes, .	2214	2375	2367	2521	3372	2841	2927	3419	3818	4257	30,111
Amount of difference, ...	£408	£427	£644	£567	£203	£371	£855	£285	£196	£336	£2,822

APPENDIX No. CLXVII. (B).

Paper handed in by Mr J. Mitchell.

Govan Combination Parish Council.

Estimated population, at 15th May 1895	307,566
" " " 1906	369,680
Paupers, including dependants and lunatics, at 15th May 1895	7,076
" " " 1906	9,058
Expenditure for year ending 15th May 1895	£62,294
" " 1906	£110,415
Poor-rate for year 1894–5	9½d. per £
" 1905–6	1/0½ per £

APPENDIX No. CLXVIII. (A).

PAPER HANDED IN BY MR A. M'CRACKEN.

Q. 59728 (17).

STATEMENT of Number of Tickets issued to School Children by the Glasgow Poor Children's Dinner Table Society, and the Numbers Attending the Tables for the Week ending 8th February 1907.

Table.	Tickets.	Average.	Percentage.	Table.	Tickets.	Average.	Percentage.
Black Street, . .	180	124	69	Tradeston, . .	154	96	62
Young Street, .	180	112	62	Govan (ship-building centre), . .	133	65	49
Bethany Hall, .	250	152	61	Gorbals, . . .	165	119	72
Cathedral Square, .	100	71	71	Plantation, . .	150	94	63
Garngad, . .	110	101	92	Camlachie, . .	217	141	65
Camperdown St., .	235	194	83	Pollokshaws, . .	104	51	49
Anderston, . .	122	83	68				
Muse Lane, . .	320	267	84		2,588	1,762	68
Partick (ship-building centre), . .	168	92	55				

APPENDIX No. CLXVIII. (B).

Paper handed in by Mr A. M'Cracken. Qs. 59728 (18) and 59766.

GLASGOW UNITED EVANGELISTIC ASSOCIATION.

Children's Day Refuges, Free Breakfast Tables.

Date. (1907.)	Central.		Eastern.		Western.		Northern.		Total.
	Schools.	Number.	Schools.	Number.	Schools.	Number.	Schools.	Number.	
Feb. 4	Dovehill	29	...	...	...	...	...	...	29
„ 5	...	23	...	...	...	...	...	...	23
„ 6	...	25	...	...	...	...	...	...	25
„ 7	...	23	Hozier St.	90	...	...	...	...	113
„ 8	Rose Street	49	...	48	...	...	...	...	97
„ 11	...	22	...	29	...	...	...	...	51
„ 12	...	32	...	34	...	...	...	...	66
„ 13	...	35	...	28	...	...	...	...	63
„ 14	Adelphi Ter.	26	...	35	...	...	...	...	61
„ 15	...	25	...	42	Finnieston and	1	...	...	68
„ 18	...	23	...	25	Anderston	1	Oakbank	5	54
„ 19	...	35	...	26	...	1	Rockvilla	32	94
„ 20	...	36	...	23	Bishop St. and	49	...	37	145
„ 21	...	33	...	30	Washington St.	32	...	35	130
„ 22	...	26	...	31	...	19	...	37	113
„ 25	...	28	...	17	...	23	...	28	96
„ 26	...	33	...	20	...	22	...	30	105
„ 27	...	28	...	20	...	22	...	33	103
„ 28	...	33	...	13	..	22	...	44	112

APPENDIX No. CLXVIII. (C).

Paper handed in by Mr A. M'Cracken. Q. 59731.

TABLE SHOWING PARTICULARS AS TO THE GLASGOW CHARITIES.

Begun.	Medical Charities, etc.	Capital.	Income.	Expenditure.
		£ s. d.	£ s. d.	£ s. d.
1794	Royal Infirmary (being rebuilt and extended, 1907)	257,510 6 6	Extra. 22,883 3 4	39,751 10 9
	Added 1906	11,933 16 9	Ord. 30,351 15 3	
	„ Ophthalmic Institution .	...	2103 15 0	2437 0 11
1896	„ "Schaw" Convalescent Home (*see* "Homes")			
1874	Western Infirmary (extended 1907) and Dispensary	80,328 15 5	Extra. 11,243 19 0	32,368 10 7
	"Lady Hozier" Convalescent Home, in connection (*see* "Homes")	...	Ord. 21,654 19 6	
1890 and additions.	Victoria Infirmary and Bellahouston Dispensary	46,116 18 5	Extra. 9142 6 7	Extra. 8361 4 10
	(Convalescent Home, Largs, *see* "Homes")	...	Ord. 9910 12 2	Ord. 14,947 18 6
1886 1895–6 1905–6	Samaritan Hospital for Women . .	...	2726 18 4	3612 17 0
	Trustees of Bazaar Endowment Fund	...	Interest 712 10 11	
1810	Glasgow Royal Asylum (benefits not confined to Glasgow, paying patients)			
1882	Sick Children's Hospital—			
	Special endowments	25,661 6 4	1321 18 6	4638 19 6
	Investments, unrestricted . .	15,875 13 4	5248 7 10	
	Building	1509 6 10	797 4 10	
1888	Dispensary	...	...	1418 7 5
1903	Cottage Hospital, Drumchapel . .	...	...	1310 4 3
1834	Maternity Hospital, extended 1907, cost about £8000	(not stated)	3322 0 2	4041 9 4
1861	Glasgow Hospital for Skin Diseases . .	„	Subscr. 375 7 0	465 5 6
			Interest 105 1 4	
			Med. sold 204 15 0	
1872	„ Ear, Nose, and Throat Hospital .	...	906 0 0	978 0 0
1877	„ Hospital for Women . . .	...	638 16 8	640 16 0
1885	„ Dental Hospital, Incorporated .	...	Subscr. 274 6 0	519 12 0
			Fees 195 6 0	
1903	„ Women's Private Hospital (1905)	...	464 and fees	567 0 0
1890	„ Cancer Hospital	not stated	2662 8 3	2646 15 4
1805	„ Lock Hospital	„	Investmts. 455 2 1	Ord. 1370 3 1
			Ord. 772 11 6	Extra. 87 2 7
			Extra. 662 17 6	
1824	„ Eye Infirmary	„	Subsc. 3737 3 6	4651 17 8
			Interest 508 11 5	
			Fees 124 19 0	
1864	Lanark Hospital (R.C.) *Glasgow benefits* . New wing added cost £4000	...	987 7 9	1154 3 7
1893	St Elizabeth's Home for District and Private Nursing (R.C.)	(District Nursing)	682 7 4	1203 14 3
1875	Glasgow Sick Poor and Nursing Association	3827 4 2½	Ord. 2562 5 7	3533 3 5
	„ „ Lady Whitworth Fund (special)	5000 0 0	Extra. 1781 0 5	
	„ Training Home for Nurses, fees and patients, £6793 19s. 8d.	not stated	Subscr. 278 2 6	
	„ M'Alpin Nursing Home, cost £7167 9s. 2d.	„	From reserve 579 11 10	...
1895	Maryhill District Nursing Association .	...	194 15 3	...
1882	St Andrew's Ambulance Association, Head office	...	Ord. 2847 3 10	3110 7 1
			Extra. 338 19 0	
	Red Cross Branch	10,245 2 9	389 8 3	218 15 2
1874	Broomhill Home for Incurables . .	37,894 5 11	5423 5 11	5300 0 0
1903	„ ("Lanfine" Home) inc. Consumptives	15,110 0 0	778 7 5½	954 18 2
	„ Outdoor Relief	...	...	1153 7 0
1906	Bridge of Weir (Quarrier's), Colony for Epileptics, Building cost £4500	Bal. of Bldgs. Ac. 1578 5 3	2105 0 0	Buildings Account 2347 14 1
		...	...	139 12 2
	Bridge of Weir (Quarrier's) Sanatorium, Consumptives	Bal. of Bldgs. Ac. 5831 0 0	6725 0 8	5115 17 5

APPENDIX No. CLXVIII. (C).—*Continued.*

Paper handed in by Mr A. M'Cracken. Q. 59731.

TABLE SHOWING PARTICULARS AS TO THE GLASGOW CHARITIES.—*continued.*

Begun.	Medical Charities, etc.	Capital.	Income.	Expenditure.
		£ s. d.	£ s. d.	£ s. d.
	"Bellefield" Sanatorium (Consumptives) .	10,472 2 8	3296 5 1	3500 9 8
1873	Colquhoun Bequest for Incurables . .	23,380 0 0	(1/4/05 to 30/9/06) 730	730 0 0
	Garscube Cottage Hospital for Incurable Soldiers	...	£400 to £450	...
1866	Glasgow Medical Mission, reserve . .	2386 15 8	1042 12 0	1248 6 11
	(Two Dispensaries) legacy account .	1299 10 8		
1891	Bridgeton Medical Mission, Dispensary, William Street			
1906	Anderston Health Association . . .	no report		
1878	Glasgow Central Dispensary . . .	2029 16 6	359 9 9	407 19 6
1876	„ Public Dispensary (medicine sold) £49 19s. 6d.	...	130 7 1	137 8 1
1874	*See* "Homes." Eastpark Home for Infirm Children			
	Children's Home Hospital, Aberfoyle			
	„ „ "Ashgrove," Maybole			
	„ „ "Biggart-Memorial," Prestwick			
	Indigent Women—Ure-Elder Fund			
	„ Gentlewomen's Fund (Scotland): (Capital, £124,947 11s. 1d.; Income, £8549 17s. 5d.; Expenses, £9843)	Glasgow contrib.	1441 11 6	1745 receives
	Aged Christian Friend Society (Scotland): (Capital, £17,810 2s. 3d.; Pensions, £4126; Expenses, £316)	Glasgow Branch	678 10 7	863 0 0
	National Life-Boat Institution—Glasgow Branch, 1906–7	...	428 14 0	428 14 0
	„ „ Legacies, 1906–7	...	3078 14 0	3078 14 0
1885	Soldiers' and Sailors' Families Association Glasgow Branch	2244 7 8	361 15 4	244 16 0
	„ Help Society			
1822	Seaman's Friend Society	3700 5 0	1274 18 1	1261 4 7
	Ladies' Auxiliary	1800 0 0	537 19 9	740 12 0
	Glasgow Aged Seaman's Relief Fund .	...	1175 4 8	1027 1 0
	„ Mission to the Outdoor Blind .	9195 13 0	2153 10 1	2411 16 10
	„ „ Ladies' Auxiliary . .	1800 0 0	* 1400 0 0	† 1366 16 3
	Discharged Prisoners' Aid Society . .	590 0 0	973 5 4	1071 7 1
1834	Black's Bequest for Domestic Servants, 200 pensioners, 50s.	...	500 0 0	500 0 0
1856	Balmann's Bequest—7 Lady Annuitants .	...	140 0 0	140 0 0
1794	North Parish Washing Green Society .	...	140 0 0	...
1869	Poor Children's Dinner Table Society .	2600 0 0	1407 2 9½	1307 6 3½
	„ „ Clothing	...	43 10 2	23 14 0
	Day Refuges, Cripples League of Kindness, etc.	...	3164 6 1	3233 9 3
	Toynbee House	...	172 11 1	107 17 4
	Kyrle Society	...	86 0 0	86 0 0
1761	Glasgow Ayrshire Society	13,377 5 3	469 13 1	399 1 7
1858	„ Aberdeenshire Society . .	1177 18 6	80 5 0	96 5 0
	Perthshire Charitable Society . . .	...	427 0 0	...
1838	Glasgow-Renfrewshire Society . . .	7969 16 2	394 18 3	473 2 9
1825	Kintyre Club	5256 11 1	218 10 11	218 9 4
1809	Glasgow Stirlingshire and Sons of the Rock *with at least fifty Clan, County, or other local Societies with capital sums ranging £300 to £2000*	...	409 0 0	...

* £522 17s. 5½d. for work done.

† £1114 12s. 6½d. is wages.

APPENDIX No. CLXVIII. (C).—*Continued.*

Paper handed in by Mr A. M'Cracken. Q. 59731.

TABLE SHOWING PARTICULARS AS TO THE GLASGOW CHARITIES.—*continued.*

Begun.	Homes:—Convalescent, Holiday, etc.	Capital.	Income.	Expenditure.
		£ s. d.	£ s. d.	£ s. d.
1869	Glasgow and West of Scotland, "special"	3750 0 0	8782 3 6	6762 2 2
1906–7	Convalescent Seaside Homes, Dunoon	10,650 0 0		
1865	Convalescent Home, Lenzie	18,613 10 10	2727 1 6	Ord. 2647 10 8 Extra. 165 14 2
1867	Kilmun Home (Glasgow Abstainers Union)	3451 5 11	1078 12 11	1408 1 7
1866	Mission Coast Home, Saltcoats	3365 11 2	1261 1 6	1028 4 3
1894	"Lady Hozier" Convalescent Home, Lanark	...	Infiry. 655 10 4	1362 0 7
	(*See* Western Infirmary)	10,500 0 0	Endt. & subs. 706 10 3	
1896	"Schaw" Convalescent Home, Bearsden	...	525 8 6	...
	(*See* Royal Infirmary)	15,000 0 0	Deficit paid by infirmary	1741 13 8
	Victoria Infirmary Convalescent Home, Largs	...	23 12 4	1025 13 5
1903	Sick Children's Hospital Home, Drumchapel (*see* Sick Children's Hospital)			
1874	Eastpark Home for Infirm Children, special endowment	3000 0 0	Ord. 2319 18 4 Extra. 436 6 3	Ord. 2994 8 9
	Cottage Home for Convalescent Children, Helensburgh	...	230 0 0	230 0 0
	Children's Home Hospital, Aberfoyle	...	462 19 4	
1885	F.A.F. Committee. Children's Home Hospital, "Ashgrove, Maybole Children's Home Hospital, "Biggart-Memorial," Prestwick Children's Fresh-Air Fortnight Homes—nine Weary Workers' Rest, Dunoon Mothers' Rest, Saltcoats	Buildings £50,806, 2s. about 8000 benefit annually.	7029 12 5	7420 3 0
	Childrens' Convalescent Home, Dundonald	...	192 13 0	192 13 0
	Children sent by F.A.F. Com. Children's Fresh-Air Fortnight Home, Balmaha	Private; Her Grace the Duchess of Montrose.		
	Children's Fresh-Air Fortnight Home, Mountgreenan	Private; Lady Bell.		
1871	Orphan Homes of Scotland, Quarrier's, Glasgow and Bridge of Weir, 1300 children	8092 13 3 for buildings, etc.	24,657 9 7	20,456 17 1
1825	Orphan Homes for Girls, Whiteinch	6890 1 0	803 13 2	922 2 9
1889	Sailors' Orphan Society of Scotland, Glasgow and Kilmacolm	35,642 13 2	5046 7 3	3598 2 6
	"Empress" Training Ship: Government grants, £5790, 3s. 7d.	...	7963 13 7	7880 9 6
1878	Juvenile Delinquency Board—			
	Industrial Schools, Chapelton, 54 girls		Gov. 5043 11 8	1633 4 8
	" Mossbank, 364 boys	...	Income 1005 11 4	8328 3 2
	Day Industrial School, Green Street, 170 boys and girls	...	Gov. 465 10 2 Otherw. 256 16 11	1762 11 8
	Industrial Schools, Maryhill, 210 girls	...	Gov. 2327 12 11 Otherw. 95 18 6	5165 6 5
	" Rottenrow, 200	...	Gov. 532 1 3 Otherw. 341 0 1	1557 6 4
	" Rose Street, 167	...	Gov. 441 5 9 Otherw. 204 8 10	1475 9 7
	" William Street, 92	...	Gov. 243 2 7 Otherw. 161 13 1	1102 0 0
	General Expenses	...	161 1 5	1677 3 1
	Claim on Commissioners for the Prevention of Juvenile Delinquency in the City of Glasgow, £11,401, 10s. 5d.			
	Value of Property of Trust, £58,289, 4s. 7d.			
	Dalbeth Industrial School, R.C.	...	2498 2 0	3234 15 7
	Slatefield " "			
	St Mary's " boys, Kenmure, R.C.			
	" " girls, Abercromby Street, R.C.			
	Parkhead Reformatory, R.C.			
	Whitevale Refuge for Poor Children, R.C.			
1804	Royal Asylum for the Blind; Home and Industrial Training, and Education for Children 5–16; Industrial for men	63,274 19 11 inc. new buildings 28,201 4 5	Extra. 2314 9 5 7613 6 2 Exclusive of Industrial Department.	28 15 7 7196 18 9
1819	Deaf and Dumb Institution, Mount Florida, Maintenance (Pupils pay £15 per annum), £2246, 14s. 11d.; Government Grant, £899, 19s. 6d.	22,844 12 0	4609 12 5 Including income and Government Grant	6089 18 7

APPENDIX No. CLXVIII. (C).—*Continued.*

Paper handed in by Mr A. M'Cracken. Q. 59731.

TABLE SHOWING PARTICULARS AS TO THE GLASGOW CHARITIES.—*continued.*

Begun.	Homes:—Convalescent, Holiday, etc.	Capital.	Income.	Expenditure.
		£ s. d.	£ s. d.	£ s. d.
	Assoc. for care of Defective and Feeble-	...	...	Extra. 480 0 0
1903	minded Children — Home, Waverley Park, Kirkintilloch		868 18 7	174 7 0
	N.S.P.C.C. Home, Cardonald . . .	...	2244 10 10	2124 3 1
1859	Magdalene Institution	14,128 2 5	Extra. 921 9 9 Ord. 532 7 3 Invest. 454 5 1	Extra. 643 4 9 1264 7 4
	„ Dalbeth, R.C. .	...	2674 14 4	3651 17 0
1838	Night Asylum for Houseless Poor, and House of Industry for Women	... 16,220 0 0	Extra. 794 2 11 Ord. 1677 11 11	1852 3 3
1873	Home for Deserted Mothers, 308 Renfrew St.			
1850	House of Shelter for Women, 114 Hill St.	...	Extra. 872 10 0 Ord. 957 10 4	2814 10 0
1878	„ „ 15 Whitevale Street	...	Work, etc. 1655 15 5	
1885	Training School and Temporary Home for Servant Girls	3858 4 9 inc. property.	466 3 6	496 8 10
	Arlington Home—Training for Servants .	433 9 2	658 10 6	527 8 10
	Church of Scotland Elders' Wives and Daughters' Home for Girls	2970 0 0	300 2 7	290 1 7
1811	Old Man's Friend Society and Old Women's Home, Rottenrow	inmates pay part.	2143 12 9 2461 9 1	4240 19 10
	Buchanan Retreat, Bearsden, Old Men			
1894	Whiteinch Homes, provide free house, coal, and gas to deserving old couples	Private	bequest.	
	Anderston Girls' Home (Working Girls) .	Supplemented by	private bequest.	
1895	Charity Organisation Society Shelter and Labour Yard (subsidised by C.O.S.)	Work done Subscribed	4198 18 4 173 14 6	4942 15 8
1897	Scottish Labour Colony Locharwoods, Farm, etc.	...	2283 2 7	749 15 6
	Salvation Army Shelter—Women			
	„ „ Home for Men			
	Episcopal Church Army Shelter „			
	Church of Scotland's Home for Women			
	„ „ „ Men (2) .			
	„ „ „ Lads			
	Home for Servants, Garnethill, R.C.			
	Sailors' Home	1086 5 1 inc. from shops	78 4 4 315 0 0	132 3 4
1874	Glasgow Day Nurseries Association . .	359 3 7	447 0 10	617 12 9
1864	Smyllum Orphanage, Lanark, R.C. (450 Children)			
	EDUCATIONAL. — *Local Endowments and Bequests.*			
	University Bursaries	336,678 18 9	...	19,422 17 11
	Marshall Trust, applies to Glasgow, Lanarkshire and Stirlingshire: Capital, £281,656 0s. 2d., Income, £11,096 2s. 9d.	of which Glasgow receives £3893 6s. 4d.	...	3893 6 4
Act 1882	Hutcheson's Educational Trust, £1542, 8s. 6d. fees included in Income	...	11,592 12 10	11,105 2 2
„	Glasgow City Educ. Endowments Board .	159,522 3 11	7230 5 11	6478 4 1
„	General Educational „ .	73,715 18 4	2849 7 10	2622 9 2
1857	Buchanan Institution (340 boys) . .	56,503 0 0	3412 11 10	3401 5 5
	Logan and Johnston, School of Domestic Economy for Girls	37,690 4 0	1765 2 8	1333 5 1
Act 1882	Maclean Trust (L. Col. Alex. M'L.) . .	21,553 14 0	685 8 5	643 5 5
	Glasgow Highland Society . . .	34,000 4 11	...	887 18 0
	„ Technical College including—Anderson's College (1796), Mechanics Inst. (1823), Allan Glen's (1853), Atkinson's Inst. (1861)	79,467 0 0	5430 15 8	2491 18 9
	Haldane Trust	...	717 16 8	398 5 11
1857	Buchanan Bequest (*see* Trades' House) .	13,537 0 0	483 0 0	387 15 0
1819	Deaf and Dumb Institution (*see* "Homes")			
	Scottish National Inst. for Education of Imbecile Children, Larbert: Capital, £22,345, 14s. 2d.			
1863	Baillie's Institution, Free Library, £18,000, with 21 years' accumulation.			
	Hutcheson's Hospital, Capital is in Ground Annuals, Feu Duties, etc.	(estimated) 300,000 0 0	11,800 0 0	Pensions 11,800 0 0
	Merchants' House Bequests, Mortifications, Houses, Lands, etc.; pays Pensions to Decayed members, and Bursaries, etc.	380,540 5 1	Extra. 22,762 7 11 Ord. 10,023 11 1	Bal. to Capital Ac. 100 0 0 7671 17 0
16th and 17th centuries	Trades' House £154,847 16s. 4½d. Less Buchanan Bequest £13,537 0s. 0d.. (See "Educational")	141,310 16 4½	236 11 8 Cap. Ac. 6129 12 3½	4718 5 6
	Trades' House—Bursaries & Mortifications		670 0 0	670 0 0
	„ „ Fourteen Incorporations	574,435 1 7½	21,161 2 2½	16,396 12 6

APPENDIX No. CLXVIII. (C).—*Continued.*

Paper handed in by Mr A. M'Cracken. Q. 59731.

TABLE SHOWING PARTICULARS AS TO THE GLASGOW CHARITIES—*continued.*

Begun.	Homes:—Convalescent, Holiday, etc.	Capital.			Income.				Expenditure.		
		£	s.	d.		£	s.	d.	£	s.	d.
Chart. 1899	Grand Antiquity Society	2715	8	11		105	12	4	77	5	5
1857	Trades' House Deacons' Association . .	3025	7	6		115	1	11	105	11	3
1736	Society of Anderston Weavers . . .	27,112	15	8		1159	2	7	820	19	6
1780	„ Deacons and Free Preses . .	6065	19	9	Extra.	232	0	6	207	13	0
					Ord.	311	4	1			
1789	Grocers' Company of Glasgow . . .	23,943	15	2		817	18	2			
	„ „ (for unmarried daughters)	3127	12	5		...			...		
Inc. 1743 / 1746	Master Hosiers' five pensions of £8 and £5, one of £4 10s.	...				...			69	10	0
Inc. 1740 / 1837	Stationers, Company of, Glasgow . .	...				600	0	0	600	0	0
1854	Glasgow United Fleshers' Society . .	5846	18	0		824	14	10	736	15	8
	„ Iron and Ironmongery Benevolent Association	1480	0	0		47	1	7	19	2	0
1859	„ Ironmongers and Iron Merchants' Friendly Society	10,059	9	6		...			...		
1880	„ Corn Trade Benevolent Assoc. .	9697	8	11		312	18	0	226	2	6
1877	„ Eastern Merchants' and Tradesmen's Society	4309	7	8		...			...		
1896	„ Southern Merchants' and Tradesmen's Society	3000	0	0		90	0	0	66	2	0
Incor. 1862	Scottish Wine and Spirit Merchants' Benevolent Association	31584	2	0		1013	2	10	985	9	2
1889	„ Artists' Benevolent Association .	...				300	0	0	281	0	0
	Foreigners' Relief Society	...				135	11	0	135	11	0
	Charity Organisation Society . . .	61741	15	0		5393	3	9	4842	14	5
1806	Barony of Gorbals Benevolent Society .	9332	11	1		588	7	9	403	14	4
1789	Glasgow Female „ „ . .	...				1708	0	0	1708	0	0
1814	„ Aged Women's Society . .	9877	7	3		823	9	8	1255	2	6
1832	„ Benevolent Society . . .	6035	9	8	Extra.	260	0	0	2012	5	0
					Ord.	1886	12	4			
1844	City of Glasgow Native Benevolent Assoc.	31,885	8	4		1385	15	6	1164	18	6
1856	Widows' Friendly Society	none				2046	0	0	1613	0	0
	Scottish Hide and Leather Trades' Provident and Benevolent Society	8607	4	5		347	5	11	386	4	1

APPENDIX No. CLXIX.

PAPER HANDED IN BY DR D. J. MACKINTOSH, M.V.O.

Q. 59988 (12)

Extract from Annual Report of the Western Infirmary of Glasgow for the year ending 31st October 1906.

TABLE AS TO IN-DOOR AND OUT-DOOR PATIENTS DURING THE PAST THIRTY-TWO YEARS

Year.	Patients treated to a Termination In-door.	Result of Treatment.				Total Out-door Consultations.	Detailed Number of Consultations at Out-door Dispensary.									Mortality.			
		Cured.	Relieved.	Otherwise.	Died.		Medical.	Surgical.	Vaccination.	Diseases of Women.	Diseases of Ear.	Midwifery.	Diseases of Teeth.	Diseases of Throat.	Diseases of Skin.	Total Deaths.	Percentage.	Moribund Deaths.	Percentage Deducting the Moribunds.
1874–75	1253	676	299	165	113	5,916	3,270	2,646	...	...	...	...	...	...	...	113	9·0	17	7·76
1875–76	1589	1014	306	132	137	7,587	3,512	3,786	289	...	...	...	...	...	...	137	8·63	18	7·57
1876–77	1771	1005	316	295	155	8,735	3,861	4,383	491	...	...	...	...	...	...	155	8·75	24	7·50
1877–78	1823	967	385	288	183	9,680	3,798	4,967	614	145	156	...	...	...	...	183	10·0	20	9·0
1878–79	1922	1005	568	197	152	10,640	4,064	4,462	775	364	940	35	...	...	...	152	7·9	20	6·9
1879–80	2057	1031	524	349	153	12,145	3,957	4,820	696	755	891	26	...	...	...	153	7·4	27	6·2
1880–81	2648	1177	876	372	223	13,825	6,411	4,502	671	782	1119	32	308	...	...	223	8·4	32	7·3
1881–82	3360	1253	1287	576	244	15,822	7,298	5,257	701	889	1066	25	322	264	...	244	7·0	53	5·5
1882–83	3565	1376	1353	540	296	18,049	9,186	5,480	623	1009	1096	15	337	273	...	296	8·0	50	7·0
1883–84	3559	1019	1540	573	327	21,317	11,700	5,636	681	1202	1205	50	476	367	...	327	9·4	40	8·4
1884–85	3215	1097	1391	492	235	23,497	14,671	4,319	727	1386	1086	61	600	647	...	235	7·3	29	6·4
1885–86	3517	1054	1500	655	308	27,581	15,783	6,994	1428	960	1164	46	626	670	...	308	8·7	41	7·6
1886–87	3572	1238	1411	646	277	31,179	18,957	6,929	1436	1093	1251	68	645	800	...	277	7·7	44	6·6
1887–88	3604	1145	1481	674	304	27,156	16,218	6,369	1340	888	1052	...	500	689	...	304	8·4	52	7·1
1888–89	3700	1079	1727	578	316	24,627	13,413	6,281	1296	1168	1042	...	492	935	...	316	8·54	76	6·48
1889–90	3604	1418	1363	504	319	23,744	13,634	5,459	1059	1132	892	...	452	1116	...	319	8·85	70	6·91
1890–91	3594	1187	1548	541	318	25,957	13,705	7,056	1216	1174	1066	...	383	1357	...	318	8·01	75	6·76
1891–92	3545	1269	1429	545	312	26,884	13,992	7,484	1164	1253	1063	...	413	1515	...	312	8·03	61	7·20
1892–93	3705	1558	1221	569	357	31,127	16,782	8,169	1316	1459	1159	...	421	1679	142	357	9·63	100	7·10
1893–94	3788	1853	1086	524	325	36,104	17,797	10,970	1254	1744	1513	...	431	2034	361	325	8·57	85	6·33
1894–95	4152	2195	1002	579	376	36,664	17,100	12,634	1073	1660	1548	...	439	2041	169	376	9·05	112	6·36
1895–96	4137	2187	1033	567	350	38,856	17,275	13,508	940	1922	1678	Electrical Dept.	502	2791	240	350	8·46	68	6·93
1896–97	4169	2371	854	593	351	36,876	16,869	13,051	902	1622	1537		389	2175	331	351	8·42	92	6·35
1897–98	4314	2331	1081	548	354	40,294	17,912	14,314	853	1662	1778		428	2993	354	354	8·20	94	6·16
1898–99	4435	2503	908	621	403	38,573	17,022	13,600	819	1374	1769		375	3315	299	403	9·08	124	6·47
1899–00	4434	2460	942	593	439	41,113	17,330	15,180	1096	1864	1815		368	3254	256	439	9·90	127	7·24
1900–01	4885	2742	1067	640	436	47,124	19,330	18,255	890	1464	1896		477	4548	264	436	8·92	140	6·24
1901–02	5498	2941	1345	715	488	60,299	19,194	22,068	747	1265	2693	7741	430	6161	...	488	8·23	173	5·47
1902–03	5547	3133	1283	651	480	65,637	21,800	22,598	874	1427	2805	9365	415	6353	...	480	8·65	139	6·14
1903–04	5683	3187	1311	731	454	73,554	23,427	26,755	1002	1645	2567	10654	554	6950	...	454	7·40	136	5·18
1904–05	5711	3224	1382	641	464	87,510	27,212	34,497	869	1898	2408	11810	586	6875	...	464	8·12	143	5·76
1905–06	5864	3115	1676	557	516	92,947	26,397	40,051	872	2009	2264	10976	567	7831	...	516	8·79	154	6·34

APPENDIX No. CLXX.

PAPER HANDED IN BY MR JAMES ANDERSON, RUTHERGLEN.

Q. 60394 (13 *b*, iii.).

REPORT OF LOCAL GOVERNMENT BOARD FOR 1901.

List of Parishes having Rates over 2s. per £.

County.	Total Parishes.				Parishes over 2s. per £.				
	No.	Gross Valuation.	Amount raised by Assessment.	Average Rate per £.	No.	Gross Valuation.	Amount raised by Assessment.	Average Rate per £.	
		£	£	s. d.		£	£	s. d.	
Argyle,	39	537,424	22,647	1 $1\frac{1}{4}$	8	46,620	6,584	3 $1\frac{3}{4}$	Average of the averages.
Caithness,	10	140,287	10,019	2 $0\frac{1}{4}$	6	67,501	8,575	2 $9\frac{9}{10}$	
Inverness,	33	466,474	29,015	1 $6\frac{3}{4}$	14	68,169	8,612	4 1	
Orkney,	21	78,709	5,659	2 2	12	48,608	4,369	2 11	
Ross and Cromarty,	33	294,759	22,819	2 1	16	127,387	13,333	3 $9\frac{3}{4}$	
Sutherland,	13	94,411	8,057	2 $0\frac{3}{4}$	7	38,540	4,955	3 3	
Zetland,	12	47,816	5,517	3 $7\frac{3}{4}$	11	30,011	4,408	5 6	
	161	1,659,880	103,733	2 $1\frac{1}{8}$	74	426,836	50,836	3 $7\frac{1}{2}$	
Scotland,	876	28,490,856	870,489	0 $9\frac{1}{2}$					

APPENDIX No. CLXXI. (A).

PAPER HANDED IN BY MISS ETHELINDA HADWEN, EDINBURGH.

Q. 61832 (1).

ANALYSIS OF EDINBURGH POOR.

Poor receiving Outdoor Relief as per List, May 1900, 1901, 1903, 1904, 1905, 1906.

Causes of Pauperism.	Cases.						
	1900.	1901.	1903.	1904.	1905.	1906.	1907.
Old age,	615	644	626	735	846	770	
Children (widows, husband ill, in jail or asylum, etc.),	423	552	514	550	626	573	
Youth,	22	42	10	12	31	6	
Other causes (heart disease, blindness, want of limbs, debility, and various diseases),	138	239	228	281	329	296	
Rheumatism,	70	80	101	49	48	37	
Bronchitis,	57	66	52	32	30	40	
Paralysis,	42	50	62	38	48	34	
Phthisis,	44	47	25	21	29	33	
Brain (weak-minded, epileptics, etc.),	29	35	40	39	55	39	
Total on roll,	1,440	1,755	1,658	1,757	2,042	1,828	

APPENDIX No. CLXXI. (A).—*Continued.*

Paper handed in by Miss Hadwen, Edinburgh. Q. 61832 (1).

ANALYSIS OF EDINBURGH POOR.—*continued.*

Poor in Poorhouses.

	1900.		1901.		1903.		1904.		1905.		1906.		1907.
In Craigleith—													
Poor aged 75 and upwards,	83		82		69		73		69		78		
" " 70 " "	76		82		89		81		85		79		
" " 65 " "	88		73		79		99		111		106		
	247		237		237		253		265		263		
Add: Children under 14,	74		70		94		79		45		63		
		321		307		331		332		310		326	
In Craiglockhart—													
Poor aged 75 and upwards,	33		43		51		58		45		53		
" " 70 " "	48		43		55		50		55		53		
" " 65 " "	61		58		64		61		57		71		
	142		144		170		169		157		177		
Add: Children under 14,	95		84		92		94		125		74		
		237		228		262		263		282		251	
		558		535		593		595		592		577	
Total inmates,		1,021		974		1,187		1,247		1,259		1,254	
Total remaining inmates, part of whom in hospital,		463		439		594		652		667		677	

Percentage of Inmates in Poorhouses in Scotland, May 1904.

Infirm,	21·96 per cent.
Sick,	28·19 "
Children,	11·80 "
	61·95
All other ordinary adults,	38·05
	100·0

		1906.
In 1905 at Craigleith there were epileptics and one subject to fits,	3	9
Phthisis (under 65),	8	7
Asthenia (under 65),	16	24
Blind or weak eyesight, and two lost one eye (under 65 years of age),	16	8
Paralysis and paraplegia, etc. (of all ages),	19	15
	62	63

		1906.
1905, at Craiglockhart—		
Epileptics (under 65),	9	9
Phthisis (under 65),	58	82
Asthenia (under 65),	8	7
Blind (under 65),	10	12
Paralysis and paraplegia (of all ages),	26	29
	111	139
Brought forward,	62	63
	173	202

The above Analysis of the Edinburgh Poor has been made for my own information as a matter of interest during the years from 1900 to 1906, omitting only the year 1902. Under the heading of "Old Age" there have been included all persons over the age of 65, except in one or two instances where the old person had young children, and in these instances the cases have been put into the category of "Children." Under the heading of "Children" have been inserted all the cases where the cause of chargeability is really young children, as widows, husbands ill, in jail, or in asylum, but as, according to the law of Scotland, a person with only one child is not a proper object for relief unless through illness, in cases where there is only one dependant the case has been put under the heading of the disease to which the parent was subject; and where that disease is not definitely categorised, under the heading of "Other Causes." Under the heading of "Youth" are placed the children who are boarded with relatives in the town, which are extremely few, and have been reduced in number of late years, as they have been placed under the Children's Committee instead of being on the Outdoor Roll. The "Other Causes" includes all the cases which have not been otherwise catalogued; but in all cases the cause of chargeability is illness, or some bodily disqualification, as, for instance, there are several dwarfs, and some people extremely deaf, who would otherwise be considered able-bodied. Under "Rheumatism," "Bronchitis," and "Paralysis," also "Phthisis," the cases have been classed where there are no young children or only one dependant, and are in all instances those of persons under 65 years of age. Under "Brain" are persons under 65, and who are either weak-minded or epileptic.

In the years 1900–1901 all cases of Phthisis, whether there were children or not, were put into the category of "Phthisis," but in 1903 only those Phthisis cases where there were no children were put into the Phthisis list, which explains the apparent sudden and great decrease in the number of Phthisis cases.

It will be seen that the totals, with the exception of the year 1903, have been showing gradual increase. In 1905, when trade was very bad in Edinburgh, the increase was most marked.

It will be observed that in the classification of poor in poorhouses there is a very large proportion of very old people, and also a considerable proportion of persons under 65, who are more or less incapacitated. The children in the poorhouses are those whose parents are also inmates, or who have been sent there temporarily pending their removal to the country, or children of very tender years for whom residence in the poorhouse is probably most suitable, or delicate children requiring the attention of a skilled nurse. No children who can be boarded out are ever kept in the poorhouse. The system in Scotland is to give outdoor relief in all cases suitable, so that the persons in the poorhouses really represent only those who are unsuited for outdoor relief on account of bodily infirmities or moral character, or who, being ill, have no one living with them to look after them.

APPENDIX No. CLXXI. (B).

Paper handed in by Miss Hadwen, Edinburgh. Q. 61877.

Typical Case of a Tramp.

Thomas Leggat: Chargeabilities.

Thomas Leggat, a labourer, was born at the Water of Leith, Edinburgh, in 1855.

In 1884 he became chargeable to Glasgow, after which he resided in Govan for seven years, then four years in Glasgow, when he again became chargeable to Glasgow in 1896. The settlement by residence in Govan being lost, and no new settlement being acquired in Glasgow, Edinburgh admitted liability in respect of his birth. The following are his chargeabilities since:—

1896.	August	25.	Claim from Glasgow.
1897.	September	13.	,, ,, Old Monkland.
1898.	March	9.	,, ,, Glasgow.
,,	November	26.	,, ,, Glasgow.
1899.	February	11.	,, ,, Glasgow.
,,	December	13.	,, ,, Glasgow.
,,	,,	29.	,, ,, New Monkland.
1900.	January	10.	,, ,, Leith.
,,	March	16.	,, ,, Govan.
,,	,,	29.	,, ,, Hamilton.
,,	May	2.	,, ,, Dumbarton.
,,	July	18.	,, ,, Galashiels.
,,	August	15.	,, ,, Glasgow.
,,	,,	16.	,, ,, Grangemouth.
,,	,,	23.	,, ,, Paisley.
,,	,,	29.	,, ,, Govan.
,,	November	19.	,, ,, Dumbarton.
,,	December	15.	,, ,, Hamilton.
,,	,,	20.	,, ,, Dalkeith.
,,	,,	26.	,, ,, New Monkland.
1901.	June	7.	,, ,, Glasgow.
,,	,,	18.	Offered house.
,,	July	24.	Claim from Hamilton.
,,	August	20.	,, ,, Hamilton.
,,	,,	22.	,, ,, Duddingston.
,,	,,	26.	,, ,, Dalkeith.
,,	September	2.	,, ,, New Monkland.
,,	October	9.	,, ,, Greenock.
,,	,,	15.	Offered house.
,,	December	17.	Claim from Dumbarton.
1902.	February	22.	,, ,, Greenock.
,,	June	5.	,, ,, Glasgow.
,,	July	24.	,, ,, Lanark.
,,	October	7.	,, ,, Govan.
1903.	March	20.	,, ,, Glasgow.
,,	May	23.	To Craigleith Poorhouse.
,,	June	15.	Claim from Ayr.
,,	July	1.	,, ,, Dunfermline.
,,	,,	7.	,, ,, Burntisland.
,,	,,	16.	,, ,, Perth.
,,	,,	24.	,, ,, Dalziel.
,,	August	15.	,, ,, Dumbarton.
,,	,,	20.	,, ,, Old Monkland.
,,	,,	31.	,, ,, Cambuslang.
,,	September	16.	,, ,, Port-Glasgow.
,,	December	26.	,, ,, Glasgow.
,,	,,	31.	Offered poorhouse.
1904.	February	1.	Claim from Glasgow.
,,	,,	2.	,, ,, Old Monkland.
,,	,,	24.	,, ,, Glasgow.
,,	,,	25.	,, ,, Dalkeith.
,,	March	18.	,, ,, Dalry, Ayr.
,,	,,	23.	,, ,, Ayr.
,,	,,	28.	,, ,, Dumfries.
,,	April	19.	,, ,, Govan.
,,	,,	23.	,, ,, Ayr.
,,	,,	25.	,, ,, Kilmarnock.
1904.	June	15.	,, ,, Grangemouth.
,,	July	9.	,, ,, Kelso.
,,	,,	16.	,, ,, Galashiels.
,,	September	12.	,, ,, Glasgow.
,,	,,	22.	,, ,, Leith.
,,	October	7.	,, ,, Dalry.
,,	,,	29.	,, ,, Glasgow.
,,	November	3.	,, ,, Stirling.
,,	,,	15.	,, ,, New Monkland.
,,	,,	29.	,, ,, Bothwell.
,,	December	9.	,, ,, Kilwinning.
,,	,,	19.	,, ,, Port-Glasgow.
,,	,,	28.	,, ,, Kilsyth.
1905.	January	16.	,, ,, Old Monk land.
,,	,,	23.	,, ,, Avondale.
,,	,,	31.	,, ,, Kilbirnie.
,,	February	11.	,, ,, Paisley.
,,	,,	22.	,, ,, Glasgow.
,,	,,	22.	In Craiglockhart.
,,	March	31.	Claim from Kilmarnock.
,,	April	19.	,, ,, Kilsyth.
,,	May	3.	,, ,, Dundee.
,,	,,	12.	,, ,, Grangemouth.
,,	,,	15.	,, ,, Cambusnethan.
,,	,,	17.	,, ,, Kilmarnock.
,,	July	11.	,, ,, Cambusnethan.
,,	,,	18.	,, ,, Kilbirnie.
,,	August	19.	,, ,, Glasgow.
,,	September	22.	Poorhouse.
1906.	January	17.	Claim from Glasgow.
,,	,,	17.	Poorhouse.
,,	,,	23.	Claim from Dalkeith.
,,	,,	25.	,, ,, Galashiels.
,,	February	9.	,, ,, Peebles.
,,	,,	12.	,, ,, Bothwell.
,,	,,	21.	,, ,, Lochwinnoch.
,,	March	24.	,, ,, Kilwinning.
,,	April	8.	,, ,, Cambuslang.
,,	,,	9.	,, ,, Eastwood.
,,	,,	10.	,, ,, Annan.
,,	,,	25.	Sent home from Glasgow.
,,	,,	27.	Claim from Burntisland.
,,	May	8.	,, ,, Cambuslang.
,,	,,	26.	,, ,, Stirling.
,,	June	8.	,, ,, Arbroath.
,,	,,	20.	,, ,, Dunnottar.
,,	,,	26.	,, ,, Aberdeen.
,,	July	10.	,, ,, Laurencekirk.
,,	,,	11.	,, ,, Brechin.
,,	,,	24.	,, ,, Cupar.
,,	August	8.	,, ,, Kilbarchan.
,,	,,	24.	,, ,, Glasgow.
,,	,,	27.	,, ,, Old Monkland.
,,	September	4.	,, ,, Maybole.
,,	,,	18.	,, ,, Dundonald.
,,	,,	27.	,, ,, Bothwell.
,,	October	11.	,, ,, Penicuik.
,,	,,	16.	,, ,, Jedburgh.
,,	,,	26.	,, ,, Hawick.
,,	,,	31.	,, ,, Lasswade.
,,	November	6.	,, ,, Stirling.
,,	,,	10.	,, ,, Crieff.
,,	,,	17.	,, ,, Neilston.
1907.	January	8.	,, ,, Paisley.
,,	April	5.	,, ,, Paisley.
,,	,,	17.	,, ,, Shotts.
,,	,,	24.	,, ,, Neilston.
	May	10.	,, ,, Beith.

APPENDIX No. CLXXI. (C).

Paper handed in by Miss Hadwen, Edinburgh. Q. 61882.

EDINBURGH PARISH COUNCIL.

LIST OF "INS-AND-OUTS," UP TO 15TH MAY 1907.

Number in Parish Register, Edinburgh Parish Council.	Name.	1907. Age.	Since 1902, times in Poorhouse up to 15th May 1907.	Total No. of Convictions in Police Register at 15th May 1907.
2231	Alexander, Charles,	52	62	6
2351	Anderson, William C.,	60	47	?
2477	Anderson, Sarah M'G.,	61	35	36
6031	Anderson, George,	53	28	?
263	Auld, Mary P.,	50	39	227
2029	Archer, William,	54	53	?
5876	Bissett, James,	57	93	?
1396	Boswell, Arthur,	65	126	68
	and wife,		42	202
2318	Brown, George,	71	36	41
217	Carse, Margaret D.,	79	50	?
1634	Carrigan, Helen,	40	32	7
1665	Chalmers, James,	62	43	32
1675	Cullen, Thomas,	55	42	6
	wife and 2 dpdts (see above),	32		
1191	Connor, Thomas,	44	63	67
2659	Carlton, Mary D.,	67	46	24
3063	Craven, James,	55	47	51
2517	Coulter, James,	39	25	?
1889	Cullen, John,	45	40	59
7032	Crown, Patrick,	45	17	10
3798	Coghill, William,	63	37	21
2517	Colthart, James,	40	40	?
1000	Davies, Helen D.,	28	28	238
1891	Early, Thomas,	69	46	11
1498	Farrell, Bridget,	42	19	?
1258	Finnigan, Elizabeth,	82	32	177
1870	Fergus, Mary H.,	65	47	54
1346	Gallocher, Patrick,	47	78	7
1085	Gilhooly, Myles,	42	129	57
1975	Glass, William,	59	117	70
4658	Gilhooly, Myles,	54	41	57
1249	Goallen, James,	59	104	9
4430	Greig, Alexander,	44	28	?
1164	Goldie, George,	50	16	14
438	Goldie, Letitia,	58	39	32
2212	Hoggan, James,	42	104	6
1319	Hendry, Mary C.,	44	83	19
2466	Humphries, Thomas,	78	50	?
109	Kyles, Margaret K.,	78	60	55
366	Kelty, John,	66	58	21
1295	Lochrin, James,	50	35	19
899	Mortimer, James,	59	26	?
519	Muir, Jessie S.,	52	33	227
927	Murray, Robert,	55	25	7
519	Muir, George C.,	59	61	149
147	M'Cann, William,	66	103	?
1491	M'Kenna, Eliz. R.,	70	36	?
439	M'Donald, Alex. G.,	35	34	?
135	M'Gill, William,	55	22	9
2928	M'Veigh, John,	63	71	9
887	M'Veigh, James,	39	108	15
6507	M'Laren, James,	40	7	9
655	Purves, Thomas,	52	37	6
1840	O'Neill, Margaret H.,	42	41	?
1729	Noon, Ralph,	49	43	47
6784	Paton, Andrew,	53	16	11
881	Quigley, Thomas,	38	23	?
5353	Rawett, Thomas J.,	36	27	?
1177	Rutherford, Robert,	60	73	62
1172	Stevenson, Mary,	48	70	168
508	Shanks, Patrick,	55	48	?
1564	Smith, Philip,	63	42	7
1187	Smith, Mary I.,	49	28	47
1674	Sullivan, James,	32	13	?
2713	Sinclair, James,	63	72	5
5914	Smith, Mary M'G.,	68	29	9
525	Peacock, Robert,	34	20	?
1987	Johnstone, John,	58	33	41
1734	Toolin, John,	49	110	49
7227	Woods, Joseph,	40	21	19
7343	Bell, Robert,	40	45	7
5175	Jones, Catherine,	47	60	3

APPENDIX No. CLXXII. (A).

PAPER HANDED IN BY MR HAMILTON MAXWELL, EDINBURGH.

Q. 62231 (15).

1. SECRETARY AND TREASURER to INSPECTOR.

86 George Street, Edinburgh, 20th November 1905.

E. I. B. Home. *Case of*.....

Dear Sir,—Referring to my recent call, I have now to request you to place before the Parish Council a claim on behalf of the directors of this institution for a payment in respect of our having taken into our home a lad, ..., who is chargeable on the parish.

I annex particulars of the case taken from the lad's admission schedule. (Particulars given above.)

Our claim is based on the fact that if we did not take the lad he would require to be provided for elsewhere at the cost of the rates, and accordingly it seems equitable that the Parish Council should contribute towards his maintenance.

I quite understand that such a claim as I am now putting forward might strictly not hold good under section 67 of the Poor Law (Scotland) Act, 1845, but if the Parish Council cannot contribute towards our funds, they might perhaps see their way to grant outdoor relief to the lad, and pay to us the weekly allowance to be expended on his behalf.

Trusting that the Parish Council will favourably consider this application, and awaiting your reply, I am, yours faithfully, (Signed) HAMILTON MAXWELL,
Secretary and Treasurer, E. I. B. Home.

The Clerk of the Parish Council,
Parish Council Chambers, Castle Terrace.

2. INSPECTOR'S REPLY to SECRETARY AND TREASURER.

Edinburgh Parish Council Chambers, Castle Terrace,
Edinburgh, 25th November 1905.

Dear Sir,—I submitted your letter of the 20th inst. to a meeting of my committee held yesterday, but they cannot see their way to grant aliment to this boy in your institution, and can only offer to provide for him in the poorhouse.—Yours truly, (Signed) R. T. FRENCH,
for Inspector.

Hamilton Maxwell, Esq.,
86 George Street.

APPENDIX No. CLXXII. (B).

Paper handed in by Mr Hamilton Maxwell, Edinburgh. Q. 62231 (20).

1. Secretary and Treasurer to Collector of Rates.

86 George Street, Edinburgh, 5th January 1897.

Edinburgh Industrial Brigade Home.

Dear Sir,—With reference to the proposed assessment of the Home premises, 72 Grove Street, for poor and school rates, I beg to appeal against the same, and, on behalf of the directors, to claim total exemption from the assessment.

I beg to refer you to my letter of 8th January last, in which the matter was gone fully into, and on which exemption was given, with the exception of the small portion of the building actually let at a rent of £14 a year.

With reference to my clerk's call on you to-day, when you stated that industrial schools were, by a recent circular of the Board of Trade, to be assessed, I would respectfully point out that our Home is in quite a different position. We have *no Government grant*, as is given in the case of most, if not all, lads in industrial schools. The Home is supported by the lads themselves out of their earnings, and by voluntary subscriptions from the public.

We can further state that we are not in a position to pay rates. Our annual income is not sufficient to meet our expenditure; and to square accounts, we have to draw on capital sums such as legacies, etc.

I shall be glad to hear from you that the exemption given in the past is to be continued, and remain, yours faithfully, (Signed) H. Maxwell.

A. Fraser, Esq., Collector of Rates,
Parish Council Chambers.

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2. Collector of Rates to Secretary and Treasurer.

Edinburgh Parish Council, Collector's Department,
Castle Terrace, Edinburgh, 6th January 1897.

Edinburgh Industrial Brigade Home.

Dear Sir,—In reply to your favour of yesterday, I have to inform you that Parish Councils have not the power to grant the abatement you crave. However, as you seem anxious that the case should be again considered by the Appeals Committee, I shall have pleasure in laying it before them.

The circular you refer to was not issued by the Board of Trade, but by the Local Government Board.—Yours faithfully, (Signed) A. Fraser, Collector.

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3. Collector of Rates to Secretary and Treasurer.

Edinburgh Parish Council, Collector's Department,
Castle Terrace, Edinburgh, 15th March 1897.

72 *Grove Street.*

Dear Sir,—My Appeals Committee have had under consideration the case of Edinburgh Industrial Brigade in their appeal against payment of poor and school rates on the above premises. I am instructed to inform you that they cannot grant the abatement craved. The amount due is £10, 2s. 3½d., which please remit at your earliest convenience.—Yours truly, (Signed) A. Fraser, Collector.

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4. Secretary and Treasurer to Collector of Rates.

86 George Street, Edinburgh, 24th March 1897.

Edinburgh Industrial Brigade Home.

Dear Sir,—I duly received your letter of 15th curt.

If total exemption from poor and school rates cannot be given to this institution, I would ask that it be exempted from occupier's rates, under 32 and 33 Vict. cap. 40 (The Sunday and Ragged Schools (Exemption from Rating) Act, 1869). I am informed that industrial schools, and specially the Industrial School, Brunswick Road, Leith, are so exempt, and I would contend that our institution is in the same position, if not indeed in a better one. We receive no Government or other annual grant, and our institution therefore is a wholly voluntary one, such as the Act would appear specially to cover.

I shall be glad to hear from you at your early convenience.—I am, yours faithfully,

(Signed) Hamilton Maxwell,
Secretary and Treasurer.

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5. Collector of Rates to Secretary and Treasurer.

Edinburgh Parish Council, Collector's Department,
Castle Terrace, Edinburgh, 25th March 1897

Edinburgh Industrial Brigade Home.

Dear Sir,—I am favoured with your letter of yesterday and, in reply, beg to state that the decision of the committee was arrived at after full consideration, nor did they overlook the provisions of the Act of Parliament to which you refer.—I am, yours truly, (Signed) A. Fraser, Collector.

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6. Secretary and Treasurer to Collector of Rates.

86 George Street, Edinburgh, 30th March 1897.

Edinburgh Industrial Brigade Home.

Dear Sir,—I am in receipt of your letter of 25th inst., and, as instructed by my directors at a special meeting held to-day, I enclose cheque in your favour for £10, 2s. 4d. in payment of the poor and school rates, year 1896–97.

This payment is made under reservation of full right to the Home to appeal against the next or any future assessment, in view especially of the proceedings which it is understood Mr Quarrier is taking part in, in order to test the Parish Council's actings in the matter in the cases of institutions similar to ours.—Your faithfully,

(Signed) Hamilton Maxwell,
Secretary and Treasurer.

Alex. Fraser, Esq., Collector of Rates, Castle Terrace.

Note.—In 1898 Mr Quarrier, for the Orphan Homes of Scotland, lost his case, the decision being that the Sunday and Ragged Schools (Exemption from Rating) Act, 1869, conferred a power, but did not impose an obligation, upon rating authorities to exempt Ragged Schools from assessment; and these authorities not having so exempted the Homes, they were liable in payment of rates. (Renfrew County Council *v.* Binnie and others (Trs. of Orphan Homes of Scotland), 1st December 1898, 1 Fraser, p. 186; *P.L.M.* 1899.

86. I produce print report for 1906 of the Edinburgh Industrial Brigade Home, and (print) form of schedule of application for admission into the Home.

I am authorised by the directors to state that they will gladly show the Home to the members of the Commission.

Submitted by Hamilton Maxwell, W.S.,
Secretary and Treasurer.

86 George Street, Edinburgh, 30th March 1907.

APPENDIX No. CLXXII. (C).

Paper handed in by Mr Hamilton Maxwell, Edinburgh. Q. 62318.

I submit the following additional statement asked for by Mr Bentham, and instructed to be lodged by the Commission. It shows the number of applications for boys received at the Home from tradesmen in the city, the number that the Home could supply, and a schedule of the trades to which these boys were sent in the year 1905–6. I should explain that we have not, so far, kept any special record of applications received from tradesmen, nor how these applications are disposed of as they come in, but the figures supplied have been carefully checked from the wages register, etc., and may be taken as approximately correct.

(1) Number of applications for boys in year 1905–6, 55.

(2) Number of boys supplied, 53, per schedule undernoted showing the different trades to which they were sent.

Note.—Of the 79 lads admitted during the year (see *Annual Report for* 1906, p. 19), 53 were thus disposed of in trades; the remaining 26 were sent to occupations which cannot be said to have the status of a skilled trade, *e.g.*, warehouse lads, iron trimmers, and lads working in biscuit factories, etc.

(3) Schedule of trades :—

Coach-painters	2
Bakers	5
Electricians	2
Joiners	4
Tailors	6
Plumbers	9
Tile-layers	3
Moulders	2
Painters	4
Brassfinishers	5
Printer	1
Wood-turner	1
Cabinetmakers	2
Grocer	1
Engineer	1
Wire-worker	1
Saddler	1
Blacksmiths	3
	53

APPENDIX No. CLXXIII. (A).

PAPER HANDED IN BY MRS GEORGE KERR, EDINBURGH.

Q. 62336 (2).

STATISTICS of Poor Relief, from "Report of the Physical Condition of Fourteen Hundred School Children in the City."

I. MARRIED COUPLES receiving relief from Parish Council,		25
a. Husbands who are ill,	13	
b. Husbands in asylums,	5	
c. Husbands in prison, etc.,	3	
d. Husbands whose earnings are supplemented,	4	
	25	
II. WIDOWS receiving relief from Parish Council,		29
Total cases,		54

I. Married Couples receiving Permanent Relief.

1. Husband.
Wife.
2 children, 3, 7.
Rent, 2s. 6d.
Income, 20s. weekly.

Father's earnings,	18s.
Lodger,	2s.
5 persons live on,	20s.

One child receives dinners from Parish Council.

19. Father fairly temperate. Mother very delicate; her mother lodges with them, and helps to keep the home and two children clean and tidy. School-child gets free dinners. Grandmother gets 2s. 6d. parish relief and pays 2s. for board. —Evidence from parish sister, club, employer, headmistress, factor, Parish Council, and doctors. Police report unsatisfactory.

2. Husband. *Ill, since dead.*
Wife.
5 children, 14, 11, 9, 7, 7.
Rent, 3s. 10d.
Income, 15s. weekly.

Father's earnings,	...
2 lodgers,	...
Girl,	4s. 6d.
D.S.S. (charity),	3s.
Parish,	7s. 6d.
6 persons live on	15s.

With a good many free meals.

4. The father a complete wreck through intemperate and fast living; speculation first brought him down. Was later moved to hospital, where he died. Had worked on railway a little time. Mother hardworking, works out; home untidy owing to her being out so much. She pays rent regularly and does her best. An elder boy, groom, fed and clad by his master, sends home what he can. Eldest boy does odd jobs, but seems a wastrel. Parish gave 7s. 6d. after father ill, and feeds four children now. Winter of visit, school dined five free daily and clothed three, and previous winter three had free dinners and two had clothes. A schoolboy earns. The twins are delicate. There are two lodgers. Three children died. She was married at 22.—Evidence from police, Poor Law officer, parish sister, school charity, army charity, children's employment, school officer, factor, pawnbroker, and doctors.

APPENDIX No. CLXXIII. (A).—*Continued.*

Paper handed in by Mrs George Kerr, Edinburgh. Q. 62336 (2).

2a. 2 parents, 40, 35. Man *in asylum.*
5 children, 13, 11, 7, 4, 2.
Rent, 2s. 6d.

Mother chars,	2s. 6d. very irregular.
Boy, 13,	5s.
Church gives	2s. 6d.
Destitute Sick Society,	2s. 6d.
Parish,	6s.
	18s. 6d.

114. Both husband and his sister are in lunatic asylum owing to intemperate habits. The wife drinks heavily, but keeps the house fairly tidy. She gets regular help from nuns, and both she and the eldest boy work, and have parish relief. There is not a great deal of food going. She married at 21, and has lost four out of nine children. One child was clothed and booted by the school last year, and three had free dinners, but they have left to attend an R.C. school lately, to secure the weekly pension from the nuns.—Evidence from school charity, Poor Law, church, police, asylum, schoolmaster, and factor.

2b. 2 parents. *Man ill.*
5 children, 18, 17, 13, 6, 10 months.
Rent, 1s. 6d.

Boy, 18,	8s.
Boy, 17,	8s.
Parish,	3s.
Total income for 7 persons,	19s.

648. Five children dead; overcrowded home. Father, old soldier, suffering from ague, does odd jobs; drinks, and gives his wife money only when he chooses. Was charged a year ago with neglecting family. Said now to be behaving better. Family clean, but thinly clad; girls suffering from sore heads and itch. Free food and clothing from school. Seem to have money, but spend it badly.—Evidence from S.P.C.C., schoolmaster, doctors, and police.

3. Husband. *In prison.*
Wife.
3 children, 12, 7, 3.
Rent, 2s. 6d.

Income, 18s. 6d.	Wife,	7s.
	Boy,	1s.
	Grandmother gives	8s.
	Parish,	2s. 6d.
	5 persons live on	18s. 6d.

32. Parents married at ages 19 and 17, and two children died. Man a drunkard, been in prison for cruelty, drunkenness, and desertion, and has forty-seven convictions against him in three years. Is now away and does not support family. Wife hardworking, does her best, but drinks now and then, and lost a good place through it. She works a mangle with her old mother, and chars. Grandmother gets 3s. a week from parish. Boy sells papers.—Evidence from factor, school charity, S.P.C.C., employer, and doctors.

4. Husband, 55. *Ill.*
Wife, 42.
5 children, 18, 15, 13, 9, 7.
Rent, 3s. 1d.

Income, 27s. 6d. weekly.	Parish,	3s.
	Army pension,	7s.
	Girl,	6s.
	Girl,	3s. 6d.
	Boy,	8s.
	7 persons live on	27s. 6d.

227. The family teetotal for the present, but the father's health has been ruined by over-indulgence, so that he has now locomotor ataxia, incurable. He gets parish relief, and used to get help from a church worker till she found that both parents went on spree. They might have had help from a military charity, as he is an old soldier (with a pension of 1s. a day), but the wife went drunk to see the committee. He repeatedly lost good situations through his irregular habits. The children seem well-doing, and are tidy, and apparently healthy.—Evidence from parish officer, parish sister, club, employer, and schoolmaster.

5. Husband, 43. *Asylum.*
Wife, 39.
5 children, 15, 13, 12, 8, 2.
Rent, 2s. 4½d.
Income, 9s. weekly from parish.
6 persons live on 9s.

240. The wife is feckless and muddling, though doubtless trying her best; often out charring in the day-time, which leaves the housework to be done at night. She looked starved and worn, and at the time of the visit the man was very ill. He was afterwards removed to the lunatic asylum, and the parish gave the wife 9s. a week. One boy, aged twelve, had been dismissed from one school for theft, and afterwards was convicted for breach of the peace, so was sent to the Industrial School some weeks after the visit. A society of nuns give material help to the mother. They are all very dirty, but sober.—Evidence from Poor Law official, club, police, benefit society, employer, factor, and schoolmaster.

6. Husband, 33. *In asylum.*
Wife, 31.
2 children, 7, 5.
Rent, 2s. 4d.

Income, 10s. 6d.	Woman earns,	7s. 6d.
	Parish,	3s.
	3 persons live on	10s. 6d.

276. Parents married at ages 24 and 23. Father in asylum with alcoholic insanity, and later on was removed to lunatic ward of poorhouse. Mother respectable, doing her best, with 3s. a week from parish and charring. Food scanty; schoolgirl gets free dinners and clothes from school, and winter after visit both girls had free dinners daily.—Evidence from asylum, two missionaries, Parish Council, factor, club, school charity, police, schoolmistress, and doctors.

7. Husband. *Chronic rheumatism.*
Wife.
6 children, 16, 13, 11, 8, 4, 2.
Rent, 3s. 3d.

Income, 24s. 1d. weekly.	Son,	5s.
	Son,	5s.
	Parish,	8s.
	D.S.S.,	3s.
	Incurables,	3s. 1d.
	8 persons live on	24s. 1d.

297. A delicate man, quite incapacitated for work. The home is fairly clean, but though much charitable help is received from societies, parish, church, etc., and the school children get assistance from a school charity, doubtless it must be a struggle to make ends meet. Two of the children are earning a little, having left school; otherwise the income seems to proceed from charitable sources.—Evidence from Incurable Society, missionary, parish sister, School Board officer, Parish Council, police, Destitute Children's Society, insurance society, doctors, and school charity.

8. Husband (second husband) earning ?
Wife.
4 children, 18, 10, 7, 2.
Rent, 2s.

Income, 22s. 6d.	Husband earning,	?
	Woman earns,	10s.
	Girl,	8s.
	Parish,	4s. 6d.
	5 persons live on	22s. 6d.

312. A widow with family; three children dead. She works regularly, and gets parish and some charitable relief. She is occasionally intemperate—used to be very much so—but apparently hardworking, and her house is fairly comfortable, though the children are not tidy or clean. The eldest girl keeps house. Connected with a church, and insured. Since the visit she has married again, and trying to get rid of her boy by getting him into difficulties with police. She has succeeded so far that he is now in an institution.—Evidence from police, employer, Parish Council, thrift society, parish sister, church, teachers, doctors, and factor.

APPENDIX No. CLXXIII. (A).—*Continued.*

Paper handed in by Mrs George Kerr, Edinburgh. Q. 62336 (2).

9. Husband. *Bedridden.*
Wife.
4 children, 27, 17, 13, 10.
Rent, 2s. 4d.

Income, 28s. 6d.	Son earns,	11s.
	Son „	9s.
	Son „	3s.
	Parish gives	5s. 6d.
	6 persons live on	28s. 6d.

330. The father is an invalid, but the mother is very cheery, and the home is tolerably comfortable. Two children are grown-up and earning (one is said to drink), and one boy earns after school hours. The youngest is tubercular. Parish relief is given. The school charity gives food and clothing, and the church also gives assistance. There must be a struggle to make ends meet, but the mother appears to do her best. No societies are subscribed to.—Evidence from two parish sisters, Parish Council, school charity, police, missionary, children's employment, teacher, church, doctors, factor, and co-operative society.

10. Husband, 44. *Invalid.*
Wife, 44.
7 children, 24, 15, 13, 8, 7, 3, 2.
Rent, 3s. 3d.

Income, 23s. 6d. weekly.	Son earns,	5s. 6d.
	Girl „	8s.
	Parish,	10s.
	9 persons live on	23s. 6d.

365. A poor family, with father dying of bronchitis—he died a few weeks after visit—and the wife had 10s. a week from the parish. He was a good workman, and though he drank now and then he never neglected his work with it. The children and wife not strong, and badly off for clothes, and hence irregular at school, but better after getting school clothes. A church helped them occasionally. The room not very tidy and crowded with furniture, and the house two flats below street level, very dark and unhealthy. Both parents married at 16, and eight children out of twelve survive. Two are working, and after father's death the mother went out to work too as often as she could leave the children. The food scanty, and the children not allowed to run in the streets.—Evidence from Poor Law officer, police, mission church, parish sister, employer, schoolmistress, doctors, and factor.

11. Husband, 45. *Deserted.*
Wife, 42.
3 children, 13, 6, 5.
Rent, 1s. 8d.

Income, 19s. weekly.	Mother,	9s. 6d.
	Son,	5s.
	Parish,	4s. 6d.
	4 persons live on	19s.

368. A clean, tidy, happy home since father left it. He is a very bad lot, now dying in some institution of general paralysis, the result of his bad life. He treated the family very badly, and after two attempts to live with him the wife left him. Two out of five children have died. She gets poor relief, 4s. 6d. a week, and about 9s. 6d. from cleaning. One child does messages. Everyone speaks well of her, and her sister-in-law is good to children while she is out working; and a small niece comes to sleep at her house each night. Children very tidy, clean, and regular at school.—Evidence from parish worker, employer, Poor Law officer, church, police, schoolmistress, doctors, and children's employment.

. 2. Husband, baker. *Grandchild.*
Wife.
4 children, 21, 14, 13, 10.
1 grandchild, 7.
Rent, 3s. 2d.

Income, 68s.	Father earns	30s.
	Son „	30s.
	Son „	5s.
	Parish,	3s.
	7 persons live on	68s.

442. Both aged 23 at marriage. Five children dead three now earning in house, which is fairly kept save the kitchen. Children not ill-cared for, but parents both heavy drinkers; get 3s. for grandchild. Have as much as £6 per week coming in at times.—Evidence from club, church, schoolmaster, factor, pawnbroker, employer, police, and doctors.

13. Husband. *In penitentiary.*
Wife.
2 children, 7, 3.
Rent, 2s. 1d.

Income, 13s.	Mother earns	10s.
	Parish gives	3s.
	3 persons live on	13s.

463. Married at 26 and 18. Two children dead. Husband been in Morningside Asylum, and now in Inebriates Penitentiary through drink. When crazy, indecently assaulted small daughter. Seventeen previous convictions, with varying sentences against him. Wife exceptionally nice and industrious, works and tries to support family, keeps them well fed and dressed; gets 3s. from parish; has two children at present in an institution. One child gets soup free.—Evidence from reformatory, mission, Parish Council, church, schoolmistress, school charity, doctors, and police.

14. Husband, 34. *Ill.*
Wife, 31.
3 children.
Rent, 2s. 3½d.
Income, 6s. weekly from parish
7 persons live on 6s.

508. Both parents bad and drunken; house and children in awful condition. Had parish relief while husband was convalescent; get free dinner tickets. Father has only irregular work.—Evidence from headmaster, parish sisters, factors, doctors, school charity, and police.

15. Husband. *Ill (then died).*
Wife.
2 children, 9, 7.
Grandmother.
Rent, 2s. 1½d.

Income, 16s. 6d.	Wife,	11s.
	Grandmother,	2s. 6d.
	Parish,	3s.
	4 persons live on	16s. 6d

528. Very poor family; widow does her best, with old mother to keep on 2s. 6d. parish relief a week, and 3s. for self and two children, one of whom is in hospital at present. The other has free dinners daily and clothes this winter from school, and free dinners from parish in year after visit. Attend mission, and are in a thrift club. Sober, and as well-fed as funds allow. Husband was twice married, and two children died.—Evidence from Poor Law officer, school charity, club, mission, police, schoolmaster, doctors, and employer.

16. Husband, 31. *Ill.*
Wife, 25.
3 children, 7, 5, 2.
Rent, 2s.
Income, 7s. 6d. from parish.
5 persons live on 7s. 6d.

558. Father in poorhouse hospital for eleven months. Mother, who married at 18, living with three small children on parish relief. These are badly fed and clad, and dirty, living chiefly on pease-meal and free soup. Home a damp, dark room. Mother suspected of drink.—Evidence from Parish Council, church, club, headmistress factor, poor house, doctors, and police.

APPENDIX No. CLXXIII. (A).—*Continued.*

Paper handed in by Mrs George Kerr, Edinburgh. Q. 62336 (2).

17. Husband, 52. *Ill.*
Wife, 45.
3 children, 16, 13, 3.
Rent, 4s. 3d.

Income, 23s.	Wife earns	5s.
	Son „	6s.
	Son „	1s. 6d.
	Club gives	3s.
	Parish gives	7s. 6d.
	5 persons live on	23s.

574. The father is half-paralysed and unable to work for three years. He gets 7s. 6d. a week off the parish and 3s. from a sick society; and as mother and two children are working, they manage somehow, and are very well-dressed and well-fed. The man is fond of reading solid good literature, and tries his hand at writing. The wife used to drink, but is much better now, though not teetotal. The home is well-kept.—Evidence from factor, Poor Law, police, employer, and schoolmaster.

18. Husband. *Asylum.*
Wife.
3 children, 13, 11, 9.
Rent, 2s.

Income, 21s.	Wife earns	12s. 6d.
	Son „	4s.
	Parish gives	4s. 6d.
	4 persons live on	21s.

657. Father in asylum (alcoholic insanity), after trying to cut his own and children's throats. Mother, married at 18, works for three children, one of whom helps, and another is just beginning to do so. Parish assists, and after a hard time they are doing well. Coal given at Christmas. Children well-kept and regular at school. Boy cannot be pressed for fear of his going off his head. Whole family abstainers.—Evidence from Parish Council, church, club, headmaster, church army, children's employment, factor, asylum, pawnbroker, co-operative store, and doctors.

19. Husband. *Ill.*
Wife.
6 children, 9, 7, 6, 5, 3, 2.
Rent, 3s. 8d.

Income, 9s.	Girl,	1s. 6d.
	Parish,	7s. 6d.
	8 persons live on	9s.

675. Respectable and tidy home; children well fed and dressed. He is in painting trade, and in irregular work; got a fall, when drunk, on the stair, and was in hospital with concussion; wife says he has never been the same since. Children quick, and regular at school.—Evidence from club, employer, schoolmistress, factor, doctor, school charity, and police.

20. Husband, 36. *Ill.*
Wife, 34.
4 children, 14, 11, 8, 6.
Rent, 4s. 3d.

Income ?	Girl earns,	5s.
	Parish,	?
		?

688. Parents married at 20 and 19; lost three children. Mother ill with heart disease, father with consumption, which keeps him from doing regular work, and has gained him temporary relief from parish since visit. Both drink, mother a good deal, often so as to make herself ill. The house very dirty, but children, who are all delicate, are kindly treated, and pretty well-fed. Eldest girl earns, and keeps house as she can; it contains good furniture. Rent very irregularly paid, though better lately. Second girl had to leave school, consumptive. Are in two thrift clubs.—Evidence from Parish Council, factor, police, mission, employer, doctor, and schoolmistress.

21. Husband. *Partially an invalid.*
Wife.
5 children, 13, 7, 6, 2, 4 months.
Rent, 4s. 2d.

Income, 21s.	Husband earns,	10s.
	Mother,	2s. 6d.
	Parish,	8s. 6d.
	4 persons live on	21s.

739. Home made wretched by father's intemperance, then he was in hospital, and after he recovered could do little for a time. Draws a bath-chair for invalid now. Wife does laundry work, and has to be mainstay of house; very hardworking, sober, nice woman. Her illegitimate son is wild; was put into truant school, but spends nights on streets still. Baby died some months ago, after visit; and second boy in hospital with whooping-cough. Were given five bags of coal from a church, and free dinners for three children, and clothes for two during winter, besides occasional groceries. Man had five convictions for drunkenness against him up to time of illness.—Evidence from school charity, church, police, church society, schoolmistress, factor, and doctors.

22. Husband, 35. *Prison.*
Wife, 35.
6 children, 8, 6, 4, 1, 1, 3 months.
Rent ?
Income, 6s. from parish.
Relations help ?
8 persons live on 6s. + ? from relations.

757. Bad home. Parents both drink, and children neglected, though man much the worse, and he drives her out of home with the children. Children go to grandmother, not far away, till difficulties blow over. Man had accident more than a year ago; drunk at time, and been idle since, except for six weeks' work. S.P.C.C. just about to prosecute him for starving and not clothing children properly, when he was sent to gaol for theft. They had bread and treacle three times a day, and wife got relief; they had 6s. a week from parish all time he was ill. Been watched since by S.P.C.C. and is treating family better, though again out of work, six months after visit. They have lapsed from thrift society and trades union.—Evidence from C.O.S., parish sister, police, club, schoolmistress, pawnbroker, S.P.C.C., and doctors.

23. Husband, 60. (*Bronchitis, in bed, unfit.*)
Wife, 54.
3 children, 22, 14, 11, all working.
Rent, 3s. 1d.

Income.	Sick Society,	3s.
	Parish,	5s.
	Girl,	11s.
	Boy,	3s.
	Boy,	3s. 6d.
		£1, 5s. 6d.

7. A family where parents are much given to drink; father invalided, and being helped by a sick society, 3s. a week, and parish, 5s. a week. Wife makes a little irregularly by charring. Two children earn 14s. a week. They are in a burying club. Two children have died. Food is rather scanty. Wife *very* quarrelsome and drunken. The boys play truant often. Two were given free food and clothes two winters ago, and this winter one has free dinners and clothes given. A mission has given cheap clothes.—Evidence from schoolmaster, police, Poor Law officer, C.O.S. branch, church, school charity, sick society, children's employment, factor, school officer, charity school, pawnbroker, and doctors.

APPENDIX No. CLXXIII. (A).—*Continued.*

Paper handed in by Mrs George Kerr, Edinburgh. Q. 62336 (2).

II. Widows receiving Permanent Relief from Parish Council.

1. Widow.
5 children, 16, 14, 12, 6, 5.
Rent, 3s. weekly.

Income, 14s.	Widow,	4s. 6d.
	Son,	7s.
	Son,	2s. 6d.
	6 persons live on	14s.

Parish Council and Samaritan Fund also assist, amount not stated.

42. Man ill in hospital, has since died, and wife gets parish relief. Girl and two boys working, and mother. She drinks a good deal, especially when drawing relief money, but is clean and tidy. Younger boy a great truant. Food irregular and scanty. Girl wild and restless; husband weak-witted. Two children died.—Evidence from schoolmaster, police, church, parish sister, thrift society, factor, pawnbroker, and doctors.

2. Widow, 42.
9 children, 21, 19, 17, 15, 11, 10, 7, 6, 3.
Rent free.

Income, 36s. 6d.	Mother,	5s.
	Girl,	9s.
	Girl,	8s 6d.
	Girl,	5s.
	Girl,	1s. 6d.
	Parish,	7s. 6d.
	10 persons live on	36s. 6d.

141. A family of nine girls and widow; one boy and one girl dead. Father dead two years, and mother in a free double house and in charge of a working-men's club. She gives satisfaction in every way, as her husband did before. He was a strict teetotaller for the last twelve years of his life, and latterly gave his whole time to the club. Five of the girls are earning, and the mother has 5s. a week for work at the club, and many perquisites. A mission gives cheap coals, another gave ten bags of coal at Christmas time, parish relief is 7s. 6d. a week, and for two winters four children have had free dinners from school, and clothes and boots for one. The girls attend a mission and are regular at school. All are clean and tidy, though the mother is not a very first-rate housekeeper. They belong to two thrift societies. The food is very plain, and seems hardly sufficient in quantity.—Evidence from police, mission, employer, co-operative, doctors, Poor Law, two societies, school charity, two parish sisters, schoolmaster, children's employment.

3. Widow.
6 children, 18, 16, 14, 12, 9, 7.
Rent, 2s. 6d.

Income, 34s. 6d.	Mother,	10s.
	Girl,	8s.
	Girl,	6s.
	Girl,	6s.
	Parish,	4s. 6d.
	7 persons live on	34s. 6d.

152. A rather dirty, untidy house, with inmates to match. The mother, a widow for three years, is out charring all day, and the eldest girl does not seem to clean up when she comes in from her work. Three children earning, contribute 18s. to the housekeeping, and parish gives 4s. 6d. a week, while the mother gets fron 9s. to 10s. a week, and much broken victuals and cast-off clothes now and then. For two winters three children had free dinners, and two had clothes from school. They were evicted some time after visit, as they would not pay the rent, and left a very dirty house. The father died of excessive drinking, and the mother has a bout now and then. The children are regular at school. The mother is highly spoken of by her last employer for steadiness and regularity. They are in a society.—Evidence from employer, two missionaries, school charity, Poor Law, police, parish sister, schoolmistress, factor, and doctors.

4. Widow.
5 children, 26, 17, 13, 9, 1.
Rent, 2s. 6d.

Income, 20s.	Mother,	5s.
	Girl,	8s.
	Boy, 2s. 6d.	2s. 6d.
	Parish,	4s. 6d.
	6 persons live on	20s.

192. A miserable home. Father dead. Mother and eldest son careless and indifferent. Of the five children, the two eldest are grown-up. The elder girl is working, and she is of a better type, and might do well under better circumstances; she looks overworked. The mother is supposed to char; she gets parish relief; and one child earns out of school hours. Four children are dead. The children at school are dirty and ragged. The mother could work if she did not drink. The children at school get free dinners and clothing, and the family is favourably reported on by the church.—Evidence from parish sister, Parish Council, school charity, police, teacher, children's employment, and school officer.

5. Widow.
3 children, 12, 11, 7. 11 sent to Quarrier's Home.
Rent, 2s. 2d.

Income, 15s.	Mother,	10s.
	Parish,	5s.
	3 persons live on	15s.

193. A widow, apparently respectable and well-doing, but may drink. She must in any case have a struggle to maintain her family, though she has had much help from parish, church, etc. She works out. The children at school are fed, and altogether a large amount of charity must be received, as two churches have interested themselves in the matter.—Evidence from church, Parish Council, school charity, police, parish sister, teacher, insurance, and factor.

7. Widow, 42.
6 children, 15, 14, 12, 10, 7, 6.
Rent, 3s. 10d.

Income, 23s. weekly.	Mother,	5s.
	Girl,	4s.
	Boy,	6s.
	Parish,	8s.
	7 persons live on	23s.

279. Widow, married at 24, lost one child, and husband four years since. Weakly; lives off parish relief and charities, church giving coals, etc. Food insufficient, home fairly tidy and comfortable. Two children earn.—Evidence from church, Parish Council, police, club, schoolmaster, and doctors.

8. Widow, 36.
5 children, 17, 15, 13, 11, 9.
Rent, 2s. 10d.

Income, 24s. 6d.	Mother,	7s.
	Girl,	5s. 6d.
	Girl,	3s. 6d.
	Girl,	4s.
	Parish,	4s. 6d.
	6 persons live on	24s. 6d.

284. Widow, married at 18; with her own and children's earnings and parish relief, fairly well off. Two children get free dinners and clothes from school. She is a good worker, but drinks, and indulges in such riotous tea-parties with other women that factor evicted her, and extracted money to pay for damages. Food fair, and seems sufficient. —Evidence from employer, two parish sisters, school charity, Parish Council, police, schoolmaster, doctors, and factor.

APPENDIX No. CLXXIII. (A).—*Continued.*

Paper handed in by Mrs George Kerr, Edinburgh. Q. 62336 (2).

9. Widow.
4 children, 12, 10, 7, 4.
Rent, 1s. 11d.

Income, 17s. 6d.	Mother,	5s.
	Boy,	4s.
	Parish,	8s. 6d.
	5 persons live on	17s. 6d.

286. The house, of one room, was clean and tidy at the time the visitor called, and the mother, a widow, ill in bed. Her mother, a most respectable old woman, was nursing her. She drinks so hard that her heart has become seriously affected, and she is not now fit for continuous hard work. The children, who are bright and attractive and good workers, suffer from neglect, and would suffer more but for the grandmother's care. The mother is a charwoman in a public-house, and entitled to parish relief, out of which she pays her rent with fair regularity. She constantly troubles the schoolmaster with visits of complaint, but has never been seen sober by him. People have been kind to the family for grandparents' sake. The eldest boy is a capital little fellow, sorely tried by his mother's behaviour. He acts as a buffer between her and the younger children; and if he does not grow disheartened, will keep the family together. He and the two next in age were given free dinners all last winter under a new "free food" scheme started in the city.—Evidence from employer, three parish sisters, Poor Law, school charity, church, police, club, headmaster, factor, and doctors.

10. Widow.
5 children, 11, 9, 7, 6, 2.
Rent, 2s. 6d.

Income, 21s.	Mother,	7s. 6d.
	Lodger,	6s.
	Parish,	7s. 6d.
	6 persons live on	21s.

290. Parents married at 27 and 21; one boy and husband dead. Respectable widow; large airy living-room, pretty clean, lots of pictures. Children poorly fed; four get free dinners at school, and three had clothes; and two years before, three had free dinners and three were clothed. Has parish relief, and clothes, coal and food from mission; but is not greedy in asking. Children kept tidy.—Evidence from school charity, two parish sisters, Parish Council, police, church, schoolmaster, factor, and doctors.

11. Widow.
5 children, 20, 15, 13, 11, 5.
Rent, 3s. 6d.

Income, 27s. 6d.	Mother,	7s. 6d.
	Girl,	8s.
	Boy,	4s.
	Boy,	5s.
	Parish,	4s.
	6 persons live on	28s. 6d.

294. This woman, who was a widow, has recently married the father of her youngest child, though the father and his family keep up their own separate establishment close by. Her home is fairly comfortable; she works out, and her three elder children are also in employment. Her parish relief will probably cease, now she has married again. Altogether she seems a hardworking woman, but she is given to "entertaining company," though she does not go to extremes in this direction.—Evidence from parish sister, church, police, employer, insurance society, teacher, and factor.

12. Widow.
7 children, 17, 14, 9, 7, 5, 2, 3 months.
Rent, 3s. 1d.

Income, 18s.	Girl,	6s.
	Boy,	4s. 6d.
	Parish,	7s. 6d.
	8 persons live on	18s.

325. Very respectable widow with a large family, two of whom are working; three are dead. A mother is a lodger. The parish gives relief, and the children get free dinners and other help from school charity and church. The father was an invalid some time before his death. The children are tidy, well cared for, and well-mannered.—Evidence from school charity, doctors, parish sister, Parish Council, police, church, and teacher.

13. Grandmother.
1 child, 9.
Rent, 1s. 7d.

Income, 7s. 3d.	Parish,	3s. 1d.
	Incurables,	3s.
	Old Women's Society,	1s. 2d.
	2 persons live on	7s. 3d.

386. This is a household consisting of a grandmother and her orphan grandson, both living apparently on 7s. a week. The parish gives 3s. for the boy, with boots and clothes, the grandmother gets about 4s. from charitable societies (Incurables and Old Woman's Society). The house is not clean, and the food cannot be good; an aunt comes in to cook it. The boy was without shoes and stockings. The grandmother is palsied. They go to church, and are in an insurance society. The boy sometimes gets dinner tickets. The rent is £4 a year.—Evidence from Incurable Society, church, police, relief society, school officer, doctors.

14. Widow.
3 children, 9, 7, 3.
Rent, 2s. 6d.

Income, 15s. 6d.	Woman,	6s.
	Girl,	2s.
	Parish,	7s. 6d.
	4 persons live on	15s. 6d.

393. This is a widow who married very young, and lost her husband ten years later, leaving her with three children. The oldest boy is unmanageable and defective; the second child earns a trifle out of school-hours. The woman charred, but she is now ordered to cease working owing to delicacy. She is hardworking. Food and clothing are given, as also parochial assistance and coal. Woman was in infirmary, and got help on coming out. Eldest boy to be got into Home, and applying for parochial assistance for herself.—Evidence from missionary, parish sister, Parish Council, school charity, children's employment, factor, schoolmistress, and doctors.

15. Widow..
6 children, 23, 18, 13, 13, 11, 7.
Rent, 3s. 1d.

Income, 28s. 6d. to 35s. weekly.	Mother,	?
	Son,	7s.
	Son,	14s.
	Son,	4s. 6d.
	Parish,	3s.
	6 persons live on	28s. 6d.

440. Three earning in family. Father, who drank, long dead. Mother drank too; died lately of consumption. Home now decently and well kept by girl of 15. Eldest brother drinks on Saturdays. Family well-doing, but helped by charities.—Evidence from police, Parish Council, church, school charity, club, schoolmistress, factor, charity school, pawnbroker, and doctors.

APPENDIX No. CLXXIII. (A).—*Continued.*

Paper handed in by Mrs George Kerr, Edinburgh. Q. 62336 (2).

16. Widow, 46.
3 children, 16, 12, 6.
Rent, 4s.

Income, 16s.	Lodger,	6s.
	Boy,	6s. 6d.
	Girl,	6d.
	Parish,	3s.
	4 persons live on	16s.

481. Good home, though very poor. Widow, not strong, takes in lodgers, a girl and man. Latter away at present, out of work. Gets parish relief and cheap coals; eldest boy gave trouble, but is now in army; younger, very good lad, works well. Members of church and thrift club. Father dead six years and one boy died. Girls have had free dinners three years running, and one got clothes last year from school.—Evidence from police, church, Poor Law, school charity, employer, children's employment, schoolmaster, and doctors.

17. Widow, 40.
6 children, 20, 18, 16, 11, 5, 3.
Rent, 3s. 2d.

Income, 31s. 6d.	Son,	12s.
	Girl,	8s. 6d.
	Girl,	8s.
	Parish,	3s.
	7 persons live on	31s. 6d.

620. A nice family, teetotal since the father's death, three years ago. She married him at 18—he was ten years her senior—and lost two children. She looks worn out, but the home is well kept, and the eldest boy very good to her. A mission has twice given her five cwt. of coals this winter, and other help besides, but she resented its being called "charity." The school children are sent nice and tidy, but are stupid.—Evidence from church, mission, police, schoolmaster, and doctors.

18. Widow, 34.
4 children, 13, 11, 8, 6.
Rent, 1s. 11d.

Income, 15s. 6d.	Woman,	8s.
	Girl,	3s.
	Parish,	4s. 6d.
	5 persons live on	15s. 6d.

633. Two families live together, widows and five children between them. One of them keeps herself and four young children going on 15s. a week, her eldest girl being exempted from day-school. The food is necessarily poor and scanty, and the boy, whose eyes are affected, is going blind in consequence. He gets free dinner daily at school, and the winter after the visit he and two small sisters had free dinners every day. The school committee gave clothes for him and one girl. The father had died of heart-disease, and the little girl is delicate. Mother an excellent worker, and most respectable woman, doing her best.—Evidence from employer, Poor Law officer, schoolmaster, parish sister, neighbour, school charity, club, co-operative, and doctors.

19. Widow, 44.
1 child and son-in-law with wife and baby.
Rent, 2s.

Income, 24s.	Son-in-law,	18s.
	Parish,	6s.
	5 persons live on	24s.

638. A sickly widow, who, besides her parish relief, has to depend on her son-in-law, who seems a kindly, cheery lad, very young and just lately a father. The food is none too plentiful, and the girl dull and weakly. The girl has had free school dinners all winter, and afterwards was dined daily by the parish. She attends school regularly and is pretty well dressed and clean and tidy.—Evidence from police, schoolmistress, employer, Poor Law officer, and doctors.

20. Widow.
8 children, 19, 17, 15, 13, 9, 7, 5, 4.
Rent, 3s. 10d.

Income, 44s. 6d.	Widow,	8s. 6d.
	Son,	9s.
	Son,	6s.
	Son,	7s.
	Girl,	10s.
	Parish,	4s.
	9 persons live on	44s. 6d.

644. A widow with eight children; one died, and one married at 17. Has had a great fight and done very well by her family, of whom four are now working, and, with some parish relief, bring in good income.—Evidence from Parish Council, parish sister, club, employer, headmaster, factor, police, and doctors.

21. Widow.
4 children, 20, 13, 17, 4.
Rent, 2s. 6d.

Income, 10s. 6d.	Boy,	2s. 6d.
	Girl,	2s.
	Parish,	6s.
	5 persons live on	10s. 6d.

652. Three children and father dead of cancer. Receive 6s. per week parish relief. Three children beginning to earn. One at home has fits. House dirty, like the girls, who have sore eyes. Mother drinks with neighbours. Whole family lacking in intelligence, but cute. Get food from hotels, and all sorts of charities, and thus "dine well." In spite of dirt, take in washing. Free food and clothing granted from school. Coal at Christmas from church.—Evidence from church, school charity, factor, doctors, club, police, schoolmaster, and church army.

22. Widow.
4 children, 23, 11, 9, 6.
Rent, 3s. 5d.

Income, 30s.	Wife,	5s.
	Girl,	12s.
	Boy,	10s.
	Parish,	3s.
	5 persons live on	30s.

661. Both 21 at marriage. Two children and husband dead; three children earning. Large, comfortable, clean living-room. One girl was in service, but went into mill, disliking restraint; is to send home 8s. quarterly. Clean, hardworking woman, who chars. Get cheap coals; parish relief 3s.; three given daily dinner by Parish Council throughout the year since visit; clothes from Coronation Fund. Food and clothing granted from school; in fact the lady is considered to know how to make her "struggle" easy. Baker son lives at home; one child acts in pantomime during winter.—Evidence from church, Parish Council, school charity, schoolmistress, factor, pawnbroker, doctors, and police.

23. Widow, 36.
4 children, 14, 11, 9, 5.
Rent, 2s. 1d.

Income, 18s. 6d.	Mother,	10s.
	Girl,	4s.
	Parish,	4s. 6d.
	5 persons live on	18s. 6d.

737. Early marriage, 20 and 19, and husband died when youngest a baby. Mother chars, and gets parish relief, and girl earns. Teetotal, nice, clean, industrious family; food good and plain; airy room. One boy in hospital, other has had rickets. Children sent to country in summer by charity for some years past, and two get free dinners daily. Are in thrift club.—Evidence from police, Parish Council, club, church, factor, and doctors.

APPENDIX No. CLXXIII. (A).—*Continued.*

Paper handed in by Mrs George Kerr, Edinburgh. Q. 62336 (2).

24. Widow, 47.
3 children, 13, 11, 9.
Rent, 2s. 6d.

Income, 9s.	Wife,	3s.
	Parish,	6s.
	4 persons live on	9s.

756. Bad home. Father, who married early (both aged 20), drank himself to death a year ago, and mother going the same way, though never "incapable." Grown and small children going downhill; two girls married; son in navy; two girls in service lost sight of. Income stated can't keep them; children very neglected and half-starved; and she never pays rent nor any other debts if she can help it. Three school children get free dinners now daily from parish, and mistress has reformed them in matter of attendance. They go to three Sunday schools.—Evidence from police, Parish Council, two churches, schoolmaster, factor, pawnbroker, and doctors.

25. Widow.
4 children, 9, 7, 4, 2.
Rent, 2s. 2d.

Income, 15s.	Mother,	7s.
	Parish,	8s.
	5 persons live on	15s.

765. Widow, with four young children, two delicate; one dead. School children regular, untidy, fairly well dressed and fed; two have free dinners from Parish Council, and two sent with Holiday Fund to country, and get clothing.—Evidence from Parish Council, church, missionary, school charity, headmistress, doctors, and police.

26. Widow.
5 children, 15, 13, 11, 8, 1.
Rent, 1s. 11d.

Income, 20s.	Wife,	12s.
	Girl,	4s. 6d.
	Lodger,	3s.
	Parish,	8s. 6d.
		28s.

779. Married at 25 and 21. Husband and three children dead; two in house earning. Take a lodger; 6s. parish relief per week; get help in money from church. Mother chars; good woman till husband died, now some question about it. Children and home well cared for and nice, but with bad reputation.—Evidence from school, pawnbroker, doctors, parish nurse, two churches, missionary, Parish Council, school charity, employer, schoolmaster, schoolmistress, factor, and police.

27. Widow, aged 43.
4 children, 17, 12, 10, 16 months.
Rent, 3s. 4d.

Income, £1.	Mother chars,	8s. 6d.
	Girl,	7s.
	Parish,	4s. 6d.
	Total for 5 persons,	£1.

431. A widow who drank when husband alive, but now does not apparently do so, though she is "feckless" and thriftless. Four children, one of whom is grown-up and earning. Woman gets small parish relief for rent, and herself does charring, for which she has a regular job. She also gets boots from the parish, and coals and clothing from church; also children have free dinners. They belong to church, and are insured. Live in two-roomed house. Things ought to be better than they are.—Evidence from mission, police, Parish Council, parish sister, club, church, employer, factor, and doctors.

28. Widow, aged 32.
1 child, aged 8.
Rent, 2s. 6d.
Income, Parish Council, 3s.

230. A sad anæmic young widow, with one child, and half the house let to a married sister, who pays half the rent. But even so, she will give it up, as it is too expensive. She works out all day, and sends the child to her grandmother, which makes her school attendance very irregular. Except for the parish relief, no proper account of her sources of income are forthcoming. She is a year behind with her rent, though her husband had not been long dead. Everything in the home is extremely clean and well-kept, inmates included. No charitable aid known of.—Evidence from schoolmistress, club, Poor Law officer, and police.

29. Widow.
6 children, 2 nephews, 1 niece.

Boy, 21,	idle.
Boy, 17,	idle.
Boy, 15,	8s.
Girl, 19,	8s.
Girl, 16,	3s. 6d.
Parish,	4s. 6d.
Income for 10 persons,	£1, 4s.

380. A nice family, though not as industrious as they might be. The schoolgirl lives with her widowed aunt, as do two of her brothers. Five of the young people earn, giving an income of 33s. 6d. a week, besides 4s. 6d. from parish. The mother has not earned for three years. They seem a delicate family, and are said to get a good deal of help. The mother attends church regularly, pays rent all right, and sends girl regularly to school. They live in a historic mansion which has seen better days. Some months after visit the eldest son lost his post through slack trade. They are members of a thrift society.—Evidence from Poor Law officer, police, two churches, employer, schoolmaster, factor, and doctors.

30. Widow, 40.
5 children, 17, 13, 11, 8, 5.
Rent, 3s. 10d.

Mother mangles,	5s. irreg.
Girl,	8s.
Parish relief,	6s.
Total income for 6 persons,	19s.

Also food and clothes from school for children.

553. A widow struggling along with five children, having lost three. Married at 21. Has parish relief, and free dinners, clothes, boots, and stockings for two. Children only fairly well attended to, but very regular at school. One girl earning.—Evidence from society, clubs, Parish Council, church, headmistress, police, and factor.

APPENDIX No. CLXXIII (B).

Paper handed in by Mrs George Kerr, Edinburgh. Q. 62336 (9).

Notes as to Income of Edinburgh Charities.

The following statistics regarding the income of Edinburgh Charities have been compiled from the *Edinburgh Philanthropic Red Book*, published by the Charity Organisation Society in 1901. The figures there supplied are for the years 1899-00. The list comprises 139 charities.

In compiling the list, the endeavour has been made to include only those which are purely Edinburgh Charities. Thus charities which are more properly of the nature of National Institutions have been excluded (even though in some cases included in the Red Book), and only those have been dealt with which are either situated in, or managed from Edinburgh.

The various charities as detailed in the Red Book have been classified under various headings :—

A.—Those marked A are charities which are *mainly* supported by voluntary subscriptions, or grants from charitable trusts.

B.—Those marked B are endowed charities which are supported *mainly* by the proceeds of invested funds or rents, feu-duties and the like.

C.—Those marked C are charities which may be taken as *mainly* self-supporting, *e.g.*, institutions depending for their support on the sale of work by the occupants, or deriving income from board paid by inmates.

The chief difficulty has arisen in classifying those charities falling under more than one of the above heads, and it is admitted that the statistics regarding these latter classes may not be found so consistent or satisfactory.

A, B.—Certain charities dealt with are found to derive their income both from invested funds and from voluntary subscriptions. These are designated by the letters A, B. Unfortunately, it has not been practicable in such cases to show what proportion of income is derived from each of one or more sources. Cases, however, where one source of income largely predominates have been classed as A or B, as the case may be, so that it may be assumed that the letters A, B, denote charities where endowments and subscriptions are depended upon to an approximately equal extent, or at least where both sources bulk pretty considerably in the maintenance of the institution.

A, C.—Charities marked A, C, are those which besides subscription depend to some extent on the proceeds of work done by occupants, or board paid by inmates, etc. The remarks under the heading A, B, apply to some extent to this class also, but as a rule subscriptions in such cases bulk more largely than the other source of income.

A, B, C.—These letters denote charities which, while depending upon both subscriptions and income from invested funds, also contribute towards their own support as in case C.

H.—It has been thought advisable in the statistics to class by themselves all institutions of the nature of hospitals; their sources of income being so varied and complex as to make it impossible to classify them under the other heads. Such institutions have therefore been denoted by the letter H. Some difficulty has been experienced in deciding whether to include certain institutions, *e.g.*, medical dispensaries and convalescent homes under this or one of the other headings. The matter is one on which it is impossible to lay down exact rules, and no doubt certain institutions which are so included might have been classified under other headings, and *vice versâ*.

It may be mentioned that there has been some doubt as to how to deal with cases where legacies or special bequests are included in the statement of income. It is a little misleading to treat such as simply part of the annual income which is thereby unduly inflated. In cases, however, where such legacies have in the Red Book been credited to income instead of capital they have been similarly treated in the statistics.

In a certain number of cases no details of income are available, and in the case of certain industrial schools and reformatories which are largely subsidised by Government, and various Public Health Institutions and asylums which are entirely supported by the rates, the income, though stated, is not carried into the general total.

Classified List of Edinburgh Charities as at 1st January 1901.

Name of Charity.	Class or Classes.	Approximate Income to nearest £.
Charity Organisation and Kindred Societies.		
1. Edinburgh Association for Improving Condition of Poor,	A.	£738
Relief of Physical Infirmity.		
2. Royal Blind Asylum and School,	A, B, C.	4,385
3. Mrs Jane Stobie Clark Fund,	B.	140
4. Edinburgh Society for Promoting Reading among Adult Blind,	A.	496
5. Catholic Blind Asylum,	A, C.	4,815
6. Edinburgh Deaf and Dumb Benevolent Society,	A.	974
7. Edinburgh Institution for Education of Deaf and Dumb,	A, C.	2,833
8. Donaldson's Hospital,	B.	9,314
9. Home for Cripple Children,	A, B, C.	362
10. Royal Edinburgh Asylum for Insane,	H.	54,993
11. Brownsland Temperance Home for Women (Stobo),	A, C.	411
12. Scottish National Institution for the Education of Imbecile Children,	H.	8,059
13. Institution for Relief of Incurables at their own Homes,	A, B.	4,376
14. Dunlop Cancer Fund,	A, B.	1,031
15. Longmore Trust (no information).	...	...
16. Murray Keith Fund,	B.	162
17. Sibbald Pensions (no information).	...	...
18. Stead Benefaction Trust for Incurables,	B.	500
19. Walker Annuity Fund of St Mary's Cathedral,	A, B.	100
20. Royal Association for Incurables, Longmore Hospital,	H.	3,386
Relief of Sickness.		
21. Royal Infirmary, Edinburgh,	H.	30,739
22. Chalmers Hospital,	H.	2,616
23. Church of Scotland Deaconess Hospital,	H.	1,470
24. Fever Hospital (supported entirely from Rates),	H.	...
25. Royal Edinburgh Hospital for Sick Children,	H.	5,919
26. Edinburgh Royal Maternity and Simpson Memorial Hospital,	H.	1,312
27. Eye, Ear, and Throat Infirmary of Edinburgh,	H.	267
28. Victoria Hospital for Consumption,	H.	2,323
29. Edinburgh Hospital for Women and Children,	H.	450
30. Royal Public Dispensary of Edinburgh,	A, B, C.	744
31. New Town Dispensary,	A, B.	374
32. Edinburgh Medical Missionary Society and Edinburgh Medical Convalescent Home,	A.	3,245
33. Western Dispensary,	A.	140
34. Edinburgh Provident Dispensary,	A, C.	304
35. The Eye Dispensary of Edinburgh,	A, B.	120
36. Edinburgh Dispensary for Skin Diseases,	A.	190
37. Edinburgh Homœopathic Dispensary,	A.	47

APPENDIX No. CLXXIII. (B).—*Continued.*

Paper handed in by Mrs George Kerr, Edinburgh. Q. 62836 (9).

Name of Charity.	Class or Classes.	Approximate Income to nearest £.
Relief of Sickness.—continued.		
38. Edinburgh Dental Hospital and School,	H.	£866
39. The Convalescent House, Corstorphine,	H.	1,175
40. City Convalescent House, Musselburgh (supported entirely by Rates),	H.	...
41. Ravenscroft Convalescent Home,	A, B.	440
42. Children's Convalescent Home,	A.	307
43. The Mothers' Rest, Gilmerton,	A.	54
44. Scottish Girls' Friendly Society Edinburgh Home of Rest (no information).	...	...
45. Y.W.C.A. East Holiday House,	C.	167
46. Edinburgh Children's Fortnight Holiday Fund,	A.	1,128
47. Edinburgh Holiday House for Poor Children (Denny),	A.	577
48. Queen Victoria's Jubilee Nurses,	A, B.	2,614
49. District Sick-Nursing Home,	A.	297
50. Edinburgh Lying-in Institution,	A, B.	77
51. Society for Relief of Destitute Sick,	A, B.	2,667
52. Society for Relief of Poor Married Women of Respectable Character in Childbed,	A, B.	...
Relief of Permanent Distress.		
53. Home of Rest for Aged,	A, C.	539
54. House of Refuge for Destitute, Queensberry House,	A, B, C.	4,493
55. The Lockerby Almshouses,	B.	1,004
56. Pape's Charity Trust,	B.	129
57. Boarding House for Widowers' Children,	A, C.	418
58. Cauvin's Hospital,	B.	781
59. Dean Bank Institution,	A, B, C.	536
60. Orphan Hospital, Dean,	A, B.	2,918
61. Paterson's Institution,	B.	1,500
62. Church of Scotland Orphanage,	A.	271
63. Girls' Training Home, Musselburgh,	A, B, C.	279
64. Lady Mary Murray's Institution, Prestonpans,	B.	1,363
65. Red House Home for Destitute Boys,	A, C.	876
66. Carse Greenside Industrial School,	A, B.	268
67. Aged Christian Friend Society,	A.	3,313
68. Airth Benefaction for Indigent Gentlewomen and Gentlemen,	B.	375
69. The Alexander Mortification,	B.	987
70. Robert Christie Bequest Fund,	B.	1,127
71. Craigcrook Mortification,	B.	1,200
72. James Crighton's Trust,	B.	150
73. Senior Female Society for Relief of Aged and Indigent Women,	A, B.	572
74. Charitable or Junior Female Society,	A.	178
75. Annuity Fund of Grand Lodge of Scotland,	B.	1,587
76. Society for Relief of Indigent Gentlewomen of Scotland,	A, B.	5,732
77. James Gillespie's Hospital,	B.	3,657
78. Governesses' Benevolent Society of Scotland (Pensions),	A, B.	898
79. Edinburgh Society for Relief of Indigent Old Men,	A, B.	1,035
80. William Lennie's Trust,	B.	353
81. Marshall Trust	B.	507
82 The Paterson and Pape Fund,	B.	679
83. Mrs Ross' Fund,	B.	138
84. Scougall Bequest,	B.	60
85. Trinity Hospital,	B.	10,904
86. George Vallance'sBequest,	B.	18
87. William Watherston's Endowment,	B.	1,293
88. John Watt's Trust,	B.	800
Relief of Permanent Distress—continued.		
89. Andrew Wemyss' Trust,	B.	£378
90. Governesses' Benevolent Society of Scotland (Residence),	C.	311
91. Chalmers House for Young Women,	A, C.	281
92. Scotch Girls' Friendly Society (Royal Victoria Lodge),	C.	338
93. Edinburgh Industrial Brigade Home for Working Lads,	A, C.	2,553
94. Catholic Working Boys' Home,	A, C.	745
95. George Heriot's Trust,	B.	...
96. John Watson's Institution,	B.	...
97. George Watson's Hospital,	B.	...
98. Merchant Maiden Hospital,	B.	...
99. Daniel Stewart's Hospital,	B.	...
Relief of Temporary Distress.		
100. Edinburgh Church Army Labour Home,	A, C.	398
101. Edinburgh Night Asylum,	A, B.	383
102. Salvation Army Women's Shelter,	A, C.	506
103. Bread and Meal Society,	A, C.	157
104. *Courant* Fund for Destitute Children,	A.	300
105. Committee for Feeding and Clothing Destitute Children,	A.	681
106. Edinburgh and Leith Society for the Relief of Deserving Foreigners in Distress,	A, B.	177
107. Capt. Alexander Horne's Mortification,	B.	113
108. The Kellie Bequest,	B.	70
109. Society for Supplying Cheap Coals to Poor,	A, C.	1,110
110. Edinburgh Royal Infirmary Samaritan Society,	A.	385
111. Plenderleath Trust Fund,	B.	54
112. William Whyte Fund,	B.	40
113. Edinburgh Public Soup Kitchen,	A.	200
114. Simon Square Soup Kitchen,	A.	120
115. Police-aided Scheme for Clothing Destitute Children,	A.	53
116. Fund of Scottish Masonic Benevolence,	B.	91[illegible]
117. Shipwrecked Fishermen and Mariners Royal Benevolent Society (not purely an Edinburgh Charity) — Income for whole Society, £28,562.	...	...
118. Soldiers' and Sailors' Families Association, East Scottish Branch (no details).	A.	...
119. Scottish Female Domestic Servants' Benevolent Association,	A, C.	579
120. Royal Scottish Agricultural Benevolent Institution,	A, B.	1,181
Reformatory Relief.		
121. Wellington Reformatory Farm School (largely Government and Local Grants), £2,335.	...	...
122. Dalry House Reformatory (largely Government and Local Grants), £556,	...	...
123. Edinburgh Original Ragged Industrial Schools (largely subsidised by Government), £4,710.	A, B, C.	..
124. St Joseph's Industrial School, Tranent (largely subsidised by Government) £2,183,	A, C.	..
125. Edinburgh Discharged Prisoners' Aid Society,	A.	278
126. Edinburgh Industrial Home for Fallen Women,	A, C.	1,808

APPENDIX No. CLXXIII. (B).—*Continued.*

Paper handed in by Mrs George Kerr, Edinburgh. Q. 62336 (9).

Name of Charity.	Class or Classes.	Approximate Income to nearest £.
Reformatory Relief.—continued.		
127. Rescue and Probationary Home for Women,	A, C.	£825
128. Edinburgh Magdalene Asylum,	A, B, C.	6,341
129. Heriot Maitland Home,	A, C.	459
130. Edinburgh Rescue Shelter,	A.	359
131. Rescue Home for Young Women,	A.	169
Miscellaneous.		
132. Edinburgh Day Nurseries Association,	A, C.	389
133. National Society for Prevention of Cruelty to Children (Scottish Branch),	A, B, C	2,305
Miscellaneous—continued.		
134. Scottish Society for Employment of Reserve and Discharged Soldiers,	A.	£81
135. Sailors' and Soldiers' Home,	A, C.	362
136. St Andrew's Ambulance Association,	A, C.	475
137. Edinburgh Sabbath Free Breakfast Mission,	A.	920
138. Social and Sanitary Society of Edinburgh,	A.	25
139. Scottish Society for Prevention of Cruelty to Animals,	A, B.	8,853
Total,		£244,318

SUMMARY.

1. Income of Charities classed		A.	£15,526	representing	27	Institutions.
2.	,,	,,	B.	40,297	,,	31	,,
3.	,,	,,	C.	816	,,	3	,,
4.	,,	,,	A, B.	33,816	,,	19	,,
5.	,,	,,	A, C.	20,843	,,	21	,,
6.	,,	,,	A, B, C.	19,445	,,	8	,,
7.	,,	,,	H.	113,575	,,	13	,,
Total income,				£244,318		122	
Institutions whose incomes are not detailed in foregoing statistics,						17	
						139	

LIST TAKEN FROM CHARITY ORGANISATION SOCIETY LIST OF CHARITIES, NOT INCLUDED IN LIST FROM THE RED BOOK.

Name of Charity.	Class or Classes.	Approximate Income to nearest £.
1. Cripple and Invalid Children's Aid Society,	A, B, C.	£1,156
2. Hospice Nursing Home for Women	H.	428
3. Home for Friendless Girls,	A.	131
4. Liberton Industrial School,	A.	365
5. Lauriston Home, Lauriston Place,	A, C.	354
6. "Mars" Training Ship,	A.	716
7. University Settlement Association,	A.	248
8. Social Union and Social and Sanitary Society,	A.	107
9. Edinburgh City Mission,	A.	977
10. Soldiers' and Sailors' Help Society,	A.	159
11. Foreigners' Aid Society,	A.	84
12. Soldiers' Home, Piershill,	A.	340
13. Grassmarket Mission,	A.	149
14. Salvation Army (Women's Shelter),	A.	147
15. Young Women's Christian Association,	A.	115
16. Protective Work (Miss Walker),	A.	126
17. Legal Dispensary,	A.	38
18. Little Sisters of the Poor,	...	...
19. Carrubber's Close Mission,	A.	334
20. Newington Soup Kitchen,	...	...
21. Gordon Memorial Day Nursery,	...	...
22. Robertson Memorial Church,	...	...
23. Dalry House for Girls,	A.	£89
24. Scottish Central Branch Employment for Women,	A.	69
25. Boys' Brigade (Edinburgh Battalion),	...	...
26. Edinburgh Royal Repository,	A, C.	2,152
27. Working Girls' Club,	A, C.	53
28. Kindergarten School (free),	A.	172
29. Police Widows and Orphans Fund,	A.	646
30. Tramways Widows and Orphans Fund,	A.	197
31. Home for Diseases of Women (Cambridge Street),	...	...
32. Vennel Ragged School,	...	...
33. Railway Mission,	...	...
34. Church of Scotland Labour Home,	A.	891
35. Coachmen and Grooms Fund,	...	...
36. Servants' Institution,	A.	360
37. St Andrew's Home, Joppa,	A.	158
		£10,761
		244,318
		£255,079

APPENDIX No. CLXXIII. (B).—*Continued.*

Paper handed in by Mrs George Kerr, Edinburgh. Q. 62336 (9).

SUMMARY OF ADDITIONAL LIST.

1.	Income of Charities classed	A.	£6,618	representing	23	Institutions.
2.	" "	B.				
3.	" "	C.				
4.	" "	A, B.				
5.	" "	A, C.	2,559	representing	3	Institutions.
6.	" "	A, B, C.	1,156	"	1	"
7.	" "	H.	428	"	1	"
	Total income,		£10,761		28	
	Number of Institutions whose incomes are not detailed in foregoing list,				9	
					37	

SUMMARY OF BOTH LISTS.

1.	Income of Charities classed	A.	£22,144	representing	50	Institutions.
2.	" "	B.	40,297	"	31	"
3.	" "	C.	816	"	3	"
4.	" "	A, B.	33,816	"	19	"
5.	" "	A, C.	23,402	"	24	"
6.	" "	A, B, C.	20,601	"	9	"
7.	" "	H.	114,003	"	14	"
	Total income,		£255,079		150	
	Institutions whose incomes are not detailed in foregoing statistics,				26	
					176	

APPENDIX No. CLXXIV.

PAPER HANDED IN BY REV. R. S. CALDERWOOD, EDINBURGH.

Q. 62928.

PARTICULARS AS TO CHURCH OF SCOTLAND LABOUR HOMES.

I herewith append statistics of the Sciennes Road Home for 1906 and the Watson Street Home for Women, Glasgow. I also give a summary of the cases for all our Homes, for the year.

SCIENNES HOME.

Number of inmates at beginning of 1906 . .		32
Admitted during the year.		84
		116
Left—(1) Of own accord	23	
(2) Dismissed	19	
(3) Gone to situations . . .	43	
In the Home on 31st December 1906 .	31	
		116

The inmates are from all classes and of every variety. The general results are satisfactory. So far as our information goes, those who have been aided in getting situations have, with scarcely an exception, done well. Not a few could be named who have proved themselves to have entered on a new life.

WATSON STREET INDUSTRIAL HOME AND SHELTER FOR DESTITUTE WOMEN AND GIRLS.

We receive women from prison, police courts, the streets, lodging-houses, various parts of the city, and from towns and villages all over Scotland. Every woman who applies has her claims fully considered, and none are refused if there seems any prospect that they will benefit by being admitted.

The following table gives the figures for the

Eleven months from February 1906.

There have been admitted—	*There have been provided for—*
59 girls under 20 years of age.	45 gone to situations.
45 women " 25 "	7 girls restored to parents.
56 " " 35 "	10 wives restored to husbands.
71 " over 35 "	12 young girls sent to Morham Vale.
	4 young girls sent to hospital.
	2 transferred to kindred Homes.
	1 died.
231	81

Summary.

34 in Home February 1906.	81 provided for.
231 admitted during 11 months.	97 remaining in Home.
	87 left for various reasons (a few dismissed).
265	265

A review of the year's work brings out certain features which are very encouraging. While of course its very nature involves a certain proportion of failure and disappointment, the general improvement in the tone of the Home and in the behaviour of the women is very marked. We especially notice a more earnest desire on the part of the younger women to redeem themselves, and to make the most of the opportunities which the Home affords.

The matron, Mrs Young, regularly attends the various

APPENDIX No. CLXXIV.—*Continued.*

Paper handed in by Rev. R. S. Calderwood. Q. 62928.

police courts, and has received a considerable number of young women and girls on probation.

The Committee desire to draw special attention to the need of statutory powers for detaining and controlling those who are remitted to the care of each Home for a term of probation.

While work is the chief means to which we look for proving the willingness and strengthening the purpose of the women, every means has been taken to render their stay in the Home pleasant and morally beneficial. Besides holding prayers every morning and evening, regular religious services are held every Sunday and Tuesday evening, and there is a Bible-class every Sunday afternoon for the younger women, while those who are able to do so attend church on the Sunday forenoon.

The Committee desire to express their gratitude to those friends who have given their willing assistance in many ways, and to those who have sent gifts of pictures and flowers for adornment of the rooms, and books and magazines for the library which is being collected.

The Committee make an earnest appeal for cast-off clothing and boots, since many women come to us in the most miserable rags, which as often as not have to be destroyed at once.

The following has been received by the Convener from the Chief-Constable of the City of Glasgow Police :—

Headquarters, St Andrew's Square,
Glasgow, 19*th January* 1907.

Watson Street Home.

Dear Sir,—Referring to your call, I have pleasure in stating that I believe the Watson Street Home fills a useful place in the social work of the city, and is deserving of public support. I find that the superintendent and the matron are always ready to receive females on whose behalf application is made by the police. Homeless females found on the streets who are willing to go to the Home are invariably received and cared for ; and females whom the magistrates do not wish to send to prison while there is any hope of their reformation are readily received into the Home, always provided that they are willing to go. In connection with the system of probation of offenders recently instituted, the Home is always found useful, as females placed on probation by the magistrates are received there, and helped to a means of earning an honest livelihood. Of course only those who are willing to remain can be kept in the Home. Personally, I would be glad to see statutory powers given, under which committals might be made to such Homes in the same manner as to industrial schools or reformatories.

I have also to acknowledge the attention which is always given by the superintendent and matron to any application made by the police.—Faithfully yours,

J. V. Stevenson, *Chief-Constable.*

Summary of Work for Year 1906.

MEN'S HOMES.

	Admitted during year.	In Home 31st Dec. 1906.	Left for situations.	Left of own accord.	Dismissed.	Returned to friends, &c.
Dundee . .	105	25	34	28	12	6
Ayr . .	32	23	8	5	2	...
Whitevale .	161	43	70	55	13	25
Springfield .	133	33	50	57	14	8
Sciennes .	84	31	43	23	19	...
	515	155	205	168	60	39

LODGING HOMES.

Peebles.—3520 nightly lodgings, of which 3381 were for men and 139 for women.

Brunswick Road.—4368 nights' lodgings were provided and paid for.

BOYS' HOMES.

Herbert Street.—In Home, 15 ; left of own accord, 23 ; dismissed, 10 ; to reformatory, 1 ; restored to friends, 18 ; transferred to Humbie, 1.

Humbie.—Admitted to Home, 45; left of own accord, 22 ; to situations, 7 ; to Canada, 4 ; returned to friends, 6 ; 2 went to hospital.

WOMEN'S WORK.

Watson Street, Glasgow.—In Home, 97 ; admitted, 231 ; gone to situations, 45 ; restored to parents, 7 ; 10 wives restored to husbands ; transferred to Morham, 12 ; sent to hospital, 4 ; to other Homes, 2 ; 1 died ; 87 left for various reasons, and a few dismissed.

Women's Bureau, Edinburgh.—In all 1388 applications were made for workers, and 1130 places were filled up. As an employment agency this Bureau has worked wonders in the way of relieving poverty and distress among a more respectable class than the foregoing, and has been the means of keeping many off the Poor Roll.

APPENDIX No. CLXXV. (A).

PAPER HANDED IN BY MR THOMAS SWINTON PATERSON.

Q. 63131 (6).

TABLE of ADMISSIONS to EDINBURGH NIGHT ASYLUM, 1841 to 1906.

Year.	Men.	Women.	Children.	Total.	Year.	Men.	Women.	Children.	Total.
1841	3,104	3,189	1,807	8,100	1874	6,781	1,136	256	8,173
1842	6,630	6,014	3,308	15,952	1875	7,811	1,259	243	9,313
1843	8,192	7,153	3,081	18,426	1876	9,028	1,890	401	11,319
1844	7,115	5,400	2,991	15,506	1877	11,360	1,991	521	13,872
1845	5,254	5,375	2,703	13,332	1878	13,365	2,101	549	16,015
1846	5,349	6,416	3,024	14,789	1879	13,523	2,110	639	16,272
1847	8,087	7,678	3,799	19,564	1880	13,123	1,566	741	15,430
1848	9,456	6,761	2,972	19,189	1881	12,395	1,290	521	14,206
1849	7,425	5,129	2,297	14,851	1882	11,841	1,337	543	13,721
1850	5,817	4,765	1,813	12,395	1883	12,133	1,613	606	14,352
1851	5,685	4,888	1,865	12,438	1884	16,459	1,642	550	18,651
1852	5,174	6,622	1,833	13,629	1885	15,943	1,828	728	18,499
1853	3,908	5,875	1,915	11,698	1886	16,967	2,019	756	19,742
1854	3,776	5,284	1,924	10,984	1887	17,628	2,336	939	20,903
1855	...	...	...	9,556	1888	15,440	2,224	816	18,480
1856	3,197	5,387	1,664	10,248	1889	13,454	2,709	947	17,110
1857	...	...	...	9,464	1890	11,659	2,621	884	15,164
1858	...	...	...	9,526	1891	12,680	2,940	972	16,592
1859	...	...	...	9,942	1892	16,226	3,334	1,257	20,817
1860	...	...	...	10,971	1893	17,653	3,991	1,968	23,612
1861	...	...	...	11,482	1894	17,204	4,482	1,733	23,419
1862	6,863	5,009	2,179	14,051	1895	17,602	5,118	1,757	24,477
1863	...	...	...	13,942	1896	17,695	5,658	2,049	25,402
1864	...	...	...	11,789	1897	17,299	5,776	2,301	25,376
1865	...	...	...	9,968	1898	16,005	5,152	1,760	22,917
1866	4,233	2,437	...	6,670	1899	17,190	5,401	1,803	24,394
1867	4,349	1,799	...	6,148	1900	16,624	5,257	2,007	23,888
1868	5,878	2,068	...	7,946	1901	18,737	6,439	2,334	27,510
1869	5,478	1,900	...	7,378	1902	20,384	6,565	2,020	28,969
1870	6,220	1,567	359	8,146	1903	22,503	6,838	1,723	31,064
1871	8,083	720	145	9,948	1904	23,158	7,558	1,667	32,383
1872	...	...	...	4,321	1905	22,239	7,866	1,946	32,051
1873	4,879	623	277	5,779	1906	22,482	7,586	1,763	31,831

APPENDIX No. CLXXV (B).

Paper handed in by Mr Thomas Swinton Paterson. Q. 63131 (13).

LIST of ADMISSIONS to EDINBURGH NIGHT ASYLUM on Monday, 18th March 1907.

Name.	Age.	Birthplace.	Occupation.	Agent's Remarks.
Man,	33	Suffolk,	Labourer,	... ...
"	29	Tayport,	"	... ...
"	26	Newcastle,	"	... ...
"	36	Co. Donegal,	"	... ...
"	32	Aberdeen,	"	... ...
"	28	Glasgow,	"	... ...
"	43	Edinburgh,	French polisher,	... ...
"	42	Maryport,	Labourer,	... ...
"	21	Newcastle,	"	Seemingly an incompetent.
"	48	Stirling,	Moulder,	... ...
"	34	Fife,	Collier,	... ...
"	37	Inverness,	Labourer,	... ...
"	27	Haddington,	"	... ...
"	22	Aberdeen,	"	... ...
Woman,	46	Dundee,	Millworker,	... ...
"	37	"	"	... ...
"	45	Leith,	Laundry,	Not often here.
"	29	Bristol,	Charwoman,	Has child, who is going to Orphan Homes when better.
"	50	Greenock,	Outworker,	Not often here.
"	29	Glasgow,	"	... ...
"	48	Edinburgh,	Laundry,	Not very strong.
"	39	Dumbarton,	"	Good worker, but drinks.
"	73	India,	Charwoman,	Do. do.
"	61	Edinburgh,	"	Defective sight.
"	50	Liverpool,	Laundry,	... ...

APPENDIX No. CLXXV. (B).—*Continued.*

Paper handed in by Mr Thomas Swinton Paterson. Q. 63131 (13).

LIST OF ADMISSIONS TO EDINBURGH NIGHT ASYLUM.—*continued.*

Name.	Age.	Birthplace.	Occupation.	Agent's Remarks.
Boy,	9	Linlithgow,	Child,	Father only here a few times; can't get work.
Girl,	11	"	"	
"	13	"	"	
Woman,	40	Aberdeen,	Laundry,	... ...
"	36	Dundee,	Spinner,	... ...
Man,	40	Glasgow,	Labourer,	... ...
"	29	Haddington,	"	... ...
"	24	Glasgow,	"	... ...
"	26	"	"	... ...
"	27	Thurso,	"	... ...
"	40	Glasgow,	Slater,	... ...
"	54	Dalkeith,	Labourer,	Father of children above.
"	45	Dundee,	"	Not often here.
"	55	Glasgow,	"	Frequent applicant.
"	23	Airdrie,	Labourer,	Not much of anything.
"	39	Liverpool,	"	Inclined to be lazy.
"	21	Stirling,	"	Do. do.
"	35	Renfrew,	"	Had accident to arm.
"	34	Manchester,	Tinsmith,	Not frequent visitor.
"	40	Bervie,	Carter,	... ...
"	44	Dundee,	Labourer,	A man who would be among first discharged in slackness.
"	30	Fife,	"	Very often unemployed.
"	29	Glasgow,	"	Inclined to laziness.
"	26	Polmont,	Fitter,	... ...
"	29	Bathgate,	Labourer,	Not much use in any sense; seems always out of work.
"	25	Co. Antrim,	"	An incompetent.
"	39	Peebles,	"	Have been often at Night Asylum lately; seem unwilling to go far from town.
"	26	"	"	
"	52	Edinburgh,	"	... ...
"	29	Glasgow,	"	Fond of an easy life.
"	18	Dundee,	"	Had sore foot, and attended Royal Infirmary.
"	28	"	"	Is not fond of work.
"	36	West Calder,	"	Drunken and incompetent.
"	49	Greenock,	"	Lazy and inclined to loafing.
"	30	Perth,	"	Loafer.
"	34	Elgin,	"	... ...
"	20	Edinburgh,	"	... ...
"	23	Glasgow,	"	... ...
"	43	Co. Fermanagh,	"	... ...
"	44	Cramlington,	"	... ...
"	57	Haddington,	"	... ...
"	37	London,	"	... ...
"	60	Leith,	Brassfinisher,	Seems willing to work, but seldom employed on account of age.
"	57	"	Labourer,	Do. do.
"	42	Bathgate,	"	Able-bodied, but seems lazy.
"	47	Paisley,	"	Frequent caller, but works.
"	47	Haddington,	"	Do. do.
"	46	Co. Dublin,	"	Do. do.
"	45	Leith,	"	Do. do.
"	48	Glasgow,	Printer,	Do. do.
Woman,	35	Bo'ness,	Outworker,	... ...
Child,	4	Yorkshire,	Child,	... ...
Woman,	33	Airdrie,	Laundry,	Frequent caller; drinks.
Man,	40	Glasgow,	Barber,	... ...
Woman,	40	Perth,	Charwoman,	Drunken character.

APPENDIX No. CLXXV. (C).

Paper handed in by Mr Thomas Swinton Paterson. Q. 63131 (13).

TABLE showing TRADESMEN ADMITTED to the NIGHT ASYLUM during 1906.

				Brought forward, 2,519,			
January,	admitted 303,	percentage of men admitted	15·52	August, admitted	384,	percentage of men admitted	20·34
February,	" 335,	" "	18·76	September, "	335,	" "	18·22
March,	" 357,	" "	18·24	October, "	360,	" "	19·1
April,	" 394,	" "	21·43	November, "	346,	" "	18·81
May,	" 333,	" "	17·32	December, "	307,	" "	15·67
June,	" 371,	" "	20·96				
July,	" 426,	" "	22·28	Total number of tradesmen admitted,	4,251,	percentage for year,	18·8875
Carry forward,	2,519,						

APPENDIX No. CLXXVI.

PAPERS HANDED IN BY MARY L. WALKER.

Q. 63374 (5).

TABLE I.—Agencies at Work in Dundee for Relief of Poverty. (1906–1907).

Classes.	Institutional.				In the Home.			
	Official.	Voluntary.	Income.		Official.	Voluntary.	Income.	
			Charitable Sources.	Other Sources.			Charitable.	Other Sources.
(*a*) Poverty of the aged and infirm.	Poorhouses (502 over 55).	Wellburn Home, Roman Catholic (150 persons). St Mary's Rest, Church of Scotland (house for 12 old women).			Out-relief (508 persons over 55).	Mortifications, funds, pension societies, see Table II. (approx. 1200 persons).	£6,000 app.	
(*b*) Of the specially afflicted— Blind. Deaf. Cripples.	Poorhouses.	Institution for blind. Institution for deaf and dumb.	*£1,585 £324	£7,523 £470	Out-relief (79 persons, chronic illness).	Mortifications, etc., see Table II. Mission to outdoor blind. „ to deaf and dumb. Dundee Social Union Invalid Aid.	£600 app. £363 £373 £111	£11
(*c*) Of the able-bodied and their families.	None.	Curr Night Refuge. Labour Home, Church of Scotland.	£489 no report, just started on new basis.	£46	None.	Charity Organisation Society.	£308	
(*d*) Of orphans, neglected and poor children.	Poorhouse (143 children). Children boarded in orphanages and industrial schools (60).	Dundee Industrial Schools. Boys' Home. Working Boys' Home. "Mars" Training Ship. Orphan Institution. Lady Jane Ogilvy's Orphanage. Rosebank Home for Working Girls. Hostel for Working Girls. Salvation Army Métropole. Children's Shelter.	£736 £38 £76 £1,518 £1,526 †£56 app. £22 private. no report. included in S.P.C.C.	£4,674 £469 £204 £7,397 £76	Out-relief boarded-out children in the country (161). Aliment to the young families of widows (152 widows).	Society for Prevention of Cruelty to Children. Free dinner fund. Boot and shoe fund. Free breakfast mission and summer holiday. Dundee Social Union Restaurant for nursing mothers and school children. Dundee Day Nurseries.	£482 including shelter. £136 £100 ‡£1,844 £101 £227	£204

* £365 special donations. † £17 special donations. ‡ £1,278 donation towards building.

APPENDIX No. CLXXVI.—*Continued.*

Paper handed in by Mary L. Walker. Q. 63374 (5).

TABLE II.—Mortifications and Pension Societies. For the Benefit of the Inhabitants of Dundee and Neighbourhood.

Name.	No. of Beneficiaries.	Age Limit Over.	Amount Paid Yearly.	Total Income.	Capital.	Administered by.	Qualifications of Applicant.	Restrictions.
I. *Men and Women:—*								
Johnston Charity, . . .	342	Old age.†	£3, 12s.	£1,341	£34,328	Town Council.	Poverty and old age.	No parochial relief.
Hospital Fund, ...	287	60	,,	£2,154*	£58,637	,,	,, ,,	,, ,,
Mrs Margt. Morton or Petrie's, .	160	70	£4	(£640)	...	Trustees.	Poverty and old age (Petrie and Wighton preferred).	,, ,,
Cameron's (Alex.) Trust, . .	30	60	£4–£6	(£150)	£4,000	,,	Poverty and old age.	,, ,,
Aged Christian Friend Society, .	64	60	£6–£8	£548	£650	Committee (income mainly subscriptions).	Poverty and old age, Christian character.	No restrictions.
Robson Curr Fund, . . .	25	55	£10	(£250)	...	Trustees.	Poverty and old age.	No other relief.
Brown's (George) Mortification, .	10	55	£4	(£40)	Half the income goes to Educational Trust.	,,	,, ,,	No restrictions.
Pullar's (James) ,, .	10	60	,,	(£40)	£3,000. (Only a portion for aged persons.)	,,	Poverty and old age (Pullar preferred).	No parochial relief.
Hutchison's Fund, . . .	5	60	,,	(£23)	Only a portion for aged persons.	,,	,, ,,	No restrictions.
	933	...	...	(£5,186)	...	...	...	...
II. *Men only:—*								
Anderson's (Charles) Mortification,	16	60	£3, 12s.	(£57, 12s.)	£2,460	Trustees.	Poverty and old age.	No parochial relief.
Ouchterlony Old Men's Society, .	3	Old age.	£5–£10	(£22, 10s.)	£708	,,	,, ,,	No restrictions.
The Marshall Bequest, . .	5	,,	£4	(£20)	£500	,,	Service in Royal Navy.	,,
Mrs Ogilvie's Mortification, .	10	55	£5	(£50)	...	,,	Names of Ogilvie and Currance. Decayed tradesmen.	,,
	34	...	...	£150, 2s.	...	...	...	...

The income entered in thick type is the amount expended in pensions. * A large amount is paid in stipends (about £700). † Some of these pensioners have been on fund over thirty years.

APPENDIX No. CLXXVI.—*Continued.*

Paper handed in by Mary L. Walker. Q. 63374 (5).

TABLE II.—*continued.*

Name.	No. of Beneficiaries.	Age Limit Over.	Amount Paid Yearly.	Total Income.	Capital.	Administered by.	Qualifications of Applicant.	Restrictions.
III. *Women only:—*								
Mrs Janet Henderson's Mortification, ...	17	60	£5	(£85)	£2,200	Trustees.	Poverty and old age.	No menial servant.
Pattullo Fund, ...	8	No age limit.	£10	(£80)	...	"	Impoverished ladies, members of Church of Scotland.	" "
Mrs Mann or Rogers' Mortification,	24	60	£3, 12s.	(£86, 8s.)	£2,800	Kirk-Session.	Poor widows.	No other relief.
Boyd Baxter (John) "	56	55	£6 app.	(£336)	£8,000	Trustees.	Poverty and old age.	No parochial relief.
Symers Fund, ...	65	No age limit.	£6	(£390)	£10,000	"	" "	No restrictions.
Halliburton Fund, . . .	5	"	£7	£39	£1,342	Town Council.	Maiden ladies.	"
Harris Fund, ...	25	"	£10–£20	£600	...	Trustees.	In practice, ladies.	No menial occupation; no parochial relief.
Blyth Benevolent Mortification,	12	60	* £4 / £10–£15	(£90)	Additional £15,000 just fallen in.	Trustees.	Names of Blyth or Bell (whole or partial blindness preferred).	" "
Indigent Gentlewomen Society,	19	No age limit.	£10 up.	...	Subscriptions in Dundee £98, 9s.	...		" "
	231	...	...	(£1,706, 8s.)	...	...	...	...
IV. *For the Specially Afflicted:—*								
Webster and Davidson Mortification, ...	(30 adults, 16 children) 46	No age limit.	£5–£10	(£380)	£16,000 (partly educational).	Trustees.	Blindness.	No parochial relief (*this is enforced*).
Victoria Hospital Out-patient Fund, ...	26	"	£6–£12	(£250)	...	Directors of Hospital.	Incurable disease.	No parochial relief (*also enforced*).
Grieve Fund, ...	1	"	£16 app.	(£16)	£393	Kirk-Sessions.	Lunatic	...
	73	...	...	(£646)	...	...	...	...

* Six poor women, £4; six gentlewomen, £10–£15.

The Female Society gives 2s. and 2s. 6d. a month to 300 old women who are not beggars.

APPENDIX No. CLXXVI.—*Continued.*

Paper handed in by Mary L. Walker. Q. 63374 (5).

TABLE III.

Number of Persons over 55 in the City of Dundee Occupied and Unoccupied (Census fig. 1901).

	55.	65.	Total.
Occupied, M.	3,770	1,581	5,351
„ F.	1,913	709	2,622
	5,683	2,290	7,973
Unoccupied, M.	259	864	1,123
„ F.	4,176	3,502	7,678
	4,435	4,366	8,801
Totals, M.	4,029	2,445	6,474
„ F.	6,089	4,211	10,300
	10,118	6,656	16,774

Provision for Old Age and Poverty over 55 Years.

	M.	F.	Total.
Official—			
(α) Institution,	239	263	502
(β) At home,	79	429	508
Voluntary—			
(α) Institution,	Not divided		162
(β) At home,			1,198
			2,370

This table does not show the old persons in incurable homes and asylums.
Beyond this are pensions of trades and friendly societies.
Percentage to total population 14 per cent., to unoccupied 26 per cent.

APPENDIX No. CLXXVII. (A).

PAPER HANDED IN BY MR WILLIAM PRESSLEY.

Q. 64449 (9).

FRASERBURGH PARISH COUNCIL.

EXTRACT FROM STATEMENT OF ACCOUNTS FOR YEAR 1905–6.

II. POOR LAW.

. . . . . .

From the last report of the Local Government Board, we find that the expenditure of the various Parish Councils under the Poor Law alone—omitting the other Acts with the administration of which the Parish Council is entrusted—amounts to £1,300,743, and that the national expenditure under this head is steadily increasing. Of the total sum, there was spent on the—

	Per cent.
Relief and maintenance of the poor	74·73
Medical relief	4·72
Management	13·38
Law expenses	·41
Buildings	2·50
Repayment of debt, interest, and all other expenditure	4·26
	100·00

In Fraserburgh the expenditure under the Poor Law for the year to 15th May last (after deducting the cost of other parish poor, which is recovered from other parishes—see item No. 8 on page 8 of abstract—and included by them in their statements of accounts) was £2,710. Of this sum there was spent on—

		Per cent.
Relief and maintenance	£2,248	= 82·95
Medical relief	81	= 3·00
Management	281	= 10·36
Law expenses	0	= ·00
Interest, and all other expenditure	100	= 3·69
		100·00

It will be seen, from a comparison of these figures, that in Fraserburgh the management expenses are £3 per £100 less than in the other parishes in Scotland, while for maintenance the poor in Fraserburgh receive 8·22 per cent., or £8, 4s. more out of every £100 spent than is received by the poor in the other parishes throughout the country.

APPENDIX No. CLXXVII. (B).

Paper handed in by Mr Wm. Pressley. Q. 64678.

RULES AND REGULATIONS OF THE FRASERBURGH SICK AND FUNERAL BENEFIT SOCIETY.

DESIGNATION.

I. The society to be called the "Fraserburgh Benefit 'Society," to commence on 25th December 1906, and to be dissolved at the end of fifty-two weeks.

ADMISSION OF MEMBERS.

II. That no person be admitted as a member but such as are of good moral character, not under 14 years or over 65 years of age, except those who have been members for

APPENDIX No. CLXXVII. (B).—*Continued.*

Paper handed in by Mr Wm. Pressley. Q. 64678.

the previous fifteen years, and such may be re-admitted at any age, and each person must at the time of his enrolment be in good health, continue to be for six clear days after his enrolment, before he is constituted a member of the society, and as such entitled to its benefits. In the event of any party becoming a member, and having at the time any of his family in bad health, he must certify in writing that no funeral charges will be demanded for any of them that should die of that sickness; but nothing herein specified shall prevent the committee from granting relief to such member, should he himself become ill.

All candidates for admission must be proposed, seconded, and approved of at a general meeting of the society.

Officers.

III. The business of the society to be conducted by a president, vice-president, treasurer, and secretary, with a committee of twelve members, five to form a quorum.

The office-bearers and committee to be elected annually, and any member elected to an office who will not accept and officiate in the same to be liable to a penalty of 3d., if sufficient excuse is not given.

The President.

IV. The president shall convene, or cause to be convened, all special meetings of the society in addition to the regular general and committee meetings, preside, and keep order in all such, shall have a deliberate and casting vote, see that the accounts be duly brought forward, and the books regularly kept, and generally conduct, or cause to be conducted, all the affairs of the society.

The Treasurer.

V. The treasurer shall find security to the satisfaction of the committee for his intromissions, attend all meetings of the society, receive all monies, and lodge the same in the bank on the day following the receipt thereof.

The Secretary.

VI. The secretary shall keep the minute and other books of the society, and prepare a full and accurate statement of its affairs for the inspection of members at the general meetings.

Weekly Meetings.

VII. The office-bearers with at least one member of the committee, shall meet every Tuesday, in Strachan's School, from half-past seven to eight o'clock, P.M., for the purpose of receiving payments, applications for sick benefit and funeral charges, and settling all other business of the society; and no claims will be admitted except such as are lodged within the specified time and place.

Contributions and Sick Claims.

VIII. For the relief of such members as shall be found entitled to benefit from the funds, every member shall contribute 3d. per week, payable in advance.

When a member is, from unavoidable dishealth, prevented from following any occupation, he shall, within eight days from the commencement of his illness, send notice to the secretary in writing, addressed to Strachan's School, stating the particulars of his case and his place of residence, and he shall also notify either of the members of committee (who are the sick visitors for the time being) of his illness at least one clear day before his claim is presented for payment; or, optionally, a medical certificate may be handed in instead; when, if found entitled, the president, whom failing, the vice-president, shall instruct the treasurer to pay seven shillings for the first thirteen weeks, three shillings and sixpence for the next thirteen weeks, and two shillings weekly for the remaining part of the year, if sickness continue.

Those having received benefit must, as soon as they are able to return to their occupation, send a notice of their recovery to the secretary, which may be addressed to his private residence.

The treasurer is empowered to deduct the weekly payments from all benefits paid.

Illegal Claims.

IX. Any member feigning sickness or otherwise endeavouring to impose upon the society, or bringing trouble to himself by immoral or irregular conduct shall have no title to the benefits thereof, and if he has received benefit when not entitled thereto, he must repay the same, and in case of refusal, the society shall take such steps as they think proper for the recovery of the amount he has illegally drawn.

If a member who is receiving benefit from the society is known to be intoxicated, or out of his own house after nine o'clock, P.M., in summer, or eight in winter, without any satisfactory reason, he shall forfeit all claim to benefit.

The Committee's Duties.

X. The committee of management shall be divided into sub-committees, consisting of not less than two members, whose duty it shall be to visit every Monday all cases of sickness and report thereon to the Society on each Tuesday following. Where any doubt exists, the visiting committee shall call in the aid of a medical officer, and when it is found that the case is such as to entitle the member to relief the fee of the medical officer shall be paid by the society, but in the event of it being found that no relief is due the applicant shall be bound personally to pay the medical officer, whose fee in every case shall be restricted to two shillings and sixpence.

Funeral Benefit.

XI. That the following sums shall be paid in name of funeral charges, viz.:—For the funeral of a member, £5; for the funeral of a member's wife, £3; and for every lawful child of a member, if under 14 years of age, £1. Sick and funeral benefit to be paid from the society's commencement till its dissolution. The claims for death shall be paid on production of a certificate from the registrar, as required by the Friendly Societies Act, 1865, the society paying for the certificate.

Arrears and Fines.

XII. If any member be in arrears for four weeks he will be fined 1d.; if five weeks, 2d.; if six weeks, 3d.; and at the close of the books at the eighth payment he shall be liable to be struck off the roll, and consequently not entitled to any benefit; but the committee may, if they see fit, re-admit such member on payment being made of his whole arrears, together with fines at the rate of one penny per week for every week after the said four weeks

Dissolution of the Society.

XIII. That at the end of fifty-two weeks, the surplus (if any) of the funds collected during the year with fines and interest arising from the whole shall be equally divided among the members; and in order to enable the committee to make up the scheme of division in terms of this rule, it is hereby enacted that if any member shall have neglected to pay up his arrears, at or previous to the last weekly meeting, he shall pay a fine of 9d.; and if the same is not fully settled in forty-eight hours thereafter, he shall forfeit all right to any of the divisions hereby appointed to be made.

XIV. Members wishing to join the society during the year will be admitted to privileges and benefits thereof on conforming to the rules and paying an amount equivalent to what has been contributed by members who joined at the commencement.

XV. Any dispute which may arise with reference to the meaning or true intent of any of these rules shall be left to the final decision of the provost of Fraserburgh, under the Police Act for the time being.

XVI. That these rules be printed and that each member receive a copy, paying a penny for the same.

APPENDIX No. CLXXVIII. (A).

PAPER HANDED IN BY MR WM. MURRAY, PETERHEAD.

Q. 64690 (21).

I. Boarding-out Intimation.

_____ Inspector of Poor.

Parish of _____ Parish Council Office,

Peterhead, _____ 190

Dear Sir,—In order that you may be in a position to inform me of any circumstances affecting the welfare of our boarded-out children that may come to your knowledge, I beg to intimate that the following children chargeable to Peterhead are at this date boarded-out in your parish :—

Name.	Age.	Guardian.	Address.

As under the Boarding-out Regulations of this Council payment and supervision are managed direct, you are not expected to visit the homes or enrol the names, but merely to render the aforesaid favour, when it seems necessary to do so, and I shall gladly do the like service for you.—Yours faithfully,

_____ Inspector.

II. Teacher's Report on Boarded-out Children.

Quarter ending _____

_____ School.

Pupil.	Address.	Attendance.	
		Actual.	Possible.

Remarks.

(Signature) _____

III. Boarding-out Regulations.

1. Guardians require to be well-recommended people who can be depended upon to look after the health, comfort, education, and general upbringing of the children, and to show them a good example.

2. Homes that have been offered are visited and inspected, and inquiry is made regarding the character of the Guardians before being accepted. The most suitable are placed on a list to be available when required, should there be no immediate need for them.

3. Farms and crofts are preferred, not cottar houses, as a rule, nor villages.

4. Visitors from the Peterhead Parish Council may visit at any time, without notice, and see for themselves if the conditions are being duly observed.

5. The allowance, at the rate of 3s. 6d. a week, is payable by P.O. order at the end of each quarter in February, May, August, and November, in addition to clothing, school books, medical attendance, etc.

6. Applications for clothing, etc., when required, should be addressed to the Inspector of Poor, Peterhead, not later than the first Tuesday of a month. The Council may either send the things that have been granted, or may allow the Guardians to order them and send on the accounts.

7. In the case of illness of a boarded-out child the Guardian may call in her own doctor, and ask him to charge the Peterhead Parish Council direct for the needful attendance and requisites.

8. The Guardians are expected to keep the children's clothing clean, tidy, and in good repair themselves, and to see that their boots and shoes are properly repaired before being too far worn, and send on the shoemaker's account.

9. Regular attendance at Church and Sunday School is expected, when these are within reasonable distance for the ages of the children ; and attendance at the day school will be reported upon quarterly by the teachers.

10. The Guardians are expected to be on the outlook for suitable employment for those who are over fourteen years of age, and to send particulars of any openings found, so as to obtain the approval of the Boarding-out Committee before engaging. When engagement is sanctioned an outfit is provided.

11. As the object in many cases is to remove the children from evil influences, the Guardians should keep in mind that relatives or friends of the children must not be allowed to visit any of them without showing a line from the Inspector of Poor, Peterhead ; and every visit must be reported at once by the Guardian posting the line back to the inspector.

This sheet is to be carefully preserved by the Guardian, and the regulations faithfully attended to.

IV. Application for Boarded-out Children belonging to Peterhead Parish Council.

(Date), _____

Inspector of Poor, Peterhead.

Dear Sir,—Having read and considered the Boarding-out Regulations, I shall be glad to board * _____ children for Peterhead Parish Council, if the Council consider the following particulars satisfactory.—I am, yours faithfully,

(Signature), _____

* Say how many.

Particulars.

Applicant's Name, _____

Postal Address, _____

Names, etc., of all other persons living in the house.

Name.	Age.	Designation. Husband, Son, Daughter, etc., or Servant.

How many dwelling rooms? _____

How many of these are bedrooms? _____

How many acres of land? _____

Where exactly does the place lie? _____

What is the nearest Railway Station? _____

and how far from it? _____

What School? _____

and how far? _____

What Church? _____

and how far? _____

Clergyman's Name? _____

and address? _____

If necessary the Applicant may send also a separate letter with additional particulars or remarks.

APPENDIX No. CLXXVIII. (B).

Paper handed in by Mr Wm. Murray, Peterhead. Q. 64729.

PETERHEAD PARISH HOME.

I. Cost of Building and Furnishing.

Original estimated cost of the building	£2929 0 0	
Extras at contract prices, including concrete paving, granite walls around the garden, also architect's fees, etc.	537 0 0	
		£3466 0 0
Furnishing, etc.		242 0 0
Total cost		£3708 0 0

1d. per £ has been sufficient for repayment of the loan in £400 instalments, and the debt will be extinguished this year.

The building has statutory accommodation for forty-two inmates. Mr Arthur Clyne, F.R.I.B.A., Aberdeen, was the architect.

The Chairman of the Council, Mr Alex. Hay, who is a local architect, acted as inspector of the work, his services being equivalent to a donation of £86.

The total cost £3708 ÷ 42 beds = £88 per bed.

II. Cost of Maintenance and Management.

Receipts.

Industries:—			
Sale of firewood	£170 0 4		
„ garden produce	23 0 6		
„ pigs	26 7 9		
Miscellaneous	0 14 5		
		£220 3 0	
Less payments for:—			
Firewood	107 2 11		
Garden seeds, plants, etc.	14 13 11		
Pigs purchased	11 2 3		
Miscellaneous	0 0 8		
		132 19 9	
			£ 87 3 3
Contributions			
On behalf of eight inmates			110 2 6
Balance,			
Being net cost to rates			251 1 8
			£448 7 5

Disbursements.

Provisions, £208; boots, clothing, etc., £31, 19s. 10d.	£239 19 10
Governor, matron, servant—salaries	78 0 0
Fire and light	65 3 11
Rent, feu-duty, taxes, insurance	46 7 5
Funishings and repairs	16 18 3
Stationery and printing	1 18 0
	£448 7 5

Notes.

1. The average number of inmates in past year, excluding staff, was 30.
2. The average amount of contributions in past three years was £108.

Total expenditure for maintenance and management, viz. £448, 7s. 5d. ÷ 30 × 52 = 5s. 9d. per inmate per week.
Cost *less* profit from industries, „ £361, 4s. 2d. „ = 4s. 7½d. „ „
Net cost to rates after deducting contributions „ £251, 1s. 8d. „ = 3s. 2½d. „ „
Under contract to Buchan Combination Poorhouse, the Council pays, in addition to £25 per annum for ten beds . . . 4s. 6d. per inmate per week in ordinary wards.
6s. „ „ in sick wards.

APPENDIX No. CLXXIX (A).

PAPER HANDED IN BY DR JAMES CAMPBELL, CULLEN.

Q. 64921 (4).

Example of System of Rating—Parish of Cullen.

I.—On Owners:— Description of Subjects.	Gross Rental per Valuation Roll.	Deductions under Section 37 of Poor Law Act, 1845.	Amount of these Deductions.	Assessable Rental.
	£ s. d.		£ s. d.	£ s. d.
Class I.—House property,	100 0 0	20 per cent.	20 0 0	80 0 0
Class II.—Railways, manufactories, mines, quarries, shops, and all other subjects not specified,	100 0 0	30 „	30 0 0	70 0 0
Class III.—Agricultural subjects, shootings, and fishings,	100 0 0	5 „	5 0 0	95 0 0
	300 0 0	...	55 0 0	245 0 0

APPENDIX No. CLXXIX. (A). *Continued.*

Paper handed in by Dr James Campbell, Cullen. Q. 64921 (4).

EXAMPLE OF SYSTEM OF RATING.—*continued.*

II.—ON TENANTS AND OCCUPANTS:—Description of Subjects.	Gross Rental per Valuation Roll.	Deductions under Section 37 of Poor Law Act, 1845.	Amount of these Deductions.	Balance of Gross Rental after Deduction under Section 37 Poor Law Act, 1845.	Deductions under Classification, Section 36 of Poor Law Act, 1845, and Agricultural Rates, etc. Act, 1896.	Amount of these Deductions.	Assessable Rental.
	£ s. d.		£ s. d.	£ s. d.		£ s. d.	£ s. d.
CLASS I.—House property, .	100 0 0	20 per cent.	20 0 0	80 0 0	No deduction.	...	80 0 0
CLASS II.—Railways, manufactories, mines, quarries, shops, and other subjects not specified,	100 0 0	30 ,,	30 0 0	70 0 0	$\frac{1}{5}$th.	14 0 0	56 0 0
CLASS III.—Agricultural subjects, shootings, and fishings,	100 0 0	5 ,,	5 0 0	95 0 0	$\frac{3}{5}$ths.	57 0 0	38 0 0
	300 0 0	...	55 0 0	245 0 0	...	71 0 0	174 0 0

APPENDIX No. CLXXIX. (B).

Paper handed in by Dr James Campbell, Cullen. Q. 64921 (15, *e*).

COPY OF CORRESPONDENCE AS TO REPORTS ON NON-RESIDENT PAUPERS.

Parish Council of Fordyce,
34 Seafield Street, Portsoy, 17th May 1905.

The Secretary, Local Government Board, Edinburgh.

Reports on Non-Resident Paupers.

Sir,—Previous to the statutory meeting of my Council held here on the 4th inst., I asked for and received reports on all paupers residing in other parishes, chargeable to the parish of Fordyce, with one exception, viz. the inspector of poor, parish of Keith, who refused to report on the case of Adam Jack M'Intosh, a boarded-out orphan, aged 12 years, chargeable to the parish of Fordyce, and residing in the parish of Keith. His reply to my request is contained on a halfpenny post-card as follows:—

"From John Pirie, Inspector of Poor, Keith, 25th April '1905, to Inspector of Poor, Parish of Fordyce.—Case of 'Adam J. M'Intosh.—As your Council declines to pay me 'for supervision of this boarded-out child, I cannot supply 'report in his case nor in any way supervise."

(Signed) "J. PIRIE."

I am instructed by my Council to state that this is the first refusal they have ever received from an inspector to report on a pauper within the parish, and it is the first intimation they have had from the inspector of Keith that he declines to admit this pauper as being in any way under his supervision.

The said child became a pauper in the parish of Keith on 2nd February 1903, and allowed to remain with his former guardian in the parish of Keith.

It has been the recognised rule amongst inspectors up to this time to give and receive reports on non-resident paupers regularly, and especially before the revising of the roll of poor at the statutory meetings of the Council held in May and November.

My Council are of opinion that, apart from this recognised rule and practice, it is the duty of an inspector, in terms of section 55 of the Poor Law Act, 8 and 9 Vict. cap. 82, to inquire into and make himself acquainted with the particular circumstances of the case of each individual poor person receiving relief from the poor funds, and to visit and inspect personally, at least twice in each year, or oftener if required, all the poor persons belonging to the parish in receipt of parochial relief, provided such poor persons be resident within five miles of any part of such parish, and to report to the Council and to the Local Government Board. My Council have always acted on this rule. There are at present orphan children and a lunatic chargeable to other parishes boarded out in this parish, and I supervise and visit them regularly. In one case I have a pauper, a widow with five young children, residing at Drums of Muirake, Fordyce, over seven miles from Portsoy, chargeable to the parish of Keith, whom I deem it my duty to visit and supervise regularly free of charge, and to report on the case when asked to do so. Mr Hendry, the former inspector of Keith (Mr Pirie's predecessor), looked after all the paupers belonging to Fordyce, and residing in the parish of Keith, and always reported concerning them when asked to do so. My Council are informed that Mr Pirie was appointed to discharge the same duties as inspector as were performed by Mr Hendry when he was inspector.

The Local Government Board are aware that Mr Pirie some time ago put forward a claim for looking after pauper children which my Council declined to admit. They contend very strongly that there is no legal warrant for such a claim; that attending to pauper children is as much part of an inspector's duty as attending to aged and invalid paupers, the latter requiring far more attention and supervision than boarded-out orphan children require.

An inspector's salary covers the duty of looking after pauper children just as much as it covers the duty of looking after the aged and invalid paupers. To make special payments to inspectors for all boarded-out children in Scotland residing in other parishes would be a needlessly expensive and cumbrous method of conducting this branch of the public service.

My Council requested me to submit the foregoing statement to the Local Government Board, and to say that they will be glad to be favoured with the Board's advice in the matter of Mr Pirie's refusal to discharge the duty regularly performed by his predecessor, and by all other inspectors within their knowledge.—I am, Sir, your obedient servant,

(Signed) ROBERT THOW, Inspector of Poor.

Local Government Board,
Edinburgh, 11th July 1905.

Sir,—The Board have had under consideration your letter of the 17th May, complaining of the refusal of the inspector of Keith to report on the case of a boarded-out orphan chargeable to the parish of Fordyce, and residing in the parish of Keith, because the Parish Council of Fordyce decline to remunerate him for such supervision, which he says is outside his ordinary duty.

The views of the Board of Supervision on the responsibilities of a Parish Council which boards children chargeable to it in another parish are contained in their minute of 13th August 1863, printed at pp. 63 and 64 of the Book

APPENDIX No. CLXXIX. (B).—*Continued.*

Paper handed in by Dr James Campbell, Cullen. Q. 64921. (15, *e*).

of Rules, etc. The same minute points out the duties falling on the inspector of the parish in which such children are boarded. The Board see no reason to depart from the views there stated, which, in their opinion, express a sound principle.

The relation of the Parish Council towards orphan or deserted children who have become chargeable is one of much greater responsibility than towards adult poor, or towards children who are the dependants of adult poor. To the former the Parish Council stands *in loco parentis*, and this relationship involves more onerous duties and responsibilities. Not only have the Parish Council to see that these children are properly housed, clothed, and fed, they must also satisfy themselves that they are well cared for, kindly treated, and carefully brought up. If the children are boarded elsewhere than in the parish of chargeability, these duties of care and supervision still rest on the Parish Council, and they must arrange to have them duly attended to either by themselves or by some competent person employed by and responsible to them, visiting and seeing to the welfare of the children.

A Parish Council is not entitled to assume that by boarding orphan children in another parish it can throw on that parish the burden of supervising them. Nor can the Board accept the view that the inspector of the parish of residence is bound, in virtue of his office, to exercise these special duties of care and supervision towards the children boarded there by other Parish Councils. In the opinion of the Board, this supervision is not included in the duties laid on the inspector by section 55 of the Poor Law Act. Under that section the inspector has a duty to visit and inspect all persons belonging to the parish who are in receipt of relief, but the Board find nothing in the statute to justify the view that he is bound to supervise and care for all children boarded in his parish. If the parish of chargeability desire the inspector of the parish of residence to do more than he is required to do by the minute of 13th August 1863, and the regulations of 10th August 1882 (p. 67 of Book of Rules), the proper course is to arrange with him to do so. For any extra work involved in this special supervision, it is reasonable that the inspector should be remunerated. Where the duty is not exacting, the practice is for the inspector to do the work gratuitously. But there is no obligation on him to do so, and he cannot look to his own Parish Council to remunerate him for this work. It would be unreasonable to require the Parish Council of a parish to which large numbers of children are sent by other Parish Councils to pay for the cost of supervising this foreign element artificially introduced into their parish.

The Board are, therefore, of opinion that the inspector of Keith is not bound to supervise and to report specially on the children boarded in Keith by the Parish Council of Fordyce unless he is expressly employed by the latter Parish Council, and remunerated by them.—I am, Sir, your obedient servant,

(Signed) G. Falconar Stewart, Secretary.

The Inspector of Poor, Fordyce, Portsoy.

Parish Council of Fordyce,
34 Seafield Street, Portsoy, 19th October 1905.

The Secretary, Local Government Board, Edinburgh.

Sir,—Your letter of the 11th July last, No. 45,434, was submitted to a meeting of the Parish Council of Fordyce on 5th inst., and I was instructed to reply that the difficulty with the inspector of poor, Keith, with reference to the case of Adam Jack M'Intosh, a boarded-out orphan, aged 12 years, has disappeared, in so far as the child has been taken to Glasgow by its guardian. I was further instructed to state that the Council adhere to their views as contained in my letter to you of the 17th May last.

They hold that under section 55 of the Poor Law Act, as well as in terms of the reasonable and practically universal practice, the inspector is bound to inquire into and make himself acquainted with the particular circumstances of the case of each individual poor person receiving relief from the poor funds, and this section must include boarded-out children, as they are poor persons in receipt of parochial relief.

They respectfully submit that your references to large numbers of children "artificially introduced" into a parish, to "extra work," and to "special supervision," have no bearing on the case submitted to you, and that you do not meet the points raised in my said letter of 17th May last.—I am, Sir, your obedient servant,

(Signed) Robert Thow, Inspector.

APPENDIX No. CLXXIX. (C).

Paper handed in by Dr James Campbell, Cullen. Q. 64931.

Copy Letter from Scottish Office to Inspector of Poor, Cullen.

Scottish Office, Whitehall, S.W.
21st August 1897.

Agricultural Rates, Congested Districts, and Burgh Land Tax Relief (Scotland) Act, 1896.

Sir,—With reference to the circular addressed to you on the 30th January 1897, relative to the certifying of the classification of rates in your parish under the provisions of section 1 of the Agricultural Rates, Congested Districts, and Burgh Land Tax Relief (Scotland) Act, 1896, I am directed by the Secretary for Scotland to acquaint you for the information of your Parish Council that the existing classification is not such as to enable his lordship to certify that "the rates leviable on the occupiers of agricultural 'lands and heritages in pursuance of the classification are 'less than, or as nearly as may be the same as, the rates 'which would without classification be leviable on such 'occupiers in terms of this Act."

I am at the same time to point out that according to the figures available in this department, it appears that a reduction of the differential rating of agricultural lands and heritages from one-half to two-fifths under the provisions of section 5, would enable the Secretary for Scotland to give his certificate.

This is, however, a matter for the consideration in the first instance of the Parish Council, the later information in whose possession may show that a somewhat different alteration would be more suitable in the circumstances.—I am, Sir, your obedient servant,

(Signed) Wm. C. Dunbar.

The Inspector of Poor of the Parish of Cullen.

The classification as altered would stand thus:—

I. House property	1
II. Manufactures, mines, quarries, shops, railways, and all subjects not specified	$\frac{4}{5}$
III. Agricultural subjects, shootings, and fishings .	$\frac{2}{5}$

POOR LAW.

No. 11539.

APPENDIX No. CLXXIX. (D).

Paper handed in by Dr James Campbell, Cullen. Q. 64932.

Copy Letter from Local Government Board, Edinburgh, to Inspector of Poor, Cullen.

Local Government Board,
Edinburgh, 15th December 1897.

Sir,—I have to acknowledge the receipt of your letter, dated 11th instant, and am to inform you that the Board approve the classification suggested by the Secretary for Scotland which, they understand, is as follows:—

I. House property	Full rate.
II. Railways, manufactories, mines, quarries, shops, and all other subjects not specified	Four-fifths of full rate.
III. Agricultural subjects, shootings, and fishings	Two-fifths of full rate.

—I am, Sir, your obedient servant,

(Signed) G. Falconar Stewart, Secretary.

The Inspector of Poor, Cullen.

APPENDIX No. CLXXX. (A).

HANDED IN BY MR H. P. TAYLOR, MID-YELL.

Q. 66346.

CORRECT ACCOUNT OF MY INCOME AND EXPENDITURE FOR THE YEAR 1906. H. P. TAYLOR.

Salary from Yell Parish Council			£65 0 0	£55 for Poor Law. 10 „ Public Vaccination.
„ Fetlar „ „			15 0 0	
„ District Committee			20 0 0	
Paupers' medicine			8 0 0	
Private Practice :—				108 0 0
Fees earned		£91 11 0		
Book debts	£22 14 3			
Bad debts	3 0 0			
	£25 14 3	25 14 3		65 16 9
Total cash from private practice =		£65 16 9		
				£173 16 9
Expenditure (Professional) :—				
Drugs			£30 0 0	
Instruments			8 13 8	
Sundries			2 3 0	
Stabling, motor, boat, and gig hire			30 1 9	
Heat and lighting			0 10 0	
Rates and taxes			0 10 0	
Postage and telegrams			5 0 0	
Medical Defence Unions			1 1 0	
British Medical Association			1 5 0	
Poor Law Medical Officers' Association			0 5 0	
				79 9 5
				£94 7 4

Out of this £94, 7s. 4d. I have to pay house rent (£16, 0s. 0d.), servant's wages, and general household and personal expenses. I am married.

APPENDIX No. CLXXX. (B).

Handed in by Mr H. P. Taylor, Mid-Yell. Q. 66430.

RULES—UNST MEDICAL ASSOCIATION.

I. The Association to consist of heads of families paying not less than 4s. yearly, and members of households over sixteen years of age, 1s. yearly. These subscriptions to be paid quarterly, on or before the 2nd Aug., 11th Nov., 12th Feb., and 15th May, in each year. Subscribers, if disposed, may pay all their subscription yearly at one time, and may pay any such larger subscription as their position or circumstances may justify.

II. These subscriptions will be paid at the above dates, by those residing in the south parish to Mr J. Sutherland, postmaster at Uyeasound, or Mr D. Fraser, merchant at Westing; in the mid parish to Mr M. Williamson, merchant at Millbrae; and in the north parish to Mr D. Sutherland, postmaster at Haroldswick.

III. Each of the above-named collectors will furnish the medical officer, for the time being, with a list of the subscribers in his district, quarterly.

IV. In consideration of these payments, the medical officer, when required, will visit all subscribers at the following rates, viz., in the north parish at 1s. 6d. a visit; in the mid parish at 2s. 6d. a visit; and in the south parish at 5s. for a special visit, and 2s. 6d. for an ordinary one.

In midwifery cases, a fee of 15s. will be charged. This fee, in the north and mid parish, will include two return visits, when found necessary; and in the south parish, one return visit, when found necessary.

V. To entitle subscribers to medical attendance at the above rates, all subscriptions must be paid in advance, on or before the dates named. Failing payment then, the subscriber's name will be struck off the list.

VI. All those resident in the island who do not subscribe to the funds of the Association will be charged fees by the medical officer, at the following rates, viz., in the north parish, 4s. a visit; in the mid parish, 8s. a visit; and in the south parish, 12s. a visit. In midwifery, £1, 10s. will be charged for each case—all exclusive of medicine.

VII. The medical officer will see patients (members) at his own house daily for consultation at a fee of 1s. Should any operation or dressing be necessary, a special charge will be made.

VIII. All cases as to the rate of subscription to be paid will be decided by any of the collectors, and the Rev. Wm. Smith as convener.

IX. The engagement between the Medical Association, through the committee, and the medical officer, may be terminated at any time, on three months' notice on either side.

Signed and agreed to by

JOHN R. KENNEDY, M.B., C.M.
WM. SMITH, *Convener*,
on behalf of the Committee.

6th June 1907.
Dunbeath, Caithness.

My dear Taylor,—Just got your wire with regard to Unst Medical Association. If I was starting practice in Unst again, with the knowledge I now possess, I would, on the whole, prefer to be on my own. At the same time, as these associations go, it was, on the whole, not bad. I forget the details of charges, etc., it is so long since now. In my time the Rev. Smith was the moving spirit, and he assured me that the island as a whole would go in for it; but I found that that was by no means the case, although the association made an agreement with me that I would not attend those who "stuck out," except at a fee which I considered too big; and this part of it proved somewhat unworkable, as I had not the heart to salt some of those who stuck out from joining the association. I would advise any one having anything to do with it again to see that there were either two scales of fees for those in better circumstances, and *vice versa*, or that those, such as the Sandison's, etc., should pay in to the association in proportion to their means. For instance, H. was a member, and over that attendance on Mrs H. I consider I lost at least £20. I think my account came to about £12, and if he had not been a member it would have been over the £30.

At the same time, for the bulk of the population of Unst the affair worked well enough. You got so much quarterly without any trouble, and I believe it was largely antagonism to Smith that kept a large number from joining.

I have always set my face against anything of the kind here. Those who I think able to pay I make pay well, and others I treat accordingly; that leaves the medical man more individual freedom. In Canisbay and Castletown in this county the system is in vogue—I do not know with what success.

If it is a fair question, what is up in Unst? I should be very glad to see the "old rock" again, but do not think I will manage it this year. I have lately gone in for a motor bicycle, and find it excellent in every way—a great time saver and cheap to keep up. It would be the very thing for Yell. Although your roads are not of the best, still, at least, you have no thorns!!

Remember me to Brown; kind regards to Mrs T. and yourself.—Yours sincerely, JOHN R. KENNEDY.

P.S.—On the whole, workable and fair. J. R. K.

APPENDIX No. CLXXXI. (A).

HANDED IN BY MR T. W. L. SPENCE, SECRETARY TO THE GENERAL BOARD OF LUNACY, SCOTLAND. Q. 66723.

Counties.	Proportion of Pauper Lunatics per 100,000 of Population at 1st January 1905.	Gross Rental, 1905.	Total Expenditure on Pauper Lunacy in the Year from 15th May 1904 to 15th May 1905.			Expenditure from Poor-rate Assessments on Parishes.		Receipts from Pauper Lunatic Grant.	Proportion of Relief afforded by Grant per £ of Total Expenditure under Column 5.	Weekly Rate of Expenditure on Pauper Lunatics as calculated on Total Cost in Column 5, during year ending 15th May 1905.	Expenditure on Pauper Lunacy per £100 of Gross Rental.	Counties.
			From Assessments on Counties and Burghs for Building.	From Poor-rate Assessments on Parishes for Maintenance.	Total.	(a) Expenditure in respect to which no Claim can be made on the Pauper Lunatic Grant.	(b) "Admissible Expenditure," that is, Proportion of Expenditure in Column 4 in respect to which Pauper Lunatic Grant can be claimed.					
	1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	
		£	£	£	£	£	£	£	s. d.	s. d.	£ s. d.	
1. Shetland,	401	53,618	...*	2,882	2,882	1,005	1,887	778	5 4¾	10 0¾	5 7 6	1. Shetland.
2. Ross,	577	300,315	2,261	9,328	11,589	2,046	7,282	3,019	5 2½	10 2¾	3 17 2	2. Ross.
3. Orkney,	408	81,928	...*	3,054	3,054	1,043	2,011	834	5 5½	10 1½	3 14 7	3. Orkney.
4. Caithness,	508	142,447	...*	4,563	4,563	1,405	3,158	1,309	5 8¾	9 9	3 4 1	4. Caithness.
5. Inverness,	593	477,872	3,671	11,462	15,133	2,201	9,261	3,839	5 1	10 11	3 3 4	5. Inverness.
6. Sutherland,	476	98,221	736	2,336	3,072	593	1,743	723	4 8½	11 7¼	3 2 7	6. Sutherland.
7. Nairn,	493	53,696	432	1,010	1,442	247	763	316	4 4½	12 11¾	2 13 9	7. Nairn.
8. Argyll,	585	545,101	3,000	9,793	12,793	1,348	8,445	3,501	5 5¾	11 4½	2 6 11	8. Argyll.
9. Banff,	397	273,492	1,458	4,947	6,405	561	4,386	1,818	5 8	10 1½	2 6 10	9. Banff.
10. Lanark,	294	8,880,579	77,567	109,684	187,251	31,980	77,704	32,215	3 5¾	18 2¼	2 2 2	10. Lanark.
11. Aberdeen,	352	1,929,962	8,024	31,939	39,963	10,593	21,346	8,850	4 5¼	13 11¾	2 1 5	11. Aberdeen.
12. Elgin,	402	258,423	1,100	4,091	5,191	621	3,470	1,439	5 6½	11 0	2 0 2	12. Elgin.
13. Forfar,	354	1,769,906	6,100	27,124	33,224	6,487	20,637	8,556	5 1¾	12 3¾	1 17 7	13. Forfar.
14. Selkirk,	278	153,413	817	1,787	2,604	613	1,174	487	3 9	16 6	1 13 11	14. Selkirk.
15. Roxburgh,	361	439,314	2,378	5,047	7,425	1,594	3,453	1,432	3 10¼	16 0	1 13 10	15. Roxburgh.
16. Bute,	463	156,932	630	1,990	2,620	374	1,616	670	5 1¼	11 7¼	1 13 5	16. Bute.
17. Clackmannan,	265	173,421	535	2,357	2,892	704	1,653	685	4 8¾	12 7¾	1 13 4	17. Clackmannan.
18. Haddington,	453	366,394	1,682	4,168	5,850	655	3,513	1,456	4 11¾	12 5	1 11 11	18. Haddington.
19. Berwick,	393	313,089	1,705	3,068	4,773	967	2,101	871	3 7¾	16 0¼	1 10 6	19. Berwick.
20. Fife,	293	1,464,970	4,779	16,114	20,893	3,890	12,224	5,068	4 10¼	12 4½	1 8 6	20. Fife.
21. Stirling,	245	896,440	2,755	9,920	12,675	2,952	6,968	2,889	4 6¾	13 8	1 8 3	21. Stirling.
22. Perth,	406	1,153,721	3,000	13,077	16,077	3,464	9,613	3,985	4 11½	11 11¾	1 7 10	22. Perth.
23. Peebles,	265	146,731	962	1,076	2,038	303	773	320	3 1¾	19 8¼	1 7 9	23. Peebles.
24. Edinburgh,	318	4,388,216	15,038	44,629	59,667	13,465	31,164	12,920	4 4	14 6¼	1 7 2	24. Edinburgh.
25. Renfrew,	235	1,894,009	5,000	18,801	23,801	5,357	13,444	5,574	4 8¼	13 3	1 5 2	25. Renfrew.
26. Ayr,	264	1,687,179	3,500	17,365	20,865	4,850	12,515	5,189	4 11¾	11 8	1 4 9	26. Ayr.
27. Kinross,	387	70,465	221	646	867	250	396	164	3 9½	12 10¼	1 4 7	27. Kinross.
28. Dumbarton,	225	770,047	2,337	6,436	8,773	1,545	4,891	2,028	4 7½	13 3½	1 2 9	28. Dumbarton.
29. Linlithgow,	206	467,864	1,373	3,784	5,157	978	2,806	1,163	4 6	14 4	1 2 1	29. Linlithgow.
30. Kincardine,	270	253,442	...*	2,645	2,645	890	1,755	728	5 6	11 4	1 0 10	30. Kincardine.
31. Wigtown,	306	245,604	...	2,348	2,348	400	1,948	808	6 10½	8 9	0 19 1	31. Wigtown.
32. Kirkcudbright,	264	350,718	...	2,567	2,567	401	2,166	898	7 0	9 3	0 14 8	32. Kirkcudbright.
33. Dumfries,	259	620,311	...	4,454	4,454	706	3,748	1,554	6 11¾	9 1½	0 14 4	33. Dumfries.
Totals,	322	30,877,840	151,061	384,492	535,553	104,488	280,004	116,086	4 4	14 1¼	1 14 8	

(1) In the cases marked * there is no District Asylum, the patients being boarded in Royal Asylums under contract at rates which include a charge for accommodation as well as maintenance. In these cases the entire charge falls on the poor rate, and that portion of the charge which represents the cost of accommodation appears under Column 6.

(2) In the case of the Counties of Dumfries, Kirkcudbright, and Wigtown, there is no building assessment levied, and the charge for maintenance in the Crichton Royal Institution does not include the charge for accommodation.

APPENDIX No. CLXXXI. (B).

Handed in by Mr T. W. L. Spence, Secretary, General Board of Lunacy. Q. 66815.

During the year 1898 the number of patients admitted for the first time to establishments in Scotland was 2539. A record has been kept of all such admissions, as well as of readmissions, discharges recovered and unrecovered, and deaths during that year and each subsequent year, with the following results. At the end of the ninth year (31st December 1906) it is found that the readmissions equalled 24·7 per cent. of the original number admitted. The recoveries during the first year numbered 678, during the second year 390, and during the third year 93. The discharges unrecovered were in the first year 135, in the second 123, and in the third 45. The number of deaths in the first year was 247, in the second 160, and in the third 113. Calculated on the original number admitted, the recoveries during the first two years amounted to 42·1 per cent., discharges unrecovered 10·2, and deaths 16 per cent., the removals from all causes during the first two years thus representing 68·3 per cent. of the number originally admitted. During the two last of the nine years the removals from all causes amounted to only 5·2 per cent. of the original admissions Calculated on the average number resident (that is the mean number after giving effect to all removals and readmissions) the recoveries during the first year (the mean for the first year being taken at half the number resident at its close) amounted to 87·1 per cent., and the deaths to 31·7 per cent. In the ninth year these percentages had fallen respectively to 3·8 and 3·9.

APPENDIX No. CLXXXI. (C).

Handed in by Mr T. W. L. Spence, Secretary, General Board of Lunacy. Q. 66873.

Diet Tables for Lunatic Wards of Poorhouses.

Breakfast.		Dinner.	Supper.	
Males.	Females.		Males.	Females.
6 oz. of oatmeal made into porridge, with ¾ pint butter milk or skimmed milk, or ½ pint new milk. Or 8 oz. bread, ½ oz. butter, with tea or coffee.	5 oz. of oatmeal made into porridge, with ¾ pint butter milk or skimmed milk, or ½ pint new milk. Or 6 oz. bread, ½ oz. butter, with tea or coffee.	On three days in the week— 1½ pint barley broth. 4 oz. of cooked meat, exclusive of the meat in the broth. 8 oz. bread, or 1 lb. potatoes. The potatoes and meat shall once weekly be served as Irish stew, with the proper quantity of onions; or as meat and potato pudding. On one day in the week— The preceding dinner, with peasoup instead of broth. On one day in the fortnight— 1½ pint peasoup or broth. 12 oz. meal pudding or suet dumpling for males, 10 oz. for females, 4 oz. bread. On one day in the fortnight— 1½ pint peasoup or broth, 12 oz. fresh fish (dressed) or 6 oz. dried fish, and 8 oz. bread. A sauce made with butter or fat and flour should be served with salt fish. On one day in the week— 1 lb. potatoes or 4 oz. rice. 8 oz. sweet milk. 2 oz. cheese. 6 oz. bread. On one day in the week— 6 oz. cooked meat. ½ lb. vegetables. ½ lb. potatoes. 6 oz. bread.	6 oz. of oatmeal made into porridge, with ¾ pint butter milk or skimmed milk, or ½ pint new milk. Or 8 oz. bread, ½ oz. butter, with tea or coffee.	5 oz. of oatmeal made into porridge, with ¾ pint butter milk or skimmed milk, or ½ pint new milk. Or 6 oz. bread, ½ oz. butter, with tea or coffee.

Broth, on days when boiled beef is not served, shall be made with 2 oz. of meat exclusive of bone, 2 oz. of barley, ½ oz. of peas, 1½ oz. of carrots, turnips, or other vegetables, for each ration of 1½ pint.

Peasoup shall be made from 2 oz. of meat, exclusive of bone, and shall contain, in each ration of 1½ pint, 2 oz. of whole or split peas, 1½ oz. pease flour, 1 oz. vegetables, and seasoning.

12 oz. of meal pudding shall contain 6 oz. oatmeal, 2½ oz. suet, ¾ oz. onions.

12 oz. of suet dumpling shall contain 6 oz. flour and 2½ oz. suet. The pudding must contain fruit or be seasoned.

The ration of coffee shall contain ¼ oz. coffee, ½ oz. sugar, 1 oz. new milk.

The ration of tea shall contain ⅛ oz. tea, ½ oz. sugar, 1 oz. new milk.

Patients should receive one porridge meal daily, but it is recommended that as a rule more than one such meal daily should not be given, unless at a patient's request.

Outdoor workers shall receive an extra allowance of 1 oz. of cheese, with 2 oz. of bread and half a pint of milk

APPENDIX No. CLXXXI. (C).—*Continued.*

Paper handed in by Mr T. W. L. Spence, Secretary, General Board of Lunacy. Q. 66873.

or beer. These extras to be given as a luncheon and not with an ordinary meal.

Fresh vegetables, rhubarb, apples, or other fruit should occasionally be given when in season.

Should the scarcity of any articles of diet render it advisable to depart temporarily from the scale laid down in the Table, the medical officer shall take care that substances of equally nutritive value are supplied in their stead.

The medical officer may prescribe extra diet or alter the diet in the case of any patient for whom it appears to him to be necessary.

N.B.—The Board, being of opinion that a satisfactory dietary constitutes a most important element in the successful management of the insane, strongly recommend that special consideration should be given to the preparation of the food, and the comfortable serving of the meals. Not only should the food be well cooked and served in season, but the manner of cooking it should be varied, and the arrangements of the table should be neat and attractive. Tablecloths should be used, and knives and forks, salt cellars, pepper boxes, mustard pots, and tumblers or drinking mugs should be supplied. The free use of succulent vegetables, such as cabbage, cauliflower, beetroot, carrots, and turnips will, as a rule, exercise a very beneficial influence on health. Patients must be allowed a reasonable time for their meals.

The foregoing Table has been submitted to Dr James Craufurd Dunlop, Joint Medical Adviser to the Prison Commissioners for Scotland, and has been approved of by him.

APPENDIX No. CLXXXI. (D).

Handed in by Mr T. W. L. Spence, Secretary, General Board of Lunacy. Q. 66881.

The following tabular statement shows the death-rate amongst patients in the various classes of establishment, and those provided for in private dwellings :—

	Proportion of Deaths per cent. of Number Resident.		
	5 Years 1900–04.	Year 1905.	Year 1906.
In Royal and District asylums	9·3	9·8	10·0
In private asylums	7·6	4·9	9·8
In parochial asylums	10·6	9·7	6·7
In lunatic wards of poorhouses	4·8	4·4	4·0
In private dwellings	4·7	3·8	4·1

APPENDIX No. CLXXXI. (E).

Handed in by Mr T. W. L. Spence, Secretary, General Board of Lunacy. Q. 66883.

The following statement shows the ages at death of all pauper lunatics resident in private dwellings who died during the year 1906 :—

Under 30.	Under 60.	Under 80.	Over 80.
10	30	54	20

APPENDIX No. CLXXXII.

PAPER HANDED IN BY MR JAMES THOMASON.

Q. 67329 (22).

The Poor, Walls, from 2nd June 1906 to 1st June 1907, as per Pay Roll of Inspector of Poor.

Weekly Pay.	Name.	Age.	Residence.	Remarks.
1s. 6d.	Barbara Sinclair,	89	Futabrough.	
1s.	Barbara Jeromson,	61	Curkegarth.	Invalided.
2s.	Ann Moffatt,	83	Lerwick.	
Poorhouse rate.	Jessie Pole,	105	,,	In poorhouse.
9d.	Ann Foubister,	72	Papa.	
2s. 6d.	Betty Thomson,	53	Quinister, Foula.	Imbecile.
2s. 4d.	Georgina Robertson,	39	Culswick.	Cripple.
9d.	Mary Fraser,	82	Papa.	
1s. 3d.	Janet Jamieson,	78	Scarpigarth.	
1s. 9d.	Jane Umphray,	78	Vims.	
1s.	Catherine Jamieson,	48	Voe.	Bedridden from chronic bronchitis.
9d.	Agnes Georgeson,	78	Papa.	
2s.	Mary Umphray,	54	Brae, Foula.	Imbecile.
1s. 6d.	Jemima Eunson,	51	Busta, Sandness.	Blind.
1s.	Barbara Eunson,	34	,, ,,	,,

APPENDIX No. CLXXXII.—*Continued.*

Paper handed in by Mr James Thomason. Q. 67329 (22).

THE POOR, WALLS, AS PER PAY ROLL OF INSPECTOR OF POOR.—*continued.*

Weekly Pay.	Name.	Age.	Residence.	Remarks.
Poorhouse rate.	Margaret Coutt,	...	Lerwick.	Died 29th Dec. 1906.
1s. 6d.	Margaret Thomson,	69	Brebister.	
1s.	Isabella Twatt,	79	Stonestwatt.	
1s.	Ellon Robertson,	79	Sweenister.	
1s. 3d.	Eppy Barron,	79	Seafield.	
2s.	Joan Henry,	79	Burraland.	
1s.	Elizabeth Georgeson,	50	Lerwick.	
1s. 3d.	Sinclair Laurenson,	75	Collister, Sandness.	
2s.	Catherine Robertson,	83	Breadfit, Foula.	
1s. 6d.	Barbara Thomson,	72	Sweeniland, Dale.	
9d.	Joan Peterson,	76	Huxter, Sandness.	
1s.	Merion Coutt,	69	Brake, Walls.	
2s.	Scott Peterson,	80	Shoedale, Foula.	
1s. 6d.	James Coutt,	73	Stapness, Walls.	Blind.
1s.	Margaret Williamson,	69	Rangoon, Sandness.	
1s.	Mary A. Fraser,	75	Mousawater, Walls.	
1s. 6d.	Ann Coutt,	76	Stapness, Walls.	Blind.
1s.	Sarah Peterson,	79	Huxter, Sandness.	
1s.	Jemima Cheyne,	76	" "	
Poorhouse rate.	Barbara Isbister,	70	Lerwick.	In poorhouse.
9d.	Elizabeth Williamson,	68	Rangoon, Sandness	
1s.	Janet Anderson,	75	Clothie.	
2s. 6d.	Robert Reid,	79	Myres, Sandness.	
1s. 3d.	Elizabeth Fraser,	77	Burrastow, Walls.	
1s. 6d.	William Twatt,	75	Albany, Walls.	
1s.	Laurence Coutt,	75	Papa.	
1s. 6d.	David Henry,	78	Gutterin, Foula.	
2s.	Jane Manson,	82	" "	
9d.	Jane Scott,	61	Voe, Walls.	
1s. 6d.	John Johnston,	76	Papa.	
2s. 6d.	Elizabeth Fraser,	42	"	Has 3 children.
9d.	Betty Cheyne,	About 60	Nosby, Sandness.	
1s.	Mary Yell or Wishart,	77	Mousawater, Walls.	
1s.	Barbara Anderson,	66	Everthrope, Walls.	
1s.	James Williamson,	85	Booth, Papa.	
1s.	Margaret Robertson,	68	Stonestwatt, Walls.	
No rate fixed.	Elizabeth Christy,	66	Poorhouse.	In hospital.
1s. 3d.	William Henry,	32	Wilse, Foula.	Imbecile.
1s.	Rosana Henry,	78	Vidal, Foula.	
	LUNATICS IN PRIVATE DWELLINGS.			
3s. 6d.	Robert Sinclair,	49	Truligarth Walls.	
3s. 6d.	Inga Scott,	43	Hill of Voe, Walls.	
3s. $10\frac{2}{15}$d.	Thomas Fraser,	68	Voe, Walls.	Died 19th April.
3s. $10\frac{2}{15}$d.	James Christie,	...	Waterloo, Walls.	
	OTHER PARISH POOR WITH US (PAID BY TINGWALL)			
1s. 6d.	Mary Stout,	...	Dale.	
2s.	Janet Arthur,	...	Truligarth.	

LUNATICS IN MONTROSE ASYLUM.

Rate per Annum.	Name.	Age.	Remarks.
£32	James Walterson,	52	Died 31st Dec. 1906.
32	Peter Coutt,	40	
32	Mary Peterson,	68	
32	James Fraser,	Not known.	
32	George Williamson,	75	Died 24th Jan. 1907.
32	Jane Fraser,	41	
32	Mary Grace Williamson,	27	
32	Hugh Hughson,	23	
32	John Henry,	63	

All at this date, 27th April 1907.

JAMES D. ROBERTSON, Inspector of Poor.

The poor-rate in this parish is at 3s. 9d. per £ on landlords, and 4s. 8d. per £ on occupiers. Churches and chapels not taxed. Landlords' registration, $\frac{3}{4}$d. per £; occupiers' registration at $\frac{1}{2}$d. per £; occupiers' school rate, 1s. per £; landlords' school rate, 1s. per £.

On roll, 53 ordinary, 3 lunatics in private dwellings, 2 strangers, and 7 in Montrose—total 63.

County rate—landlords, 1s. 1d. per £; occupiers, $9\frac{3}{4}$d. per £.

Recapitulation.—Ordinary poor—

Over sixty-five years old,	42
Under " "	11

The allowance does not include clothing, medicine, lodgings, rent or attendance.

APPENDIX No. CLXXXIII. (A).

HANDED IN BY MR W. GORDON, FALKIRK.

Q. 88941.

NIGHT SHELTER AT FALKIRK.

Constabulary Office,
Falkirk, 25*th March* 1908.

Sir,—The night shelter having now been closed, I have the honour to report for your information the following facts connected therewith.

The shelter was located in the old brewery building in Newmarket Street, the use of which, at a nominal rent, was kindly granted by Mr Aitken. It was opened on 18th December last, and was kept open till 18th March curt., from 9 o'clock each night until 6 o'clock the following morning. During that period there were, counting re-admissions, 3795 persons accommodated with a night's shelter and breakfast of bread and cheese. These, however, only represented 2860 persons, as 481 persons belonging to, or resident in, Falkirk and Grangemouth and districts received 1140 nights' shelter, etc., or rather more than an average of two nights each; while the strangers numbering 2379 received 2655 nights' shelter, or, in other words, 276 of these strangers received two nights' shelter each.

The shelter being suitable for males only, arrangements were made with a lodginghouse-keeper in town to take in females and children, and during the period mentioned 60 adult females and 24 children were thus accommodated with lodgings at a total cost of £1, 10s.

The total amount of money found on these 2860 was £2, 4s., in sums ranging from ½d. to 4d.

The practical part of the management of the shelter was in the hands of Constable Archibald M'Phail and Mr Peter Wright, Wooer Street, both of whom deserve credit for the interest they took in their work, and for the good order which they maintained.

Of these 2860 persons admitted to the shelter,

35	were under	16	years	of age.	
30	,,	17	,,	,,	
129	,,	21	,,	,,	
245	,,	25	,,	,,	
520	,,	30	,,	,,	
322	,,	35	,,	,,	
438	,,	40	,,	,,	
370	,,	45	,,	,,	
362	,,	50	,,	,,	
331	,,	60	,,	,,	and
78	over	60	,,	,,	

A good deal of initial expenditure was necessary before the shelter could be started. Repairs had to be executed on the building, a stove purchased, and w.c. accommodation and other sanitary appliances provided. In inexperienced hands this would have cost a pretty large sum; but in the hands of Mr James Forgie, joiner, who interested himself specially in the matter, the cost was less than £8.

In comparing the shelter of 1904–05 with that of the present year, it might be remarked that of persons belonging to the town and districts only 136 asked for admission then, while 481 were admitted this year. Then again, although three years ago the shelter was open for 56 nights, as compared with 91 nights this year, the total number of admissions, counting readmissions, was less this year by 140 than three years ago. It is difficult to draw inferences from these figures; but I think it points to this, that while work has been scarce all over, it has been specially so in this district.

I am satisfied that the shelter has done all that was expected of it. Those people admitted to it were most respectful to those in charge, and many of them expressed their hearty thanks for being allowed to pass the long cold night under a roof and around an ample fire.

The total cost incurred in connection with the shelter is as follows:—

To Mr James Forgie, Joiner, for fitting-up, etc., etc.	£7	19	4			
,, Falkirk Corporation for gas	7	12	9			
,, ,, ,, for coke	0	12	7			
,, Callendar Coal Company for coal	6	10	2			
,, Mr Learmonth, Grocer, for cheese	13	7	8½			
,, Mr Mathieson, Baker, for bread	10	4	7¾			
,, Mr Aitken for rent	2	0	0			
,, Mrs Jackson for lodgings—60 adult females at 5d. each and 24 children at 2½d. each	1	10	0			
,, Aitken Bros., Ironmongers, oils, &c.	0	7	4			
				£50	4	6¼
				£50	4	6¼

I trust that those people in the town and district who are in easy circumstances will readily assist us in meeting our liabilities, and of this they may rest assured, that they were never asked to subscribe for anything for which a better return had been got.

I have the honour to be, Sir, your obedient servant,

WM. GORDON, *Superintendent.*

R. G. DUFF, Esq., *Secretary,*
Royal Commission on the Poor Laws,
and Relief of Distress,
68 Victoria Street, Westminster, S.W.

NOTE.—The money required to meet the expenses of the Night Shelter was all subscribed voluntarily. W.G.
31.3.09.

APPENDIX No. CLXXXIII. (B).

Handed in by Mr W. Gordon, Falkirk. Q. 89045.

Constabulary Office,
Falkirk, 20*th January* 1908.

Dear Sir,—As requested by some of the members of the Royal Commission on the Poor Law, etc., I beg to send you the attached abstract showing the number of crimes and offences committed in this burgh by juvenile offenders during the five years ending 31st December 1907.

As regards the offences enumerated, a large number of them are very trifling, and such as children brought up in a country place would not have to answer for.

It is quite different, however, in respect of the crimes of dishonest appropriation of property and of the malicious destruction of property. The large number of children charged with the latter shows how great indifference there is on the part of a great many parents as to the expense which their children may cause other people. The most serious part of the abstract is that which deals with the crime of theft either in its simple form or with the varied aggravations. I do not, however, wish it to be inferred that I look upon the stealing of fruit, or turnips, or beans as being a serious matter. Neither do I look upon the stealing of coals and potatoes as being very serious except that thefts of this kind are nearly always prompted by the parents, and the matter, on that account, becomes very serious indeed. If my memory serves me correctly, however, what I was asked to do was to give some proof that juvenile thieves were often manufactured by their parents either by tuition or from utter neglect. I have therefore selected from the abstract a few of the most outstanding cases, and given details which in my view strongly support the foregoing theory. I would also like to add that in

APPENDIX No. CLXXXIII. (B).—*Continued.*

Handed in by Mr W. Gordon, Falkirk. Q. 89045.

the great majority of the cases of stealing referred to, similar details, in a more or less modified form, could also be given.

The first illustration I wish to draw the attention of the Commission to is that of a family of the name of Smith consisting of five boys, viz., John, James, Laughlan, Thomas, and Joseph. Both father and mother are dead. The father was a notorious poacher and thief, and was much addicted to drink. He died several years ago. The mother also died about two years ago. There were no convictions of theft against her and she did not take drink.

The eldest son, John, was convicted of theft when he was eleven years of age, on 3rd August 1897, and was dealt with under the First Offender's Act. He was again convicted on 11th September 1897 of theft by house-breaking and was sentenced to seven stripes, and again on 22nd November 1897 for a similar crime and got twelve stripes. On 27th December 1897 he was again convicted of theft by house-breaking and was sent to a reformatory school for three years. After his discharge from the reformatory school he was again convicted of theft by house-breaking and sent back to the reformatory for a further term of three years, on 4th September 1901. Since his discharge from the reformatory school he has been three times convicted of theft, and has received sentences of three months, six months, and twelve months which was his last sentence.

The other members of the family have also been convicted as follows, viz.:—

James Smith, 12 years on conviction.

Theft by house-breaking,	Sheriff Court,	9th March	1900—	6 stripes or 2 days.
Do. do.	do.	9th February	1903—	10 stripes or 3 days.
Theft,	do.	29th July	1904—	10s. or 7 days.
Theft by house-breaking,	do.	29th September	1904—	30 days' imprisonment.
Theft,	do.	9th January	1905—	60 days' imprisonment.
Do.	do.	15th January	1907—	6 months.

Laughlan Smith, 8 years of age on 1st conviction.

Theft by house-breaking,	Sheriff Court,	9th March	1900—	admonished.
Do. do.	do.	26th March	1900—	6 stripes or 2 days.
Do. do.	do.	9th February	1903—	10 stripes or 3 days.
Theft,	do.	25th January	1907—	60 days' imprisonment.

Thomas Smith, 11 years of age on conviction.

Theft,	Sheriff Court,	31st October	1904—	admonished.

Joseph Smith, 9 years of age on 1st conviction.

Theft,	Sheriff Court,	31st October	1904—	admonished.
Do	do.	12th September	1906—	5 years in reformatory.

I shall now give you single illustrations from five different families, which I presume will be sufficient for our present purpose.

(1) Charles Markie, a labourer, who is now 20 years of age, has the following convictions against him.

Theft by house-breaking,	Sheriff Court,	9th March	1900—	6 stripes or 3 days.
Do. do.	do.	26th March	1900—	12 stripes or 3 days.
Theft,	do.	11th June	1900—	5 years in reformatory.
Theft by house-breaking,	do.	29th September	1904—	3 months.
Reset of theft,	do.	21st June	1905—	3 months.
Do. do.	do.	3rd July	1906—	60 days.
Theft,	do.	8th October	1906—	6 months.

Markie's father was a moulder and earned good wages, but was of very drunken habits and did not look after his family at all. He died some years ago. His mother is still alive. She also is addicted to drink, and earns her living as a common prostitute. Several other members of the family have been convicted of theft.

(2) William Richardson, who is now 10 years of age, has the following convictions against him.

Theft,	Sheriff Court,	5th May	1905—	6 stripes or 2 days.
Theft by house-breaking,	do.	10ht May	1905—	12 stripes or 3 days.
Reset of theft,	do.	19th June	1905—	5 years in reformatory.

Adam Richardson, the father of this boy, is a labourer living in Falkirk; both he and his wife are of drunken habits, and the children are neglected.

(3) John Binnie, 10 years of age, has the following convictions against him.

Theft by house-breaking,	Sheriff Court,	10th May	1905—	6 stripes or 3 days.
Theft, do.	do.	19th June	1905—	12 stripes or 3 days.
Theft,	do.	17th August	1905—	5 years in reformatory.

The parents of this boy live in Falkirk. They are fairly respectable, and, as far as I know, not greatly addicted to drink, but the boy was a most persistent thief.

(4) John Williamson, who is now 12 years of age, has the following convictions against him.

Theft,	Sheriff Court,	31st October	1904—	admonished.
Do.	do.	24th November	1904—	4 stripes or 24 hours.
Do.	do.	2nd December	1904—	10 stripes or 3 days.
Do.	do.	9th April	1906—	6 stripes or 2 days.
Do.	do.	4th November	1907—	3 years in reformatory.

John Williamson, senior, the father of this boy, is a labourer at Grangemouth. His wife is dead, and he and his two boys lived in lodgings in Falkirk. He is a good deal addicted to drink, and the boys run wild—there being no one to look after them. Both have been convicted of theft.

APPENDIX No. CLXXXIII. (B).—*Continued.*

Handed in by Mr W. Gordon, Falkirk. Q. 89045.

(5) James Stobbie, who is now 14 years of age, has the following convictions against him.

Theft,	Police Court,	21st December	1903—admonished.
Do.	do.	11th February	1904—admonished.
Do.	Sheriff Court,	3rd March	1904— 8 stripes or 3 days.
Theft by house-breaking,	do.	16th December	1904—12 stripes or 3 days.

James Stobbie, senior, the father of this boy, is employed as a fireman in Falkirk Brewery and lives in Falkirk. He is a steady man and works regularly, but the mother is a drunken, worthless character, and the children were never properly looked after.

In a great many cases in the abstract referred to, the accused were simply admonished and dismissed without punishment, but the fact that parents have to put themselves to the trouble to attend Court with their children generally has the effect of causing them to look a little better after them for some time at least. Where punishment was inflicted it included detention in reformatory schools in five instances, and in a great many instances no definite charge was made, and the children were sent to industrial schools. Imprisonment was seldom resorted to; but there were thirty-four whippings.

I have not troubled you with figures as to the landward part of my division. There, the cases were never so numerous, and during the last two years they have fallen to the lowest point. That has been brought about by the resident Sheriff-Substitute (Mr Moffatt) instructing that for the first offence in cases which are not of a serious character the offender has to be seen along with his parents at their home, by an officer of police of not less rank than an inspector, who seriously cautions all concerned. During the period mentioned sixty-six children have been so dealt with, and it is wonderful the effect which this has had. —Yours faithfully,

WM. GORDON,
Superintendent.

The Secretary,
Royal Commission on the Poor Laws
and Relief of Distress,
68 Victoria Street,
Westminster, S.W.

ABSTRACT OF CRIMES AND OFFENCES COMMITTED BY PERSONS OF 16 YEARS AND UNDER, WITHIN THE BURGH OF FALKIRK, DURING THE FIVE YEARS ENDING 31ST DECEMBER 1907.

Crime or Offence.	Number of persons dealt with.			Number convicted.			Number against whom charges withdrawn.		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Theft	145	38	183	126	34	160	19	4	23
„ by opening lockfast places	4	1	5	4	1	5	...	...	...
„ by house-breaking	28	2	30	21	2	23	7	...	7
„ of coal	2	1	3	2	1	3	...	...	...
„ of potatoes	11	1	12	11	1	12	...	...	...
„ of fruit, turnips, and beans, etc.	36	2	38	33	2	35	3	...	3
Reset of theft	1	...	1	1	...	1	...	...	...
Fraud	1	5	6	...	3	3	1	2	3
Assault	7	4	11	7	4	11	...	...	...
Breach of peace	16	9	25	14	8	22	2	1	3
Drunk and incapable	1	...	1	1	...	1	...	...	...
Furious and reckless driving	2	...	2	2	...	2	...	...	...
Contravention of Post Office Acts	1	...	1	1	...	1	...	...	...
Contravention of Trespass Act	2	2	4	2	2	4	...	...	...
Malicious mischief	140	11	151	105	7	112	35	4	39
Cruelty to a horse	1	...	1	1	...	1	...	...	...
Playing football on street	134	...	134	123	...	123	11	...	11
Wheeling bogey on pavement	32	...	32	32	...	32	...	...	...
Throwing stones on streets	28	...	28	28	...	28	...	...	...
Loitering on pavement	8	...	8	7	...	7	1	...	1
Hanging on tramway car	6	...	6	6	...	6	...	...	...
Carrying baker's board on pavement	1	...	1	1	...	1	...	...	...
Laying down ashes on street	1	4	5	1	4	5	...	...	...
Chalkmarking walls, etc.	2	2	4	2	2	4	...	...	...
Committing nuisance	1	...	1	1	...	1	...	...	...
Ringing door-bell	...	1	1	...	1	1	...	...	...
Indecent exposure	1	...	1	1	...	1	...	...	...
Contravention of carriage regulations	1	...	1	1	...	1	...	...	...
	613	83	696	534	72	606	79	11	90

APPENDIX No. CLXXXIV.

PAPER HANDED IN BY MR MUNRO-FERGUSON, M.P.

Q. 94631 (9).

Chief Constable's Office,
Kirkcaldy, 12*th Nov.* 1907.

Dear Sir,—For the information of the Police Cells Visiting Committee, I beg to submit the following report on the police cells prison for the year ending 31st October 1907:—

The number of receptions for the above period was 744 (484 males and 260 females), being an increase of 87 males, and a decrease of 12 females, when compared with the previous year.

Of the 744 prisoners, 585 were persons who had no fixed place of residence. Most of the male non-residents were able-bodied men, and 70 per cent. or thereby may be

APPENDIX No. CLXXXIV.—*Continued.*

Paper handed in by Mr Munro-Ferguson, M.P. Q. 94631 (9).

termed casual labourers, the remainder belonging to the loafer or real tramp class.

Of the 260 females received into prison, only 40 were returned as having settled places of abode. Of the 220 non-residents, a large proportion were casual prostitutes.

This floating population gives much trouble to the police, and saddles a community such as this with a heavy burden in providing prison accommodation for their detention, apart from the cost of escort and maintenance.

Of the 585 non-residents, 49 were twice, 17 three times, 9 four times, 5 five times, 7 six times, and 1 seven times received into the police cells prison during the past year.

Of the 744 persons admitted, 327 completed their respective sentences, 151 paid their fines during imprisonment, 216 were transferred to Edinburgh prison, 16 were remitted to the sheriff, 15 were handed over to military and naval authorities, 14 were discharged for trial, 2 found bail, 1 was discharged by order of military authorities, and 2 were still in prison.

The Visiting Committee held 10 meetings during the year, and on each occasion everything was found satisfactory, and no complaints have been made by any of the prisoners.

The male prisoners have, as formerly, been chiefly employed teasing ropes, and the female prisoners washing prison clothes, floors, etc.

The Salvation Army officers have again interested themselves in the welfare of the prisoners, and have paid 61 visits to the cells during the year—24 of these being on Sundays and 37 on Wednesdays. The number of individual prisoners visited by these officers was 502.

Yours faithfully, (Signed) D. Gatherum,
Chief Constable.

W. L. Macindoe, Esq.,
Town-Clerk, Kirkcaldy.

APPENDIX No. CLXXXV.

PAPER HANDED IN BY MR CHARLES H. SCOTT PLUMMER.

Q. 95096.

Typical Cases of Workmen who have degenerated into Vagrants.

1. W. M'F. This man was born in a neighbouring county, and was brought up by an uncle and aunt. He worked as a drainer until he married a woman whose parents kept a common lodging-house. He occupied a house for fully six years after marriage, but having taken to drink, he gave up his house and took to the road. He is now a confirmed vagrant. He has a wife and five children, and they, with the exception of his eldest boy, who is 18 years of age and holds a pedlar's certificate, accompany him on tramp.

2. J. M. This man's parents were farm servants and respectable. About 14 years ago he married. Soon afterwards he took to drink, and is now tramping with a wife and six children, a confirmed vagrant.

3. A. W., aged 33, worked regularly up till about 8 years ago, when he married, and afterwards took to the road with his wife and two children, and is now a confirmed vagrant.

4. J. P., was employed in a shipbuilding yard on the Tyne when a strike occurred. He drifted into Scotland in search of work, met in with a prepossessing young woman of the vagrant class, married her, and had twelve children, five of whom are dead and seven alive. They have tramped the Border counties as confirmed vagrants for the last twenty years or more.

5. J. I., aged 38, is the son of a respectable woman, a widow, residing in Roxburghshire. He got a good education, and worked for several years in a mill. Through his drinking habits and laziness he lost his employment. He is now tramping the country, a confirmed vagrant.

6. J. P., aged 50, was born in an adjoining county. His father was a shoemaker. He worked regularly for some years as a mason's labourer. About 14 years ago he married a woman who had been brought up on the road. They both took to the road and are confirmed vagrants. They have six children.

7. C. F., is a native of Roxburghshire. His father was a carter. About 20 years ago he married a member of a vagrant family. Since then they have tramped the country as confirmed vagrants. Their only son is in an industrial school. Their three girls accompany them on tramp. He has three brothers doing well.

8. G. F., is the son of respectable parents, his father being a shepherd, and a native of Roxburghshire. He was always lazy, and is a confirmed vagrant, having tramped the Border counties for many years. He is unmarried.

9. W. H., who is respectably connected, is a native of a neighbouring county. He is a confirmed vagrant, having been on tramp for a quarter of a century. He is unmarried.

APPENDIX No. CLXXXVI. (A).

PAPER HANDED IN BY MR A. K. CHALMERS, M.D.

Q. 95100 (25).

NUMBER OF INDIVIDUAL PATIENTS ATTENDING MEDICAL DISPENSARIES IN GLASGOW FOR LAST COMPLETED YEAR.

	Institution.	No. of Patients Treated.			Annual Cost.
		Glasgow.	From elsewhere.	Total.	
1	Canal Boatman's Friend Society of Scotland	413	...	413	£6 18 8
2	Central Dispensary	10,104	...	10,104	156 4 4
3	Hospital for Ear, Nose, and Throat	2,778	...	2,778	...
4	Eye Infirmary	...	...	23,573	2,035 14 2
5	Ophthalmic Institution	...	...	11,409	612 18 7
6	Jas. Morrison Street Dispensary	...	...	854	157 15 1½
7	Jewish Medical Mission	660	...	660	24 8 5⅕
8	Public Dispensary	629	...	629	21 3 1½
9	Lock Hospital	...	...	51	...
10	Medical Missionary Society	16,350	...	16,350	1,074 12 0
11	Victoria Infirmary	...	...	13,601	582 15 9
12	Western Infirmary	26,221	3,303	29,524	...
13	Royal Infirmary	24,059	3,786	27,845	...
14	Sick Children's Hospital	8,583	3,065	11,648	1,381 0 0
15	Samaritan Hospital for Women	894	453	1,347	327 10 0
16	Glasgow University Students' Settlement	...	...	1,008	...
17	Grove Street Institute	2,774	...	2,774	58 12 2
18	Bridgeton Medical Mission	2,600	...	2,600	60 0 0
19	Wynd United Free Church Mission	2,093	...	2,093	150 0 0
20	Cowcaddens United Free Church Mission	2,200	...	2,200	40 0 0
21	Anderston Dispensary	2,500	...	2,500	540 0 0
		102,858	10,607	163,961	£7,229 12 4½

APPENDIX No. CLXXXVI. (B).

Paper handed in by Mr A. K. CHALMERS, M.D. Q. 95206.

Extract from "Physical Inspection of School Children in Relation to Public Health Administration," by A. K. Chalmers, M.D.

Page 7.

TABLE I.—COMPARISON OF SCHOOL CHILDREN ACCORDING TO ECONOMIC POSITION OF FAMILY (BOYS).

Death Rate per 1000.	Size of House in Rooms.	Mean Height in Inches.	Mean Weight in Pounds.	Stated as Percentages.						
				State of Nutrition.			Mental Capacity (Teachers' Estimate).			
				Stout.	Medium.	Thin.	Excellent.	Good.	Medium.	Dull.
32·7	1	47·7	52·9	...	80	20	6·6	26·6	26·6	?
21·3	2	49·3	56·6	4·9	77.2	14·9	16·6	45·4	31·2	6·6
13·7	3	50·8	59·6	10·5	74.5	14·9	17·5	49·1	28	5·2

APPENDIX No. CLXXXVII.

PAPERS HANDED IN BY THE LOCAL GOVERNMENT BOARD FOR SCOTLAND.

MEMORANDUM BY THE LOCAL GOVERNMENT BOARD FOR SCOTLAND AS TO THE MEANS TAKEN TO PROVIDE WORK OR OTHER ASSISTANCE FOR DESTITUTE ABLE-BODIED PERSONS IN TIMES OF EXCEPTIONAL DISTRESS DURING THE PERIOD BETWEEN 1878 AND 1905.

1. The Board of Supervision do not appear to have had occasion to consider the question of distress from want of employment till the close of the year 1878, when apprehensions arose in some places as to the probable number of unemployed persons likely to be able to maintain themselves through the winter. The Board were then requested by inspectors of poor and others to afford such aid as it might be in their power to give—in the shape of advice and recommendation to parochial boards and local authorities—in order to enable them to meet efficiently the apprehended emergency. They accordingly issued a Minute, containing a statement of the powers and duties of these statutory bodies respectively, along with such rules and suggestions as appeared to be most conducive to the end in view, *i.e.*, the rendering safely such temporary assistance as might be found necessary during the winter to unemployed artisans and labourers. The Board stated that, notwithstanding the unusual severity of the weather and the exceptionally depressed condition of the labour market during the winter of 1878–79, the apprehended difficulty was everywhere overcome, so far as they were aware, without a single death from starvation or even much serious suffering. They further stated that in every place in which the principles of relief indicated in their Minute were strictly adhered to, no difficulty whatever occurred, and it was only where these essential principles were lost sight of that too lax an administration of the local funds for relief produced the inevitable result of fostering and aggravating the difficulties of the situation. A copy of the Board's Minute is appended. (App. CLXXXVII. A.)

2. In view of the possible destitution of able-bodied persons during the winter of 1879–80, the Board again directed attention to their Minute of 12th December 1878, and issued Rules which they recommended should be observed in all cases in which it was proposed that there should be co-operation in the relief of the unemployed between parochial authorities and the administrators of charitable funds. A copy of the Extract Minute and relative rules are appended. (App. CLXXXVII. B.)

3. In February 1883, the Board pointed out that strong, though not well-authenticated, statements appeared in the newspapers, alleging the existence of extreme destitution among the labouring classes in the Western Highlands and Islands, in consequence of the deficient harvest and fishing of the previous season. Enquiries were addressed to the inspectors of poor, and the answers received were on the whole reassuring, though in a considerable number of places the circumstances of the population were in that year worse than usual. It was suggested by the Lord Provosts of Edinburgh and Glasgow, who were members of the Board, that an independent enquiry should be instituted by the Government into the alleged distress. The Board explained that they were only responsible for the relief of persons entitled to be assisted from the Poor Rate, and that they possessed neither the authority nor the means requisite to make an enquiry of the nature suggested, though they concurred in the proposal that there should be such an enquiry. They, however, despatched two of their general superintendents of poor to the districts referred to, in order that they might make a careful enquiry into the circumstances of each parish, in case the strain upon the machinery of the Poor Law might be found to be anywhere too great for the ratepayers to bear. The Reports of these officers will be found on pages 9–23 of the 38th Annual Report of the Board of Supervision.

4. In October 1885, statements were made to the Secretary for Scotland to the effect that the inhabitants of the Island of St Kilda, owing to the destruction of their crops by a storm, were in a state of destitution. The Board instructed their visiting officer, Mr (now Sir) Malcolm M'Neill, to proceed to the Island, and to enquire and report as to the actual condition of the Islanders. Sir Malcolm M'Neill's report was published as a Parliamentary Paper. (C., 4696–1886.)

5. It had been represented to the Board that during the winter of 1885–86 in some places the principles embodied in their Minutes of 12th December 1878 and 9th October 1879 had been lost sight of. In view of the widely prevailing depression in many industrial occupations, and the consequent scarcity of employment, the Board, in March 1886, re-issued these Minutes for the information and guidance of parochial boards.

6. In the Report for the year 1892–93, the Board refer to statements that had been made to them as to alleged destitution in Scotland and the Northern Hebrides. They obtained fortnightly reports, which went to show that no acute distress or destitution existed in these localities, and that, as the applications for parochial relief and the number of persons on the roll of poor were not excessive, there was no reason to apprehend that the parochial boards would be unable to afford adequate relief to those who were destitute and disabled. The opinion of the Board is contained in a Minute, dated 8th April 1893 (copy appended—App. CLXXXVII. C.), in which they state that, in their view, "Any aid from Government should only be given in 'return for work, as they are satisfied that eleemosynary 'relief is injurious and demoralising, in so far as it leads 'the people to believe that they need not depend upon 'their own exertions."

7. During the winter of 1893–94 a voluminous correspondence took place on the subject of the position and prospects of the able-bodied unemployed in Scotland; and at the request of the Secretary for Scotland, Mr R. B. Barclay, general superintendent of poor, was instructed to visit the principal centres of population for the purpose of enquiring into the subject. Mr Barclay's Report was published as a Parliamentary Paper (see C. 7410–1894).

8. There was again considerable correspondence on the subject of unemployment in the winter of 1894–95, and the Local Government Board were requested by the Chairman of the Select Committee on Distress from Want of Employment to collect information for the Committee from Local Authorities in Scotland as to

(1) Whether there was any exceptional distress in the district, and how far this was due to circumstances peculiar to the locality or to the severe weather.

(2) What was being done to meet the distress by public authorities or by voluntary agencies during the week ended Saturday, 16th February 1895.

(3) Was an unemployed register maintained, and with what result.

(4) Whether the authorities concerned had any suggestions to make for the purpose of relieving such distress.

9. All the information obtained is published on pages 565–800 of the Appendix to the Report from the Select Committee (H.C. 365, Session 1895.)

10. In November 1896, the Board received a petition from the inhabitants of the Northern and Eastern parts of Barra, alleging great distress, owing to the failure of the fishing and of the potato crop. The Board obtained confidential reports from various quarters and from their General Superintendent of Poor. From a perusal of the reports, it was seen that the state of matters had been exaggerated, and that it was unnecessary to take any steps to relieve the situation.

11. No further steps appear to have been taken by the Local Government Board for dealing with the able-bodied unemployed during the period under review. It will be observed that the grounds for the policy embodied in the Minutes of the Board are usually set forth in the Minutes or in the extracts herein quoted from their Reports.

12. The Board have no information as to the extent to which work or other assistance has been provided for destitute able-bodied persons in times of exceptional distress during the period between 1878 and 1905 by municipal or other organisations in urban centres, save that contained in the Appendix to the Report of the Select Committee of 1895, already mentioned. Neither are they aware of any such assistance having been afforded by Government. The Board communicated, however, with the Home Office—(the department responsible prior to the appointment of a Secretary for Scotland in 1885)—the Secretary for Scotland, and the Congested Districts Board, but none of these departments could refer to any particular instance of Government intervention in the sense referred to by the Royal Commission.

13. The Secretary for Scotland points out as follows:—

"(1) Work on piers, etc., was undertaken under the 'Scottish Office from voted money up to 1897 and 'thereafter by the Congested Districts Board; but the 'object in view was development and not the relief of 'the unemployed, although local distress may have 'been an element in the decision as to priority for a 'particular work. No case can be recalled where such 'work was undertaken for the relief of destitute able-'bodied persons, though such persons, no doubt, 'derived benefit through the expenditure on works of 'permanent utility.

"(2) The Congested Districts Board have made 'grants of small amounts for seed-distribution, etc., and,

APPENDIX No. CLXXXVII.—*Continued.*

Paper handed in by Local Government Board for Scotland.

'in a few exceptional cases, *e.g.* Taransay in Harris, the 'motive was rather relief than improvement of crop. 'The predominant object, however, save perhaps in a 'few trifling cases, was improvement of crop.

"(3) Government monies distributed for purposes of 'Colonisation schemes were advanced by way of loan, 'and have now been repaid. For information on this 'subject reference may be made to the Reports of the 'Crofters Colonisation Board (1890–1899)."

14. The Board forwarded a copy of the Secretary for Scotland's letter to the Congested Districts Board, who replied in the following terms:—

"The Congested Districts Board have received since 'their constitution many applications for relief of various 'kinds, including relief works in order to find employment 'for people in times of local distress.

"In all such cases, however, the attitude of the Board 'has been that their powers do not enable them to give any 'aid in relief of distress.

"The Board have nothing to add to the letter of the 'Secretary for Scotland, except that, even in the case to 'which he refers in his second paragraph, that of Taransay 'in Harris, the primary object was stated to be the 'improvement of their agriculture."

APPENDIX No. CLXXXVII. (A).

Paper handed in by Local Government Board for Scotland.

CIRCULAR LETTER AND MINUTE OF THE BOARD OF SUPERVISION RESPECTING ABLE-BODIED PERSONS OUT OF EMPLOYMENT.

BOARD OF SUPERVISION,
EDINBURGH, 13*th December* 1878.

SIR,—I am directed by the Board of Supervision to transmit (in duplicate), for the information and guidance of the Parochial Board, the accompanying Minute of the Board, dated 12th inst., respecting able-bodied persons out of employment; and I have to require you to lay it before the Parochial Board without delay.—I am, sir, your obedient servant,

JOHN SKELTON, *Secretary.*

The Inspector of Poor.

Note.—A similar communication was made to all Local Authorities under the Public Health Act.

MINUTE OF THE BOARD OF SUPERVISION RESPECTING ABLE-BODIED PERSONS OUT OF EMPLOYMENT.—12th December 1878.

The Board have been informed that there are at present in some places a considerable number of unemployed persons, and that apprehensions are entertained that unless trade revives the number of such persons will seriously increase in the course of the winter. The Board have been requested to afford such aid as it may be in their power to give—in the shape of advice and recommendation to Parochial Boards and Local Authorities—in order to meet efficiently the apprehended emergency.

In these circumstances the Board deem it expedient to issue to Parochial Boards and Local Authorities, and through them to the public, the following statement as to the powers and duties of these statutory bodies respectively, and of what appears to the Board to be the best mode of rendering such assistance to unemployed artisans and labourers as may be necessary.

1. It must be kept in view that Parochial Boards have no power to expend any of their funds in the relief of persons who are not both destitute and (wholly or partially) disabled. In considering the question of disability, however, in the case of a person really destitute, the Inspector should not carry the letter of the law to an extreme, and cause delay in a doubtful case by the necessity of an appeal to the Sheriff. Moreover, it is obvious that if a person is *really destitute*, no long period would elapse before he also became *disabled* from want of food. It would probably be a safe rule of practice in such cases to afford immediate relief, if the Inspector is of opinion that the Sheriff on appeal would order it.

2. In every case of a person only partially disabled, relief should be given either in kind and in return for such work as the poor person is certified by the Medical Officer to be capable of performing, or by an offer of relief in the Poorhouse.

3. It should also be kept in view, that (as stated in the Board's 25th Annual Report, pp. 22 and 23) the Public Health Act neither added to nor diminished the duties and responsibilities of the Parochial Board under the Poor Law Act, in any part of the parish, whether under the jurisdiction (for Public Health purposes) of the Parochial Board as Local Authority, or of other Local Authorities. Consequently the Parochial Board are still responsible for, and have to defray out of the funds raised for the relief of the poor the cost attending the care of all paupers and proper objects of parochial relief, whether they are suffering from contagious or infectious disease or not. Further, in all cases of ascertained or suspected contagious or infectious disease, the body first applied to, whether the Parochial Board or the Local Authority, should at once afford the assistance required for the treatment of the patient and the public safety, leaving the question of ultimate liability for the expense incurred to be settled afterwards. It would not be expedient, humane, or safe, that action should be delayed in such cases until the question of liability was disposed of, and that the patient should in the meantime be handed about from one official to another.

4. Besides the classes of persons above referred to who are legally entitled to relief or medical treatment out of the rates raised, as the case may be, either under the Poor Law Act or the Public Health Act, there falls to be considered the best mode of dealing with able-bodied persons rendered destitute by being out of employment. The Legislature has entrusted the safety of these persons to the voluntary benevolence of the public, and that trust has never yet been found to have been misplaced. But the duty thereby imposed upon the public, and upon the authorities which represent them in each place, requires to be discharged with the greatest circumspection and care, lest their benevolence should be productive of manifold and manifest evils to society.

5. In the administration of a charitable fund among able-bodied persons, a few simple rules should be very rigidly and firmly enforced.

A. No person should be admitted to participation without a strict enquiry into his previous history and present circumstances. In most cases the officers of the Parochial Board will be found the fittest persons to conduct this enquiry, and the Board have no doubt that the Parochial Board will be ready to afford their assistance.

B. No person who is on strike, or who declines to accept employment at wages sufficient to maintain him, should be admitted to participation. Such a person is out of employment solely by his own voluntary act.

C. No person in receipt of parochial relief, or in receipt of relief from a charitable society or association, or belonging to a society bound to support him, or who resorts to begging, should be admitted to participation.

D. No assistance whatever should be given without an equivalent in labour being exacted.

E. The best mode at once of applying this test, and at the same time of providing for an unemployed person, is to find him an offer of employment in his own, or some other, occupation of which he is capable, by private persons or public companies who are in need of workmen or labourers. No person who refuses such employment when offered to him should be assisted in any other way.

F. For those not thus provided for, means should be adopted to apply what may be termed an artificial labour test, and no person who refuses to submit to it should be admitted to participation. For this purpose stone-breaking, sand-crushing, wood-splitting, oakum-teasing, and many other simple occupations may be usefully organised. Covered sheds should be erected so as to admit of work being carried on in all weathers. Labour-masters should be appointed to superintend this work, whose duty it would be to check and report idleness or absence. If any person alleges inability to do the work required of him, he should be examined by a Medical Officer, whose report would guide the administrators of the fund. In the case of women, work for which they are fitted should be provided for them, either in rooms hired for the purpose or at their own homes. In applying a labour test, the remunerative nature of the employment should be the last thing considered. Its value consists in the aid it affords in detecting imposture, in discouraging idleness, and in doing as little as

APPENDIX No. CLXXXVII. (A).—*Continued.* Paper handed in by Local Government Board for Scotland.

possible to demoralise the recipients of the public bounty.

6. No assistance should be given from the fund in money, but solely in rations, coals, etc. Where there is a family, it is advisable that the rations intended for them should be given to them personally.

6. If such rules as are indicated above be adopted and strictly followed, all real distress will be averted, and much discouragement will be given to idleness and imposture. It would be well that the rules resolved upon should be advertised and made widely known. This, of itself, will have the effect of keeping down the number of applicants, and of deterring persons at a distance from flocking, as they (especially the more worthless) invariably do, into the place where a benevolent fund is known to exist.

7. If the fund is not administered on principles such as those which have here been sketched out, the results cannot fail to be injurious. All experience proves the danger of a loose administration of charity. Imposture is engendered, dissipation is encouraged, and the ordinary rules of labour are reversed.

8. The Board are aware that there may be persons who will consider these principles of relief unnecessarily harsh. But the Board are convinced that in the interest of the labouring classes themselves and for the welfare of the whole community, the strictness of administration recommended is essential to really useful and beneficial results.

APPENDIX No. CLXXXVII. (B). Paper handed in by Local Government Board for Scotland.

EXTRACT MINUTE OF BOARD OF SUPERVISION AS TO RELIEF OF THE UNEMPLOYED.

Dated 9th October 1879.

In view of the possible destitution of able-bodied persons during the coming winter, the Board deem it expedient to recall attention to their Minute of 12th December 1878 upon this subject.

In that Minute the Board pointed out that in the administration of a charitable fund among able-bodied persons, a few simple rules should be very rigidly and firmly enforced.

1. No person should be admitted to participation without a strict inquiry into his previous history and present circumstances. In most cases the officers of the Parochial Board will be found the fittest persons to conduct this inquiry, and the Board have no doubt that the Parochial Board will be ready to afford their assistance.

2. No person who is on strike, or who declines to accept employment at wages sufficient to maintain him, should be admitted to participation. Such a person is out of employment solely by his own voluntary act.

3. No person in receipt of Parochial relief, or in receipt of relief from a Charitable Society or Association, or belonging to a society bound to support him, or who resorts to begging, should be admitted to participation.

4. No assistance whatever should be given without an equivalent in labour being exacted.

5. The best mode at once of applying this test, and at the same time of providing for an unemployed person, is to find him an offer of employment in his own, or some other occupation of which he is capable, by private persons or public companies, who are in need of workmen or labourers. No person who refuses such employment when offered to him should be assisted in any other way.

6. For those not thus provided for, means should be adopted to apply what may be termed an artificial labour test, and no person who refuses to submit to it should be admitted to participation. For this purpose stone-breaking, sand-crushing, wood-splitting, oakum-teasing, and many other simple occupations may be usefully organised. Covered sheds should be erected, so as to admit of work being carried on in all weathers. Labour-masters should be appointed to superintend this work, whose duty it would be to check and report idleness or absence. If any person alleges inability to do the work required of him, he should be examined by a Medical Officer, whose report would guide the administrators of the fund. In the case of women, work for which they are fitted should be provided for them, either in rooms hired for the purpose or at their own homes. In applying a labour test, the remunerative nature of the employment should be the last thing considered. Its value consists in the aid it affords in detecting imposture, in discouraging idleness, and in doing as little as possible to demoralise the recipients of the public bounty.

7. No assistance should be given from the fund in money, but solely in rations, coals, etc. Where there is a family, it is advisable that the rations intended for them should be given to them personally.

In no instance during last winter, so far as the Board are aware, did any difficulty arise in dealing with the unemployed where the above principles of relief were strictly adhered to. It was only where these *essential principles* were lost sight of that the lax administration of charitable funds raised for the unemployed produced the inevitable result of fostering and aggravating the difficulties of the situation.

The Board would earnestly urge upon all concerned—Parochial Boards, Municipal Authorities, and Charitable Relief Committees—the necessity of their acting firmly in the manner now indicated, if they desire to relieve real and unmerited distress without encouraging idleness and imposture.

The Board would therefore recommend that in all cases in which it is proposed that there should be co-operation in the relief of the unemployed between Parochial Authorities and the administrators of charitable funds, the following rules be observed :—

1st. That the additional assistance required in the Parochial Office for thorough investigation into the circumstances of applicants shall be paid out of the fund raised for relief of the unemployed.

2d. That applicants shall be referred to the Parochial Authority, and that *no applicant* shall *under any circumstances* be relieved by the administrators of the Relief Fund except on the recommendation of the Parochial Authority.

3d. That the administrators of the Relief Fund shall provide *in all cases* an adequate labour test to be administered by their own officers.

4th. That the duty of the Parochial Authority shall be limited to the investigation of cases and the granting of lines of recommendation; and

5th. That the duty of the administrators of the Fund shall be to provide labour for, and to pay the wages of, unemployed persons who have been recommended for relief by the Parochial Authority.

APPENDIX CLXXXVII. (C). Paper handed in by Local Government Board for Scotland.

MINUTE, DATED 8TH APRIL 1893, ON ALLEGED DESTITUTION IN SHETLAND AND THE NORTHERN HEBRIDES.

The Board, having carefully considered the Reports and letters submitted, are of opinion :—

1. That there is no evidence that acute distress or destitution prevails in Shetland or the Northern Hebrides, and that as the applications for parochial relief and the number of persons on the roll of poor are not excessive, there is no reason to apprehend that the Parochial Boards will be unable to afford adequate relief to those who are destitute and disabled.

2. That the Board have no means of ascertaining with reasonable certainty whether the complaints of exceptional scarcity of seed are well-founded. There appears, indeed, to be a general impression among the Poor Law officials from whom reports have been received, that seed is scarce; but the Board are aware that, while in former years similar complaints have frequently been made at this season, a supply, sufficient to crop the ground, has always been ultimately obtained without Government aid.

3. The Board are of opinion that any aid from Government should only be given in return for work, as they are satisfied that eleemosynary relief is injurious and demoralising, in so far as it leads the people to believe that they need not depend upon their own exertions. But as the season is far advanced, and as the grants for road-making, it would appear, have not yet been distributed in many districts, the County Councils might perhaps be permitted to proceed with the distribution among those who undertake to work when the present busy season is over.

4. While there can be no doubt that a late and indifferent harvest and un-remunerative prices have reduced the resources of the poorer class of agriculturists, it appears from the returns which the Board have received that the early fishing in the Lews has been successful, and that in Shetland, at least, material assistance in the shape of seed has been received from friends interested in the Islands.

APPENDIX

Paper handed in by the Local

STATEMENT showing for a number of typical Parishes in Scotland particulars (*a*) as to the extent to to the extent to which compounding

I.—PARISHES CONTAINING NO PART OF

No.	Parish.	Total Number of Ratepayers.						Number of Ratepayers who were exempted (wholly or partly) from Poor Rates on the ground of inability to pay.											
								Paupers.						Non-paupers.					
		1903.	1904.	1905.	1906.	1907.	Average for the Five Years.	1903.	1904.	1905.	1906.	1907.	Average for the Five Years.	1903.	1904.	1905.	1906.	1907.	Average for the Five Years.
1	Fyvie	818	823	819	814	816	818	6	6	10	8	7	7	12	10	9	8	10	10
2	Newhills	1376	1374	1394	1461	1479	1417	58	55	53	54	52	54	71	81	74	75	70	74
3	Peterculter	1529	1558	1586	1617	1676	1593	6	6	11	9	15	9	19	23	28	21	25	23
4	Kilarrow	322	321	317	310	321	318	5	2	3	1	3	3	2	6	13	6	2	6
5	Kilchoman	360	361	364	375	378	368	5	1	1	3	1	2	6	8	6	2	4	5
6	Lismore and Appin	496	497	525	541	544	521	..	..	..	..	..	..	..	..	1	..	1	1
7	South Knapdale	698	702	707	749	724	716	16	18	19	12	17	16	..	3	1	4	4	2
8	Auchinleck	1498	1509	1529	1535	1605	1535	20	20	27	27	29	25	44	50	54	42	59	50
9	Beith	2022	2003	2009	2017	2033	2017	41	44	42	38	35	40	99	95	91	87	86	92
10	Dalry (Ayr)	2148	2152	2154	2165	2177	2159	13	11	27	37	31	28	52	39	45	45	31	42
11	Kilmaurs	972	993	1014	1017	968	993	36	41	45	45	36	41	21	21	22	23	27	23
12	Stevenston	2572	2627	2660	2804	2864	2705	51	52	55	64	72	59	89	102	98	138	112	108
13	Boyndie	430	447	441	439	450	441	9	8	12	12	10	10	23	31	38	39	37	34
14	Inveravon	340	343	345	349	357	347	..	..	..	..	..	..	..	..	..	..	..	..
15	Coldingham	527	529	541	545	547	538	6	5	7	8	8	7	7	6	8	9	9	8
16	Earlston	367	364	368	367	369	367	1	2	3	4	4	3	4	2	5	5	3	4
17	Kilbride (Arran)	490	491	493	501	509	497	2	3	4	4	4	3	1	1	3	3	3	2
18	North Bute	758	751	788	773	781	770	4	5	3	6	6	5	12	9	4	7	5	7
19	Halkirk	395	404	411	420	407	407	12	11	10	11	11	11	11	13	13	18	15	14
20	Latheron	1381	1385	1377	1375	1378	1379	24	31	30	29	27	28	32	31	38	45	10	31
21	Clackmannan	435	440	446	462	465	450	4	5	6	8	9	6	..	1	1	1	2	1
22	Bonhill	3685	3753	3783	3814	4119	3831	92	87	91	89	85	89	191	187	193	184	190	189
23	Cumbernauld	1336	1342	1349	1359	1350	1347	11	13	13	15	18	14	52	44	49	38	38	44
24	Canonbie	150	150	150	152	152	151	..	..	..	..	..	..	..	..	..	..	1	1
25	Morton	510	581	590	595	614	578	2	4	4	3	3	3	2	3	2	2	..	2
26	Currie	471	504	510	514	519	504	11	12	10	14	13	12	1	1	2	2	1	1
27	West Calder	636	657	692	677	679	668	4	..	3	4	7	4	17	21	18	22	13	18
28	Bellie	931	939	946	964	966	949	17	15	12	11	11	13	18	15	14	15	15	15
29	Knockando	250	254	253	252	258	253	1	1	1	1	1	1	..	..	..	..	1	1
30	Kettle	642	635	632	625	643	635	8	8	8	4	5	7	25	25	23	27	34	27
31	Leuchars	507	513	518	536	548	524	4	3	3	3	4	3	3	3	3	2	..	2
32	Wemyss	3378	3452	3575	3658	3780	3569	32	28	32	24	28	29	43	39	40	50	44	43
33	Craig	597	609	613	620	625	613	4	3	4	5	8	5	25	24	25	24	22	24
34	Liff and Benvie	350	340	352	336	344	344	2	..	..	5	5	2	15	11	8	7	7	10
35	Dirleton	318	323	341	360	377	344	2	2	3	2	1	2	..	1	1	1	2	1
36	Gladsmuir	68	69	65	66	70	68	..	..	..	..	..	..	..	1	..	1	..	1
37	Duirinish	701	705	707	699	691	701	2	2	1	..	..	1	3	3	..	..	..	1
38	Harris	617	615	636	636	643	629	1	..	..	..	..	1	8	..	1	1	..	2
39	Kilmorack	616	619	613	609	613	614	38	47	39	30	32	37	60	72	61	59	40	58
40	Banchory-Devenick	426	422	425	435	438	429	3	2	2	2	1	2	4	7	6	4	6	5
41	Nigg (Kincardine)	263	271	294	303	304	287	10	8	12	14	12	11	8	7	9	5	6	7
42	Orwell	520	528	531	537	545	532	2	1	2	4	2	2	4	4	5	3	3	4
43	Colvend	263	263	271	281	282	272	6	4	5	3	4	4	..	..	..	2	1	1
44	Rerrick	275	273	270	275	277	274	3	2	1	1	2	2	3	3	3	3	3	3
45	Blantyre	3352	3535	3642	3714	3852	3625	59	52	79	71	95	71	78	75	91	118	90	90
46	Cadder	2357	2415	2508	2578	2605	2493	61	54	58	58	49	56	28	20	28	37	32	29
47	Cambuslang	3762	4011	4069	4164	4329	4067	51	61	70	89	96	73	67	83	83	68	64	73
48	Lesmahagow	2010	2020	2025	2090	2123	2054	43	48	47	48	40	45	35	36	30	29	30	32
49	Shotts	1785	1880	1981	2031	2154	1966	16	18	23	24	26	21	11	10	16	16	25	16
50	Kirkliston	518	550	581	587	607	569	14	17	17	15	19	16	7	7	9	16	6	9
51	Uphall	2151	2212	2296	2375	2438	2294	34	40	41	43	53	42	12	11	10	15	13	12
52	Auldearn	369	380	378	375	378	376	15	14	17	14	9	14	2	..	2	..	2	1
53	Birsay	511	507	511	516	517	512	..	..	1	3	1	1	5	1	..	1	1	2
54	South Ronaldshay	658	652	641	664	658	655	14	10	9	8	11	10	21	18	15	12	12	16
55	Westray	352	356	410	414	413	389	9	4	7	3	3	5	..	..	..	..	..	..
56	West Linton	307	306	317	311	317	312	3	3	3	3	3	3	2	4	3	3	4	3
57	Comrie	483	500	494	489	498	493	6	6	4	5	4	5	7	6	6	7	8	7
58	Moulin	689	695	712	716	720	706	6	7	10	8	10	8	..	1	..	..	1	1
59	Houston	494	498	471	465	462	478	11	12	10	14	13	12	30	26	24	25	20	25
60	Kilbarchan	1897	1844	1899	1919	1926	1895	63	65	65	67	62	64	60	47	52	55	55	54
61	Kilmacolm	871	920	948	989	1019	949	9	8	7	5	6	7	12	5	6	7	5	7
62	Barvas	982	981	980	975	972	978	7	3	2	2	3	3	22	7	49	18	12	22
63	Lochalsh	446	459	454	461	482	460	17	21	15	14	16	17	19	26	24	17	22	22
64	Stornoway	2047	2070	2106	2134	2220	2115	53	43	46	51	46	48	140	147	156	113	125	136
65	Cavers	242	238	240	241	240	240	..	..	..	..	1	1	..	..	..	1	1	1
66	Castleton	348	346	350	348	354	349	..	..	..	..	..	..	..	..	..	..	..	..
67	Yarrow	80	82	81	83	83	82	..	..	..	..	..	..	..	..	..	..	..	..
68	Campsie	1864	1860	1857	1853	1875	1862	56	58	58	60	56	58	56	63	64	59	64	61
69	Kippen	550	552	555	543	555	551	3	4	5	5	4	4	1	1	2	4	3	2
70	Larbert	2550	2647	2707	2713	2747	2673	36	38	36	37	36	37	58	78	84	82	96	80
71	Assynt	510	511	511	510	511	511	1	1	2	1	..	1	9	3	13	27	1	11
72	Farr	600	594	602	605	584	597	..	..	..	1	1	1	..	..	..	..	..	..
73	Kirkmaiden	240	241	248	248	251	246	1	1	1	..	..	1	1	..	..	..	..	1
74	Mochrum	403	400	399	390	386	396	43	40	39	37	38	39	3	3	2	2	3	3
75	Old Luce	318	325	329	331	330	327	4	3	4	3	..	3	6	8	6	3	8	6
76	Dunrossness	950	951	963	1002	1024	978	18	18	18	20	19	19	8	8	8	7	5	7
77	Yell	708	746	757	759	761	746	24	30	35	34	35	32	7	14	16	14	3	11

* Excepting colliery tenants whose houses are let only for short periods.

No. CLXXXVIII.

Government Board for Scotland.

which poor persons are exempted from the payment of rates on the ground of inability to pay, and (*b*) as for rates obtains in such parishes.

A Royal or Parliamentary Burgh.

Amount of such Relief allowed to — Paupers. 1903.	1904.	1905.	1906.	1907.	Average for the Five Years.	Non-paupers. 1903.	1904.	1905.	1906.	1907.	Average for the Five Years.	Is it the practice of the Parish Council to levy Occupiers' Rates from the Owners in the case of subjects under £4 rental?	Or are all Occupiers' Rates levied direct from the Occupier?	No.
£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.			
0 14 5	0 16 6	1 13 4	1 4 7	1 0 11	1 1 11	1 13 9	1 9 2	1 11 2	1 3 4	1 11 3	1 9 9	..	Yes.	1
8 0 0	6 0 0	6 0 0	6 0 0	5 0 0	6 4 0	9 0 0	8 0 0	7 0 0	8 0 0	7 0 0	7 16 0	..	Yes.	2
0 16 0	0 16 6	1 12 5	1 4 3	2 4 0	1 6 8	3 8 0	3 11 6	3 18 10	2 12 3	3 5 1	3 7 2	..	Yes.	3
0 11 5	0 7 8	0 7 10	0 1 7	0 5 7	0 6 10	0 3 9	0 19 5	1 13 5	0 9 8	0 6 5	0 14 6	Yes.	..	4
1 5 9	0 3 3	0 3 1	0 8 2	0 4 3	0 8 11	1 15 1	1 15 6	1 9 8	0 8 11	0 14 4	1 4 8	Yes.	..	5
..	..	..	..	..	..	..	..	1 0 7	..	0 8 0	0 5 9	Yes.	..	6
4 11 1	5 12 10	4 19 5	3 6 6	4 11 2	4 12 2	..	1 5 8	0 11 2	1 4 5	1 8 10	0 18 0	Yes.	..	7
4 4 9	4 5 11	6 17 9	6 15 5	7 1 5	5 17 1	10 13 9	14 0 1	17 8 1	14 7 7	18 19 6	15 1 10	..	Yes.	8
7 0 0	9 0 0	7 0 0	7 0 0	7 0 0	7 8 0	17 0 0	18 0 0	16 0 0	16 0 0	17 0 0	16 16 0	..	Yes.	9
2 8 5½	2 13 10½	6 2 8	8 16 11	10 17 3	6 3 10	13 7 1	10 0 2	13 11 10	13 9 7	9 11 3	12 0 0	Yes.	..	10
2 4 6	4 3 2	4 6 10	4 7 8	3 8 6	3 14 2	1 6 8	2 9 6	2 6 9	2 8 3	3 8 8	2 8 0	..	*Yes.	11
3 7 6	4 3 0	4 7 0	5 12 0	8 0 0	5 1 11	7 14 6	10 7 0	10 9 0	15 1 0	15 10 0	11 16 4	..	Yes.	12
2 0 0	2 0 0	3 0 0	3 0 0	3 0 0	2 12 0	8 0 0	8 0 0	9 0 0	9 0 0	9 0 0	8 12 0	..	Yes.	13
..	..	..	..	..	..	..	..	..	..	..	..	..	Yes.	14
2 3 10	1 11 11	1 15 10	2 4 5	2 8 0	2 0 10	2 0 9	1 7 9	1 19 5	2 16 10	2 5 8	2 2 1	Yes.	..	15
0 1 2	0 2 5	0 3 6	0 6 7½	0 6 7½	0 4 1	0 6 5	0 2 8½	0 6 10	0 8 9½	0 6 3½	0 6 3	Yes.	..	16
0 12 8	1 4 7	1 7 5	1 8 7	0 16 5½	1 1 11	0 3 7½	0 4 1	0 7 5	0 3 9	0 6 1½	0 5 0	..	Yes.	17
0 5 1	0 11 5	0 6 0	0 12 6	0 7 3	0 8 5	1 6 9	0 18 2	0 10 0	1 0 3	0 15 10	0 18 2	..	Yes.	18
2 9 3	2 17 9	2 13 8	3 4 1	2 7 1	2 14 4	2 4 5	3 14 4	3 5 9	5 8 10½	3 19 4	3 14 7	†Yes.	..	19
5 8 6	8 1 7	6 18 10	6 16 11	6 14 11	6 16 2	11 2 11	8 13 8	13 19 0	15 7 3	2 14 10	10 7 6	†Yes.	..	20
1 1 4	1 7 2	1 15 1	2 2 6	2 9 0	1 15 0	..	0 6 6	0 6 6	0 5 10	0 10 6	0 5 10	Yes.	..	21
22 19 11	23 4 2	24 8 9	23 6 11	22 16 9	23 7 4	66 13 4	65 18 9	79 15 7	64 12 8	70 2 8	69 8 7	Yes.	..	22
1 0 0	2 0 0	2 0 0	2 0 0	3 0 0	2 0 0	9 0 0	8 0 0	7 0 0	8 0 0	10 0 0	8 8 0	..	Yes.	23
..	..	..	..	..	..	..	..	..	..	0 4 9	0 0 11	Yes.	..	24
0 4 8	0 9 8	0 10 5	0 6 10	0 9 1½	0 8 2	0 11 9	0 7 10	0 2 3	0 14 5½	..	0 7 3	Yes.	..	25
1 6 8	1 12 4	1 6 5	1 12 5	1 13 8	1 10 4	0 1 8	0 1 9	0 3 8	0 5 6	0 1 11	0 3 1	Yes.	..	26
1 0 9	..	1 0 6	1 16 2	3 4 8	1 8 5	7 13 2	8 1 2	8 12 3	11 11 10	7 18 11	8 15 6	Yes.	..	27
2 16 6	2 17 7	2 3 9½	1 14 10	1 9 0½	2 4 4	2 16 8	2 4 10	2 2 5	2 8 9	2 6 2	2 7 9	..	Yes.	28
0 3 2	0 3 4	0 3 5	0 3 5	0 3 8	0 3 5	..	..	..	..	0 10 0½	0 2 0	Yes.	..	29
0 19 0	1 1 0	1 3 0	0 12 6	0 18 0	0 18 8	2 18 0	3 1 0	4 18 0	4 0 0	5 0 0	3 19 5	..	Yes.	30
0 15 1	0 11 7	0 10 3	0 10 3	0 14 7	0 12 4	0 13 8	0 13 8	0 11 9½	0 7 3½	..	0 9 3	Yes.	..	31
5 5 10	6 11 6½	5 5 9	5 3 2	5 18 8	5 13 0	7 6 10	7 14 8	7 6 0½	11 6 4½	10 13 0½	8 17 5	Yes.	..	32
1 0 0	1 0 0	1 0 0	1 10 0	3 0 0	1 10 0	6 0 0	6 0 0	6 10 0	6 14 0	7 0 0	6 8 10	Yes.	..	33
0 6 7½	..	..	0 8 5	0 8 0	0 4 7	2 13 4	1 15 7	0 11 9½	1 4 6½	0 16 8	1 8 5	..	Yes.	34
0 6 9	0 4 11½	0 7 10	0 4 2	0 2 2	0 5 2	..	0 3 11	0 3 10	0 3 0	0 8 7	0 3 10	Yes.	..	35
..	..	..	..	..	..	..	0 4 6	..	0 2 0	..	0 1 4	Yes.	..	36
0 3 3	0 4 1	0 0 9	..	..	0 1 7	0 6 6	5 5 8	..	..	..	1 2 5	..	Yes.	37
0 8 11	..	..	..	..	0 1 9	4 4 5½	..	1 5 8	1 19 8½	..	1 10 0	..	Yes.	38
2 19 1	3 15 5	4 6 1	5 11 0	3 15 9	4 1 6	12 7 1	17 2 0	13 7 7	16 2 6	14 3 0	14 12 5	..	Yes.	39
0 6 0	0 3 10	0 4 0½	0 4 5	0 0 6	0 3 9	0 10 6½	0 17 7	0 13 8½	0 4 11	0 18 2	0 13 0	..	Yes.	40
0 5 5	0 4 10	0 8 4	0 11 0	0 9 9	0 7 10	0 6 9	0 4 11	0 7 9	0 4 3	0 5 1	0 5 9	..	Yes.	41
0 3 2	0 2 4	0 5 7½	0 10 4	0 3 0	0 4 11	0 11 4	0 12 6	0 10 10	0 11 0	0 8 8	0 10 10	Yes.	..	42
0 13 9½	0 9 6¼	0 12 1½	0 8 1¼	0 10 3¾	0 10 9	..	..	..	0 3 4½	0 2 1½	0 1 1	..	Yes.	43
0 17 6	0 14 4½	0 3 9	0 2 7½	0 4 9½	0 8 7	0 18 7½	0 15 2	0 14 1	0 10 3½	0 7 3	0 13 1	Yes.	..	44
18 0 0	18 0 0	28 0 0	26 0 0	35 0 0	25 0 0	27 0 0	28 0 0	33 0 0	50 0 0	39 0 0	35 8 0	Yes.	..	45
13 18 0	12 4 0	13 4 0	12 1 0	10 5 0	12 6 5	9 17 0	6 19 0	8 13 0	10 7 0	9 1 0	8 19 5	..	Yes.	46
12 11 4	14 15 3	16 17 10	26 2 6	42 5 3	22 10 5	18 11 5	21 18 1	23 9 2	22 10 0	27 9 7	22 15 8	Yes.	..	47
10 0 0	12 0 0	10 0 0	10 0 0	9 0 0	10 4 0	10 0 0	9 0 0	7 0 0	7 0 0	8 0 0	8 4 0	Yes.	..	48
2 11 3	3 19 0	5 4 0	5 13 0	7 10 0	4 19 5	2 0 9	2 10 0	3 17 0	4 0 0	6 16 0	3 16 9	Yes.	..	49
2 12 3	3 9 2	3 12 3	4 9 7	5 1 11	3 17 0	1 6 11	1 10 8	2 1 3	4 3 0	1 14 5	2 3 3	Yes.	..	50
8 0 0	11 0 0	10 0 0	10 0 0	16 0 0	11 0 0	4 0 0	3 0 0	3 0 0	4 0 0	5 0 0	3 16 0	Yes.	..	51
1 10 11	1 8 7	1 14 9	2 3 2	1 4 0	1 12 3	0 4 6	..	0 4 6	..	0 6 11	0 3 2	..	Yes.	52
..	..	0 0 1	0 0 3½	0 0 1	0 0 1	0 15 1½	0 3 7	..	0 2 10	0 2 7½	0 4 10	..	Yes.	53
1 1 5	1 0 8	0 16 5	0 16 5	1 4 5	0 19 10	3 10 10	3 1 6	2 8 0	1 13 9	2 4 5	2 11 8	..	Yes.	54
1 15 3	0 8 9½	0 6 8	0 2 2	0 2 0½	0 11 0	..	..	..	..	..	..	..	Yes.	55
0 2 11¼	0 2 5¾	0 2 0½	0 1 10½	0 1 11	0 2 3	0 2 0¾	0 5 5¼	0 2 2	0 1 1½	0 2 4	0 2 8	..	Yes.	56
0 14 4	0 16 7	0 9 6	0 10 8	0 9 3	0 12 1	0 19 10	1 1 4	0 17 6	0 17 5	1 1 5	0 19 6	Yes.	..	57
1 14 3	2 3 5	2 2 9	1 16 9	2 8 4	2 1 1	..	0 6 0	..	..	0 4 8	0 2 2	Yes.	..	58
1 6 1	1 10 3	1 1 6	1 14 10	1 14 11	1 9 6	5 19 1	4 16 6	6 11 1	4 5 4	3 11 2	5 0 8	..	Yes.	59
8 6 10	9 0 6	9 4 0	10 5 6	8 6 7	9 0 8	10 17 1	7 14 11	9 6 10	11 2 3	12 5 5	10 5 4	..	Yes.	60
0 17 3	0 18 5	0 17 4	0 16 8	1 9 0	0 19 9	1 19 2	1 3 9	1 9 10	1 15 0	1 14 0	1 12 4	..	Yes.	61
11 18 9	3 0 8	8 1 3	2 18 6	1 6 8	5 9 2	36 13 1	14 7 10	167 15 8	56 6 0	14 17 2	57 19 11	..	Yes.	62
4 16 9	7 15 5	5 14 10	4 0 11	4 17 10	5 9 2	6 15 4	13 10 9	10 13 9	5 0 5	7 17 1	8 15 6	..	Yes.	63
18 0 0	14 0 0	17 0 0	23 0 0	23 0 0	19 0 0	158 0 0	205 0 0	187 0 0	149 0 0	199 0 0	179 12 0	..	Yes.	64
..	..	..	..	0 2 1	0 0 5	..	..	..	0 2 0	0 2 0	0 0 10	Yes.	..	65
..	..	..	..	..	..	..	..	..	..	..	..	Yes.	..	66
..	..	..	..	..	..	..	..	..	..	..	..	..	Yes.	67
9 0 0	10 0 0	11 0 0	12 0 0	12 0 0	10 16 0	11 0 0	13 0 0	13 0 0	12 0 0	14 0 0	12 12 0	..	Yes.	68
0 14 11½	0 16 4	1 0 1½	0 19 10½	0 14 7	0 17 2	0 4 1	0 4 8	0 10 11	1 2 0	0 15 6	0 11 5	Yes.	..	69
13 2 6	16 5 2	14 13 6	15 13 0	16 11 0	15 5 0	26 16 9	44 8 10	46 14 0	47 2 0	57 4 6	44 9 3	Yes.	..	70
0 15 6½	0 4 0½	0 12 10	0 8 6½	..	0 8 2	6 0 0	7 1 6½	7 0 1½	21 10 1	3 19 1½	9 2 2	..	Yes.	71
..	..	..	0 8 8	0 8 5	0 3 5	..	..	..	..	..	..	..	Yes.	72
0 11 7	0 11 6	0 5 2	..	..	0 5 8	0 5 9	..	..	..	..	0 1 2	Yes.	..	73
‡1 10 0	‡1 10 0	‡1 10 0	‡1 10 0	‡1 10 0	1 10 0	2 6 3½	2 4 10½	1 0 2½	1 10 3	1 13 1½	1 14 11	Yes.	..	74
0 18 1	0 14 1	0 18 8½	0 12 9½	..	0 12 9	1 9 5	2 5 0½	1 5 0	0 14 9	2 6 7½	1 12 2	Yes.	..	75
3 2 11	3 3 9	3 7 11	3 7 6	2 12 1	3 2 10	0 13 4	0 13 4	0 11 10	1 2 2	0 15 5	0 15 3	..	Yes.	76
3 3 1	3 5 5	4 12 7	4 10 10	4 10 9	4 0 6	0 16 0	0 17 3	1 10 6	1 13 10	0 16 3	1 2 9	..	Yes.	77

† In the case of subjects under £2 rental only. ‡ Average.

APPENDIX No.
Paper handed in by Local

II.—PARISHES CONTAINING A ROYAL OR

No.	Parish.	Total Number of Ratepayers.						Number of Ratepayers who were exempted (wholly or partly) from Poor Rates on the ground of inability to pay.											
								Paupers.						Non-paupers.					
		1903.	1904.	1905.	1906.	1907.	Average for the Five Years.	1903.	1904.	1905.	1906.	1907.	Average for the Five Years.	1903.	1904.	1905.	1906.	1907.	Average for the Five Years.
1	Aberdeen	*47,000	*47,000	*47,000	*47,000	*47,000	*47,000	1066	1138	1172	1292	1292	1192	1,489	1,497	1,479	1,440	1,450	1,471
2	Peterhead	2,880	2,895	3,020	3,030	3,050	2,975	81	89	90	82	86	86	408	362	351	291	338	350
3	Rathven	3,668	3,734	3,787	3,826	3,872	3,777	62	59	61	60	63	61	88	98	102	95	96	96
4	Dumfries	5,495	5,530	5,536	5,395	5,355	5,462	82	54	78	84	91	78	199	198	181	167	142	177
5	Edinburgh	60,849	61,184	62,069	62,252	62,878	61,846	1195	1269	1312	1304	1275	1271	5,141	5,086	5,514	5,632	5,508	5,376
6	Inveresk	3,660	3,721	3,720	3,751	3,906	3,752	97	94	98	91	107	97	84	85	86	79	82	83
7	Leith	17,357	17,561	17,577	18,151	18,372	17,804	237	339	388	355	330	330	470	517	465	578	557	517
8	Dundee	46,924	47,418	47,728	47,946	48,377	47,679	610	662	722	697	647	668	2,407	2,041	2,079	1,962	1,909	2,080
9	Glasgow†	159,042	160,474	160,649	160,759	161,788	160,506	3084	3310	3314	3170	3092	3194	12,314	12,587	12,248	14,549	13,503	13,040
10	Govan	93,585	95,850	97,284	97,739	98,829	96,657	2005	2102	2244	2081	2149	2116	2,470	2,319	2,951	3,048	3,666	2,891
11	Perth	9,528	9,469	9,562	9,647	9,749	9,591	55	53	63	69	69	62	803	737	701	713	657	722
12	Greenock	17,760	17,780	17,800	18,180	18,410	17,986	209	230	280	330	313	272	724	736	675	630	716	696
13	Paisley	28,896	29,334	29,753	29,899	30,193	29,615	517	588	535	550	576	553	1,197	1,163	1,203	1,181	1,091	1,167
14	Galashiels	3,946	4,089	4,165	4,128	4,188	4,103	91	92	94	91	96	93	130	164	168	154	194	162
15	St Ninians	1,883	1,986	2,072	2,147	2,246	2,067	54	57	58	54	58	56	48	45	46	53	49	48
16	Stirling	5,783	5,730	5,789	5,921	5,970	5,839	193	221	195	201	197	201	241	235	231	226	173	221

* Approximate number of notices issued.

† The number of ratepayers exempted on account of inability to pay for these years was not kept separate

Note as to compounding Parish Council Rates.

In parishes situated in counties as distinguished from parishes in royal or parliamentary burghs the Parish Council may levy occupiers' rates as well as owners' rates from owners of subjects *under £4 rental*, or, alternatively, the Council may levy the occupiers' rates from the occupiers directly.

The enactments on the subject are the Valuation Act, 1854, Section 31, and the Reform Act, 1884, Section 9 (6).

CLXXXVIII.—*Continued.*

Government Board for Scotland.

PARLIAMENTARY BURGH OR PART THEREOF.

| Amount of such Relief allowed to | | |

APPENDIX No. CLXXXIX.

Paper handed in by the Local Government Board for Scotland.

STATEMENT showing the Area, Valuation, Population, Number and Cost of Pauperism, and Poor Law indebtedness in Scotland in 1896 and in 1906. In I., Parishes having Town Populations over 100,000 (Census 1901); II., Parishes having Town Populations over 30,000 and under 100,000 (Census 1901); III., Parishes having Town Populations over 10,000 and under 30,000 (Census 1901); and IV., in the Remaining Parishes.

	Area.	Gross Rental as in Valuation Roll.	Population (Census).	Number of Paupers (including Dependants).				† Paupers per 1000 of Census Population.				Cost of Poor Law.							Outstanding Loans.
												Maintenance.		Administration and Debt, etc., Charges.			Total.		
				Indoor.	Outdoor.	Lunatic.	Total.	Indoor.	Outdoor.	Lunatic.	Total.	Indoor.	Outdoor.		Lunatic.	Total.	† Per Head of Census Population.	Per £ of Gross Rental.	
1896.	Acres.	£										£	£	£	£	£	s. d.	s. d.	£
Group I. Parishes having town populations over 100,000 (Census 1901)	119,838	9,765,270	1,517,979	5,716	24,901	4,209	34,826	3·7	16·4	2·8	22·9	*	280,648	*	96,988	377,636	5 0	0 9	241,073
Group II. Parishes having town populations over 30,000 and under 100,000 (Census 1901)	158,795	2,115,407	426,062	1,279	7,048	1,117	9,444	3·0	16·6	2·6	22·2	*	77,862	*	25,425	103,287	4 10	1 0	39,087
Group III. Parishes having town populations over 10,000 and under 30,000 (Census 1901)	242,871	1,553,631	316,837	533	6,089	824	7,446	1·7	19·2	2·6	23·5	*	55,178	*	20,128	75,306	4 9	1 0	5,131
Group IV. Remainder of Scotland	18,540,978	11,629,367	1,764,769	2,041	38,456	5,789	46,286	1·1	21·8	3·3	26·2	*	353,444	*	130,463	483,907	5 6	0 10	20,372
All Scotland	19,062,482	25,063,675	4,025,647	9.569	76,494	11,939	98,002	2·4	19·0	2·9	24·3	*	767,132	*	273,004	1,040,136	5 2	0 10	305,663
1906.																			
Group I. Parishes having town populations over 100,000 (Census 1901)	117,557	13,259,093	1,787,973	8,543	31,151	5,932	45,626	4·8	17·4	3·3	25·5	211,451	210,089	45,711	168,718	635,969	7 1	1 0	848,846
Group II. Parishes having town populations over 30,000 and under 100,000 (Census 1901)	155,346	2,774,370	493,578	1,634	7,907	1,376	10,917	3·3	16·0	2·8	22·1	31,597	48,304	12,074	37,999	129,974	5 3	0 11	61,030
Group III. Parishes having town populations over 10,000 and under 30,000 (Census 1901)	242,132	1,969,436	342,124	638	6,802	1,056	8,496	1·8	19·9	3·1	24·8	12,998	45,425	11,439	28,086	97,948	5 9	1 0	19,199
Group IV. Remainder of Scotland	18,554,465	13,271,471	1,848,428	2,372	35,356	6,467	44,195	1·3	19·1	3·5	23·9	58,428	250,452	72,378	162,020	543,278	5 11	0 10	68,402
All Scotland	19,069,500	31,274,370	4,472,103	13,187	81,216	14,831	109,234	2·9	18·2	3·3	24·4	314,474	554,270	141,602	396,823	1,407,169	6 4	0 11	997,477

* Not ascertained separately.

† The 1896 figures are calculated on the Census Population for 1891, and the 1906 figures on the Census Population for 1901.

APPENDIX No. CLXXXIX.—*Continued.*

Paper handed in by the Local Government Board for Scotland.

DETAILS of Parishes having Town Populations over 10,000.

GROUP I.—PARISHES HAVING TOWN POPULATIONS OVER 100,000 (CENSUS 1901).

Burghs.	Comprehended in the Parishes of	Area.	Gross Rental as in Valuation Roll.	Population (Census).	Number of Paupers (including Dependants).				† Paupers per 1000 of Census Population.				Cost of Poor Law.								Outstanding Loans.
													Maintenance.		Administration and Debt, etc., Charges.	Lunatic.	Total.	Total.			
					Indoor.	Outdoor.	Lunatic.	Total.	Indoor.	Outdoor.	Lunatic.	Total.	Indoor.	Outdoor.				Per Head of Census Population.	Per £ of Gross Rental.		
1896.		Acres.	£										£	£	£	£	£	s. d.	s. d.		£
Glasgow, Govan, Kinning Park, and Partick . .	Glasgow, Cathcart, Govan, and Barony . . .	25,724	4,882,088	789,426	3,153	13,773	2,095	19,021	4·0	17·4	2·7	24·1	*	158,540	*	44,135	202,675	5 2	0 10		196,682
Edinburgh and Leith . .	Cramond, Duddingston, Edinburgh, Leith, and Liberton	23,512	2,898,550	353,641	1,199	5,475	989	7,663	3·4	15·5	2·8	21·7	*	56,232	*	26,014	82,246	4 8	0 7		...
Dundee, Broughty-Ferry, and Monifieth . . .	Dundee, Mains, etc., and Monifieth	23,775	893,526	171,888	874	2,246	640	3,760	5·1	13·1	3·7	21·9	*	30,147	*	15,193	45,340	5 3	1 0		37,640
Aberdeen	Aberdeen and Old Machar .	12,937	659,886	126,375	372	2,015	335	2,722	2·9	15·9	2·7	21·5	*	22,398	*	7,639	30,037	4 9	0 11		6,751
Hamilton, Wishaw, and Motherwell . . .	Cambusnethan, Dalziel, and Hamilton	33,890	431,220	76,649	118	1,392	150	1,660	1·5	18·2	2·0	21·7	*	13,331	*	4,007	17,338	4 6	0 10		...
Total of Parishes with Town Populations over 100,000 (Census 1901)		**119,838**	**9,765,270**	**1,517,979**	**5,716**	**24,901**	**4,209**	**34,826**	**3·7**	**16·4**	**2·8**	**22·9**	*	**280,648**	*	**96,988**	**377,636**	**5 0**	**0 9**		**241,073**
1906.																					
Glasgow, Govan, Kinning Park, and Partick . .	Glasgow, Cathcart, and Govan	24,743	6,812,514	941,423	5,209	17,583	3,169	25,961	5·5	18·7	3·4	27·6	151,152	123,977	22,229	90,812	388,170	8 3	1 2		689,627
Edinburgh and Leith . .	Cramond, Edinburgh, Leith, and Liberton . . .	23,124	3,834,900	404,784	1,669	6,075	1,384	9,128	4·2	15·0	3·4	22·6	25,188	38,781	10,539	38,768	113,276	5 7	0 7		9,871
Dundee, Broughty-Ferry, and Monifieth . . .	Dundee, Liff, etc., Mains, etc., and Monifieth . .	22,985	1,059,619	180,784	885	2,488	674	4,047	4·9	13·8	3·7	22·4	16,349	16,093	4,950	17,797	55,189	6 1	1 1		20,583
Aberdeen	Aberdeen and Old Machar .	13,358	908,974	154,960	577	2,912	476	3,965	3·7	18·8	3·1	25·6	12,172	17,805	3,886	16,103	49,966	6 5	1 1		100,048
Hamilton, Wishaw, and Motherwell . . .	Cambusnethan, Dalziel, and Hamilton	33,347	643,086	106,022	203	2,093	229	2,525	1·9	19·7	2·2	23·8	6,590	13,433	4,107	5,238	29,368	5 6	0 11		28,717
Total of Parishes with Town Populations over 100,000 (Census 1901)		**117,557**	**13,259,093**	**1,787,973**	**8,543**	**31,151**	**5,932**	**45,626**	**4·8**	**17·4**	**3·3**	**25·5**	**211,451**	**210,089**	**45,711**	**168,718**	**635,969**	**7 1**	**1 0**		**848,846**

* Not ascertained separately.

† The 1896 figures are calculated on the Census Population for 1891, and the 1906 figures on the Census Population for 1901.

APPENDIX No. CLXXXIX.—*Continued.*

Paper handed in by the Local Government Board for Scotland.

GROUP II.—PARISHES HAVING TOWN POPULATIONS OVER 30,000 AND UNDER 100,000 (CENSUS 1901).

Burghs.	Comprehended in the Parishes of	Area.	Gross Rental as in Valuation Roll.	Population (Census).	Number of Paupers (including Dependants). Indoor.	Outdoor.	Lunatic.	Total.	† Paupers per 1000 of Census Population. Indoor.	Outdoor.	Lunatic.	Total.	Cost of Poor Law. Maintenance. Indoor.	Outdoor.	Administration and Debt, etc., Charges.	Lunatic.	Total.	Total. † Per Head of Census Population.	Per £ of Gross Rental.	Outstanding Loans.
		Acres.	£										£	£	£	£	£	s. d.	s. d.	£
1896.																				
Paisley and Johnstone	Paisley	16,794	384,682	84,000	308	1,295	214	1,817	3·7	15·4	2·5	21·6	*	13,747	*	5,045	18,792	4 6	1 0	1,500
Greenock	Greenock	6,021	379,717	66,247	230	1,019	164	1,413	3·4	15·4	2·5	21·3	*	16,417	*	3,036	19,453	5 10	1 0	33,042
Coatbridge	Old Monkland	10,935	230,536	44,733	126	958	91	1,175	2·8	21·4	2·1	26·3	*	10,629	*	2,347	12,976	5 10	1 2	1,575
Kilmarnock	Kilmarnock, Riccarton	16,994	160,377	35,285	59	637	104	800	1·7	18·1	2·9	22·7	*	6,381	*	2,129	8,510	4 10	1 1	...
Kinghorn, Kirkcaldy, and Dysart	Abbotshall, Dysart, Kinghorn, and Kirkcaldy	14,721	159,479	34,391	69	399	92	560	2·0	11·6	2·7	16·3	*	4,078	*	1,951	6,029	3 6	0 9	...
Perth	Kinnoull, Perth, and Tibbermore	13,444	180,834	32,216	111	324	112	547	3·4	10·1	3·5	17·0	*	5,381	*	2,689	8,070	5 0	0 11	420
Falkirk and Grangemouth	Bothkennar, Polmont, Falkirk	26,837	193,334	39,324	87	801	71	959	2·2	20·4	1·8	24·4	*	6,117	*	1,826	7,943	4 0	0 10	1,000
Ayr	Ayr	12,400	167,197	27,456	96	446	95	637	3·5	16·2	3·5	23·2	*	4,928	*	2,199	7,127	5 2	0 10	...
Dunfermline	Dunfermline	20,764	129,928	28,667	71	623	79	773	2·5	21·7	2·8	27·0	*	4,409	*	1,665	6,074	4 3	0 11	...
Airdrie	New Monkland	19,885	129,323	33,743	122	546	95	763	3·6	16·2	2·8	22·6	*	5,775	*	2,538	8,313	4 11	1 3	1,550
Total of Parishes with Town Populations over 30,000 and under 100,000 (Census 1901)		**158,795**	**2,115,407**	**426,062**	**1,279**	**7,048**	**1,117**	**9,444**	**3·0**	**16·6**	**2·6**	**22·2**	*	**77,862**	*	**25,425**	**103,287**	**4 10**	**1 0**	**39,087**
1906.																				
Paisley and Johnstone	Paisley	16,838	532,271	99,899	403	1,437	253	2,093	4·1	14·4	2·5	21·0	5,775	9,875	2,108	7,568	25,326	5 1	0 11	19,900
Greenock	Greenock	5,875	418,478	68,217	276	950	206	1,432	4·1	13·9	3·0	21·0	5,139	5,473	1,939	7,502	20,053	5 11	1 0	7,947
Coatbridge	Old Monkland	11,007	305,933	53,248	185	996	126	1,307	3·5	18·7	2·3	24·5	4,089	5,850	1,157	2,962	14,058	5 3	0 11	1,600
Kilmarnock	Kilmarnock, Riccarton	17,088	214,807	41,222	68	925	116	1,109	1·7	22·4	2·8	26·9	1,575	5,940	897	2,815	11,227	5 5	1 1	...
Kinghorn, Kirkcaldy, and Dysart	Kinghorn, Kirkcaldy, and Dysart	14,908	219,347	41,350	93	470	123	686	2·2	11·4	3·0	16·6	2,072	3,277	1,697	2,999	10,045	4 10	0 11	260
Perth	Kinnoull, Perth, and Tibbermore	13,115	238,505	35,531	123	275	129	527	3·5	7·7	3·6	14·8	3,030	1,833	1,015	3,206	9,084	5 1	0 9	1,190
Falkirk and Grangemouth	Falkirk, Grangemouth	23,157	285,386	54,091	185	1,143	113	1,441	3·4	21·1	2·1	26·6	4,821	6,669	1,207	2,896	15,593	5 9	1 1	22,450
Ayr	Ayr	12,494	238,959	31,537	78	539	104	721	2·5	17·1	3·3	22·9	1,702	3,356	704	2,969	8,731	5 6	0 9	7,333
Dunfermline	Dunfermline	21,042	161,764	31,697	82	534	89	705	2·6	16·8	2·8	22·2	1,007	2,867	524	2,360	6,758	4 3	0 10	350
Airdrie	New Monkland	19,822	158,920	36,786	141	638	117	896	3·8	17·4	3·2	24·4	2,387	3,164	826	2,722	9,099	4 11	1 2	...
Total of Parishes with Town Populations over 30,000 and under 100,000 (Census 1901)		**155,346**	**2,774,370**	**493,578**	**1,634**	**7,907**	**1,376**	**10,917**	**3·3**	**16·0**	**2·8**	**22·1**	**31,597**	**48,304**	**12,074**	**37,999**	**129,974**	**5 3**	**0 11**	**61,030**

* Not ascertained separately.

† The 1896 figures are calculated on the Census Population for 1891, and the 1906 figures on the Census Population for 1901.

Paper handed in by the Local Government Board for Scotland.

GROUP III.—PARISHES HAVING TOWN POPULATIONS OVER 10,000 AND UNDER 30,000 (CENSUS 1901).

Burghs.	Comprehended in the Parishes of	Area.	Gross Rental as in Valuation Roll.	Population (Census).	Number of Paupers (including Dependants). Indoor.	Outdoor.	Lunatic.	Total.	† Paupers per 1000 of Census Population. Indoor.	Outdoor.	Lunatic.	Total.	Cost of Poor Law. Maintenance. Indoor.	Outdoor.	Administration and Debt, etc., Charges.	Lunatic.	Total.	Total. Per Head of Census Population.	Per £ of Gross Rental.	Outstanding Loans.
1896.		Acres.	£										£	£	£	£	£	s. d.	s. d.	£
Arbroath	Arbroath and St Vigeans	13,674	111,565	25,253	63	258	71	392	2·5	10·2	2·8	15·5	*	3,710	*	2,107	5,817	4 7	1 1	...
Inverness	Inverness	28,430	135,203	24,186	79	734	121	934	3·3	30·3	5·0	38·6	*	6,760	*	2,218	8,978	7 5	1 4	1,988
Dumbarton	Cardross, Dumbarton	16,555	103,345	24,615	36	504	51	591	1·4	20·5	2·1	24·0	*	3,802	*	967	4,769	3 10	0 11	686
Clydebank	Old Kilpatrick	12,554	98,347	17,775	9	251	35	295	·5	14·1	2·0	16·6	*	2,249	*	927	3,176	3 7	0 8	305
Stirling	Stirling, St Ninians	39,425	144,416	23,741	23	438	72	533	1·0	18·5	3·0	22·5	*	4,121	*	1,930	6,051	5 1	0 10	...
Hawick	Hawick	14,873	88,781	20,556	39	342	44	425	1·9	16·6	2·2	20·7	*	2,939	*	1,082	4,021	3 11	0 11	...
Port-Glasgow	Port-Glasgow	944	56,254	14,708	36	341	28	405	2·4	23·2	1·9	27·5	*	3,059	*	799	3,858	5 3	1 4	...
Rutherglen	Rutherglen	2,151	80,628	16,178	16	338	31	385	1·0	20·9	1·9	23·8	*	2,768	*	844	3,612	4 6	0 11	...
Galashiels and Melrose	Galashiels, Melrose	34,233	117,802	22,823	28	325	50	403	1·2	14·3	2·2	17·7	*	3,842	*	1,126	4,968	4 4	0 10	...
Dumfries and Maxwelltown	Dumfries, Terregles, Troqueer	25,549	135,374	24,243	62	449	54	565	2·6	18·5	2·2	23·3	*	4,670	*	1,189	5,859	4 10	0 10	...
Montrose	Montrose	4,134	69,393	14,428	11	357	50	418	·8	24·7	3·5	29·0	*	2,892	*	1,252	4,144	5 9	1 2	...
Peterhead	Peterhead	9,170	62,327	15,830	5	470	39	514	·3	29·7	2·5	32·5	*	2,917	*	998	3,915	4 11	1 3	...
Musselburgh	Inveresk	5,155	57,782	11,509	31	204	24	259	2·7	17·7	2·1	22·5	*	1,738	*	400	2,138	3 9	0 9	...
Alloa	Alloa, Clackmannan	14,929	96,335	18,858	10	225	43	278	·5	11·9	2·3	14·7	*	2,350	*	1,168	3,518	3 9	0 9	2,152
Forfar	Forfar	8,353	52,751	13,665	41	262	55	358	3·0	19·2	4·0	26·2	*	2,334	*	1,462	3,796	5 7	1 5	...
Pollokshaws	Eastwood	5,596	80,707	16,042	25	306	33	364	1·6	19·1	2·0	22·7	*	2,804	*	1,080	3,884	4 10	1 0	...
Kirkintilloch	Kirkintilloch	7,146	62,621	12,427	19	285	23	327	1·5	22·9	1·9	26·3	*	2,223	*	579	2,802	4 6	0 11	...
Total of Parishes with Town Populations over 10,000 and under 30,000 (Census 1901)		**242,871**	**1,553,631**	**316,837**	**533**	**6089**	**824**	**7446**	**1·7**	**19·2**	**2·6**	**23·5**	*	**55,178**	*	**20,128**	**75,306**	**4 9**	**1 0**	**5,131**
1906.																				
Arbroath	Arbroath and St Vigeans	12,752	118,026	24,677	59	345	87	491	2·4	14·0	3·5	19·9	1,350	2,366	851	2,622	7,189	5 10	1 3	500
Inverness	Inverness	28,425	158,849	27,046	65	746	141	952	2·4	27·6	5·2	35·2	1,638	4,866	1,677	2,932	11,113	8 3	1 5	395
Dumbarton	Cardross, Dumbarton	16,605	127,507	26,554	68	571	64	703	2·6	21·5	2·4	26·5	1,033	3,510	788	1,638	6,969	5 3	1 1	350
Clydebank	Old Kilpatrick	12,609	199,364	27,448	47	596	63	706	1·7	21·7	2·3	25·7	726	3,975	782	1,592	7,075	5 2	0 9	172
Stirling	Stirling, St Ninians	39,368	184,697	26,761	30	660	92	782	1·1	24·7	3·4	29·2	1,005	4,451	699	2,470	8,625	6 5	0 11	...
Hawick	Hawick	14,872	95,114	18,502	45	215	53	313	2·4	11·6	2·9	16·9	688	1,474	490	1,468	4,120	4 5	0 10	...
Port-Glasgow	Port-Glasgow	1,018	70,834	16,888	40	369	50	459	2·4	21·8	3·0	27·2	598	2,406	462	1,552	5,018	5 11	1 5	...
Rutherglen	Rutherglen	2,158	135,268	21,011	18	417	50	485	·9	19·8	2·4	23·1	747	2,909	955	1,167	5,778	5 6	0 10	6,377
Galashiels and Melrose	Galashiels, Melrose	33,140	115,284	18,676	20	264	60	344	1·1	14·1	3·2	18·4	461	2,234	899	1,688	5,282	5 8	0 11	...
Dumfries and Maxwelltown	Dumfries, Terregles, Troqueer	25,868	150,912	25,199	74	512	70	656	2·9	20·3	2·8	26·0	1,047	3,599	779	1,858	7,283	5 9	1 0	...
Montrose	Montrose	4,181	72,617	14,027	7	408	56	471	·5	29·1	4·0	33·6	214	2,675	739	1,588	5,216	7 5	1 5	...
Peterhead	Peterhead	9,170	66,390	15,146	12	296	67	375	·8	19·6	4·4	24·8	258	2,543	426	2,027	5,254	6 11	1 7	1,112
Musselburgh	Inveresk	5,169	89,397	14,650	30	243	38	311	2·0	16·6	2·6	21·2	638	1,459	352	850	3,299	4 6	0 9	626
Alloa	Alloa, Clackmannan	15,577	119,991	19,359	26	245	44	315	1·3	12·7	2·3	16·3	413	1,463	365	1,166	3,407	3 6	0 7	...
Forfar	Forfar	8,435	57,442	12,879	46	184	58	288	3·6	14·3	4·5	22·4	501	1,099	251	1,611	3,462	5 5	1 2	...
Pollokshaws	Eastwood	5,629	128,792	18,900	23	407	40	470	1·2	21·6	2·1	24·9	1,117	2,196	530	1,213	5,056	5 4	0 9	8,639
Kirkintilloch	Kirkintilloch	7,156	78,952	14,401	28	324	23	375	1·9	22·5	1·6	26·0	564	2,200	394	644	3,802	5 3	1 0	1,028
Total of Parishes with Town Populations over 10,000 and under 30,000 (Census 1901)		**242,132**	**1,969,436**	**342,124**	**638**	**6802**	**1056**	**8496**	**1·8**	**19·9**	**3·1**	**24·8**	**12,998**	**45,425**	**11,439**	**28,086**	**97,948**	**5 9**	**1 0**	**19,199**

* Not ascertained separately.

† The 1896 figures are calculated on the Census Population for 1891, and the 1906 figures on the Census Population for 1901.

APPENDIX No. CXC.

REPLIES BY DISTRESS COMMITTEES TO QUESTIONS CIRCULATED ON THE SUBJECT OF THE UNEMPLOYED WORKMEN ACT, 1905.

ROYAL COMMISSION ON THE POOR LAWS
AND RELIEF OF DISTRESS.

Telephone: 1310, VICTORIA.

Telegrams: "SUCCOURING, LONDON."

68 Victoria Street,
Westminster, S.W.

May 10*th*, 1907.

All Communications should be addressed to—

THE SECRETARY.

SIR,

I am desired by Lord George Hamilton, the Chairman of the above Commission, to inform you that the Commission have been appointed by His Majesty the King, to enquire *inter alia* into the various means which have been adopted outside the Poor Laws for meeting distress arising from want of employment.

Perhaps the most important of these means have been afforded by the Unemployed Workmen Act, 1905. The Commission propose to take up this part of their inquiry very shortly, and are accordingly most anxious to enlist in this matter the valuable experience of the Distress Committees set up under the Act.

I am accordingly to say that the Commission will esteem it a favour if your Distress Committee would kindly forward to me the answers which in their opinion should be given to the questions contained in the enclosed form. It would be a convenience if the form duly filled up were returned to me at the above address not later than the 1st June.

I am desired by Lord George Hamilton to add that should your Distress Committee desire to add any observations in addition to the answers to these questions, the Commission will be most happy to consider them, but in such event, the additional observations should be sent in to me on a sheet separate from the form of questions.

I shall be very glad to afford you any further information or assistance in my power, and beg to remain,

Your obedient Servant,

R. G. DUFF.

Secretary.

The Clerk to the Distress Committee.

UNEMPLOYED WORKMEN ACT, 1905.

Name of Distress Committee _____

QUESTION.	ANSWER.
1. Has the operation of the Unemployed Workmen Act, 1905, been so far effective as to justify its renewal?	
2. In the event of the renewal of the Act, in which ways, if any, should it be amended?	
3. What method of investigating the cases of applicants is pursued by your Committee?	
4. Has it been found possible to give preference to particular classes of applicants in accordance with the Local Government Board Regulations, and, if so, to what extent?	
5. Is preference given to any classes of applicants other than those specified in the Local Government Board Regulations?	
6. Has the provision of work under the Act tended to attract people from outside areas, notwithstanding the residential qualification required?	
7. What provisions of the Act have been found most useful?	

APPENDIX No. CXC.—*Continued.*

QUESTION 1.

Has the operation of the Unemployed Workmen Act, 1905, *been so far effective as to justify its renewal?*

ABERDEEN.—Yes. Undoubtedly a great amount of relief has been afforded to a respectable class who would not come under the cognisance of the Poor Law (especially in Scotland), and homes have been maintained which otherwise must have been broken up.

DUNDEE.—The operation of the Act has been effective but cumbersome.

DUMFRIES.—

EDINBURGH.—Yes. Its present powers are, however, felt to be much too limited.

GLASGOW.—The committee are of opinion that the Act of 1905 has altogether failed to benefit the class of persons specially aimed at. They are, however, of opinion that the Act, by amendment and amplification, could be made most beneficial.

GOVAN.—Not in its present form. It should be superseded by an Act of Parliament extending the powers of distress committees as suggested below.

GREENOCK.—The Unemployed Workmen Act 1905 should not be renewed in its present form. It is complicated and impracticable as it stands. It deals with unemployed in London in England, and by a short clause is made applicable to Scotland, where the Poor Laws are different.

INVERNESS.—Yes.

LEITH.—Not in its present limited form.

PAISLEY.—The Distress Committee have not found it necessary to put the Act in operation except as regards the institution of a Labour Exchange, the existing organisations having been adequate to meet cases of unemployment. The committee do not consider that the provisions of the Act are such as to justify its renewal. It may be mentioned that the Labour Exchange has been closed for the present. It has not been found to fulfil its purpose.

PARTICK.—Yes.

POLLOKSHAWS.—Yes.

QUESTION 2.

In the event of the renewal of the Act, in which ways, if any, should it be amended?

ABERDEEN.—The work of the Labour Exchange while under the supervision of the distress committee should be conducted in a different office from that of the distress committee. Relief work in the form of labour colonies should be established on a national basis, to which chronic cases should be sent, while local relief work might be provided to those who had hitherto been good citizens and had been in regular employment. Funds for the maintenance of those works and the payment of relief wages should be provided out of the National Exchequer.

DUNDEE.—

DUMFRIES.—

EDINBURGH.—(*a*) So as to give to distress committees power to pay wages to the unemployed out of rates —but the present limit of one penny per £ with consent of the Local Government Board not to be exceeded.

(*b*) So as to give to distress committees compulsory powers to acquire land.

Note.—It is also suggested that Government should establish penal labour colonies to deal with the unemployable.

GLASGOW:—

SUGGESTED AMENDMENTS ON THE UNEMPLOYED WORKMEN'S ACT, 1905.

1. That, for the purposes of carrying on the work of the Distress Committee as already constituted, and for such other purposes as may be included hereafter, a rate shall be levied and collected by the Town Council and handed over to the Distress Committee, which rate shall be supplemented by a grant of equal amount from the Government. (This means the removal of the restrictions imposed by the Act of 1905 on the application of money raised by rating.)

2. That County Councils be empowered to combine with the Distress Committee for the acquisition of land, and to assist and advise the committee thereon, the expenses in relation to such acquisition to be defrayed by the committee upon a certificate under the hand of the auditor.

That some more summary and less costly process be devised for the purchase or leasing of land than the present lengthy and expensive process.

3. That the Distress Committee shall have the sole control of all matters referring to the unemployed and the unemployable.

4. That the Distress Committee shall find or create employment for all able-bodied persons who are temporarily out of employment from exceptional causes over which they have no control, or shall offer them admission to a labour colony, as may be found expedient, and that the committee may, *inter alia*, contract for the reclamation, drainage, and afforesting of land.

5. That all persons not able to work, or who have no visible means of subsistence, or who are dependent on charity; all vagrants, beggars, inebriates, etc., as defined in existing statutes; all beggars, whether singing, selling, or playing instruments, may be apprehended or summoned by a constable of police, or on complaint of any officer of the Corporation, School Board, or Parish Council, and brought before a magistrate, who may order such persons to be detained in a poorhouse, for not more than two weeks, till inquiry has been made and the committee determine as to their disposal.

That should any of such persons be brought before the magistrate by order of the Distress Committee, the magistrate may order such person to be detained in a poorhouse or poor law hospital for any such period as such magistrate shall decide, not exceeding three months.

6. That the Distress Committee shall be empowered to establish two classes of labour colony, voluntary and compulsory, and to send any person apprehended under the immediately preceding section to any poorhouse or labour colony where there may be vacant accommodation, and detain him there for a period not less than six months but not exceeding three years, the Government paying the legal charge therefor if the vagrant or beggar, etc., has never been chargeable as a pauper, and the Parish Council if the vagrant, beggar, etc., has been a pauper; provided that it shall be in the power of the committee at any time, on their being satisfied that any person committed as aforesaid to a compulsory labour colony is, by diligence and good behaviour, entitled to be removed therefrom, to order the removal of such person to the voluntary labour colony, and that, in the event of any such person failing, unless with the sanction of the committee, to complete a said voluntary colony the term for which he had originally been committed, he, on apprehension, be recommited to the penal colony.

7. That all inquiries, investigations, and reports called for under the principal Act, as also the transport of persons to and from a poorhouse or farm colony, shall be effected by the officers of the Parish Council.

8. That the work of the labour colony shall be carried on by the Distress Committee, assisted by experts, foremen, and the necessary staff.

9. That all existing statutes regarding vagrancy, begging, inebriety, loitering, etc., be more vigorously enforced by the police, school board, and parish officers, and all offenders apprehended and handed over to the Distress Committee for disposal.

10. That any person employed in a colony or otherwise, and who resides therein for a period of three years, shall be held to have acquired a settlement by residence in the parish thereof, and, generally, the existing laws relating to the Poor Law settlement and removal shall apply as if the colony were their home and place of residence.

In considering the foregoing proposals for dealing

APPENDIX No. CXC.—*Continued.*

QUESTION 2.—*Continued.*

GLASGOW—*Continued.*

with vagrants and beggars, the following excerpts from the Report of the Departmental Committee on Vagrancy, issued in February, 1906, are of considerable interest, viz.:—

"The evidence we have received shows that there 'is a general opinion that prison conditions have 'recently improved, and the vagrant, no doubt, shares 'this opinion. On the other hand, except as regards 'the small class of children under the age of seven 'years, whose diet was improved in 1897, there has 'been no general alteration in diet in the casual ward 'regulations since 1882; and it seems to us difficult 'to avoid the conclusion that prison has in the last 'few years become even less deterrent to the vagrant 'than it formerly was.

"The view to which the above considerations 'point is that prison is not the proper place for 'punishing vagrant offenders. This seems to be the 'view of the Prison Commissioners, for in their 'report for the year ended March, 1905, they say 'that 'the elaborate and expensive machinery of a ''prison, whose object is to punish and at the same ''time to improve by a continuous discipline and ''applied labour, cannot fulfil its object in the case ''of this hopeless body of men who are here to-day ''and gone to-morrow, and who, from long habit and ''custom, are hardened against such deterrent ''influences as a short detention in prison may ''afford.'"

It is evident that short periods of imprisonment are useless for dealing with this class, while sufficiently long periods could not be given without injustice. If it is not possible to render prison conditions deterrent to vagrant offenders, then it is clear that other treatment should be provided for them. And this seems an unanswerable argument in favour of the recommendation we make in the following chapter for the establishment of labour colonies for the detention of habitual vagrants.

As a rule, outside London, it would appear that the person who is treated as an incorrigible rogue is a man who has committed repeatedly some offence under the Vagrancy Acts other than begging, as, for instance, exposing his person. It is difficult to say why the more severe procedure is not resorted to more frequently in the case of habitual vagrants whose antecedents are known to the police. It may be that magistrates feel that prison, under present conditions, is not the right place for this class of offender, and we are inclined to think that, if the detention were to be undergone in some other form of institution, the disinclination to put the Act in force would be considerably lessened.

The absolute necessity of some other mode of dealing with persons of this class is fully shown by the evidence; prison, as we have already pointed out, is no deterrent to them, and they come up again and again for sentence with surprising regularity. The lists we print in the appendix of the convictions of certain men establish the fact that there is a class whom no sentence under the existing law deters. For instance, in the case of J. R., it will be seen that in ten years he was sentenced eight times to terms of twelve months' imprisonment as an incorrigible rogue in addition to several shorter sentences. And there are many other cases like his. Of this class of man Mr Fenwick says:—

"With regard to that man I think it is desirable 'that some means should be devised, either by send-'ing him to a penal workhouse or labour colony—I 'do not care by what name you call it—by which he 'could be checked by detention, and placed in such 'a position for some considerable period, so that he 'can no longer prey upon society and set a bad 'example to others . . . . reform him if you can, 'instil into him habits of work if you can, but keep 'him under restraint somewhat in the way you do 'the habitual drunkard."

The evidence we have received is overwhelmingly in favour of increased powers of detention for habitual vagrants.

Our view is that means should be provided to allow of the habitual vagrant being dealt with otherwise than under the Vagrancy Act, and that as far as possible he should be treated not as a criminal, but as a person requiring detention on account of his mode of life. This is the principle which

GLASGOW—*Continued.*

governs the system adopted in Belgium under the law of 1891. For this purpose we propose that a class of habitual vagrants should be defined by statute, and that this class should include any person who has been three or more times convicted during a period of, say, twelve months of certain offences now coming under the Vagrancy Act, namely, sleeping out, begging, refusing to perform task of work in casual wards, or refusing or neglecting to maintain himself so that he becomes chargeable to the poor rate. It will be seen that we do not propose to create any new offence, and that under the existing law this class could be dealt with as incorrigible rogues. Under this proposal a means is provided of enabling the poor law authorities to deal with the class of "ins-and-outs" who now cause considerable trouble in workhouse administration.

We suggest that persons coming within this definition should be committed by a petty sessional court to quarter sessions or assizes, and there dealt with in the same way as the incorrigible rogue, with the exception that the sentence should be committal to a labour colony for a term not exceeding three years. In the following chapter we make recommendations for the establishment of labour colonies, but we realise that institutions of this sort may not always be available for the reception of habitual vagrants from a particular county. To meet any such cases we think it desirable that the power which already exists of treating persons of this class as incorrigible rogues should be resorted to, and we suggest therefore that the provisions in the Vagrancy Act should be retained and looked upon as an alternative to the new procedure we have recommended. We are, however, strongly of opinion that the labour colony and not the prison is the proper place of detention for these persons.

Generally, then, the information we have points to the fact that the existing labour colonies, whether voluntary or compulsory, exercise but little permanent reformatory influence. There is evidence, too, that a man coming from a labour colony finds it difficult to obtain work, as people shrink from employing him. With hardly an exception, however, the witnesses we have examined have expressed themselves strongly in favour of habitual vagrants being sent to labour colonies, where they can be detained and made to work. There is a consensus of opinion that the evil resulting from the present conditions is so great, that it is worth while going to the trouble and expense of making the experiment. We consider that the need of some power of keeping habitual vagrants in detention for long periods is clearly proved, and, in view of the impossibility of making a prison serve the purpose, we feel we have no alternative but to recommend that compulsory labour colonies should be established in this country. Even if they are not successful in achieving greater reformatory effects than the existing labour colonies abroad, we think that at least they may clear the streets of the habitual vagrant and loafer, may make him lead a more useful life during his detention, and may offer a real deterrent to those starting on a life of vagrancy.

Of the many schemes which have been put before us, we would draw special attention to that contained in a Bill which was introduced in the House of Commons by Sir John Gorst during the session of 1904, with the support of a number of members on both sides of the House. Its main principles have received wide approval. We understand that it was prepared at the instance of the Salvation Army, and represented their views at the time. The Bill, following very closely the lines of the Inebriates Act, 1898, would permit of the committal of habitual vagrants for a period not exceeding three years to any place certified by the Secretary of State as a labour colony. It provides for the Secretary of State making regulations for the management of labour colonies and the treatment of their inmates, and for a contribution being made from the Exchequer towards the expense of maintenance, while certain local authorities may contribute towards the establishment or maintenance of a colony, and may defray the whole or any part of the cost of any individual inmate's maintenance. The analogy between the institutions contemplated by the Bill and the

APPENDIX No. CXC.—*Continued.*

QUESTION 2.—*Continued.*

GLASGOW—*Continued.*

existing inebriate reformatories is complete, except that no provision is made for a labour colony established and managed by the State. In providing for the compulsory detention of persons on their own application, the Bill follows the principle adopted in the case of licensed retreats under the earlier Inebriates Acts.

The whole history of vagrancy in this and every other country indicates that the vagrant cannot be suppressed, but must be specially treated for his mode of life, and his disinclination to do honest work. To apply this treatment it is essential that the habitual vagrant should be detained under reformatory influences for long periods. Under such influences it may be possible to instil into him habits of work; but even if this should not be achieved by prolonged detention such as we recommend, there are other reasons which render his segregation necessary. To protect the public from the trouble and the nuisance which he causes, to prevent children being trained in his habits, and to deter others from adopting this life, seem to us objects which amply justify the course proposed.

The question of unemployment is, of course, beyond the scope of our inquiry, but we think it right to call attention to the opinions expressed by certain witnesses to the effect that if the habitual vagrant and loafer were removed the difficulties of dealing with the unemployed would be greatly lessened.

GOVAN.—The amendment suggested is that payment of wages should be permitted out of the rate contribution. It is further suggested that relief works should be provided nationally and not locally.

GREENOCK.—Can only be made effective by giving local authorities an adequate rating power.

INVERNESS.—At present in this Distress Committee the local authority provide the work, but circumstances might arise whereby the local authority could not provide the work and then it would be for the distress committee to find ways and means whereby work could be provided. There appears at present to be too great a distinction drawn between the cost of labour and the expense of management.

LEITH.—See General Remarks. (Question 8.)

PAISLEY.—The committee are of opinion that the Act might be amended to the effect of authorising payment of wages by Distress Committee to unemployed persons within certain limits.

PARTICK.—(1) That the committee should be authorised to pay the wages of workmen employed out of the rates; (2) That an imperial grant ought to be given yearly, and in its distribution each distress committee should receive a share of the grant not less in amount than the sum requisitioned by such committee from the council, and the sum contributed to the committee's funds from all other sources; (3) That the committee should have power conferred to acquire lands either by agreement or with consent of the Local Government Board, compulsorily, for any of the purposes of the Act; (4) That the distress committee should be authorised to delay establishing a labour bureau till employers and workmen evince greater willingness to use such an establishment.

POLLOKSHAWS.—To enable the distress committees under the Act to cope effectually with unemployment, power should be given to them to use the rate contribution for the provision of work to the same extent as they can use the voluntary contribution fund at present. It would no doubt be necessary to retain a limit on the rating power to prevent undue extravagance, and there might also be prohibitions against paying wages direct from the rate contribution.

QUESTION 3.

What method of investigating the cases of applicants is pursued by your Committee?

ABERDEEN.—After filling up record schedule the superintendent, or investigating officer, visits at the home of the applicant and, if need be, inquiries are made at former employers.

DUNDEE.—The investigating officer visits the houses of the applicants and satisfies himself that the information contained in the Record paper is correct.

DUMFRIES.—

EDINBURGH.—An inspector calls at the home of each applicant, and also makes such other inquiries as appear in the circumstances of each applicant necessary.

GLASGOW.—Applicants, prior to being granted work, were summoned before three members of the committee, who had submitted to them reports by (1) the investigating officers of the result of their inquiries and visit at the residence of the applicant, with any history of the case which the records of the distress committee or the Parish Council might furnish; (2) the applicant's last employers as to character, rate of wages earned, and cause of discharge.

GOVAN.—By visitation of officer and inquiries at previous employers and reference. Also personal interview by committee where necessary.

GREENOCK.—The method of investigating the cases of applicants is by the establishment of a labour exchange, and by the investigation of the circumstances of each applicant. The Charity Organisation Society, the police, and the Parish Council assist in giving information as to the circumstances of the applicants.

INVERNESS.—An investigation committee is appointed, who make inquiry as to the applicants in conjunction with the Poor Law authorities.

LEITH.—Applicants' houses visited by superintendent of labour exchange, and last employers communicated with.

PAISLEY.—

PARTICK.—The officer of the committee makes full inquiries at the last employer of the applicant, as well as at the address of the latter, to ascertain if the statements made in the application are correct. If, on consideration, further inquiry is thought desirable, it is made.

POLLOKSHAWS.—The forms of application for Relief Employment are filled up in the town clerk's office by applicants. The town clerk then hands them to either of the sheriff officers, who are employed by the Town Council and Parish Council respectively to collect arrears of rates. These officers personally investigate the circumstances of each case and report to the committee the result of their inquiries. This method has proved most convenient and satisfactory.

QUESTION 4.

Has it been found possible to give preference to particular classes of applicants in accordance with the Local Government Board Regulations, and, if so, to what extent?

ABERDEEN.—At least 50 per cent. of the men relieved have hitherto been regularly employed and well conducted. Longer periods of relief work have been given to those with a number of dependants, but on the whole it can hardly be said that "*preference*" has been given to one class more than another. All approved cases have been sent to

ABERDEEN—*continued.*

relief work during the last five months. None had sufficient to maintain themselves or their dependants.

DUNDEE.—Yes. Applications are classified, and preference given to the most urgent cases, viz., married men with dependants and without sufficient means to maintain themselves and their dependants.

APPENDIX No. CXC.—*Continued.*

QUESTION 4—*Continued.*

DUMFRIES.—

EDINBURGH.—Yes, to a very considerable extent, and, particularly, preference has been given to those who have others depending upon them.

GLASGOW.—The committee having, as above explained, had submitted to them reports as to applicant's history, character, cause of discharge, and present circumstances, have generally, in exercise of the discretion vested in them, been able to give a preference to the more necessitous cases.

GOVAN.—In cases assisted by work preference was given to the applicants fulfilling the conditions of Section (2) Article II. of the Local Government Board's regulations.

GREENOCK.—Preference is given to classes of applicants only in so far as they are married men with dependants, as against applicants who are unmarried and without dependants.

INVERNESS.—Yes, preference is given to applicants with dependants and thrifty individuals in terms of the Local Government Board's regulation. In cases where it is discovered that applicants are in receipt of a pension or otherwise, their cases are deferred till all the more necessitous cases are dealt with.

LEITH.—In winter of 1905–6, men with families were given preference in work provided by Corporation. In 1906–7, all applicants have had opportunity of working at Committee's Stone-breaking Depôt.

PAISLEY.—

PARTICK.—Generally a preference is given to applicants who are married and have families dependent on them, and are without means to support them. It has not been found necessary to give this preference to any considerable extent, as the whole applicants fit for work and willing to take it up, have been provided with work, except (1) a few who belonged to special trades, in which work could not be given, and who were unfit for such labour as the Committee were able to provide, or (2) those who were unable from age or other causes to undertake such labour.

POLLOKSHAWS.—Yes, by giving the earliest opening to the classes of persons recommended by the Board, and also when the relief works may be temporarily at a stage when all the Unemployed cannot be steadily employed, by suspending the less deserving men and keeping on the really good cases.

QUESTION 5.

Is preference given to any classes of applicants other than those specified in the Local Government Board Regulations?

ABERDEEN.—A slight preference has been given to stonebreakers, because it was thought the work taken up by this committee has displaced that class of workmen, but those relieved had previously registered in the regular way, for relief work.

All applicants with the greater number of dependants had longer periods of relief work at a time (viz., four weeks as against two weeks for single men); otherwise there is no preference for any class.

DUNDEE.—No.

DUMFRIES.—

EDINBURGH.—No.

GLASGOW.—No. The committee, however, unless under special circumstances, have declined to grant work to single men with no dependants, or to applicants residing in model lodging-houses.

GOVAN.—No.

GREENOCK.—The Local Government Board Regulations here referred to, relate to the English Local Government Board, and the classes of applicants are not referred to in the Local Government Board Regulations for Scotland.

INVERNESS.—No.

LEITH.—In winter of 1905–6, men with families were given preference in work provided by Corporation.

In 1906–7, all applicants have had opportunity of working at Committee's Stone-breaking Depôt.

PAISLEY.—

PARTICK.—No.

POLLOKSHAWS.—No.

QUESTION 6.

Has the provision of work under the Act tended to attract people from outside areas, notwithstanding the residential qualification required?

ABERDEEN.—No.

DUNDEE.—No.

DUMFRIES.—

EDINBURGH.—Not so far as we have ascertained.

GLASGOW.—The committee have no direct affirmative evidence on this point. They are, however, of opinion that the knowledge of the provision of work has had the tendency to make many less active and eager in searching for employment.

GOVAN.—No.

GREENOCK.—People have not been attracted from outside the area to any great extent, and the residential qualification has been observed.

INVERNESS.—No.

LEITH.—No.

PAISLEY.—

PARTICK.—The committee are unable to say that the work provided has attracted other people from outside areas.

POLLOKSHAWS.—To no appreciable extent.

QUESTION 7.

What provisions of the Act have been found most useful?

ABERDEEN.—That which has enabled the committee to provide work.

DUNDEE.—The provisions applicable to the establishment of labour exchanges.

DUMFRIES.—

EDINBURGH.—Establishment of labour exchanges, and power to aid emigration; also the clauses under which the committee have been able to lease land, etc., of which power our committee availed themselves by taking a building in which they are now conducting the manufacture of firewood and the sorting of waste-paper.

It is anticipated that the power to acquire land will be found most useful, and our committee are endeavouring to purchase land for purposes of reclamation.

GLASGOW.—The committee are of opinion that the general principles of the Act, which enable them to ascertain or at least obtain some indication of the state of employment in the city, are of considerable value. They are not yet prepared to venture an opinion on the separate provisions of the Act.

GOVAN.—That it has established machinery which with enlarged powers should be able somewhat to mitigate the evils of unemployment.

GREENOCK.—The provisions of the Act which have been found useful are those relating to the establishment of a labour exchange and the enrolment of applicants.

INVERNESS.—Section 1 (2) (3) the provisions for work.

APPENDIX No. CXC.—*Continued.*

QUESTION 7.—*Continued.*

LEITH.—In spring of 1906, a party of 30 men, 4 women, and 6 children, were emigrated to Canada. The provision for emigration appears to be a useful feature, but at present it is superseded by the arrangement under which Canadian agencies are paying passages of men for railway and other work.

PAISLEY.—

PARTICK.—The provision to afford employment arranged by the Distress Committee with the Burgh authority.

POLLOKSHAWS.—The committee consider that the provisions of the Act for registering the unemployed have been very useful as affording valuable information as to the nature and extent of unemployment, and also as throwing much light on the kind of persons who form the unemployed class.

In practice they have found the clauses giving power to contribute to the cost of work provided by public bodies the most useful to their circumstances.

QUESTION 8.

Separate Observations.

ABERDEEN.—

DUNDEE.—

DUMFRIES.—

EDINBURGH.—

GLASGOW.—

GOVAN.—

GREENOCK.—

INVERNESS.—

LEITH.—Trade during 1904–5 was very bad, and to a less extent in 1905–6. There were a considerable number idle, principally amongst shipworkers, builders, and general labourers. The Exchange has not been taken advantage of either by employers or by skilled workmen. The Distress Committee should have discretionary powers regarding the questions to be asked applicants. During winter 1906–7, only half-a-dozen, and never more than 10 men, have taken advantage of work provided at the Stonebreaking Depôt. These men have broken about 600 tons of macadam. The work has been satisfactorily done, the men being paid standard rate of 1s. 9d. per ton, with an allowance of 5d. per ton for wheeling and binging. The cost of administration, rent of Exchange, salaries, etc., has been heavy in comparison with work carried through; and all that has been required during past winter could easily have been undertaken by the Corporation's Surveyor's Department.

The Distress Committee's experience has proved the necessity of extending the Act to be not only local (with extended powers), but National in its scope; and they would suggest that Government should immediately take steps by proceeding with work (1) in the reclamation of foreshores; (2) afforestation; and (3) greater powers in dealing with land for the national welfare.

The Distress Committee also suggest that power should be given to distress committees and county councils to combine for the purpose of establishing farm colonies and the reclamation of land.

PAISLEY.—

PARTICK.—

POLLOKSHAWS.—(1) *As regards residential qualifications.* Cases have come under their notice in which deserving workmen, who may have removed from one town to another in the course of their occupation, have been deprived of the benefits of the Act, owing to their not having resided continuously for twelve months in one area. It seems to the committee that some arrangement should be made whereby such men would be able to obtain the benefits of the Act from the Distress Committee of one of the areas in which they have resided. Of course, there would need to be careful discrimination between the cases of *bona fide* change of residence and the usual migratory classes.

(2) It is the experience of my committee that there are no proper means of finding employment for many classes of skilled workmen, and for women. The provision of suitable labour colonies may get over this difficulty, but unless in the case of committees who have jurisdiction over large and wealthy areas, the provision of a labour colony or even a farm colony is impossible. The view of my committee is that although unemployment is local in manifestation it is ultimately a national question, and they think it should be seriously considered whether the establishment of labour colonies should not be made a national affair and arrangements made whereby local distress committees might send unemployed to those colonies under suitable arrangements.

(3) The committee are of opinion that for the thorough investigation of cases and the carrying out of relief works by public authorities, small areas are the most suitable. They have found by experience that they have been able to deal most effectively with many cases, as in a community like Pollokshaws the members of the Distress Committee very frequently are acquainted with the circumstances of the individual applicants, while the extent of the relief operations is such as to allow of economical and detailed supervision. The committee think the successful method of dealing with the unemployed will be found to be a judicious combination of the establishment of labour colonies or similar institutions by the State, and the setting up of distress committees for moderately sized areas to deal with the investigation of cases and the more local aspects of the problem.

ROYAL COMMISSION ON THE POOR LAWS AND RELIEF OF DISTRESS.

APPENDIX No. CXCI.

PAPERS HANDED IN BY THE LOCAL GOVERNMENT BOARD FOR SCOTLAND.

MEMORANDUM BY LOCAL GOVERNMENT BOARD FOR SCOTLAND RELATING TO EXCHEQUER CONTRIBUTIONS TOWARDS EXPENDITURE ON POOR RELIEF.

1. The Imperial contributions towards Poor Relief in Scotland (excluding Treasury subventions in lieu of rates, which simply represent local rates on property owned or occupied by the Government) consist of Grants-in-aid of (1) Poor Law Medical Relief; (2) Maintenance of Pauper Lunatics; (3) Relief of Parish Council Rates; and (4) Relief of Agricultural Rates. These Grants are paid by the Scottish Office out of the Local Taxation (Scotland) Account.

2. In 1902 an exhaustive Memorandum on the Local Taxation (Scotland) Account was prepared by the Scottish Office for the Royal Commission on Local Taxation. It has been included in the Appendix to the final Report of the Royal Commissioners, from which an extract has been made and is submitted herewith. (See Appendix CXCI., A.)

3. For information regarding the origin and object of the Poor Law Medical Relief and the Pauper Lunacy Grants, the regulations as to their distribution, &c., the Commissioners are referred to the first two sections of the enclosed extract. The statistics of these Grants have been brought down to date by the insertion in the Tables of the figures for the years 1901-2 to 1907-8.

4. The Grant in Relief of Parish Council rates and the Agricultural Rates Grant are dealt with in the third and fourth sections of the Extract. These two Grants are administered and distributed by the Scottish Office, and that Department might be communicated with for any further information regarding them.

5. The effect of the two Grants administered by this Department may be stated generally to be as follows:—

(1) *Medical Relief Grant.*—An immediate and lasting improvement in the administration of Poor Law Medical Relief—outdoor and indoor—followed the introduction of this Grant. One of the conditions of participation in the Grant is the appointment by the Parish Council of a Poor Law Medical Officer. The statute requires only "medical attendance" (Poor Law (Scotland) Act, 1845, Section 69), but as the result of the condition laid down, the vast majority of parishes carry out medical attendance, not by the casual calling in of a medical man, but by the appointment of a Medical Officer, with a fixed salary, to attend to all sick paupers in the parish. Further, by means of the Grant, a system of Trained Sick Nursing has been established in Poorhouses; schools of training Poor Law Nurses have come into existence; and recently the system has culminated in State Registration of Poorhouse Nurses after three years' training and a high-class examination. The whole system of Indoor Medical Relief has thus been greatly improved. The best poorhouse sick wards are now as well staffed as the wards of any first-class general hospital.

(2) *Pauper Lunacy Grant.*—The Grant-in-aid of the maintenance of Pauper Lunatics is distributed on the certificate of the General Board of Lunacy. That Central Authority supervises by individual inspection all pauper lunatics, whether in asylums or boarded out with approved Guardians. The result of the Grant has been a great improvement in the care of the insane because, unless the General Board of Lunacy are satisfied with the care and treatment of a lunatic, no Grant is given.

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Appendix No. CXCI.—*continued.*

Papers handed in by the Local Government Board for Scotland—*continued.*

6. It will thus be seen that the Grants, so far as administered by this Board, have enabled the Central Authorities, *i.e.*, the General Board of Lunacy and the Local Government Board, to initiate, foster, and develop good organisation of certain branches of the Poor Law service without binding the local bodies too stringently to one course of action. These services have grown up naturally according to local needs under the regulative guidance of the Central Authorities.

7. It is right to point out, however, that certain serious difficulties have emerged in regard to these two Grants. Owing to the increasing demands and the rapidly rising expenditure, the Grants, which are fixed sums, are becoming too small to serve as effective means of either inducing or coercing unwilling local bodies. Further, the Law Officers of the Crown have held that the conditions of participation were stereotyped by the Local Government (Scotland) Act, 1889, and accordingly are unalterable. The Board have for many years urged legislation on these questions, which in some instances have been the means of inflicting grave injustice on parishes.

8. The Board would refer to paragraph 14 of the Memorandum by Mr. Patten MacDougall, Member of the Board, appearing on page 285 of Volume 3 (Scotland) of the Minutes of Evidence taken before the Royal Commission on Local Taxation (for copy of paragraph see Appendix CXCI., B), and to the Notes on the Grants distributed on the Certificate of the Board given on page 295 of that Volume. The views of the Royal Commissioners on the Distribution of Exchequer Contributions in Scotland are set forth on pages 15–18 of their Report, and special reference is made to the the last paragraph, suggesting that increased powers of control should be given to Government Departments concerned in the administration of the services assisted.

9. The Board would also refer to the Report of the Departmental Committee on Poor Law Medical Relief, &c., in Scotland, paragraph 23, in which the stereotyping of the conditions of participation and the result are adverted to.

10. The Board strongly approve of Imperial Grants being given, for *special* purposes in connection with Poor Relief Administration. In their view, the conditions of a Grant, if not stereotyped, may be made adaptable to growing needs and new developments—subject, of course, as suggested by the Royal Commission, to wide powers of regulation and superintendence by the Central Authority. A very detailed set of statutory powers cannot be so utilised.

APPENDIX No. CXCI. (A).

PAPER HANDED IN BY LOCAL GOVERNMENT BOARD FOR SCOTLAND.

FINAL REPORT OF ROYAL COMMISSION ON LOCAL TAXATION—SCOTLAND.

EXTRACTS FROM MEMORANDUM ON THE LOCAL TAXATION (SCOTLAND) ACCOUNT.

(4.) Poor Law Medical Relief Grant.

3rd Annual Report of Board of Supervision (1848), App. p. 3.

Origin and Object of Grant.—The first grant for Poor Law Medical Relief, amounting to £10,000, was voted in 1847. The Poor Law (Scotland) Act, 1845, 8 & 9 Vict. c. 83, s. 69, had required parochial boards "out of the funds raised for the relief of the poor, to provide for medicines, medical attendance, nutritious diet, cordials, and clothing for such poor in such manner and to such an extent as may seem equitable and expedient." The grant was intended partly to relieve the charge falling on the rates, partly to increase the efficiency of the supply of medical relief.

Amount of Grant.—Up to 1882 the annual grant amounted to £10,000. In 1882 it was raised to £20,000, and was continued at that amount by Section 22 (4) of the Local Government (Scotland) Act, 1889, which transferred the charge to the Local Taxation (Scotland) Account as from 1890-91.

Regulations as to Distribution.—Inquiry made in 1846 and 1847 showed that the expenditure on Poor Law Medical Relief, in a large majority of parishes, was most inadequate. Thus, the expenditure was found to have amounted in 1845-46 to only £4,056, and in 1846-47 to £12,879. It was felt that to allocate the new grant simply in proportion to expenditure would not meet the case. There was a strong probability that, in many parishes, in the absence of suitable conditions, the grant would merely be applied *pro tanto* in reduction of the existing charge on the locality, with the result that the inadequacy in the relief given would continue. The regulations drawn up for the distribution therefore required, as a condition of participation in the grant of any year, that a certain minimum amount of expenditure on Poor Law Medical Relief should have occurred in the parish in the year preceding the distribution. For the purpose of ascertaining this minimum the parishes were divided into seven classes, according to density of population, and an average rate of expenditure per head was then fixed for each class, so as to bring out an aggregate minimum expenditure for the whole of Scotland approximately equal to twice the Government Grant. The following Table summarises the results:—

Class.	Approximate Population per Square Mile according to 1841 Census.	Minimum Expenditure per Head on Medical Relief which will qualify for Share of Grant.	Total Amount of Minimum Expenditure for each Class.
		d.	£
I.	1 to 25	2 per head	2,182
II.	26 to 50	$1\frac{15}{16}$,,	1,920
III.	51 to 100	$1\frac{14}{16}$,,	2,694
IV.	101 to 200	$1\frac{13}{16}$,,	2,749
V.	201 to 400	$1\frac{12}{16}$,,	2,403
VI.	401 to 1,000	$1\frac{11}{16}$,,	1,704
VII.	1,001 and upwards	$1\frac{10}{16}$,,	5,686
		Total - - -	19,338

Each parish received as its share of the first annual grant a sum equal to one-half of the minimum expenditure ascertained for it according to the above scheme. Edinburgh and Glasgow, in view of the exceptional number of casual poor coming upon them for relief, were treated exceptionally in making the distribution, being placed in the highest class. In subsequent years the same apportionment was followed, but, when a parish failed to comply with the condition as to minimum expenditure, the share which it would otherwise have received was distributed among the parishes which had so complied in proportion to their actual expenditure on medical relief.

It was further provided, as a condition of participation, that all parishes should appoint legally qualified medical officers, at fixed salaries, to attend the poor; that these officers should be bound to obey all the rules and regulations made by the Board of Supervision for their guidance and approved by one of Her Majesty's Secretaries of State, and should be liable to dismissal by the Board of Supervision in the event of their failing, or being found incompetent, to discharge the duties of their office.

37th Annual Report of Board of Supervision (1882), App. p. 14

In 1882, on the grant being increased to £20,000, it was considered that the apportionment fixed in 1848 had, in view of changes in population and expenditure, ceased to be equitable, and the principle of simply allocating the total grant in proportion to the vouched expenditure on medical relief of the participating parishes was introduced. The conditions laid down in 1848 with regard to minimum expenditure, etc., in each parish were, however, still maintained.

In 1885 the rule defining "medical relief," for the purpose of participation in the grant, was altered so as to include trained sick nursing in poor-houses, and the grant became distributable as follows:—(1) Half the cost of trained sick-nursing was allowed as a first charge against the grant, and then (2) the balance was distributed *pro rata* on the basis of the vouched expenditure of the respective parishes on medical relief.

Section 22 (4) of the Local Government (Scotland) Act, 1889, in making the grant, from 1890-91 onwards, a charge on the Local Taxation (Scotland) Account, enacted that until Parliament otherwise determined, the grant should be distributed according to the like scale and regulations as nearly as might be, as in the financial year ending March 31st, 1889. Copies of the regulations as thus stereotyped appear in the Handbook of the Rules, Instructions, etc., issued by the Local Government Board for Scotland [*see* pp. 98-105 and 248-9 of 1897 edition]. A Bill has, however, been introduced by the Government in the present Session by which it is provided that the grant shall be distributed "in such manner and according to such scale and regulations as may be from time to time prescribed by order of the Local Government Board for Scotland with the approval of the Secretary for Scotland, provided that a copy of every such order shall be laid before both Houses of Parliament so soon as may be after it is made." If this Bill becomes law, the Secretary for Scotland will be enabled to modify the existing regulations in certain respects in

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APPENDIX No. CXCI. (A)—*continued.*

PAPER HANDED IN BY LOCAL GOVERNMENT BOARD FOR SCOTLAND—*continued.*

which they are recognised to be out of date (*e.g.*, as regards the condition relating to minimum expenditure).

Statistics as to Distribution.—The following Table shows the rate per £ of expenditure at which the grant has been distributed in recent years:—

Year of Grant.	Number of Parishes participating in Grant.	Expenditure on which Allocation based.	Grant per £ of Expenditure on Medical Relief.
		£	s. d.
1890-91	796	40,674†	9 6¾
1891-92	791	42,217	9 5½
1892-93	804	43,847	9 0¾
1893-94	794	45,345	8 8¼
1894-95	796	46,281	8 6¼
1895-96	798	47,732	8 2¾
1896-97	794	48,067	8 1¾
1897-98	798	49,468	7 10½
1898-99	799	50,099	7 9
1899-1900	794	50,822	7 7¼
1900-1901	797	50,137	7 8¾
1901-02*	797	51,979	7 4¾
1902-03*	795	53,084	7 2
1903-04*	795	55,004	6 10¼
1904-05*	798	57,461	6 5¾
1905-06*	796	62,578	5 9¼
1906-07*	800	64,440	5 5
1907-08*	797	66,727‡	5 1½

Full details of the allocation appear in the annual reports of the Local Government (Scotland) Board [formerly Board of Supervision], upon whose certificate the grant is annually distributed by the Secretary for Scotland.

Incidence of Relief.—The grant relieves the Poor Rate, which is levied equally from owners and occupiers.

(5.) PAUPER LUNATICS GRANT.

Origin of Grant.—This grant originated in 1875. Similar grants were at the same time given to England and Ireland.

Amount of Grant.—Commencing in 1875 at £59,483, the grant grew till in 1889-90—the last year in which a Vote in Parliament was taken for the service—it had reached a total of £91,322. In 1890-91 it became a charge on the Local Taxation (Scotland) Account, pursuant to section 22 (5) of the Local Government (Scotland) Act, 1889, and was fixed at £90,500 per annum. By section 2 (3) of the Education and Local Taxation Account (Scotland) Act, 1892, the grant was increased, as from 1892-93 inclusive, to £115,500.

Mode of Distribution.—While the grant was provided for by Vote of Parliament, *i.e.*, from 1875 to 1890—the rule was to pay to the participating parishes one-half of the net cost of maintenance, not exceeding 8s. per week, of each pauper lunatic. The net cost of maintenance was taken as the actual charge on the rates in respect of the lunatic, after deducting sums recovered or recoverable rom relatives.

In 1890-91, when the grant was *fixed* at £90,500, it became necessary to slightly modify the above rule, as a contribution of one-half could no longer be maintained. It was accordingly provided, by regulations approved by the Secretary for Scotland on 10th June, 1890, that the fixed grant of £90,500 should be distributed at such rate per £ of expenditure on maintenance not exceeding 8s. per lunatic per week, as should exhaust, or as nearly as might be, exhaust the grant. A complete copy of these regulations will be found in the Handbook of Rules, etc., issued by the Local Government Board for Scotland (*see* pp. 249-251 of 1897 edition).

Statistics as to Distribution.—The following figures summarise the results of recent distributions:—

Financial Year.	Number of Parishes Participating.	Total Cost of Maintenance.	Expenditure admissible under Scheme of Participation.	Amount of Grant.	Rate of Grant per £ of admitted Expenditure.
		£	£	£	s. d.
1889-90	812	211,386	182,644	91,322	10 0
1890-91	817	216,552	188,266	90,500	9 7
1891-92	820	223,351	193,822	90,500	9 4
1892-93	822	230,344	199,193	115,500	11 7¼
1893-94	817	233,681	202,346	115,500	11 5¼
1894-95	818	238,725	205,089	115,500	11 3½
1895-96	820	247,537	211,836	115,500	10 10¾
1896-97	815	253,051	216,205	115,500	10 8½
1897-98	817	261,498	222,293	115,500	10 5
1898-99	812	270,230	230,511	115,500	10 0½
1899-1900	814	283,045	239,763	115,500	9 8
1900-1901	816	297,728	247,845	115,500	9 4¼
1901-02*	814	311,615	253,913	115,500	9 1½
1902-03*	815	323,428	260,805	115,500	8 10¾
1903-04*	816	330,907	267,960	115,500	8 8
1904-05*	806	336,253	273,591	115,500	8 5¾
1905-06*	808	350,707	280,004	115,500	8 3½
1906-07*	805	356,057	284,012	115,500	8 2
1907-08*	802	354,268	287,511	115,500	8 1

Details of the allocation are given in the Annual Reports of the Local Government (Scotland) Board, on whose certificate the grant is annually distributed by the Secretary for Scotland. Statistics relative to the growth in the number of pauper lunatics are given in the reports of the General Board of Lunacy for Scotland, laid annually before Parliament.

Incidence of Relief.—The grant relieves the poor rate, which is levied equally from owners and occupiers.

* * * *

(8.) PARISH COUNCILS (RELIEF OF RATES).

An annual sum of £50,000, commencing in 1892-93, was appropriated for distribution among parish councils by section 2 (4) of the Education and Local Taxation Account (Scotland) Act, 1892. The grant is distributable in proportion to the valuation and population of the respective parishes, *i.e.*, the share of a parish is first ascertained on the basis of valuation alone, and then on the basis of population alone, the parish council receiving the mean between the two

* The particulars for these years, which are subsequent to the date of the Report of the Commission, have been added to the Table by the Local Government Board for Scotland.

† This amount included a sum of £1,942 for trained sick-nursing in poorhouses, upon which a grant of £971 was paid

‡ This included £11,949 for trained sick-nursing, upon which a grant of £5,974 was paid.

APPENDIX No. CXCI. (A)—*continued.*

PAPER HANDED IN BY LOCAL GOVERNMENT BOARD FOR SCOTLAND—*continued.*

amounts. In other words, half of the total grant is allocated on the basis of valuation, and half on the basis of population. The valuations adopted for the purpose of the distribution are those annually ascertained pursuant to the Lands Valuation (Scotland) Act, 1854, while the populations taken are those ascertained at the decennial census preceding the distribution.

The grant for 1900-1901 was distributed on the basis of a total ascertained valuation of £28,490,252 and a total population of 4,025,647. Each parish received a grant at the rate of about 17s. 6d. for every £1,000 of valuation *plus* a grant at the rate of £6 4s. for every 1,000 of population.

The grant is applicable in relief of any rates levied by the parish councils. These rates are all levied equally from owners and occupiers.

* * * *

(6) AGRICULTURAL RATES GRANT.

C. 7981. The Royal Commission on Agricultural Depression having drawn attention, in their Second Report, dated February, 1896, to the severity of the prevailing agricultural distress, and to the urgent need of something being done to mitigate this by lightening the excessive burden of taxation on land, the Government, in connection with the Budget arrangements for 1896-97, announced their intention of initiating a grant in relief of the local rates falling on the agricultural occupier, and a Bill was in due course introduced (April, 1896) to carry out this intention as regards England. The Bill provided that as from 1897-98, the occupier of agricultural lands, as therein defined, should pay only one-half of the rate charged upon the occupier of other classes of subjects, and in respect of the deficiency thereby caused in the produce of the rates, an annual sum to be calculated on the basis of the rates actually levied in 1895-96, was directed to be paid into the English Local Taxation Account "out of the proceeds of the Estate Duty derived in England from personal property," and to be distributed among the rating authorities. As introduced, the Bill was intended to be permanent, but, in deference to strong representations in Parliament, its continuance was eventually limited to five years, *i.e.*, 1897-1902.*

59 & 60 Vict. c. 16.

59 & 60 Vict. c. 37.

Later in the Session a Bill, likewise limited in its duration to five years,* was brought in providing for payment of an "equivalent" grant into the Local Taxation (Scotland) Account, "out of the proceeds of the Estate Duty derived in Scotland from personal property."† As in the case of the earlier grants from Probate Duty, etc., in 1888 and 1890, the Scotch "equivalent" was fixed at eleven-eightieths of the English grant. The Scotch Bill in due course became law.

In framing a scheme for the appropriation of the Scotch grant, it became necessary to take into consideration the difference between the English and Scotch rating systems. In England the rates relieved were leviable wholly from the occupier, while in Scotland the parochial rates to the extent of one-half, and the county rates to the extent of about three-fifths, were leviable from the owner. But notwithstanding the division of the burden between owners and occupiers in the latter case, it was intended that, in Scotland as in England, only the occupier should be relieved, and this restriction made it possible, and even expedient, that part of the Scotch "equivalent" grant should be devoted to purposes other than the relief of the agricultural ratepayer.

Calculations made in connection with the proposals in the English Bill showed that the sum required for the annual grant to England would probably amount to about £1,560,000, and on this assumption the Scotch "equivalent" of eleven-eightieths worked out to £214,500. From this was set aside (1) a sum, estimated at £7,000 per annum, for payment of the Burgh Land Tax, (2) a sum of £15,000 per annum for the improvement of the congested districts in the highlands and islands, leaving (3) a balance available of £192,500. This balance, it was estimated, would be sufficient to pay to each county and parish rating authority in Scotland a sum equal to five-eighths of the amount of rates levied in 1895-96 from occupiers of "agricultural lands and heritages." The Scotch Rating Act, therefore, enacted that, as from 1897-98, the agricultural occupier in Scotland should, in respect of parochial and county rates, be only rated upon three-eighths of the annual value of the lands and heritages occupied by him [the annual value, in the case of parochial rates being the *net* value ascertained after the usual deductions for cost of repairs, etc., had been made pursuant to Section 37 of the Poor Law (Scotland) Act, 1845], and that the balance available as above (estimated at £192,500) should be distributed among the rating authorities in proportion to the deficiency thereby caused in the produce of each rate.

The position of accounts as estimated in advance, and the actual results as finally ascertained after close inquiry and calculation, are set out in the following Table:—

——	Estimated Amount.	Actual Amount as finally ascertained.
	£	£
English Grant	1,560,000	1,333,116
Scotch Grant ($\frac{11}{80}$ths)	214,500	183,303
Appropriated thus:—		
(1.) Burgh Land Tax	7,000	7,990
(2.) Congested Districts	15,000	15,000
(3.) Agricultural Rates Relief	192,500	160,313
	214,500	183,303

The sum actually required to make up five-eighths of the amount raised from the agricultural occupier in Scotland in 1895-96 was ascertained to be £181,308, or thereby, being £21,000 in excess of the amount (£160,313) actually available. In other words owing to the over-estimate of the English grant and consequent reduction of the Scotch grant, it was only possible to pay a contribution slightly exceeding 11s. per £ of the rates raised from the agricultural occupier in 1895-96, instead of 12s. 6d. per £ (*i.e.*, five-eighths) as originally contemplated.

Two years later (1898) the principle was conceded that the sums payable to Scotland and Ireland should not be a fixed proportion of the English grant (*i.e.*, eleven-eightieths and nine-eightieths), but should be taken, as in England, at one-half of the total rates on agricultural land, whether levied from the owner or the

Local Government (Ireland) Act, 1898. 61 & 62 Vict. c. 37, s. 48. Local Taxation Account (Scotland) Act, 1898.

* The period has been extended for four years by the Act 1 Edw. VII. c. 13. (1901).

† Referring to the English Bill which had just passed the third reading, the Lord Advocate, in asking leave to introduce the Scotch Bill, said, "I apprehend that the principle of the Bill was to attempt the partial redress of the inequality existing between personalty and realty in the matter of local taxation and the application of that relief to the class of realty which suffers most from the undue impact of taxation, namely, agricultural land." [*Vide* "Parliamentary Debates," Vol. 42, col. 546.]

APPENDIX No. CXCI. (A)—*continued.*

PAPER HANDED IN BY LOCAL GOVERNMENT BOARD FOR SCOTLAND—*continued.*

occupier. For the purpose of determining the Scotch grant under these altered conditions the total amount of rates raised in Scotland in 1895-96, in respect of county and parish rates, and the proportion thereof borne by agricultural subjects were ascertained to be as follows:—

—	Total Amount raised from Owners and Occupiers in 1895–96.	Amount raised in respect of Agricultural Lands and Heritages.		
		From Owners.	From Occupiers.	Total.
	£	£	£	£
County rates - - -	684,083	173,142	113,055	286,197
Parish rates - - -	1,589,130	177,710	177,038	354,748
Total - - -	2,273,213	350,852	290,093	640,945

The amount £640,945 represented the proportion of the rates falling on agricultural lands and heritages, *i.e.*, on agricultural lands, together with the buildings thereon, and it was estimated that these buildings represented one-eighth of the total annual value of the agricultural lands and heritages. In other words, only seven-eighths of the amount, £640,945, actually fell on agricultural lands, and the Scotch grant, being taken like the English grant as equal to one-half of the rates levied on agricultural lands, therefore worked out as follows:—

	£	s.	d.
Seven-sixteenths of £640,945 - =	280,413	5	3
Deduct—Amount already payable to the Local Taxation (Scotland) Account pursuant to the 1896 Act, viz - - - - - -	183,303	9	3
Balance due to Scotland -	97,109	16	0

& 62 Vict. 56 Section 1 (1) of the Local Taxation Account (Scotland) Act, 1898, provided for this balance being paid annually into the Local Taxation (Scotland) Account "out of the Consolidated Fund of the United Kingdom," during the continuance of the Agricultural Rates, etc. (Scotland) Act, 1896. The effect of the Act, as construed with the 1896 Act, was that the total Scotch grant, which in 1897-98 and 1898-99 was £183,303 9s. 3d. was raised for each of the three years 1899-1902* to £280,413 5s. 3d. Out of the increase, £20,000 was appropriated as an additional grant in relief of the agricultural occupiers in Scotland, raising the grant for that purpose, for the three years 1899-1902* to £180,313 per annum, a sum which, as shown above, approximately equalled five-eighths of the agricultural occupiers' share of the rates in 1895-96. The remainder of the additional sum of £97,109 16s. was devoted to sundry other purposes specified in the 1898 Act.† 59 & 60 Vict. c. 37.

Complete details of the allocation of the first annual grant in relief of the agricultural occupier (amount £160,313) are given in the Parliamentary Return C. 9173 (1899).

* * * *

* The Act 1 Edw. VII. c. 13 (1901) continues the Acts of 1896 and 1898 in force till 31st March, 1906.

† It should be noted that in consequence of changes in the amount of the English Agricultural Rates' Grant owing to alterations of rating areas, the amount of the Scotch Grant under the 1896 Act has been slightly reduced in 1899–1900 and subsequent years, but there is a corresponding increase in the amount received under the 1898 Act, *i.e.*, the sum received under the two Acts remains constant at £280,413 5s. 3d.

APPENDIX No. CXCI. (A)—*continued.*

PAPER HANDED IN BY LOCAL GOVERNMENT BOARD FOR SCOTLAND—*continued.*

SCHEDULE OF ACTS.

The following Table gives a complete list of the Acts relating to the Local Taxation (Scotland) Account, and indicates their purpose so far as affecting that Account.

Title of Act.		Purpo e, so far as affecting Local Taxation (Scotland) Account.
(1.) Probate Duties (Scotland and Ireland) Act, 1888.	51 & 52 Vict. c. 60 -	Establishes Account and provides for the transfer thereto annually of the Scotch share of the Probate Duty Grant (being 11 per cent. of the whole Grant), and for the distribution thereof for 1888–89.
(2.) Local Government (Scotland) Act, 1889, ss. 19–24.	52 & 53 Vict. c. 50 -	Provides for the distribution of the Scotch share of Probate Duty for 1889–90, for the transfer to the Account in 1890–91 and future years of the proceeds of certain Excise licence duties, and for the distribution of such duties, and of the Scotch share of Probate Duty, from and after 31st March, 1890.
(3.) Customs and Inland Revenue Act, 1890, s. 7.	53 Vict. c. 8. - -	Provides for the transfer to the Account of a proportion of certain duties of Customs and Excise on beer and spirits.
(4.) Local Taxation (Customs and Excise) Act, 1890.	53 & 54 Vict. c. 60 -	Provides for the appropriation of the Customs and Excise Duties assigned to local goverment purposes by the immediately preceding Act [No. 3].
(5.) Police (Scotland) Act, 1890, s. 17	53 & 54 Vict. c. 67 -	Prescribes basis of distribution of Police Superannuation Grant (s. 17). [*Note.*—The provisions of Section 17 (1) (*b*) and (*c*), have been modified by regulations under Section 17 (6) dated 14th March, 1895, *vide* H.C. 144 of 1895.]
(6.) Western Highlands and Islands (Scotland) Act, 1891, s. 4.	54 & 55 Vict. c. 58 -	Authorises application of Highland Grant (£10,000) in aid of construction or maintenance of works under Act.
(7.) Education and Local Taxation Account (Scotland) Act, 1892.	55 & 56 Vict. c. 51 -	Provides for the future application of the *residue* of the Probate and Licence Duties hitherto devoted to relief of school fees in terms of Section 22 (6) of the Local Government (Scotland) Act, 1889.
(8.) Technical Instruction Amendment (Scotland) Act, 1892.	55 & 56 Vict. c. 63 -	Defines powers of local authorities in matter of contributions to technical education under Section 2 (iii.) (*b*) of Local Taxation (Customs and Excise) Act, 1890.
(9.) Finance Act, 1894, s. 19 - -	57 & 58 Vict. c. 30 -	In abolishing the Probate Duty, and merging it in the new Estate Duty, makes the necessary provision for calculating the Probate Duty Grant for the future.
(10.) Diseases of Animals Act, 1894, s. 18.	57 & 58 Vict. c. 57 -	An Act to consolidate the Contagious Diseases (Animals) Acts, 1878 to 1893. Re-enacts with certain slight modifications the provisions in the Contagious Diseases (Animals) Acts of 1890, 1892 and 1893 affecting the Local Taxation (Scotland) Account. As modified these provisions direct that if in any year the money voted by Parliament to defray the expenses of executing the Act in Great Britain, supplemented by the net receipts for carcases of slaughtered animals, should prove insufficient for the purpose,* 12 per cent. of the deficiency is to be advanced from the Local Taxation (Scotland) Account, and 88 per cent. from the English Local Taxation Account. The sum to be voted annually for the purpose of the Act is not to exceed £160,000, of which not more than £20,000 may be alloted to Ireland. Of the sum (not to exceed £140,000) voted to Great Britain not more than £50,000 may be specifically appropriated to stamping out swine fever. Advances made from the Local Taxation Accounts, as above, may be repaid if the Treasury, at the end of any financial year, is satisfied that the Cattle Pleuro-Pneumonia Account is in possession of a balance which will not be required for the purposes of the Diseases of Animals Act.
(11.) Local Government (Scotland) Act, 1894.	57 & 58 Vict. c. 58 -	*Inter alia* provides for election of parish councils in place of existing parochial boards, and alters definition of "Police Burgh." (Sect. 54.)

* *Note.*—The Probate and Beer and Spirit Duties assigned to Local Government purposes are paid into the English, Scottish, and Irish Local Taxation Accounts in the proportions 80 per cent., 11 per cent., and 9 per cent., respectively. Any deficiency, on the other hand, arising on the Pleuro-Pneumonia Account (which relates to Great Britain only) has to be made up from the English and Scottish Local Taxation Accounts, and hence the percentages 80 and 11 are proportionately increased, England providing 88 per cent. and Scotland 12 per cent.

APPENDIX No. CXCI. (B).

PAPER HANDED IN BY LOCAL GOVERNMENT BOARD FOR SCOTLAND.

EXTRACT FROM VOL. III. OF MINUTES OF EVIDENCE TAKEN BEFORE THE ROYAL COMMISSION ON LOCAL TAXATION. (Page 285.)

EXTRACT from MEMORANDUM prepared for the Commission by Mr. PATTEN MACDOUGALL, Member of the Local Government Board for Scotland.

* * * *

14. It has further been said that the system of subventions or grants-in-aid for local purposes is another alternative by way of satisfying the grievance felt by the owners of lands and heritages. On the other hand, it has been urged that these subventions —assuming them to be otherwise justified—lead to extravagance. The local authorities enjoying the grants are said to spend them without consideration, and with a recklessness which would be absent if they were dealing with moneys directly provided out of their own pockets. There is reason in this objection. Experience shows that grants do not reduce the rates, these being, as a rule, as high now as before such grants were in operation. Grants should be given for special purposes, and not in aid of rates generally. A very strict audit by Government should be instituted. Such precautions might meet this objection, or at least minimise it, but it is certain that some expedient is necessary to produce a more efficient check upon the spending propensities of local authorities. At present they are too much given to regard these grants in the light of doles, and to assume that the recent grants-in-aid ought not to enter into the calculation whether there has been a rise of rates or not.

* * * *

ROYAL COMMISSION ON THE POOR LAWS AND RELIEF OF DISTRESS.

APPENDIX No. CXCII.

PAPER HANDED IN BY LOCAL GOVERNMENT BOARD FOR SCOTLAND.

RETURN showing for the Year 1905–1906 Particulars of Area, Population, Valuation, Poorhouse Accommodation, Number and Cost of Poor, Rating, &c., in the Parishes of Scotland grouped (*a*) according to Counties, and (*b*) according to Districts including Burghs.

(Prepared in the Office of the Local Government Board for Scotland.)

APPENDIX No. CXCII.—*continued.*

PAPER HANDED IN BY LOCAL GOVERNMENT BOARD FOR SCOTLAND—*continued.*

RETURN showing for the Year 1905–1906 Particulars of Area, Population, Valuation, Poorhouse (*a*) according to Counties, and

County and District including Burghs.	Area	Population at Census, 1901.	Valuation.	Number of Poorhouses in County or District.	Sanctioned Accommodation.	Average Daily Number of Poorhouse Inmates.	Number of Parishes in County or District.	Number of Parishes owning Poorhouse Accommodation.			Number of Parishes having Boarding Rights.		
								Within District.	Within County.	Outwith County.	Within District.	Within County.	Outwith County.
ABERDEEN	**1,261,971**	**313,825**	**1,951,244**	**3**	**1,003**	**760**	**83**	—	**26**	—	—	**53**	**2**
Aberdeen	104,099	175,219	1,065,675	2	865	702	12	1	—	—	10	—	—
Alford	169,765	10,280	77,217	—	—	—	12	—	—	—	—	12	—
Deer	165,575	51,935	277,162	1	138	58	13	12	—	—	1	—	—
Deeside	402,959	13,930	128,184	—	—	—	11	—	—	—	—	11	—
Ellon	109,248	16,442	115,097	—	—	—	8	—	8	—	—	—	—
Garioch	112,069	19,754	130,871	—	—	—	15	—	—	—	—	14	1
Huntly	98,475	11,754	65,937	—	—	—	7	—	—	—	—	5	1
Turriff	99,781	14,511	91,101	—	—	—	5	—	5	—	—	—	—
ARGYLL	**1,990,472**	**73,642**	**548,783**	**5**	**603**	**231**	**39**	—	**25**	—	—	**6**	**4**
Ardnamurchan	290,738	3,231	19,286	—	—	—	3	—	3	—	—	—	—
Cowal	239,667	14,509	149,981	—	—	—	7	—	—	—	—	1	4
Islay	255,455	7,805	46,792	1	48	15	5	4	—	—	—	—	—
Kintyre	196,112	15,422	106,760	1	124	47	6	1	1	—	1	2	—
Lorn	504,856	15,647	135,222	1	234	116	7	7	—	—	—	—	—
Mid-Argyll	241,644	9,689	57,506	1	72	28	6	4	—	—	1	1	—
Mull	262,000	7,339	33,236	1	125	25	5	5	—	—	—	—	—
AYR	**724,523**	**254,468**	**1,725,396**	**3**	**752**	**532**	**44**	—	**34**	**2**	—	**8**	—
Ayr	206,053	74,256	526,398	1	201	148	12	8	—	—	4	—	—
Carrick	271,207	22,486	191,138	1	72	40	9	6	—	2	—	1	—
Kilmarnock	122,551	80,548	487,464	—	—	—	11	—	9	—	—	2	—
Northern	124,712	77,178	520,396	1	479	344	12	11	—	—	1	—	—
BANFF	**403,364**	**61,488**	**276,641**	—	—	—	**22**	—	—	**4**	—	—	**16**
Banff	125,592	39,991	163,899	—	—	—	12	—	—	1	—	—	10
Keith	277,772	21,497	112,742	—	—	—	10	—	—	3	—	—	6
BERWICK	**292,577**	**30,824**	**311,298**	—	—	—	**32**	—	—	**23**	—	—	—
East	78,257	11,753	104,323	—	—	—	10	—	—	6	—	—	—
Middle	109,629	12,336	129,696	—	—	—	13	—	—	10	—	—	—
West	104,691	6,735	77,279	—	—	—	9	—	—	7	—	—	—
BUTE	**139,658**	**18,787**	**158,795**	—	—	—	**6**	—	—	—	—	—	**6**
Arran	106,149	4,837	29,594	—	—	—	2	—	—	—	—	—	2
Bute	29 998	12,181	107,178	—	—	—	3	—	—	—	—	—	3
Cumbraes	3,511	1,769	22,023	—	—	—	1	—	—	—	—	—	1
CAITHNESS*	**438,878**	**33,870**	**144,315**	**2**	**199**	**26**	**10**	—	**10**	—	—	—	—
CLACKMANNAN*	**34,927**	**32,029**	**175,392**	—	—	—	**5**	—	—	**5**	—	—	—
DUMBARTON	**157,433**	**113,865**	**791,442**	**1**	**202**	**183**	**12**	—	**9**	**1**	—	—	**2**
Eastern	43,414	57,569	449,296	—	—	—	4	—	2	1	—	—	1
Western	114,019	56,296	342,146	1	202	183	8	7	—	—	—	—	1
DUMFRIES	**686,302**	**72,571**	**625,385**	**3**	**316**	**123**	**43**	—	**16**	**3**	—	**22**	—
Annan	84,248	15,127	125,315	1	96	29	9	5	—	—	3	1	—
Dumfries	78,737	23,774	178,315	1	94	79	8	1	—	—	7	—	—
Langholm	136,531	6,576	53,489	—	—	—	5	—	—	3	—	1	—
Lockerbie	171,818	14,454	146,763	—	—	—	11	—	1	—	—	9	—
Thornhill	214,968	12,640	121,503	1	126	15	10	9	—	—	—	1	—

* County not divided into districts.
† At 15th May, 1906.
‡ Being expenses of Department of Inspector of Poor, including salaries, office, and travelling expenses, etc.
§ These Rates are the highest and lowest total Rates levied for Poor Law purposes, being the sum of the actual Rates levied on owners and occupiers.

Appendix No. CXCII.—*continued.*

Paper handed in by Local Government Board for Scotland—*continued.*

Accommodation, Number and Cost of Poor, Rating, &c., in the Parishes of Scotland grouped (*b*) according to Districts, including Burghs.

Number of Parishes having no Poorhouse Accommodation.	Number of Poor.† Ordinary. In Poorhouse.	Number of Poor.† Ordinary. Outdoor.	Number of Poor.† Lunaties.	Number of Applications for Relief during Year.	Total Poor Law Expenditure.	Expenditure on Relief. Ordinary Poor. In Poorhouse (including all Establishment Charges).	Expenditure on Relief. Ordinary Poor. Outdoor.	Expenditure on Relief. Lunatic Poor.	Expenditure on Management.††	Amount received from Poor Law Assessment.	Highest Rate.§	Lowest Rate.§	Average Rate.‖
					£	£	£	£	£	£	s. d.	s. d.	s. d.
2	**690**	**5,736**	**1,128**	**2,776**	**97,845**	**13,992**	**39,713**	**35,041**	**6,764**	**76,323**	**1 9¾**	**¶ 0 2½**	**1 0 11/100**
1	593	3,195	533	2,059	54,750	12,369	19,964	17,790	3,725	46,837	1 2⅛	0 2½	1 0¾
—	7	177	40	26	3,174	179	1,493	1,142	249	2,159	1 1	0 4 7/20	0 9½
—	31	976	246	383	16,648	523	7,460	7,146	1,022	11,626	1 9½	0 6½	1 2½
—	6	232	59	46	4,170	155	1,790	1,697	382	2,980	1 9¾	0 3 9/20	0 7¼
—	15	292	83	43	5,342	103	2,482	2,266	324	3,354	1 3 6/25	¶ 0 8½	0 9½
—	27	320	65	94	5,701	405	2,529	2,022	491	3,710	1 6½	0 3½	0 10
1	7	246	35	69	3,451	155	1,818	1,079	265	2,467	1 5 39/100	0 5 67/100	1 0¾
—	4	298	67	56	4,609	103	2,177	1,899	306	3,190	1 5¾	0 9⅞	1 0½
4	**208**	**1,523**	**430**	**636**	**30,713**	**5,113**	**12,466**	**9,485**	**2,425**	**22,379**	**5 0½**	**0 2¼**	**1 0⅕**
—	2	87	21	15	1,889	167	1,041	434	160	1,283	2 2	0 11¾	1 8¾
2	18	153	49	97	3,431	221	1,511	1,081	474	2,665	1 3	0 4	0 5¾
1	15	303	56	61	4 235	459	2,134	1,239	288	2,741	4 2	0 10	1 6⅕
1	50	276	68	161	5,541	1,539	1,861	1,598	350	3,879	2 1	0 6¼	0 10¾
—	81	337	98	151	7,673	1,575	3,056	2,203	490	6,036	5 0½	0 9	1 1¾
—	21	163	79	112	4,158	624	1,200	1,714	419	3,052	1 9½	0 2¼	1 6¾
—	21	204	59	39	3,786	528	1,663	1,216	244	2,723	4 5¼	1 3 3/10	2 4
—	**468**	**4,815**	**659**	**4,073**	**66,804**	**10,244**	**31,793**	**16,968**	**5,331**	**51,722**	**1 5¼**	**¶ 0 2¼**	**0 10 3/100**
—	125	1,309	190	957	18,560	2,768	8,533	5,282	1,366	14,652	1 2	0 4	0 9¼
—	33	396	62	372	7,098	790	3,258	1,785	858	4,905	1 2⅜	0 2¾	0 9¼
—	118	1,649	201	1,243	20,566	2,895	10,646	4,887	1,401	16,542	1 5¼	¶ 0 5 4/5	0 11½
—	192	1,461	206	1,501	20,580	3,791	9,356	5,014	1,706	15,623	1 4⅝	0 2¼	0 9¾
2	**33**	**1,215**	**235**	**481**	**17,215**	**640**	**9,338**	**4,973**	**1,408**	**12,185**	**1 11½**	**0 3½**	**1 3 1/20**
1	19	813	158	346	11,324	346	6,157	3,321	892	8,062	1 11½	0 3½	1 4⅕
1	14	402	77	135	5,891	294	3,181	1,652	516	4,123	1 5½	0 5 1/10	1 0¾
9	**21**	**448**	**118**	**691**	**9,166**	**373**	**3,832**	**3,123**	**1,068**	**6,256**	**1 8½**	**¶ 0 1**	**0 7 25/100**
4	7	196	43	58	3,242	88	1,496	1,116	368	2,298	1 8½	0 1⅛	0 7¾
3	11	179	57	613	4,238	192	1,655	1,446	482	2,836	0 11¾	¶ 0 1	0 7¾
2	3	73	18	20	1,686	93	681	561	218	1,122	0 9	0 1⅖	0 5¼
—	**20**	**242**	**81**	**103**	**5,401**	**462**	**2,375**	**1,837**	**511**	**4,235**	**1 5**	**0 2½**	**0 7 19/50**
—	3	62	24	8	1,565	70	761	512	191	1,247	1 5	0 11¼	1 1½
—	16	170	48	93	3,458	384	1,482	1,133	294	2,778	0 7⅜	0 4¼	0 7
—	1	10	9	2	378	8	132	192	26	210	0 2½	0 2½	0 2½
—	**22**	**1,015**	**163**	**197**	**13,029**	**1,006**	**6,224**	**4,374**	**819**	**10,140**	**3 6**	**1 4 13/25**	**1 11 43/50**
—	**35**	**459**	**86**	**341**	**6,497**	**652**	**2,882**	**2,239**	**480**	**5,249**	**1 3½**	**0 6 1/10**	**0 9 19/100**
—	**212**	**2,185**	**254**	**1,906**	**28,763**	**3,643**	**14,751**	**6,761**	**2,715**	**23,607**	**1 3**	**0 3**	**0 9 3/25**
—	96	1,191	125	1,098	14,727	1,764	7,892	3,314	1,393	11,793	1 0⅞	0 3⅞	0 8½
—	116	994	129	808	14,036	1,879	6,859	3,447	1,322	11,814	1 3	0 3	0 10
2	**113**	**1,289**	**184**	**1,078**	**19,824**	**2,206**	**10,101**	**4,708**	**2,011**	**14,038**	**1 1**	**0 1 53/100**	**0 8**
—	9	281	42	187	4,182	333	2,223	1,039	380	3,069	0 10¾	0 1 53/100	0 8½
—	71	459	63	472	6,618	984	3,093	1,671	686	5,360	1 1	0 3½	0 10½
1	8	128	10	119	1,779	96	1,085	305	193	1,234	0 11⅞	0 3¼	0 8½
1	13	209	41	235	4,012	331	2,072	1,000	409	2,436	0 10	0 2	0 5¾
—	12	212	28	65	3,233	462	1,628	693	343	1,939	0 8¾	0 3½	0 5¾

‖ The Average Rate for each district has been ascertained by dividing the amount received from Poor Law Assessment by *one-half* of the sum of the Owners' and Occupiers' Assessable Rentals. The Average Rate for each County is taken from the 12th Annual Report of the Local Government Board for Scotland, and has been ascertained by dividing the amount of Rates collected from Owners by the Owners' Assessable Rental, and the amount of Rates collected from occupiers by the Occupiers' Assessable Rental, and adding the results.

¶ In one Parish no rate was levied.

Appendix No. CXCII.—*continued.*

Paper handed in by Local Government Board for Scotland—*continued.*

Return showing for the Year 1905–1906 Particulars of Area, Population, Valuation, Poorhouse (*a*) according to Counties, and

County and District including Burghs.	Area.	Population at Census, 1901.	Valuation.	Number of Poorhouses in County or District.	Sanctioned Accommodation.	Average Daily Number of Poorhouse Inmates.	Number of Parishes in County or District.	Number of Parishes owning Poorhouse Accommodation.			Number of Parishes having Boarding Rights.		
								Within District.	Within County.	Outwith County.	Within District.	Within County.	Outwith County.
Edinburgh	**232,059**	**488,061**	**4,458,137**	**5**	**2,379**	**1,940**	**27**	—	**15**	**1**	—	**7**	**2**
Calder	61,634	18,904	158,504	—	—	—	5	—	—	—	—	3	2
Gala Water	82,155	7,100	79,900	—	—	—	7	—	5	—	—	1	—
Lasswade	53,616	48,021	301,601	2	220	143	8	6	—	1	—	—	—
Suburban	34,654	414,036	3,918,132	3	2,159	1,797	7	2	2	—	3	—	—
Elgin*	**305,119**	**44,800**	**261,325**	**1**	**120**	**63**	**19**	—	**16**	**3**	—	—	—
Fife	**322,844**	**218,840**	**1,481,487**	**3**	**407**	**348**	**60**	—	**15**	**1**	—	**37**	**1**
Cupar	96,488	24,950	190,033	—	—	—	20	—	—	—	—	16	—
Dunfermline	67,494	60,580	395,223	1	122	126	10	8	—	1	—	1	—
Kirkcaldy	67,924	95,592	592,733	2	285	222	12	6	1	—	5	—	—
St. Andrews	90,938	37,718	303,498	—	—	—	18	—	—	—	—	15	1
Forfar	**559,037**	**284,082**	**1,772,235**	**4**	**1,459**	**1,178**	**53**	—	**3**	—	—	**34**	**4**
Arbroath	59,758	36,531	216,521	1	140	72	9	1	—	—	4	3	—
Brechin	213,683	34,724	238,177	—	—	—	18	—	—	—	—	12	2
Dundee	65,664	185,512	1,119,065	2	1,242	1,043	11	1	—	—	4	1	1
Forfar	219,932	27,315	198,472	1	77	63	15	1	—	—	8	2	1
Haddington	**171,011**	**38,665**	**366 803**	**1**	**88**	**40**	**24**	—	**16**	**8**	—	—	—
Eastern	77,361	13,854	152,144	1	88	40	9	9	—	—	—	—	—
Western	93,650	24,811	214,659	—	—	—	15	—	7	8	—	—	—
Inverness	**2,703,238**	**90,674**	**490,298**	**3**	**233**	**105**	**33**	—	**12**	**9**	—	**6**	**3**
Inverness	144,654	32,914	196,730	1	173	80	6	1	—	3	1	—	—
Aird	449,911	8,893	64,770	—	—	—	5	—	—	—	—	5	—
Badenoch	615,590	7,500	86,417	—	—	—	6	—	—	2	—	—	3
Lochaber	752,618	9,525	88,637	—	—	—	5	—	—	4	—	—	—
Skye	428,966	14,619	34,007	1	40	16	7	7	—	—	—	—	—
Harris	123,757	5,271	6,182	—	—	—	1	—	1	—	—	—	—
North Uist	75,431	3,891	5,123	1	20	9	1	1	—	—	—	—	—
South Uist	112,311	8,061	8,432	—	—	—	2	—	2	—	—	—	—
Kincardine	**244,032**	**31,537**	**250,040**	**1**	**117**	**78**	**19**	—	**16**	—	—	**2**	**1**
Laurencekirk	57,172	6,419	55,451	—	—	—	4	—	4	—	—	—	—
Lower Deeside	19,558	4,205	36,552	—	—	—	3	—	2	—	—	—	1
St. Cyrus	33,009	6,243	44,763	—	—	—	5	—	3	—	—	2	—
Stonehaven	57,214	9,711	70,279	1	117	78	4	4	—	—	—	—	—
Upper Deeside	77,079	4,959	42,995	—	—	—	3	—	3	—	—	—	—
Kinross*	**52,410**	**6,981**	**71,156**	—	—	—	**5**	—	—	—	—	—	**5**
Kirkcudbright	**575,565**	**39,383**	**350,367**	**1**	**136**	**34**	**28**	—	**22**	—	—	—	**4**
Eastern	123,096	17,286	130,377	—	—	—	10	—	5	—	—	—	3
Northern	176,569	3,302	46,135	—	—	—	5	—	5	—	—	—	—
Southern	119,614	13,767	132,772	1	136	34	9	9	—	—	—	—	—
Western	156,286	5,028	41,083	—	—	—	4	—	3	—	—	—	1
Lanark	**561,877**	**1,314,810**	**8,987,697**	**11**	**7,527**	**6,133**	**39**	—	**17**	**3**	—	**15**	—
Lower Ward	41,204	945,232	6,743,905	5	6,364	5,274	5	2	—	2	—	1	—
Middle Ward	193,092	322,708	1,878,436	5	1,103	803	14	14	—	—	—	—	—
Upper Ward	327,581	46,870	365,356	1	60	56	20	1	—	1	14	—	—
Linlithgow	**79,142**	**66,443**	**481,149**	**1**	**168**	**153**	**11**	—	**6**	—	—	**5**	—
Bathgate	40,491	37 363	225,485	—	—	—	5	—	2	—	—	3	—
Linlithgow	38,651	29,080	255,664	1	168	153	6	4	—	—	2	—	—

* County not divided into districts.
† At 15th May, 1906.
‡ Being expenses of Department of Inspector of Poor including salaries, office, and travelling expenses, etc.
§ These Rates are the highest and lowest total Rates levied for Poor Law purposes, being the sum of the actual Rates levied on owners and occupiers.

Appendix No. CXCII—*continued.*

Paper handed in by Local Government Board for Scotland—*continued.*

Accommodation. Number and Cost of Poor, Rating, &c., in the Parishes or Scotland grouped (*b*) according to Districts, including Burghs.

Number of Parishes having no Poorhouse Accommodation.	Number of Poor.† Ordinary. In Poorhouse.	Number of Poor.† Ordinary. Outdoor.	Number of Poor.† Lunatics.	Number of Applications for Relief during Year.	Total Poor Law Expenditure.	Expenditure on Relief. Ordinary Poor. In Poorhouse (including all Establishment Charges).	Expenditure on Relief. Ordinary Poor. Outdoor.	Expenditure on Relief. Lunatic Poor.	Expenditure on Management.‡	Amount received from Poor Law Assessment.	Highest Rate.§	Lowest Rate.§	Average Rate.‖
					£	£	£	£	£	£	s. d.	s. d.	s. d.
2	**1,776**	**7,597**	**1,636**	**12,559**	**135,169**	**27,379**	**48,869**	**45,189**	**9,726**	**116,772**	**1 3 3/16**	**0 0¾**	**0 7 17/100**
—	24	422	48	479	5,556	519	2,767	1,250	491	4,125	1 1½	0 4½	0 9½
1	9	130	20	251	2,033	181	924	582	225	1,473	1 1⅝	0 0¾	0 7
1	62	830	158	776	11,681	1,280	5,136	3,872	940	9,884	1 3 3/16	0 3⅛	0 10
—	1,681	6,215	1,410	11,053	115,899	25,399	40,042	39,485	8,070	101,290	1 0¼	0 2	0 7¼
—	**55**	**1,239**	**191**	**451**	**16,725**	**1,839**	**8,475**	**4,423**	**1,274**	**12,164**	**1 11¾**	**0 4⅜**	**1 2 23/25**
6	**333**	**3,030**	**661**	**3,370**	**47,677**	**6,158**	**18,279**	**16,677**	**4,293**	**34,574**	**1 2**	**¶0 0 29/60**	**0 7⅖**
4	28	366	95	827	6,466	438	2,598	2,419	693	4,240	1 2	¶0 0¾	0 7¾
—	131	974	175	861	12,694	1,710	5,092	4,637	897	9,184	1 1⅙	0 3 9/20	0 7¾
—	145	1,275	262	1,399	20,660	3,523	7,612	6,443	1,893	16,045	1 0¾	0 2	0 8¼
2	29	415	129	283	7,857	487	2,977	3,178	810	5,105	0 11	0 0 29/60	0 5
12	**1,034**	**4,107**	**1,043**	**6,376**	**84,913**	**19,083**	**27,904**	**28,622**	**6,136**	**66,091**	**1 7⅛**	**¶0 1**	**0 11 37/60**
1	64	463	122	220	9,732	1,452	3,349	3,568	965	7,903	1 4	0 2 3/16	0 11¾
4	23	735	121	408	11,485	477	5,481	3,603	1,252	9,272	1 7⅛	0 1	1 0¼
4	889	2,550	685	5,391	56,157	16,412	16,476	18,108	3,337	43,860	1 1 57/100	¶0 2	1 0¼
3	58	359	115	357	7,539	742	2,598	3,343	582	5,056	1 4½	0 1	0 8¼
—	**74**	**667**	**172**	**854**	**11,693**	**1,623**	**4,228**	**4,173**	**1,147**	**8,063**	**1 1**	**0 1¾**	**0 7 9/100**
—	26	193	52	412	3,930	553	1,424	1,321	439	2,910	0 10¼	0 3¼	0 6¼
—	48	474	120	442	7,763	1,070	2,804	2,852	708	5,153	1 1	0 1¾	0 7½
3	**113**	**2,594**	**542**	**820**	**39,845**	**3,435**	**19,750**	**11,470**	**3,294**	**30,444**	**13 3**	**0 5**	**1 7 21/100**
1	69	890	177	429	13,592	1,867	5,966	3,744	1,194	11,706	1 9½	1 2	1 6¾
—	4	360	67	86	5,350	139	3,103	1,534	373	4,015	1 11 3/20	1 2⅜	1 6¾
1	3	234	48	48	4,073	50	2,344	1,154	365	3,303	1 1½	0 5	0 11
1	15	250	46	81	4,889	306	2,893	1,075	454	3,790	2 8	0 5¾	1 1¼
—	16	438	122	84	6,683	536	3,053	2,354	464	4,872	5 2½	2 3½	3 9¼
—	—	140	19	27	1,294	137	595	365	130	1,032	5 2	5 2	5 2
—	3	88	26	28	1,574	192	568	638	102	985	5 8	5 8	5 8
—	3	194	37	37	2,390	208	1,228	606	212	741	13 3	8 11	††3 1¾
—	**53**	**356**	**91**	**209**	**7,248**	**855**	**2,451**	**2,699**	**890**	**4,989**	**1 2**	**0 2⅝**	**0 6 61/100**
—	8	71	24	39	1,695	220	501	682	213	1,169	0 11½	0 4⅕	0 6¾
—	5	48	13	13	1,091	97	364	429	142	820	0 8½	0 7 11/20	0 8
—	8	73	17	38	1,396	110	552	499	176	929	1 2	0 2⅝	0 6½
—	26	126	27	92	2,211	339	730	811	235	1,427	1 1	0 5	0 7
—	6	38	10	27	855	89	304	278	124	644	0 11¼	0 3	0 4¾
—	**2**	**55**	**26**	**158**	**1,400**	**47**	**463**	**648**	**172**	**686**	**0 4⅕**	**0 0 19/20**	**0 2 9/10**
2	**38**	**838**	**107**	**433**	**11,773**	**744**	**6,790**	**2,624**	**1102**	**8,988**	**1 5**	**0 2¾**	**0 8 33/50**
2	22	393	45	221	5,058	266	3,047	1,132	429	3,937	1 5	0 3	0 10¼
—	3	75	13	18	1,144	87	569	296	134	848	0 9⅝	0 2 13/16	0 6½
—	9	262	36	158	3,989	305	2,229	868	384	3,103	1 3 11/16	0 2¾	0 7¾
—	4	108	13	36	1,582	86	945	328	155	1,100	1 1½	0 3¼	0 8¾
4	**5,986**	**25,140**	**4,084**	**38,066**	**490,326**	**173,028**	**171,238**	**112,156**	**27,364**	**456,646**	**1 8 29/32**	**0 0½**	**1 3 81/100**
—	225	18,007	3,225	31,516	393,757	151,735	126,807	92,081	19,108	375,354	1 8 29/32	0 7½	1 5¼
—	705	6,264	741	6,083	84,388	20,002	37,807	17,255	7,310	71,958	1 8	0 6 11/16	1 0
4	56	869	118	467	12,181	1,291	6,624	2,820	946	9,334	1 2½	0 0½	0 8¼
—	**144**	**1,273**	**138**	**1,796**	**16,562**	**2,996**	**7 888**	**3,865**	**1,109**	**13,432**	**1 3½**	**0 1½**	**0 9**
—	60	745	73	817	9,117	1,485	4,596	2,103	569	6,920	0 11⅝	0 5½	0 9½
—	84	528	65	979	7,445	1,511	3,292	1,762	540	6,512	1 3½	0 1½	0 8½

‖ The average Rate for each district has been ascertained by dividing the amount received from Poor Law Assessment by *one-half* of the sum of the Owners' and Occupiers' Assessable Rentals. The Average Rate for each County is taken from the 12th Annual Report of the Local Government Board for Scotland, and has been ascertained by dividing the amount of Rates collected from Owners by the Owners' Assessable Rental, and the amount of Rates collected from occupiers by the Occupiers' Assessable Rental, and adding the results.

¶ In one Parish no rate was levied.

†† This calculated Rate is considerably less than the Rates actually levied, owing to the fact that very large arrears of Assessment are outstanding. The Rate calculated on the amount of assessment *imposed* would be 10s. 0 1/10d.

APPENDIX No. CXCII.—*continued.*

PAPER HANDED IN BY LOCAL GOVERNMENT BOARD FOR SCOTLAND—*continued.*

RETURN showing for the Year 1905–1906 Particulars of Area, Population, Valuation, Poorhouse (*a*) according to Counties, and

County and District including Burghs.	Area.	Population at Census, 1901.	Valuation.	Number of Poorhouses in County or District.	Sanctioned Accommodation.	Average Daily Number of Poorhouse Inmates.	Number of Parishes in County or District.	Number of Parishes owning Poorhouse Accommodation.			Number of Parishes having Boarding Rights.		
								Within District.	Within County.	Outwith County.	Within District.	Within County.	Outwith County.
NAIRN*	95,228	8,721	54,132	1	75	29	4	—	4	—	—	—	—
ORKNEY	240,930	28,699	83,315	1	50	13	21	—	12	—	—	—	—
Mainland	122,024	16,305	53,487	1	50	13	10	4	—	—	—	—	—
North Isles	64,329	7,845	21,511	—	—	—	8	—	7	—	—	—	—
South Ronaldshay	15,064	2,707	4,760	—	—	—	1	—	1	—	—	—	—
Walls	39,513	1,842	3,557	—	—	—	2	—	—	—	—	—	—
PEEBLES*	222,599	15,066	143,828	1	72	12	14	—	13	—	—	—	1
PERTH	1,595,802	123,283	1,157,417	3	410	245	71	—	29	2	—	35	2
Blairgowrie	170,062	19,389	171,607	—	—	—	14	—	1	—	—	13	—
Central	248,934	18,615	190,398	1	80	44	13	10	—	—	2	1	—
Highland	675,305	14,897	164,646	1	70	38	9	9	—	—	—	—	—
Perth	151,807	55,301	436,167	1	260	163	26	1	4	—	18	1	—
Western	349,694	15,081	194,599	—	—	—	9	—	4	2	—	—	2
RENFREW	154,276	293,497	1,943,419	3	1,238	965	16	—	14	—	—	2	—
Upper	68,407	180,499	1,203,722	2	787	608	7	7	—	—	—	—	—
Lower	85,869	112,998	739,697	1	451	357	9	1	6	—	2	—	—
ROSS	1,976,707	76,450	306,520	3	239	97	33	—	20	—	—	7	3
Black Isle	54,475	8,638	44,772	1	73	28	6	6	—	—	—	—	—
Easter Ross	268,990	13,873	79,835	1	100	41	9	9	—	—	—	—	—
Lews	404,413	28,949	34,500	1	66	28	4	4	—	—	—	—	—
Mid Ross	669,507	15,472	105,955	—	—	—	8	—	1	—	—	6	—
South-Western	269,383	4,106	25,329	—	—	—	4	—	—	—	—	—	2
Western	309,939	5,412	16,129	—	—	—	2	—	—	—	—	1	1
ROXBURGH	426,060	48,804	439,109	3	245	112	30	—	27	1	—	—	1
Hawick	100,280	20,568	129,633	1	103	62	4	4	—	—	—	—	—
Jedburgh	113,657	8,393	89,490	1	72	23	8	6	2	—	—	—	—
Kelso	95,302	10,661	116,809	1	70	27	12	11	—	—	—	—	—
Liddlesdale	67,909	1,872	26,380	—	—	—	1	—	1	—	—	—	—
Melrose	48,912	7,310	76,797	—	—	—	5	—	3	1	—	—	1
SELKIRK*	170,761	23,356	153,411	1	65	28	7	—	4	2	—	—	—
STIRLING	288,842	142,291	904,481	2	502	361	22	—	5	4	—	8	4
Central	96,586	53,440	356,837	1	176	145	8	4	—	1	3	—	—
Eastern	51,509	77,753	390,068	1	326	216	6	1	—	1	2	1	1
Western	140,747	11,098	157,576	—	—	—	8	—	—	2	—	2	3
SUTHERLAND*	1,297,849	21,440	99,902	1	50	27	13	—	13	—	—	—	—
WIGTOWN	311,609	32,685	243,316	1	134	74	17	—	17	—	—	—	—
Lower	151,911	13,964	113,242	—	—	—	8	—	8	—	—	—	—
Upper	159,698	18,721	130,074	1	134	74	9	9	—	—	—	—	—
ZETLAND	352,319	28,166	55,941	1	72	45	12	—	12	—	—	—	—
Mainland	260,403	23,390	45,569	1	72	45	9	9	—	—	—	—	—
North Isles	91,916	4,776	10,372	—	—	—	3	—	3	—	—	—	—
TOTAL FOR SCOTLAND	19,069,421	4,472,103	31,264,176	69	18,861	13,935	874	—	428	72	—	247	61

* County not divided into districts.
† At 15th May, 1906.
‡ Being expenses of Department of Inspector of Poor, including salaries, office, and travelling expenses, etc.
§ These Rates are the highest and lowest total Rates levied for Poor Law purposes, being the sum of the actual Rates levied on owners and occupiers.

Appendix No. CXCII.—*continued.*

Paper handed in by Local Government Board for Scotland—*continued.*

Accommodation. Number and Cost of Poor, Rating, &c., in the Parishes of Scotland grouped (*b*) according to Districts, including Burghs.

Number of Parishes having no Poorhouse Accommodation.	Number of Poor.† Ordinary. In Poorhouse.	Number of Poor.† Ordinary. Outdoor.	Number of Poor.† Lunatics.	Number of Applications for Relief during Year.	Total Poor Law Expenditure.	Expenditure on Relief. Ordinary Poor. In Poorhouse (including all Establishment Charges).	Expenditure on Relief. Ordinary Poor. Outdoor.	Expenditure on Relief. Lunatic Poor.	Expenditure on Management.‡	Amount received from Poor Law Assessment.	Highest Rate.§	Lowest Rate.§	Average Rate.‖
					£	£	£	£	£	£	s. d.	s. d.	s. d.
—	20	180	42	108	2,821	522	992	974	198	2,214	1 8	1 0	1 1
9	15	666	112	81	8,830	487	4,330	3,051	532	6,477	5 0½	1 1	2 5 $\frac{57}{100}$
6	12	360	59	57	4,677	290	2,189	1,662	280	3,511	3 2½	1 1	2 0
1	3	195	35	13	2 893	168	1,532	887	170	2,167	5 0½	1 9½	3 0½
—	—	79	11	7	796	27	354	343	52	487	3 3	3 3	3 3
2	—	32	7	4	464	2	255	159	30	312	3 1	2 0	2 9
—	8	127	46	469	3,391	464	1,143	1,213	386	2,365	0 9 $\frac{5}{24}$	0 0 $\frac{1}{16}$	0 5 $\frac{33}{50}$
3	239	1,510	492	1,546	36,017	5,849	12,222	12,763	3,637	26,562	1 4½	¶0 1½	0 7 $\frac{21}{100}$
—	8	267	80	309	6,000	366	2,554	2,119	708	4,057	1 4½	¶0 1½	0 7¾
—	41	242	75	279	5,354	901	1,750	1,968	507	3,855	0 9½	0 1½	0 6¼
—	22	230	79	186	5,556	772	2.033	2,061	475	3,879	0 11½	0 5	0 6¾
2	152	544	204	667	14,456	3,501	3,889	5,106	1,392	11,391	0 10 $\frac{9}{10}$	0 2¼	0 8¼
1	16	227	54	105	4,651	309	1,996	1,509	555	3,380	0 9½	0 2½	0 5¾
—	857	4,340	720	5,240	76,102	16,063	28,761	22,992	5,602	64,706	1 6½	0 4⅛	0 10 $\frac{21}{50}$
—	503	2,655	409	3,350	43,833	9,237	18,110	12,193	3,268	38,140	1 5	0 4⅛	0 10¼
—	354	1,685	311	1,890	32,269	6,826	10,651	10,799	2,334	26,566	1 6½	0 5½	0 11
3	102	2,633	455	598	32,890	3,030	16,383	9,467	2,418	26,259	12 8	0 6½	2 3 $\frac{17}{25}$
—	24	233	62	56	3,956	368	1,654	1,385	324	2,795	3 0	1 3	1 11
—	34	582	83	162	6,965	951	3,192	2,006	541	5,452	2 7	1 3	1 10¼
—	22	823	136	181	9,044	1,292	4,297	2,455	491	7,516	12 8	3 10	5 4¼
1	18	538	113	131	7,260	334	3,743	2,243	615	5,369	3 5¼	0 6½	1 4¼
2	—	221	32	27	2,935	10	1,772	700	281	2,791	3 5 $\frac{9}{20}$	1 11	2 9
—	4	236	29	41	2,730	75	1,725	678	166	2,336	3 9	3 4 $\frac{7}{50}$	3 5¼
1	85	584	178	1,194	13,412	1,756	4,541	5,134	1,317	9,431	1 3 $\frac{3}{10}$	0 0¾	0 7 $\frac{13}{50}$
—	45	240	60	197	4,662	757	1,636	1,656	424	3,504	0 11½	0 0¾	0 9½
—	14	108	26	348	2,462	408	968	748	240	1,734	1 0⅙	0 1 $\frac{7}{500}$	0 7
1	23	160	58	580	3,881	362	1,182	1,660	415	2,666	1 3 $\frac{3}{10}$	0 1½	0 8½
—	—	8	3	2	322	31	115	118	36	205	0 2¾	0 2¾	0 2¾
—	3	68	31	67	2,085	198	640	952	202	1,322	0 10¼	0 3¾	0 6¼
1	26	311	67	1,056	6,026	593	2,478	1,784	720	5,240	1 5	0 0 $\frac{11}{128}$	0 11½
1	270	2,767	373	2,541	39,034	6,978	18,039	9,870	2,675	30,768	1 8	0 0 $\frac{17}{50}$	0 11 $\frac{23}{50}$
—	47	1,005	162	1,487	14,399	1,472	7,014	4,418	1,144	11,147	1 0½	0 2 $\frac{5}{12}$	0 9¼
—	212	1,558	165	924	20,863	5,262	9,276	4,296	1,159	16,407	1 8	0 5½	1 2¼
1	11	204	46	130	3,772	244	1,749	1,156	402	3,214	1 4	0 0 $\frac{17}{50}$	0 6¾
—	18	827	98	102	9,759	593	5,938	2,179	670	7,910	4 9½	0 10	1 10¾
—	74	788	102	369	11,752	1,523	6,218	2,343	1,170	8,693	1 7	0 5¼	1 0 $\frac{3}{50}$
—	18	348	38	148	4,932	365	3,009	886	446	3,704	1 5½	0 5¾	0 11
—	56	440	64	221	6,820	1,158	3,209	1,457	724	4,989	1 7	0 5¼	1 0¾
—	43	660	117	143	8,547	1,098	3,415	2,998	701	5 766	8 2½	1 10¼	3 2⅕
—	40	521	102	122	7,005	930	2,605	2,631	575	4,646	8 2½	1 10¼	3 2½
—	3	139	15	21	1,542	168	810	367	126	1,120	4 3	2 9½	3 7¼
66	13,187	81,216	14,831	90,821	1,407,169	314,474	554,270	396,823	100,065	1,175,365	13 3	**0 0 $\frac{1}{10}$	0 11 $\frac{77}{100}$

‖ The Average Rate for each district has been ascertained by dividing the amount received from Poor Law Assessment by *one-half* of the sum of the Owners' and Occupiers' Assessable Rentals. The Average Rate for each County is taken from the 12th Annual Report of the Local Government Board for Scotland, and has been ascertained by dividing the amount of Rates collected from Owners by the Owners' Assessable Rental, and the amount of Rates collected from occupiers by the Occupiers' Assessable Rental, and adding the results.

¶ In one Parish no Rate was levied.

* In six Parishes no Rate was levied.

ROYAL COMMISSION ON THE POOR LAWS AND RELIEF OF DISTRESS.

SUPPLEMENTARY LIST OF APPENDIX VOLUMES TO THE REPORTS OF THE POOR LAW COMMISSION FOR ENGLAND AND WALES, SCOTLAND AND IRELAND.

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APPENDIX VOL. XXXVI.—SOME INDUSTRIES EMPLOYING WOMEN PAUPERS.
A Supplement to the Report (Appendix Vol. XVII.) by Miss Constance Williams and Mr. Thomas Jones on the effect of Outdoor Relief on Wages and the Conditions of employment.

ROYAL COMMISSION ON THE POOR LAWS AND RELIEF OF DISTRESS.

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Reports on the effect of Outdoor Relief on Wages, and the Conditions of Employment, by Mr. Thomas Jones and Miss Williams.

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APPENDIX VOL. XIX.—INVESTIGATORS' REPORTS.—UNEMPLOYMENT: ENGLAND AND WALES.
Report on the Effects of Employment or Assistance given to the Unemployed since 1886 as a means of relieving Distress outside the Poor Law in London, and generally throughout England and Wales, by Mr. Cyril Jackson and the Rev. J. C. Pringle.

APPENDIX VOL. XIX. A.—INVESTIGATORS' REPORTS.—UNEMPLOYMENT: SCOTLAND.
Report on the Effects of Employment or Assistance given to the Unemployed since 1886 as a means of relieving Distress outside the Poor Law in Scotland, by the Rev. J. C. Pringle.

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Report on the Condition of the Children who are in receipt of the various forms of Poor Law Relief in certain parishes in Scotland, by Dr. C. T. Parsons and Miss Longman and Miss Phillips.

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